

Punjab
Gender Parity
Report 2022



PUNJAB COMMISSION ON THE STATUS OF WOMEN
WOMEN DEVELOPMENT DEPARTMENT



Punjab
Gender Parity
Report 2022



PUNJAB COMMISSION ON THE STATUS OF WOMEN

DISCLAIMER

The Punjab Gender Parity Report 2022 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.

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Nabila Javaid

Secretary
Punjab Commission on
the Status of Women (PCSW)

PREFACE

During the last decade, the advancements in information technology have initiated a revolution in decision-making. Previously, decisions were influenced by factors other than empirical evidence, including personal experience or observation, instinct, hype, and dogma or belief. But now with the increased ability to collect and analyse large amounts of data, decision-makers are able to minimize the distortions and discover what really works. There is great potential in the public sector of Punjab for data-driven policy making. Good quality data effectively bridges the gap between limited resources and increasing demand.

The Government of Punjab is fully committed to the cause of women's empowerment and has taken up a number of steps to enhance women's quality of life. Given that Pakistan has signed international treaties to advance women's rights, it regularly reports on progress towards the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) and the United Nation's Sustainable Development Goals (SDGs). To achieve both ends, gender-segregated data is crucial for informing policies, promoting gender equality, and empowering women. This data is essential for addressing discrimination and promoting equality, as it provides evidence to policymakers, empowers marginalized communities, and highlights the economic cost of discrimination. The dissemination of gender-segregated data is beneficial not only for policy formulators and decision-makers but also for the general public.

The Punjab Commission on the Status of Women (PCSW) is mandated to keep track of laws, policies, and programs by the provincial government, ensuring that they promote women's empowerment. To achieve this task PCSW maintains a Gender Management Information System (GMIS), which is a one-of-a-kind repository, covering over 290 indicators. To collect this data, the commission reaches out to over 1,300 public departments across Punjab and categorizes the information received across 6 thematic areas: Demographics, Governance, Health, Education, Economic Participation and Opportunities, and Justice. This data is then thoroughly analyzed and presented in the form of the Punjab Gender Parity Report (PGPR).

A salient feature of the report is the policy recommendations given with each chapter, highlighting areas of focus and possible interventions. These are based on the data received from relevant departments and secondary research incorporating national and international best practices. The report therefore acts as a compass for the province, pointing it north towards a more equitable society.

This report along with the earlier reports is an important tool to make reliable data available for informed decision-making, measure effectiveness and record empirical evidence of the achievements made to empower women of Punjab.

ACKNOWLEDGEMENTS

The Punjab Commission on the Status of Women (PCSW) acknowledges the efforts of all stakeholders who assisted in the development of the 6th 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 2022. We are also thankful to Strengthening Participatory Organization (SPO) for their support in compiling this report.

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Abbreviations And Acronyms

A

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

B

BECS: Basic Education Community Schools
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
COE: Centres of Excellence
CPC: Child Protection Centres
CPR: Contraceptive Prevalence Rate
Cr.PC: Criminal Procedure Code
CRVS: Civil Registration & Vital Statistics
CTP: City Traffic Police CV Curriculum Vitae

D

DALYs: Disability Adjusted Life Years
DBR: Digital Birth Registration
DCC: Day Care Centres
DD: Demographic Dividend
DEC: District Election Commissioner
DG Khan: Dera Ghazi Khan
DHQ: District Headquarters
DIG: Deputy Inspector General
DNA: Deoxyribonucleic Acid
DVEC: District Voter Education Committee
DWPO: District Women Protection Officer

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
FOS-PAH: Federal Ombudsman for Protection Against Harassment at Workplace
FWBL: First Women Bank Limited
FWC: Family Welfare Centre
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
HED: Higher Education Department
HEI: High Education Institute
HSSC: Higher Secondary School Certificate
HTSP: Healthy Timing and Spacing of Pregnancy
HVAC: Heating, Ventilation, and Air Conditioning

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
IMR: Infant Mortality Rate
IRMNCH: Integrated Reproductive Maternal Neonatal and Child Health
IT: Information Technology
IUD: Intra Uterine Device

K

KP: Khyber Pakhtunkhwa

L

LBW: Low Birth Weight
LDC: Least Developed Countries
LE: Life Expectancy
LFPR: Labour Force Participation Rate
LFS: Labour Force Survey
LHS: Lady Health Supervisors
LHV: Lady Health Visitors
LHW: Lady Health Workers
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
MEP: Mechanical, Electrical and Plumbing
MFLO: Muslim Family Law Ordinance
MICS: Multiple Indicator Cluster Survey
MISC: Miscellaneous
MMR: Maternal Mortality Ratio
MNT: Maternal, Neonatal Tetanus Elimination
MNTE: Maternal, Neonatal Tetanus Elimination
MoHR: Ministry of Human Rights
MPA: Member of Provincial Assembly
MSU: Mobile Service Units

N

NADRA: National Database and Registration Authority
NCD: Non-Communicable Disease
NCHD: National Commission for Human Development
NCOC: National Command and Operation Centre
NCSW: National Commission on the Status of Women

NER: Net Enrolment Rate
NFBE: Non-Formal Basic Education
NFBED: Non-Formal Basic Education Department
NFE: Non-Formal Education
NFEI: Non-formal Education Institutes
NFFS: Non-Formal Feeder Schools
NGIRI: National Grassroots
ICT: Research Initiative
NIC: National Incubation Centre
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
PCLS: Punjab Child Labour Survey (2019-20)
PCPS: Punjab Criminal Prosecution Service
PDCF: Punjab Day Care Fund
PDHS: Pakistan Demographic and Health Survey
PDMA: Provincial Disaster Management Authority
PECA: Prevention of Electronic Crimes Act (2016)
PEF: Punjab Education Foundation
PEIMA: Punjab Education Initiative Management Authority
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
PMHI: Punjab Mental Health Institute
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: The 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
PWEP: 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
RISE: Responsive Investment for Social Protection and Economic Stimulus

S

SBP: State Bank of Pakistan
SBBHRC: Shaheed Benazir Bhutto Human Rights Centre
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 Enterprises
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
STEM: Science, Technology, Engineering, and Mathematics
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
TT: Singh Toba Tek Singh
TVET: Technical, Vocational Education and Training

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
VTI: Vocational Training Institutes

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 Taraqati Bank Limited
ZTP: Zewar-e-Taleem Project

Messages



Mohsin Raza Naqvi

Chief Minister, Punjab

Punjab Gender Parity Report (PGPR) for the year 2022, is a testament to the dedicated efforts and unwavering commitment of the Government of Punjab for gender equality and social justice. Gender parity is a fundamental principle that underpins the progress and development of any society. In Punjab, we firmly believe that a society that values and promotes gender equality is a society that thrives. Achieving sustainable development necessitates the active involvement of all sectors of society, and this is unequivocally a top priority for the government, which has pledged its commitment to the United Nations' 2030 Agenda for Sustainable Development. We find cause for optimism in the growing global momentum towards ensuring girls' access to education, safeguarding women from violence and discrimination, and creating opportunities for their full and equal participation in economic and public life. Nevertheless, notable disparities persist, and the Government of Punjab is resolutely dedicated to closing these gaps through an array of policies and initiatives. We have expanded social protection mechanisms, mainstreamed gender responsiveness in our development plans, and ensured representation of women in key decision-making roles. These efforts are bearing fruit, however, we acknowledge that there is more work to be done.

The Punjab Gender Parity Report 2022 provides us with a comprehensive overview of our journey towards gender equality and women empowerment. It is a reflection of our collective endeavors, highlighting the progress we have made and the areas where challenges persist. This report provides valuable data-driven insights to inform policies, projects, development interventions and resource allocation in Punjab. Furthermore, I extend my heartfelt congratulations to the dedicated team at the Women Development Department and the Punjab Commission on the Status of Women for their remarkable achievement in this endeavor.



Zahid Akhtar Zaman
Chief Secretary, Punjab

The Government of Punjab recognizes the pivotal role that women play in driving socio-economic growth. Our commitment to uplifting the status of women in our province is unwavering, and we remain actively engaged in various projects and initiatives aimed at enhancing their involvement across all facets of life. Our overarching goal is to transform Punjab into a secure, progressive, and opportunity-rich region for women, eliminating any barriers that obstruct their advancement.

The Punjab Gender Parity Report for the year 2022 stands as a keystone for guiding the Government of Punjab in formulating evidence-based policies and initiatives to foster the progress of women. Within its pages lies a wealth of data, insights, indicators and actionable recommendations spanning a wide range of socio-economic sectors in Punjab. This report will prove invaluable in assessing the effectiveness of ongoing projects and schemes through a gender-responsive lens and in shaping future policies and interventions with the aim of women empowerment.

I commend the efforts of the Women Development Department and the Punjab Commission on the Status of Women in compiling this report, which is a result of huge efforts in gathering gender disaggregated data and information from a large number of public sector entities and organizing and analyzing this very complex area of study. Let this report be a source of motivation and a call to further action.



Sumaira Samad
Secretary, Women Development Department, Punjab

Women's development, being a cross-cutting subject, the Women Development Department (WDD), plays the role of coordinating and integrating public, private and non-governmental sectors for the purpose of women empowerment and gender equality.

An implementer of SGD 5-achieve gender equality and empower all women and girls- WDD provides the policy framework and interventions to achieve this goal. Its functions include: legislation, policy and planning for women empowerment; gender mainstreaming across sectors; monitoring initiatives for gender reforms; investing in women's socio-economic and political development; and conducting research on the status of women in Punjab.

Punjab Gender Parity Report (PGPR), published annually, from the platform of Punjab Commission on the Status of Women (PCSW), a special institution of WDD, is a one of its kind, rich repository of gender disaggregated data across six thematic areas: demographics; education; health; economic participation and opportunities; governance; and justice. It includes a section on special initiatives. This data is collected from a wide range of public sector organizations in Punjab and Federal Government, where it has a bearing on Punjab. The number of indicators has been increasing each year, with 295 indicators this year. The data is analyzed and recommendations are made. This provides a robust picture of the situation of women in Punjab, thereby, helping in policy-making, development interventions, legal reforms and advocacy.

The process of compiling PGPR 2022 has been arduous and complex. I appreciate the untiring efforts of PCSW, particularly Ms. Nabila Javaid, Secretary, PCSW and Mr. Waheed Iqbal, Director, Program, GMIS and their team in this regard and of staff at WDD in providing support throughout the process. I thank UNFPA for providing valuable support in publishing this report. We, at WDD, look forward to feedback on the report and for collaboration with stakeholders for the goal of gender equality.

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 addressing 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.

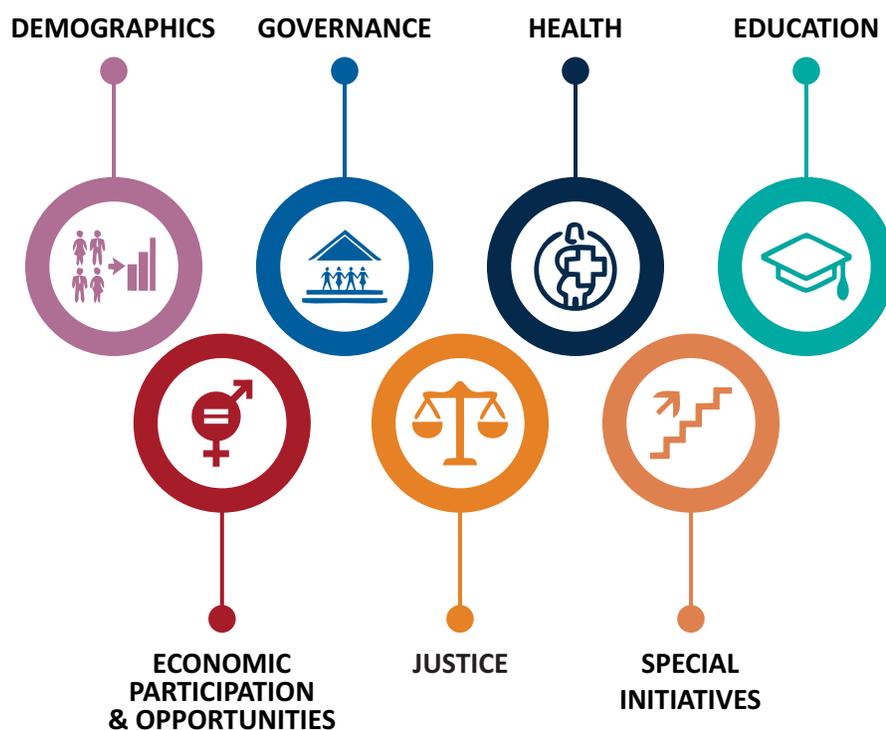
Under the PCSW Act, the Commission has the mandate to:

- Examine policies and programs introduced by the Government and facilitate their implementation in the interests of women empowerment.
- Review legislation and policy measures in Punjab to identify impact on the status of women and make recommendations of the Punjab Government 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 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 it was founded in 2014, the Commission has undertaken several projects for women empowerment and protection against violence. The Punjab Women's Toll-Free 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, to lodge harassment/property etc. complaints, and to receive psycho-social counselling. In 2016, PCSW launched the first Punjab Gender Parity Report. Successively, five more Gender Parity Reports have been published in 2017, 2018, 2020, 2021 and in 2022.

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 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

Demographics provide information on the characteristics of the population such as sex ratio, age structure, composition, spatial distribution, and population density. Data on these indicators is collected through surveys, population censuses and civil registration and vital statistics (CRVS) systems. It serves as a basis for decision making and is instrumental both at a national and international level.

According to the National Institute of Population Studies, in 2022, the estimated population of Punjab was 120,358,962 (51 percent men and 49 percent women). Of these, 63 percent resided in rural areas and 37 percent were in urban areas. As per the Labour Migration Report 2020, of all women who migrated from Pakistan, 53.4 percent were from Punjab and from those who registered for overseas employment, majority were doctors.

Further, according to the Punjab Telecommunication Authority, the number of registered mobile users and sim card holders in Punjab increased by 0.95 percent from 2021 to 2022. Out of a total of 105,901,969 users in 2022, 70 percent were men and 30 percent were women.

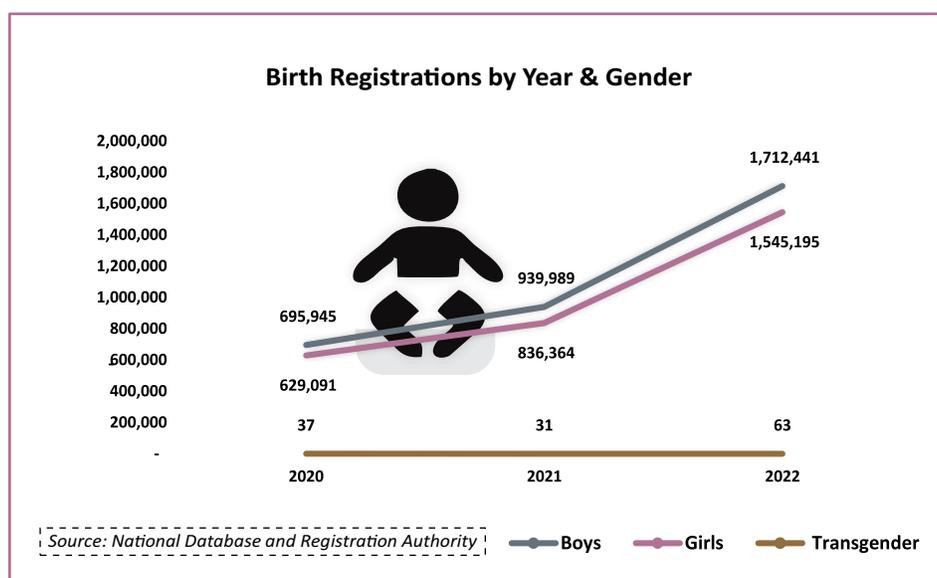
From 2021 to 2022, birth registrations by National Database & Registration Authority (NADRA) increased by 83 percent while death registrations decreased by 18

percent. In 2022, 280 widowers and 3,766 widows were registered. Additionally, 693,996 marriages and 82,042 divorces were recorded, of which 63,491 were listed as Talaq-e-Tafweez and 18,516 as Khula.

A total of 3,033,200 adults (41 percent men and 59 percent women) registered with NADRA along with 60 transgender adults (34 male eunuch, 22 female eunuch, 4 Khunsa-e-Mushkil). 76,205,067 adults (54 percent men and 46 percent women) held a state given CNIC of which 2,250 identified as transgender. The total number of minors registered in Punjab was 3,105,440 (53 percent boys and 47 percent girls) of which 3 minors registered as transgender.

The Pakistan Social and Living Standards Measurement Survey 2019 reported that 3.8 percent of population (five years of age or older) of Punjab had a disability of which 4.1 percent individuals were men and 3.5 percent were women. In 2022, Punjab registered a total of 59,628 people with disabilities and issued them a CNIC with a disability logo. Of these, there were 41,541 men, 18,086 women and 1 transgender person.

Overall, given Punjab's access to a sizable human resource, both through its local population and large influx of migrants, the province has the opportunity to steer the the economic growth of Pakistan and lead it towards a new frontier of success and prosperity.



GOVERNANCE

Rule of law requires a governing body that can ensure its sustainability. In Pakistan, this governing body is the federal government and the provincial government following the 18th amendment. The governance by these two houses ensures that citizens are provided with their legal rights and violation of law is penalized.

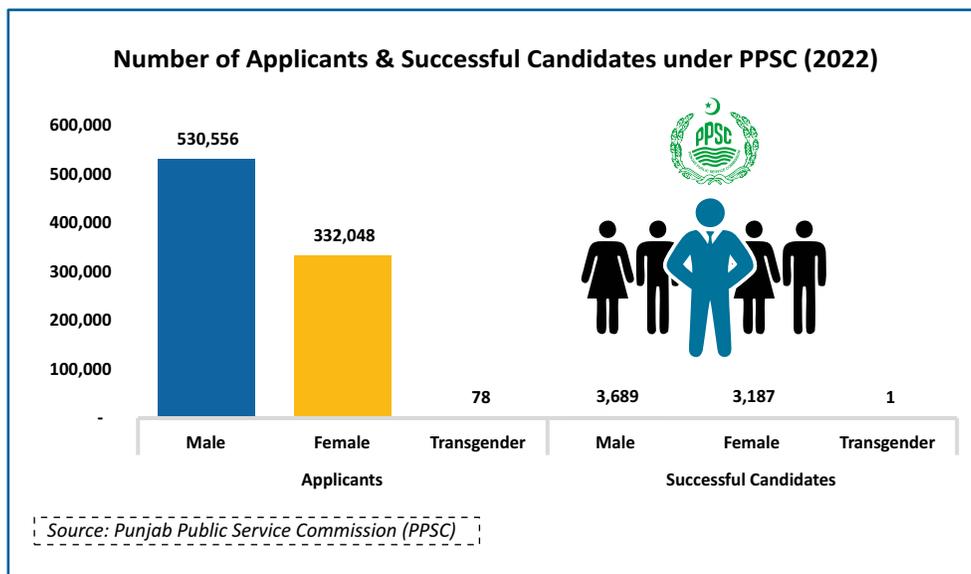
Notable statistics for women in legislature signify a weaker position for women vis a vis men. There are 341 members of the national assembly, 79 percent of which are men and 21 percent are women. The Punjab Assembly consists of 371 members, of which 297 (80 percent) are men and 74 (20 percent) are women, with a GPI of 0.253. 67 (88 percent) women were appointed on reserved seats, 7 women (11 percent) were elected to the general seats. Data from the Punjab Assembly also shows that out of the 27 total resolutions passed by the Punjab Assembly, 4 were led by female MPAs and 19 by male MPAs. Of the 41 MPAs in decision-making positions in the Punjab Assembly, 8 were female MPAs. Amongst the 17 Chairs of Standing Committees, 7 were female. Out of the 22 Ministers, only one was female. And both parliamentary secretaries were male.

Within the local governance as well, the gender parity needs closer attention. At the provincial level, of all non-gazetted staffers, 84 percent were men while 16 percent were women. Of all gazetted staffers, 60 percent were men while 40 percent were women. At the district level, of all non-gazetted staffers, 84 percent were men while 16 percent were women. Of all gazetted staffers therein, 70 percent were men while 30 percent were women.

The Punjab Public Service Commission contributes to local governance by recruiting individuals as per their needs. Under the Commission, out of the total number of candidates appearing for the PPSC exam, 62 percent were male and 38 percent were female. Out of the successful students, 53 percent were male and 46 percent were female. There was one successful transgender candidate.

Statistically, women and men are equally important as respondents to the governing body. For this reason, their voting rights must be equal and voter registration must reflect the population of both genders. The Election Commission continues to work on increasing voter registration in Punjab through legislative reforms, awareness campaigns etc. Data from the Punjab Election Commission shows that in 2022, there were 70.7 million voters registered, 38 million (54 percent) were male and 32.7 million (46 percent) were female.

In many ways, women are discouraged to participate in governance of the country. Despite benefits that female representation can achieve in the government, women are limited to reserved seats, women-specific ministries and low-impact posts in the local government. Corporate culture and social norms must adjust to allow women to progress in the political field, as a voter and as part of a governing body. More female representation in both these areas can strengthen faith in the government structure and inspire female candidates that hold potential to succeed in this area.



HEALTH

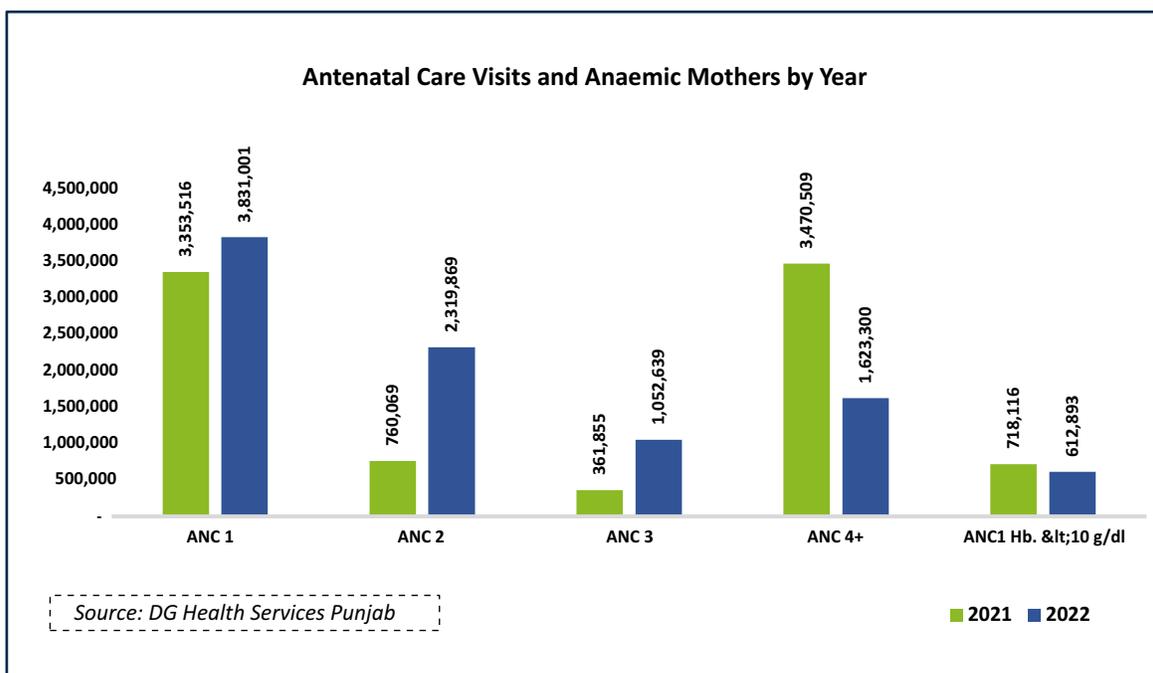
Health parity is an important indicator of a country's development in addition to being a fundamental human right. Many countries around the globe are grappling to resolve their healthcare challenges and are taking pragmatic steps to overcome significant healthcare access and outcome disparities across various genders. The Government of Punjab, in line with the federal government's Health Vision 2016-2025, allocated approximately PKR 288 billion during 2021-2022 as development budget for Primary and Secondary Healthcare Department, Specialized Healthcare and Medical Education Department, Tertiary Healthcare Hospitals, and Sehat Sahulat Programme. There were significant improvements observed in multiple health indicators across men and women in Punjab such as decline in total fertility, increase in number of normal deliveries and decline in caesarean deliveries, increase in family planning visits, and decline in underweight births.

The number of health facilities in Punjab slightly increased in 2021 (5,283) compared to 2020 (5,227). With respect to gender parity in human resources, the number of male MBBS doctors registered with Pakistan Medical and Dental Association observed an increase of 9.0 percent in 2022, while the number of female doctors increased by 9.5 percent. Compared to 2021, the number of specialized male doctors increased by 37.3 percent whereas, specialized female doctors observed an increase of 47.9 percent in 2022. Higher

disparity was observed in 1.85 million reported cases of Sexually Transmitted Infections and Urinary Tract Infections, of which 39 percent were male and 61 percent were female. The number of IRMNCH facilities increased by 18.8 percent in 2022 compared to 2021 whereas during the same years, the number of stabilization centres declined by 3.45 percent. 8.83 million antenatal care (ANC) visits took place across Punjab in 2022 which were higher (11.1 percent) compared to 7.94 million ANC visits in 2021, however, a decline was observed in four or higher ANC visits in 2022 compared to 2021. The number of anaemic women (Hb < 10 g/dl) during ANC 1 visit in 2022 was 612,893, which was less (14.7 percent) compared to 718,116 in 2021. The number of Tuberculosis increased by 23.9 percent, dengue cases declined by 27.4 percent, and cancer cases slightly declined by 2.43 percent in 2022 compared to 2021.

Analysis revealed that despite progress, gender disparities persisted among different districts, healthcare facilities, and diseases. These variations underscore the need for targeted interventions that address specific challenges faced by individuals belonging to different districts and gender. Efforts should be directed towards the equitable distribution of healthcare resources, effective implementation of healthcare policies, and tailored strategies to address prevalent diseases.

V



EDUCATION

Education provides students with skills and values that promote a sustainable livelihood and in doing so fosters a well-functioning society. It has been declared a fundamental right by the Universal Declaration of Human Rights and is emphasized in the constitution of the Islamic Republic of Pakistan whereby all children between the ages of five and sixteen are afforded the right to free education. It is also highlighted in the SDGs identified by the United Nations thus encouraging all signatories, including Pakistan, to provide quality education to its populace and to achieve gender equality in education by 2030.

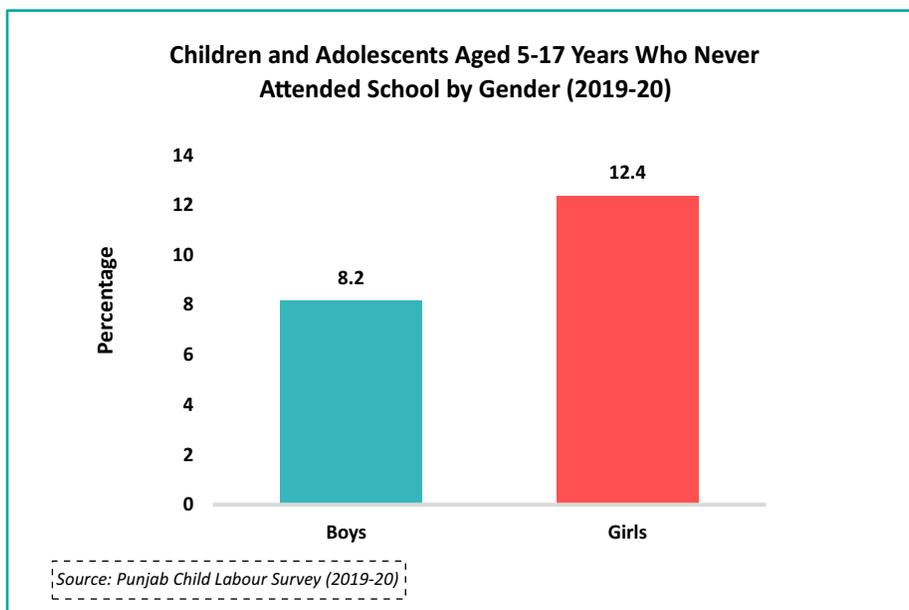
According to the Labour Force Survey 2020-2021, the literacy rate in Punjab for boys was 74.2 percent while that for girls was 58.4 percent. The same trend was seen in both rural and urban areas where the literacy rate for girls was less than that for boys such that in rural areas the literacy rate was 69 percent for boys and 48.9 percent for girls and in urban areas it was 82.5 percent for boys and 74.3 for girls. This shows a stark disparity in access to education by gender and area of residence.

The Punjab Child Labour Survey 2019-20 reported that of the total children between the ages of 5-17 years, 10.2 percent never attended school (8.2 percent boys and 12.4 percent girls). It further found education of a child's mother, education of the household head and child's household wealth to be directly proportional to the child's school attendance.

Overall, in 2022, there were a total of 48,300 formal public schools in Punjab of which 47 percent were for boys and 53 percent were for girls. The number of primary schools for boys increased by 1 percent from 2021-2022 while the number of schools for girls fell by 0.1 percent, middle schools for boys increased by 0.1 percent and those for girls decreased by 0.3 percent, secondary schools for boys decreased by 0.2 percent and those for girls increased by 0.8 percent and lastly, the number of higher secondary schools increased by 2 percent with 10 more higher secondary schools for boys and 7 more for girls.

Further, approximately 11.5 million students (49 percent boys and 51 percent girls) were enrolled in public formal schools of Punjab and 343,755 teachers were employed, decreasing the number of teachers by 4 percent since 2021. Non-Formal Basic Education Schools had 581,716 students (47 percent boys and 53 percent girls) enrolled and public higher education institutes had 693,927 students (39 percent men and 61 percent women).

As for the quality of educational institutes, the number of missing facilities increased from 2021 to 2022 and so did the pupil-teacher ratio, reaching an average of 34 students per teacher. Findings of this report reflect the need for consistent, and long-term efforts to improve the quality of education being providing and to develop students into contributing members of society.



ECONOMIC PARTICIPATION AND OPPORTUNITIES

The persistent gender gap in economic participation and opportunities continues to widen socioeconomic disparities, inequality, and poverty. To remedy this, economic empowerment and financial inclusion of women are needed which will in turn improve the overall economic growth.

The dynamics of employment and earnings in Punjab paint a multi-faceted picture of its economic landscape. The male labour force participation rate in Punjab was 72.2 percent in contrast to 27.8 percent female LFPR. Coupled with this, the substantial presence of female unpaid family workers in Punjab's employment landscape highlights a significant yet undervalued human capital resource where 15.17 percent of the total employed females are contributing family workers. According to the PCLS 2019-20, out of all 5–17 year-olds, 21.3 percent were reportedly working in the past 12 months (including the past week) of which 14 percent were boys and 7 percent girls.

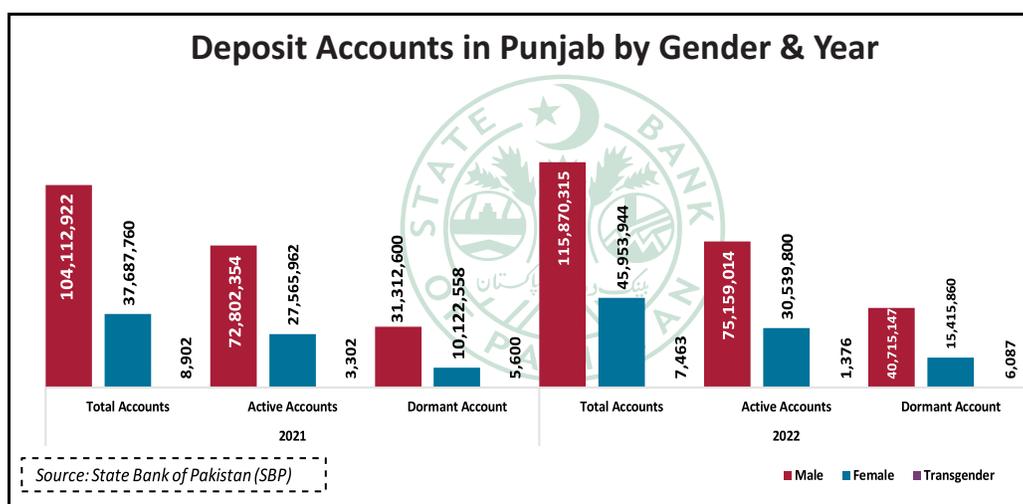
Moreover, women earned on average 83 percent of what their male counterparts earn, reflecting socioeconomic inequalities and stifled economic advancement for women. Income disparities, however, posted a stark inequality where women earn 26.8 percent of their male counterparts.

Women entrepreneurs do not have sufficient access to the resources needed to develop their full economic potential and need protective measures to transition from self-employment to the formal workforce. In 2022, there were 83,444 (66 percent) male and 42,748 (34 percent) female participants who completed the training under Digiskills, Innovation, and Incubation and other training programmes. Women remained

relatively disadvantaged in terms of ownership and access to physical resources. There exists a significant disparity in landownership in Punjab where 18.3 million (68.5 percent) were men and 8.4 million (31.5 percent) were women. 532,702 (98.3 percent) vehicles were registered by men and only 9,113 (1.7 percent) were registered by women, while 106,146 (93 percent) driving licenses were issued to men and only 8,386 (7 percent) to women.

Men are nearly twice as likely as women to possess accounts. The number of male owned deposit accounts with the SBP are 115.8 million (71.6 percent) in contrast to 45.9 million (28.4 percent) female-owned accounts. The divide becomes more stark in terms of women's access to credit and other financial services. ZTBL issued 206,283 loans (94 percent) to men and 9,718 (4 percent) to women borrowers in 2022. Loans of Rs 56,295 million (94 percent) were issued to men and Rs 3,003 million (5 percent) to women borrowers. In Punjab, the number of active borrowers with PMFN increased by 12 percent in 2022. Of the total active borrowers, 4.8 million (56 percent) were men and 3.8 million (44 percent) were women.

As for social protection and safety net programmes, in 2022, there were 31,673 (90.7 percent) male beneficiaries and 3,233 (9.3 percent) female beneficiaries of the PESSI. The share of male employees in the disbursed amount by PESSI was Rs. 332 million (87 percent) and Rs 47.5 million (13 percent) of women. The BISP, Zakat & Ushr Dept and PSPA offered different conditional and unconditional cash transfer and cash assistance programmes. Further, 39 (90.7 percent) of coaches employed by Punjab Sports Board were men and only four were women (9.3 percent) reflecting gender bias in sports.



JUSTICE

Empowerment of women is incomplete without adequate access to justice. The Government of Punjab has prioritized the protection of women via legislative measures, policy reforms and awareness campaigns. Despite the efforts, crimes against women have been rampant and convictions are consistently low. In 2022, there were a total of 34,854 cases of violence against women reported. Out of these, only 4 percent resulted in a conviction. In 2021 too, the conviction rate was 4 percent. The total number of violence against women cases did not drop from the number in 2021 and the most commonly reported crime was kidnapping of women. While there were nominal decreases in the reported cases of other crimes categories, the number of forced marriages increased by 7 percent and the number of female trafficking increased by 30 percent.

Violence against women is addressed by Punjab's criminal justice system by reforming access to justice and implementing international best practices. One example is that of GBV Cells which are situated inside police stations across all districts to specifically register GBV complaints and streamline the prosecution process for speedy justice. The judiciary also plays its role in rendering justice to the aggrieved. AD and SJs as well as civil judges are regularly trained in gender-sensitivity. These trainings are conducted by international experts or local master trainers. This allows judges to calibrate judicial proceedings according to gender sensitivity requirements and helps them understand the importance of various kinds of evidence in GBV cases. The scientific evidence in GBV cases are compiled via the Punjab Forensic Science Agency (PFSA). Samples are sent to the Agency for analysis, which is presented in Court by the prosecution accordingly.

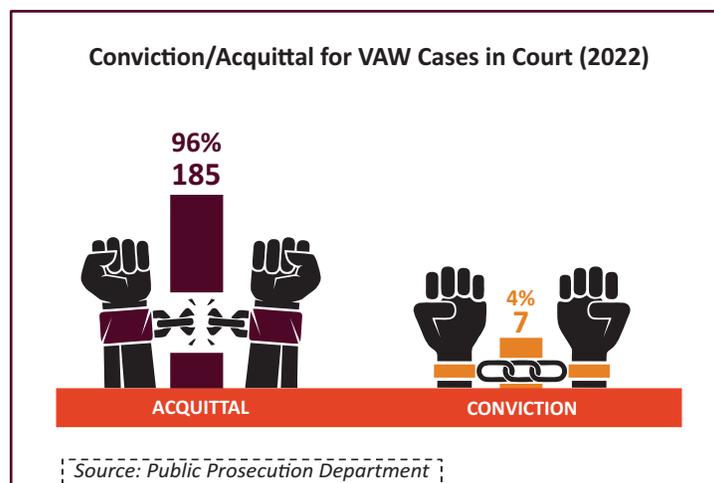
Other platforms developed by the Punjab Government include the Punjab Women's Helpline 1043, the Safe

City App, Violence Against Women Centres (VAWC) and the Office of the Ombudsperson. While these are commendable steps that can reap long-term benefits, the agencies lack inter-department coordination. Especially with the expected development of Anti-Rape Crisis Cells in 2023 under the Anti Rape Act 2020, there could be overlap in the mandate of the institutions.

Notwithstanding the reform initiatives, justice is commonly delayed for the accused and for the complainant. Data from the prison department has showed that prisons are overcrowded across Punjab and the majority of incarcerated women and men are undertrial. This also includes the incarcerated women who are accompanied by their children.

Female participation in justice institutions also remains concerning. Within the district judiciary, only 2.5% are female. In Punjab Police, the majority of women are at the lowest of the ranks (DSP) and even at the lowest level, the gender parity is 0.03. At the two highest levels i.e., DIG and Additional IG, there are no female officers. Data from the Punjab Prosecution Service shows a similar imbalance as amongst the lowest rank i.e. ADPPs, there are 84 percent male and 16 percent female prosecutors. Like the Police Department, the Prosecution Service also does not have any female prosecutors at the highest level and only one female prosecutor at the second-highest level i.e., the DPP level.

The criminal justice system of Punjab is commonly mistrusted by its citizens especially women that await justice. Overburdened courts, frivolous cases and inadequate capacity of criminal justice actors ultimately affects the prosecution in GBV cases. It must also be noted that due to years of mistrust in the system, there are many genuine victims that hesitate to approach the authorities.





01

1.1 Gender Parity and Sustainable Development

Gender parity is a key to prosperous societies as it ensures equal participation and representation of all genders in various activities which are necessary for the survival and proper functioning of the society. These include but are not limited to economic productivity and growth, labour force participation, and political engagement. The involvement of women in the labour and workforce not only mitigates the shortage of labour in various sectors but also makes workplaces inclusive and diverse. The wide range of skills, perspectives, and experiences brought in by recruiting women leads to increased productivity, innovation, better decision-making, and the development of a country's human and economic capital.

It is because of the many advantages of gender parity that it is an important goal under the United Nations' Sustainable Development Goals (SDGs) and due to its linkage with other SDGs such as poverty reduction, quality education, health and wellbeing, and decent work it has been considered by many policymakers and stakeholders as a key SDG.¹ Figure 1.1 highlights the relationship of Goal 5 (achieving gender parity) with all other SDGs.



Figure 1.1 SDG-5 relation with all other SDGs

¹ (Saeed et al., 2023)

1.2 Gender Parity: Global and National Snapshot

For several decades, achieving gender parity has been valued and emphasized as a goal by global, regional, and national stakeholders. Persistent obstacles and challenges have, however, impeded efforts directed at achieving this key objective, which in turn has jeopardized the achievement of several other SDGs. Keeping in view the recent reports², much more effort is required to eliminate the gender disparity that still haunts many nations around the globe. A UN Women Report titled "Progress on the SDGs: The Gender Snapshot 2023"³ highlights that at the current rate of development, around 342 million women could be left in poverty (living on less than \$2.15/day) and more than four percent could suffer food insecurity by 2030. The report highlights that a major barrier to targeted interventions is the unavailability of sex-disaggregated poverty data and such data is only available for 42 percent of countries. The report emphasizes that approximately 24 percent of women could suffer from moderate to high levels of food insecurity by 2030 and reported on continued evidence of gender disparity in the agriculture sector, with women having low access to land, ownership, and resources.

The situation of gender parity in Pakistan is poor as it was ranked 142nd out of 146 countries on the Global Gender Gap Index.⁴ A review of the World Economic Forum's Global Gender Gap Reports from 2014 to 2023 depicts that Pakistan has made insufficient progress in achieving gender parity over the last decade. From 2014 to 2023, there has been only a 4.17 percent increase in the overall gender parity score. Statistics⁵ reveal that there was 55.2 percent parity in 2014, 55.9 percent in 2015, 55.6 percent in 2016, 54.6 percent in 2017, 55.0 percent in 2018, 56.4 percent in 2020, 55.6 percent in 2021, 56.4 percent in 2022, and 57.5 percent in 2023. Data also shows that there was 36.2 percent gendered economic parity in 2023 compared to 30.9 percent in 2014, which shows a slight improvement over the decade.⁶ The situation of political parity is unsatisfactory as there was only 15.7 percent and 15.2 percent gendered political parity in 2022 and 2023, respectively, in Pakistan.⁷

The recent climate crisis in Pakistan in the form of floods has exacerbated the condition of gender parity and has heightened inequality, poverty, and displacement. It has raised significant concern that developmental gains acquired over the past few years might be reversed or even worsened. Approximately 33 million people were affected by these floods and around 9 million were pushed into poverty.⁸ Climatic changes affect certain categories more than others. Women, for example, are more likely to suffer displacement, violence, loss of work and income, and lack of access to healthcare and educational facilities during natural disasters.⁹ Data suggests that 0.64 million adolescent girls were at increased risk of violence, child marriage, and sexual coercion as a result of the recent floods in Pakistan.¹⁰

1.3 Womenomics: A Framework for Women's Well-being

Gender mainstreaming involves increasing gender representation and designing gender-responsive strategies to increase empowerment across genders in society. A framework for women's empowerment named Womenomics gained momentum in the 21st century after it was first coined and used by Kathy Matsui in 1999,¹¹ to refer to the socio-economic benefits that can be amplified by increasing women's participation in the workforce and promoting gender equality in all spheres of society. Since then, the concept has been applied more broadly to include gender diversity, inclusiveness, and equality in the workforce, workplaces, and all other spheres of society in general. Womenomics calls for gender equality by:

- i Provision of equal rights, opportunities, and treatment for men and women in employment, education, and leadership positions
- ii Reducing glass-ceiling inequality in organizations to foster entry and advancement of women in various professions and industries

² (World Economic Forum, 2023)

³ (UN Women, 2023)

⁴ (World Economic Forum, 2023)

⁵ (World Economic Forum, 2014-2023)

⁶ Ibid

⁷ Ibid

⁸ (Ostby, K., 2023)

⁹ Ibid

¹⁰ (Ministry of Planning, Development, & Special Initiatives, 2022)

¹¹ (Matsui, K., 2007)

- iii Closing the gendered pay gap by advocating equal pay for equal work and promotion of transparent salary structures
- iv Supporting work-life compatibility by offering flexible working hours and settings, encouraging parental leave, and higher access to affordable childcare services
- v Fostering innovation and better decision-making by encouraging women in leadership positions in governments, businesses and other organizations.

Womenomics has the potential to add \$12 trillion to global GDP by 2025 if gender equality is advanced, nevertheless, major barriers, such as lack of gender-sensitive policies, harassment at workplaces, gender-based stereotypes, and income inequality, thwart economic inclusion and empowerment of women¹². Women at the global level represent just 38.8 percent of the labour force whereas this representation is just 20 percent (approximately 13.5 million women) in Pakistan.¹³ An indigenous theoretical model of women empowerment¹⁴, considering achievements to be an outcome of provision of resources resulting in agency development, coupled with the concept of Womenomics presents a viable route that can lead to gender equity and women's well-being. Women's economic participation can be improved through increased access and control over resources (both material and non-material, such as income, land, education, and assets), which in turn can enhance their socio-economic well-being. Access to and control of these resources increases women's ability to make choices and take decisions pertinent to their lives. Access to resources and inclusion in decision-making translates into concrete outcomes such as improvements in education, health, economic activity, political power, and general well-being.¹⁵

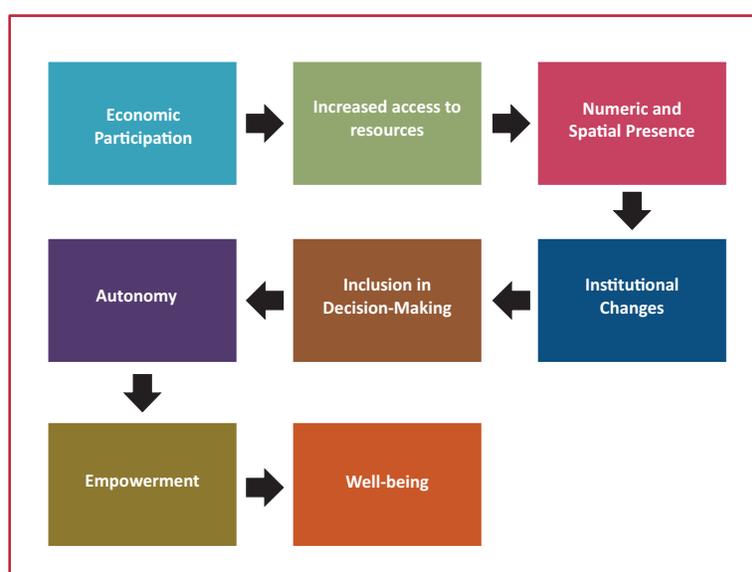


Figure 1.2 Framework for Women Well-being

1.4 Importance of Gender-Disaggregated Data

The first step towards advocacy, mobilization, and ultimate change in the state of gender parity in a society is the availability and use of gender-disaggregated data. Gender-disaggregated data refers to the practice of collecting, analysing, and interpreting data to distinguish between men and women, or more broadly between various genders, across various indicators.¹⁶ Use of gender-disaggregated data in planning and policy-making allows for (i) identification of gender disparities and inequalities in terms of resources, opportunities, and outcomes (ii) aiding informed decision-making and policies by provision of accurate data and necessary information to policy-makers to design targeted interventions to address specific gender-related gaps and challenges (iii) assessment of impact by measuring progress towards gender equality by tracking changes in various indicators over time (iv) better allocation of resources and funds by governments and organizations through identification of areas where

12 (United Nations Development Program, 2021)

13 (Ostby, K., 2021)

14 (Kabeer, N., 1999, 2005)

15 (Khan, S.A., 2011)

16 (Mazurana et al., 2013)

disparities persist (v) transparency and accountability of various stakeholders such as governments, institutions and organizations by monitoring and assessing their commitments against concrete outcomes (vi) identification of vulnerable and marginalized gender categories and provision of tailored interventions to address specific needs and challenges of these minority groups (vii) amplifying empowerment by generating a discourse against inequities and providing a voice to unheard communities and hence contributing to participatory and inclusive decision-making processes, and (viii) identification of gender specific health issues and challenges to augment healthcare policies and services to cater to the needs of different genders.^{17, 18}

1.5 Punjab Gender Parity Report: Overview, Methods, Significance and Outcomes

1.5.1 Overview

The Punjab Gender Parity Report (PGPR), published by the Punjab Commission on the Status of Women (PCSW) since 2016, is a comprehensive analytical study of the status of women and gender parity in Punjab. This report, the sixth in the series, in line with the previous reports, is an effort to present and highlight the parity status of men and women in Punjab and the status of transgender persons (subject to the availability of data) through an examination of all the significant areas of life. Data collected from more than 1,300 public offices across all 36 districts of Punjab is analysed to evaluate the status of women against 295 indicators across six key thematic areas which are: Demographics, Governance, Health, Education, Economic Participation & Opportunities, and Justice (See Figure 1.3). The nature of analysis includes presenting gender-disaggregated data and comparing gender parity across sectors, years, and districts. The analysis is data-based only, and the report does not include anecdotes nor does it endorse predispositions of any kind. PGPR does not align itself with any political party and maintains an independent review of provincial policies affecting gender parity. PGPR 2022 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 prioritize 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.



Figure 1.3 Thematic Areas of PGPR 2022

17 (Mazurana et al., 2013)
18 (Singh et al., 2010)

1.5.2 Methodology of PGPR 2022

The analysis presented in PGPR 2022 is based on a methodology integrating the latest statistics from national and international surveys and publications in addition to primary data collection from various departments of the Government of Punjab. 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 years. The indicator framework consists of 295 indicators collated under the Gender Management Information System (GMIS) and highlights the parity status of men and women, across six thematic areas based on the concepts of human development (see figure 1.4).

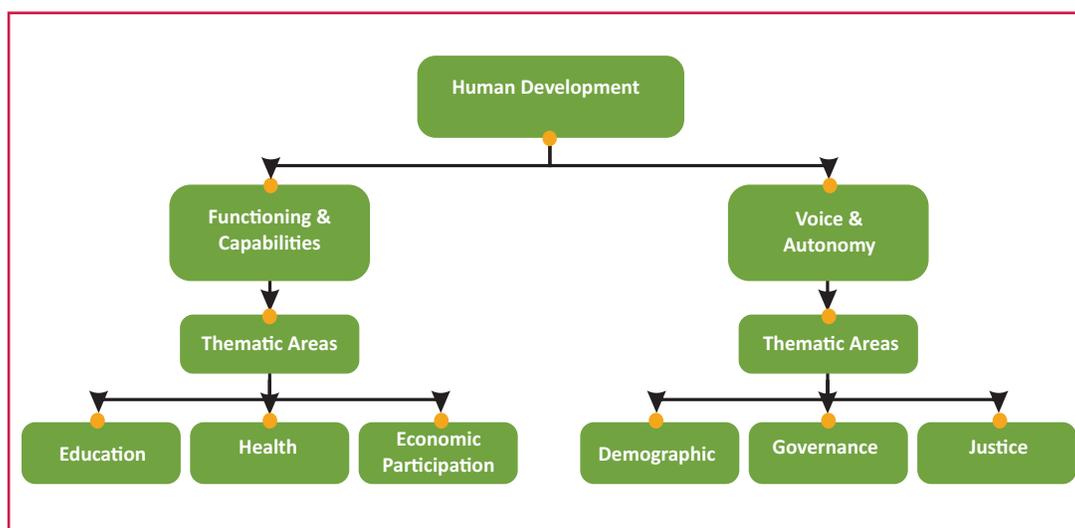


Figure 1.4

The indicator framework was developed, based on desk research and international gender indices, 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 in critical indicators so that departments/institutions and offices may set priorities accordingly within their own organizational structures.

1.5.3 Nature of Data and Sources

The research team uses a proforma with fields relevant to the indicators which are sent to the public offices (Provincial and District Offices across Punjab) as a data call. The divisional coordinators of PCSW communicate with the offices in their respective divisions and districts through electronic communication as well as field visits. The information required in the proforma includes (i) Human resources in the office (ii) Number of Men, Women, and Transgender Persons (iii) Beneficiaries of services (iv) Rural-Urban, Year, and District-wise disaggregated information (v) Update on Implementation Status of Policy (vi) Annual Development Program (ADP) schemes on gender and development.

In addition to data collected from primary sources, secondary data in the form of international and national reports, research publications, online data repositories, policy papers, news reports, and Federal and Provincial surveys (MICS, PDS, PSLM, PDHS) are used. The data has been presented in the form of figures, graphs, and charts, providing comparisons of key women-related and transgender-related (where available) indicators. Data is also represented spatially (where available), to identify district-level disparities and progress in closing gender gaps.

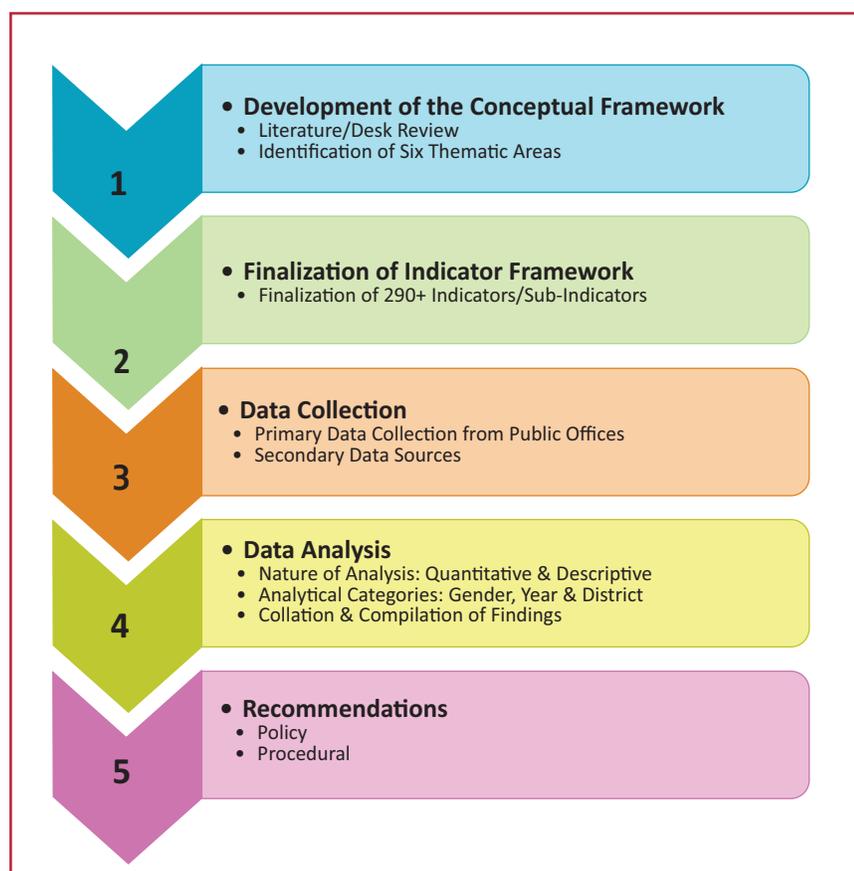


Figure 1.5 Methodology of PGPR 2022

1.5.4 Significance of PGPR

PGPR provides the status of gender parity in Punjab annually. The report is shared with international and national organizations, NGOs, civil society, advocacy networks, development organizations, and policy centres to determine implementation strategies to uplift women in Punjab. All concerned departments are sent copies of the PGPR, and a handful of departments are also sent recommendation letters based on the data showcased in the report. This allows PGPR to be an annual reminder to the provincial government and its departments that the women's rights agenda needs to be actively pursued. As most departments in Punjab neither have a uniform data collection method nor maintain data digitally, the PGPR acts as a quick and easy overview of important data sets based on more than 290 indicators becoming the province's biggest data repository on gender. At a quick glance, the reader can understand the indicator and its data by year, gender, and district. Many provincial departments use this report as a baseline in designing projects, proposal development documents, PC 1 & PC 2 and feasibility reports. The data showcased in the report is used by government bodies to pick out the identified gaps and draw policies or legislation more effectively. For instance, in response to the PGPR's recommendations to the departments for gender-disaggregated data, NADRA provided gender-disaggregated data for Civil Registration and Vital Statistics (CRVS), which was not previously maintained by Local Government and Community Development (LGCD) Department. Many other departments have recently started maintaining/sharing gender-disaggregated data on;

- Account Holders in Punjab by State Bank of Pakistan
- Mobile & Sim Ownership
- Candidates & Women quota from the Punjab Public Service Commission (PPSC)
- Registered Brick kiln Workers in Punjab
- Trade-wise from TEVTA & PVTC
- Vice Chancellors in Higher Edu Institutes
- Cancer Patients by types of Cancer from Punjab Cancer Registry
- MBBS and Specialised doctors from PMDC

- Epidemic Control & Prevention in Punjab
- Tourism & Sports
- Training conducted by MPDD
- Registered professionals, property & factory owners with Excise & Taxation Department
- Number of GBV cells

The indicators included in PGPR are linked to key SDGs and relevant targets, particularly SDG 3 (Good Health & Well-Being), 4 (Quality Education), 5 (Gender Equality) and 8 (Decent Work & Economic Growth). The data collected is essential for the National Commission on the Status of Women (NCSW) for its stocktaking under the National Gender Data Portal (NGDP). NCSW reports to the Global Gender Gap Report using NGDP which obtains the statistics from Punjab through the PGPR. PGPR is, therefore, a key repository that contributes to accurate data projection on international forums. The report is an open-access repository of digitized content that is used by many scholars and academic writers as a reference for their studies, dissertations, research papers and analytical pieces on existing gender issues and the status of women in Punjab. It is also being used for instructional purposes by many public and public and private sector universities in Punjab in courses such as Introduction to Demography, Sociology of Gender, and Introduction to Public Health. For instance, two courses titled 'Introduction to Demography' and 'Demography and Public Health' instructed in a leading private university in Lahore use PGPR in their modules. Some of the references to published content utilizing PGPR are given in Appendix A.

1.5.5 Major Outcomes of PGPRs

Each year, the Women Development Department and PCSW, through the PGPR, make recommendations to relevant government departments to promote gender parity by improvements in women's and girl's education, health, economic participation and ending violence and discrimination against them. Some tangible outcomes, in the form of improved statistics, include; increase in the number of Standing Committees on Gender Mainstreaming, establishment of at least 430 Adult Literacy Centres (ALCs).¹⁹

Two important outcomes of PGPR, which highlight the higher transparency and accountability generated in various provincial departments, are the increase in the number of indicators and number of provincial/district officers responding to the data call for PGPR. There was a 15.0 percent increase in number of indicators reported in PGPR 2022 compared to 2021, 8.3 percent increase in 2021 compared to 2020, and 24.0 percent increase in 2020 compared to 2018. This highlights a significant increase of 54.4 percent in 2022 compared to 2018 (see figure below).

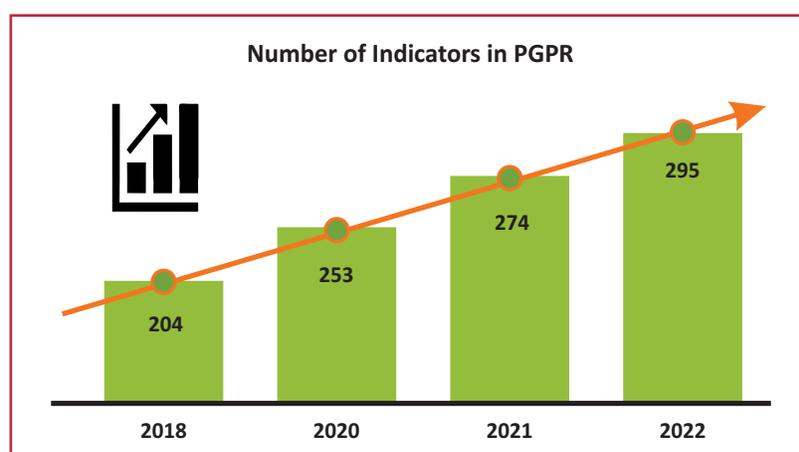


Figure 1.6

¹⁹ 1,800 new ALCs are set to be established across Punjab.

With respect to the second outcome, that is, number of provincial departments across 36 districts of Punjab that maintained data and responded to data call for the PGPR was 59.1 percent in 2022 whereas it was 44.5 percent in 2021 and 24.6 percent in 2020. This shows a 140.2 percent increase from 2020 to 2022 in the number of provincial/district offices that responded to data call.

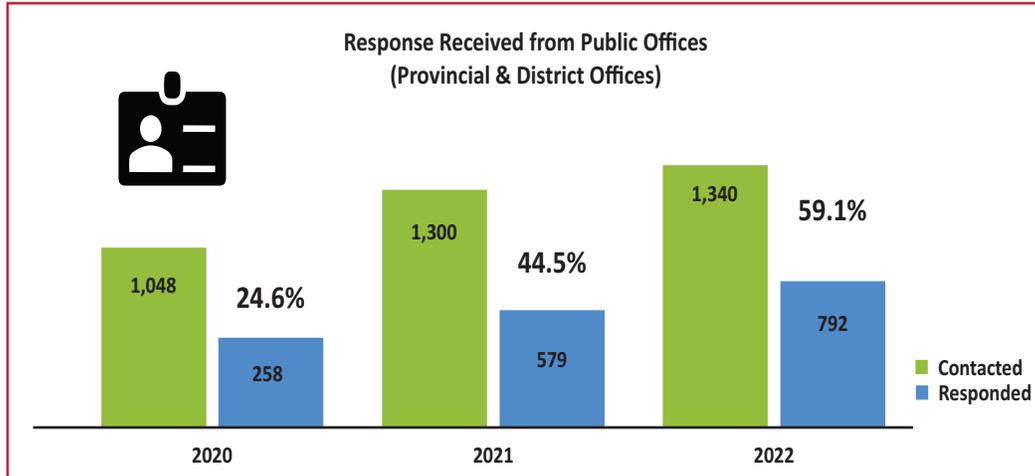
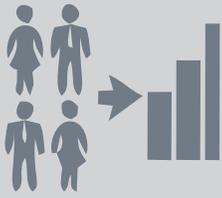


Figure 1.7



02





DEMOGRAPHICS

02

Demographics

KEY FINDINGS

-  According to the National Institute of Population Studies, in 2022, the estimated population of Punjab was over 120 million (51 percent men and 49 percent women) of which 63 percent resided in rural areas and 37 percent were in urban areas.
-  As per the Punjab Child Labour Survey 2019-2020, there were 35,818,724 individuals (52 percent boys and 48 percent girls) in Punjab between 5-17 years of age in 2020.
-  As per the Labour Migration Report, in 2020, 53.4 percent of all women that migrated from Pakistan were from Punjab.
-  Punjab registered 3,257,699 births in 2022. Of these 1,712,441 were boys, 1,545,195 were girls and 63 were transgenders.
-  In 2022, 634,538 deaths (64 percent men and 36 percent women) were registered in Punjab. The number of death registrations for transgender persons was 37.
-  From 2021-22, the number of widowers and widows registered in Punjab decreased by nine percent to 280 widowers and 3,766 widows.
-  There were 693,996 marriage registrations in Punjab in 2022, recording a 0.1 percent decrease since 2021.
-  The number of registered Talaq-e-Tafweez went up by 13 percent from 2021-22 to 63,491, while the number of registered Khulas decreased by 25 percent to 18,516.
-  NADRA registered a total of 3,033,200 adults (41 percent men and 59 percent women) in 2022. Of the 60 transgender persons that registered themselves with NADRA, 34 identified as male eunuch, 22 as female eunuch and 4 as Khunsa-e-Mushkil (intersex).
-  As of 2022, a total of 76,205,067 adults (54 percent men and 46 percent women) held a state-given CNIC. The total number of transgender persons with a CNIC was 2,250.
-  In 2022, the total number of minors registered was 3,105,440 of which three (3) were transgender while 53 percent were boys and 47 percent were girls.
-  Punjab registered a total of 59,628 people with disabilities in 2022. Of these, there were 41,541 men, 18,086 women and one (1) transgender person.

INTRODUCTION

The term demography originates from the Greek language, meaning "describing people". It is the study of human populations and the shifts in their size due to mortality, fertility, and migration. This includes understanding the characteristics of the population, taking into account elements like the sex ratio, age structure, composition, spatial distribution, and population density. Data for this purpose is collected from national and international databases, surveys, and censuses. It is then analysed and used by both public and private actors in decision-making.²⁰

An important consideration during demographic analysis is to ground the data in reality. One must remember that behind every data point is a story that is set in the socio-economic and political setting of the area.²¹ Additionally, commitments to global goals such as SDGs require data to monitor the entity's progress towards set targets. Employing efficient and consistent data collection methods allows accurate representation of the population and enables key stakeholders to make suitable decisions for the populace.

As per the demographic data on Pakistan (Figure 2.1), the country is at a unique point in its history where the age composition of its population can result in economic growth given that correct policy measures are taken in time. This concept is known as the demographic dividend, and it represents an increase in economic activity driven by the formation of an age structure such that the proportion of working-age population in the country becomes greater than the proportion of dependent population. During this period, child and infant mortality rates also go down and there is a transition from high to low fertility because of increased investment in family planning and population welfare.²²

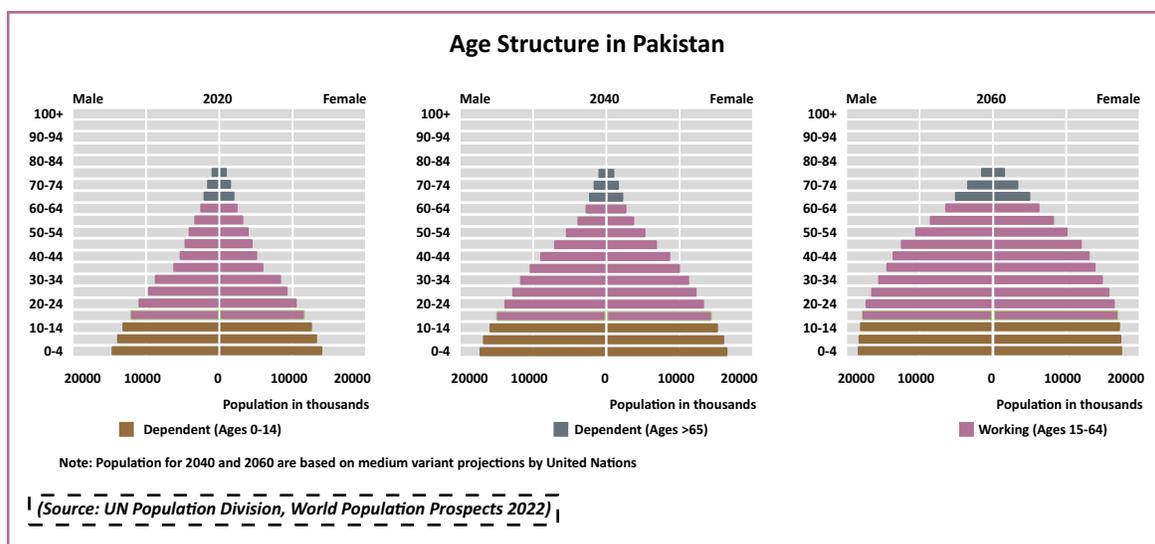


Figure 2.1

In light of the projected age structure of Pakistan, the Pakistan Vision 2025 can serve as an action plan to foster growth in the country and lay the groundwork to avail the demographic dividend. The plan highlights seven key areas of focus, namely, people first, growth, governance, water, energy and food security, entrepreneurship, knowledge economy, and regional connectivity.²³ These factors, coupled with equal access to education and health can contribute to productivity of labour.

In Punjab, children between the ages of 5-17 have completed only 3.3 years of schooling on average.²⁴ Additionally, in 2021, only 5,283 public health facilities were functioning across the province for its 120 million

20 (Klimczuk, 2021)

21 (Banerjee, 2017)

22 (State Bank of Pakistan, 2022)

23 (Pakistan Labour Force Survey, 2021)

24 (Punjab Child Labour Survey Report 2019-2020, 2023)

inhabitants.^{25 26} Both the education and health sector play a vital role in promoting growth of the country and must be prioritised accordingly. It is also important to work towards gender parity as about 50 percent of the population of Punjab is female, most of which is not provided with quality education or equal opportunities in the labour force, resulting in economic loss due to their absence from the workforce.²⁷

Similarly, it is essential to create inclusive workplaces to accommodate minority groups as well. The government of Pakistan affords the right to employment to its citizens including transgender persons and people with disabilities.^{28 29} However, there continue to be barriers to their employment, causing many from the group to live in poor conditions. On a national scale, this also results in deprivation of economic benefits that otherwise would have been accumulated from their contribution to the labour pool.

A positive demographic dividend can only be achieved with availability of equitable work opportunities, proper law and order, socio-economic tranquillity, political stability, and fair play of competitive markets. These factors will create conditions for the increased working-age population to perform well and enable Pakistan to prosper.³⁰

Organization of Analysis



I. Population Profile

- a. Estimated Population
- b. Migration
- c. Disability



II. Demographic Profile

- a. Usage of ICT
- b. Ownership of Mobiles and Sim Cards



III. CRVS under NADRA

- a. Birth Registration
- b. Death Registration
- c. Widows and Widowers Registration
- d. Marriage Registration
- e. Divorce Registration



IV. Registration of CNICs

- a. CNICs for Adults
- b. CNICs Holders
- c. CNICs for Minors
- d. CNICs with Disability Logo

25 (Directorate General of Health Services, 2023)
 26 (National Institute of Population Studies, 2023)
 27 (Punjab Gender Parity Report, 2021)
 28 (Senate of Pakistan, 2022)
 29 (Provincial Assembly of the Punjab, 2022)
 30 (State Bank of Pakistan, 2022)

2.1 Population Profile of Punjab

2.1.1 Estimated Population

According to the National Institute of Population Studies, in 2022, the estimated population of Punjab was 120,358,962 of which 51 percent was male and 49 percent was female.

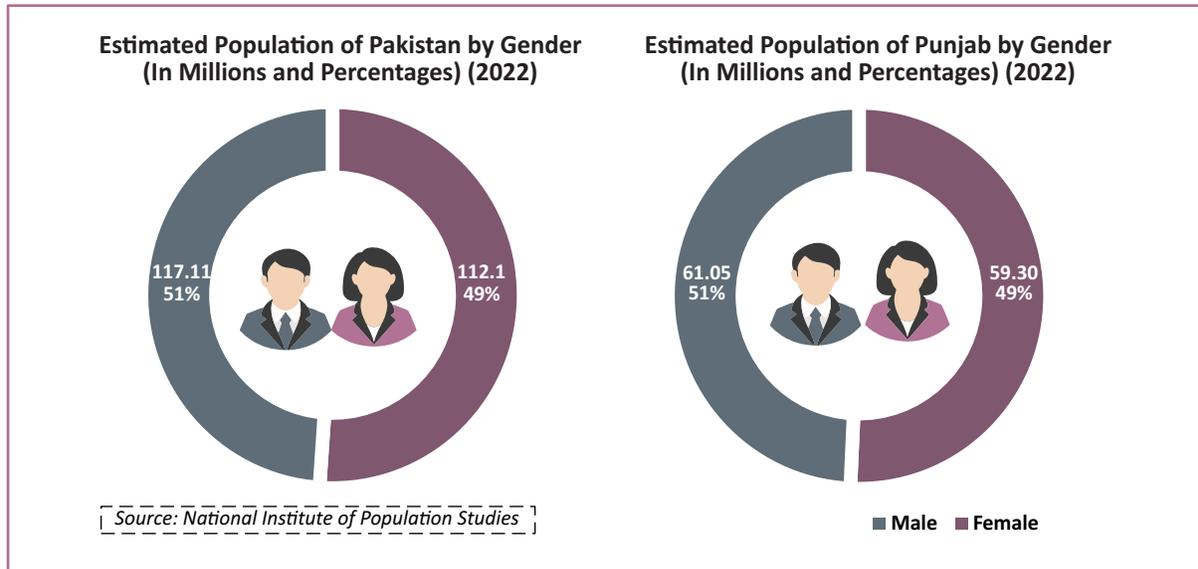


Figure 2.2

The Population and Housing Census 2017 estimated that the population of Punjab grew by four percent from 2020 to 2022 such that the number of men went up from 58,963,344 to 61,054,345 and the number of women went up from 57,166,232 to 59,304,617.

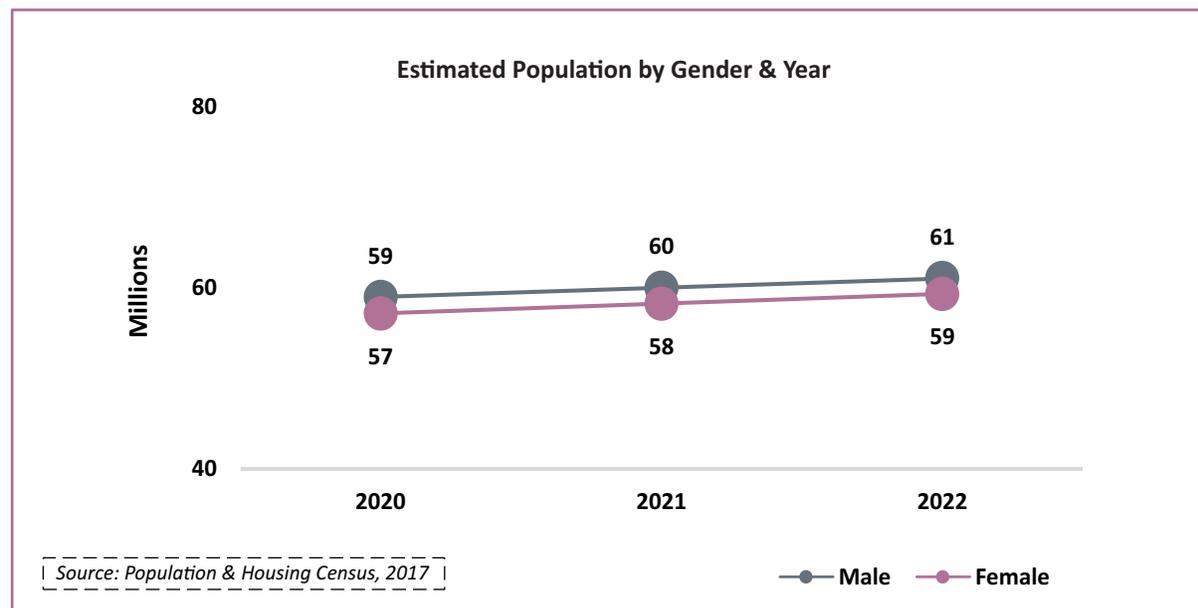


Figure 2.3

An area-wise estimate of population reported that in 2022, 63 percent of total population was residing in rural areas and 37 percent was in urban areas.

Further, a gender and area-wise analysis of population shows that the population of rural areas was estimated to be more than that of urban areas from 2020 to 2022. In 2022, the estimated population of male and female residents of rural areas in Punjab was 38,203,516 and 37,622,184 respectively while that in urban areas was 22,850,829 for males and 21,682,433 for females.

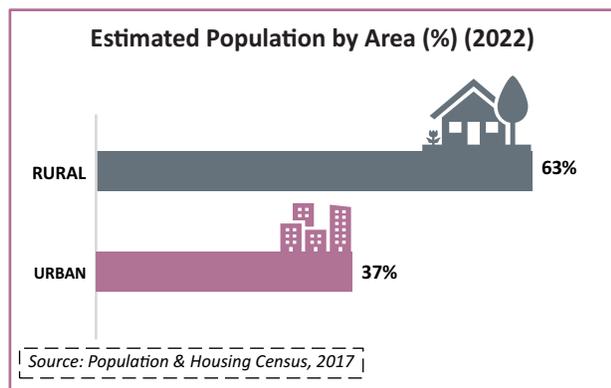


Figure 2.4

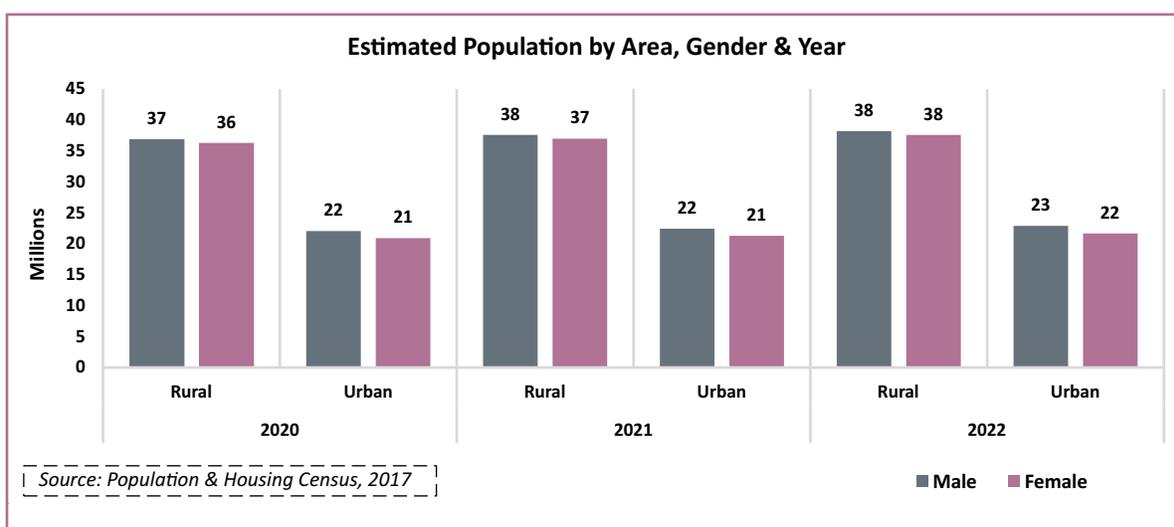


Figure 2.5

Additionally, the latest age-wise data available in the Punjab Child Labour Survey 2019-2020, suggests that there were 35,818,724 individuals between 5-17 years of age in Punjab. Of these 52 percent were boys and 48 percent were girls. The same proportion of boys and girls was seen in both rural and urban areas, where the total number of individuals in this age bracket was 24,783,615 and 11,035,109 respectively. A detailed age-wise analysis of boys and girls in rural and urban areas of Punjab is given below.

Table 2.1

Age (Years)	Overall			Rural			Urban		
	Total Population	Percentage of Boys	Percentage of Girls	Total Population	Percentage of Boys	Percentage of Girls	Total Population	Percentage of Boys	Percentage of Girls
5-17	35,818,724	52	48	24,783,615	52	48	11,035,109	52	48
5-9	14,994,273	41.9	42.2	10,582,301	42.7	42.9	4,411,971	40.0	40.7
10-14	13,683,474	38.2	37.7	9,440,423	38.1	37.6	4,243,050	38.5	37.8
15-17	7,140,978	19.9	20.1	4,760,891	19.2	19.5	2,380,087	21.6	21.6

Source: Punjab Child Labour Survey 2019-20

2.1.2 Migration

A migrant is defined as an individual who moves away from their place of residence by crossing a national or international border. This term applies to all those who fall in this category regardless of their legal status, reason for migration or length of stay.³¹

31 (United Nations, 2023)

Of all 17 SDGs, 11 have targets and indicators related to migration or mobility. Additionally, target 10.7 specifically highlights the need "to facilitate orderly, safe, regular and responsible migration and mobility of people, including through the implementation of planned and well-managed migration policies."³²

As in many other countries around the world, Pakistan experiences its fair share of migrations each year. According to the Labour Migration Report 2020, of all women who migrated from Pakistan, 53.4 percent were from Punjab and of those who registered for overseas employment, majority were doctors. Other professions listed included housemaid, general worker, manager, nurse, clerk, typist, salesperson, teacher, barber, and engineer.³³

Similarly, Punjab experienced the highest influx of migrants among all provinces of the country. The following section presents the latest data on migrants, extracted from the Labour Force Survey 2020-21.³⁴

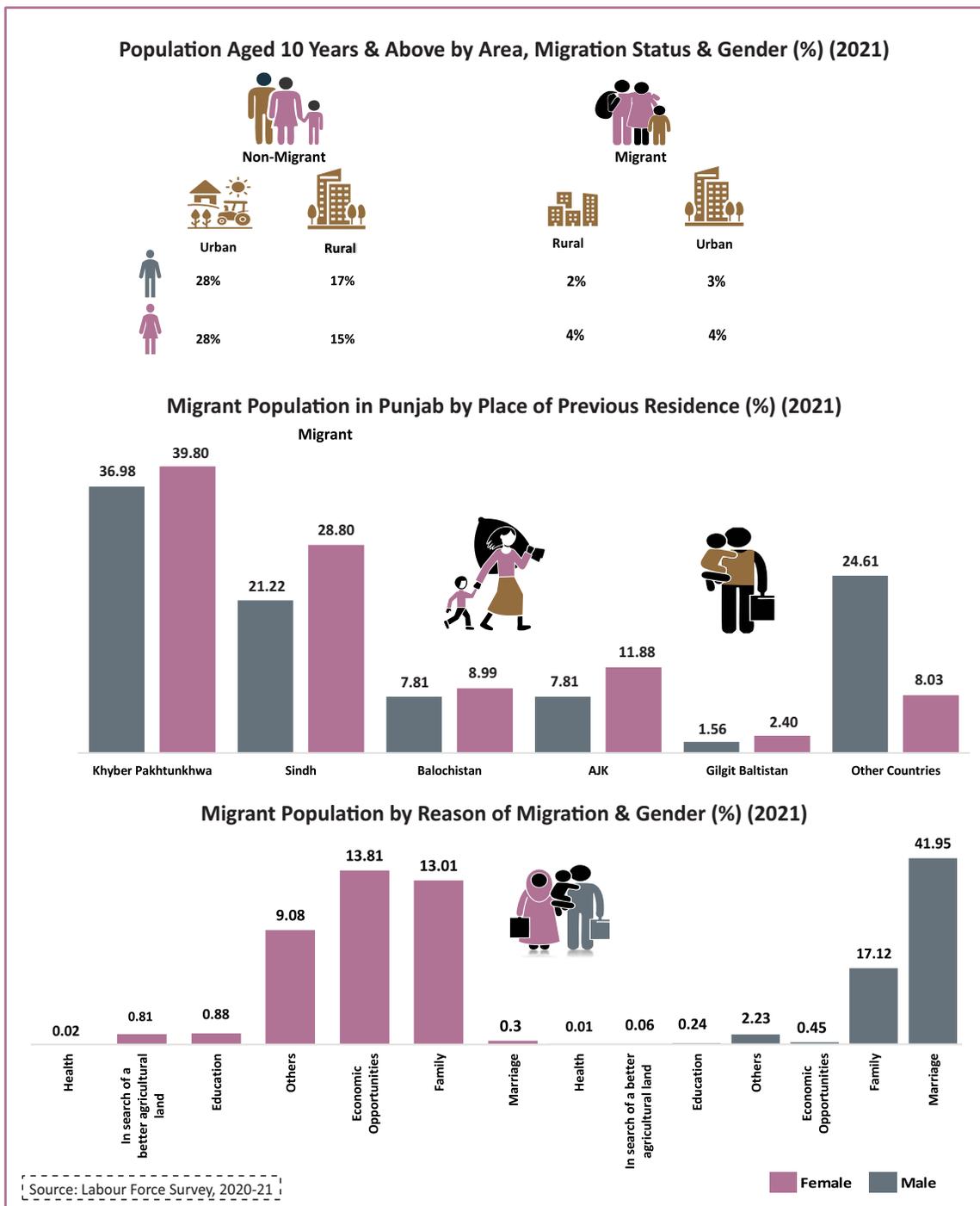


Figure 2.6

32 (Klimczuk, 2021)

33 (Government Of Pakistan Bureau Of Emigration & Overseas Employment (Hqs), Islamabad, 2020)

34 A detailed analysis of this data and the emerging migration trends can be found on page 15 and 16 of PGPR 2021.

2.1.3 Disability

A disability is a mental or physical condition, illness or injury that limits an individual's functionality.³⁵ The level of disability is determined by the individual's environment since inaccessible environments can create barriers for persons with disabilities (PWD).³⁶ Examples of barriers include but are not limited to unkept footpaths on roads and a lack of wheelchair ramps in buildings. Similarly, attitudinal barriers include stigma, discrimination, and prejudice which result in unfair treatment of PWD.

To safeguard the interests of PWD, the Punjab Empowerment of Persons with Disabilities Act 2022 was passed. Whilst granting basic rights including privacy, accessibility and education, the act affords special protection to women, children, transgenders and elderly PWD.³⁷

The latest data regarding the number of PWD is available in PSLM 2019. According to the survey, 3.8 percent of population (five years of age or older) of Punjab had a disability of which 4.1 percent individuals were men and 3.5 percent were women.³⁸

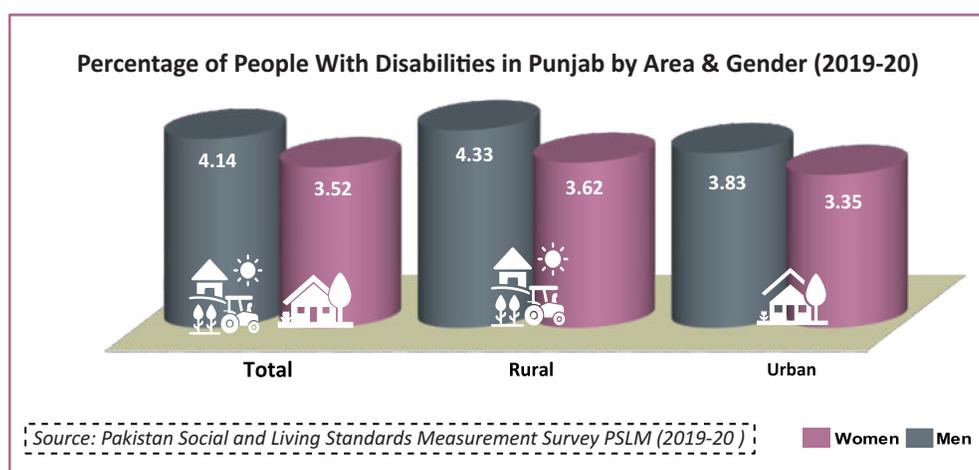


Figure 2.7

2.2 Demographic Profile of Punjab

2.2.1 Usage of Information and Communications Technology (ICT)

Technology plays a vital role in realizing the SDGs. Goal 5 aims to "achieve gender equality and empower all women and girls". This can be promoted through ICT as it connects individuals with markets, education, and employment opportunities. It also provides access to information which can enable girls and women to better perform their productive, reproductive and community roles in society.³⁹

2.2.1.1 Ownership of Mobile and SIM card

According to the Punjab Telecommunication Authority, the number of registered mobile users in Punjab increased by 0.95 percent from 2021 to 2022. Out of a total of 105,901,969 users in 2022, 70 percent were men and 30 percent were women. Additionally, the number of sim card holders was the same as the number of registered mobile users, following the same growth and gender trends as the latter. The stark gender disparity in ownership of ICT devices/SIM cards suggests that Punjab is not fully leveraging technology to meet goal 5 of the SDGs. To enhance its efforts towards achieving the SDGs, the Government of Punjab must ensure equal access to

35 (Cambridge University Press & Assessment, 2023)

36 (World Health Organization, 2023)

37 (Provincial Assembly of the Punjab, 2022)

38 A district-wise analysis for the occurrence of disability amongst men and women in Punjab is given on page 17 and 18 of PGPR 2021

39 (Crawford, 2017)

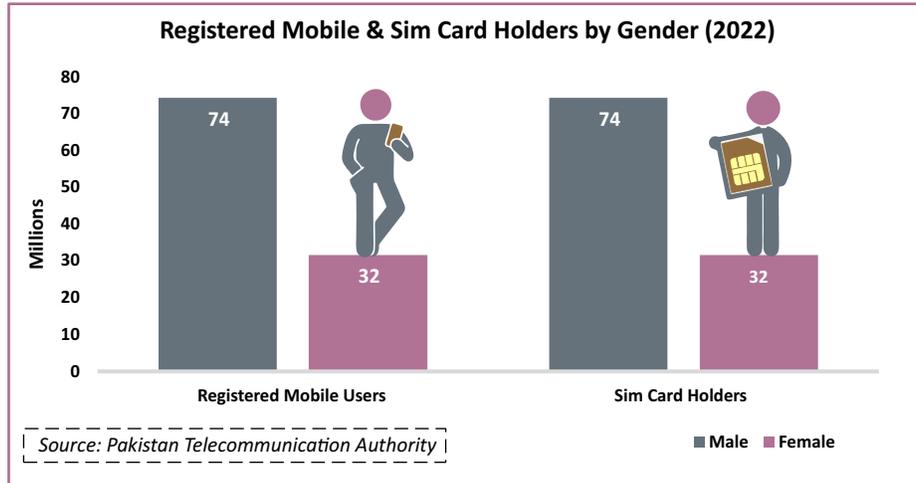


Figure 2.8

2.3 Civil Registration and Vital Statistics under NADRA

Civil registration and vital statistics (CRVS) include information about vital events for the population such as birth, death, marriage, divorce, marriage etc. CRVS systems allow legal registration of these occurrences, facilitating record keeping and analysis.

The United Nations Economic and Social Commission for Asia and the Pacific (UNESCAP) identified Pakistan as one of six countries that need to strengthen their CRVS systems. As a result, the Government of Pakistan has made tremendous efforts to revamp the system and ensure that data is collected and maintained efficiently.⁴⁰ The following section presents an analysis of CRVS of Punjab reported by National Database & Registration Authority (NADRA).

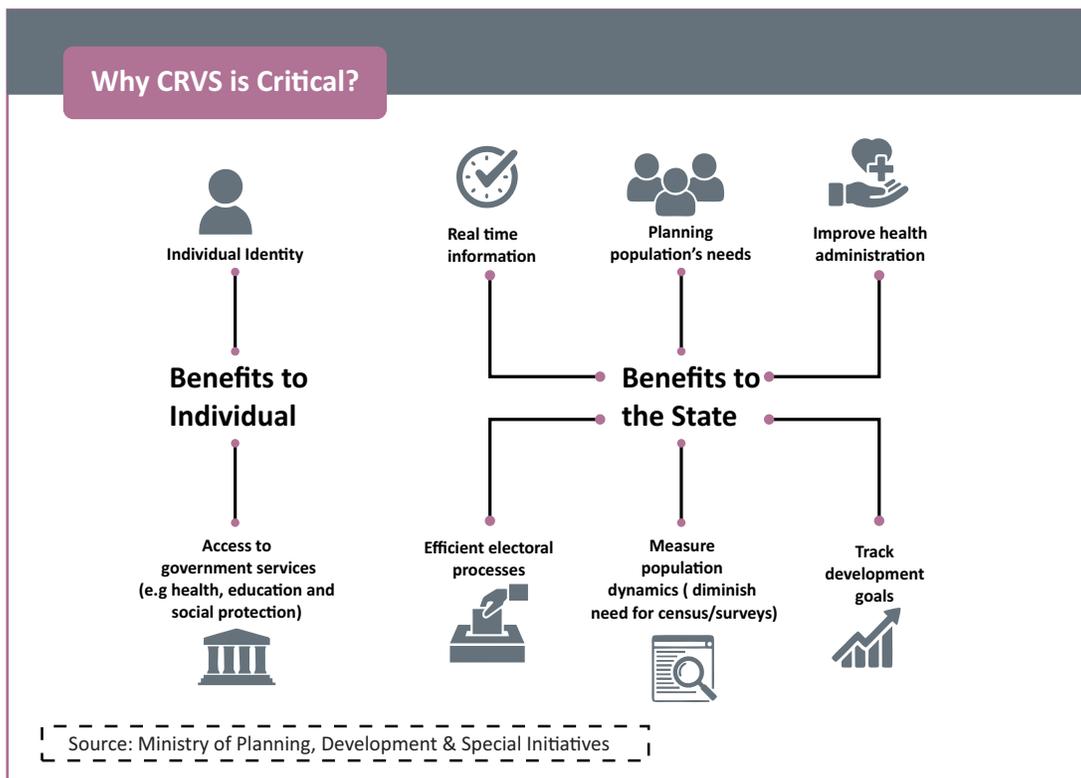


Figure 2.9

2.3.1 Birth Registrations

In 2022, 3,257,699 births were registered in Punjab. Of these 1,712,441 were boys, 1,545,195 were girls and 63 were transgenders. Data shows that the number of registrations increased drastically (up by 83 percent) from 2021 to 2022.

About 72 percent of children and adolescents aged 5-17 years had a birth certificate. Of these the number of boys was slightly greater than the number of girls and the percentage of children with a birth certificate increased with age.

Source: Punjab Child Labour Survey 2019-2020

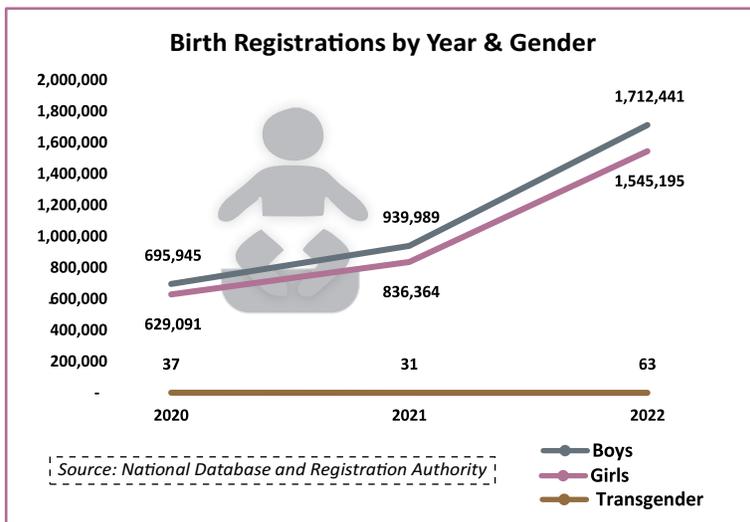


Figure 2.10

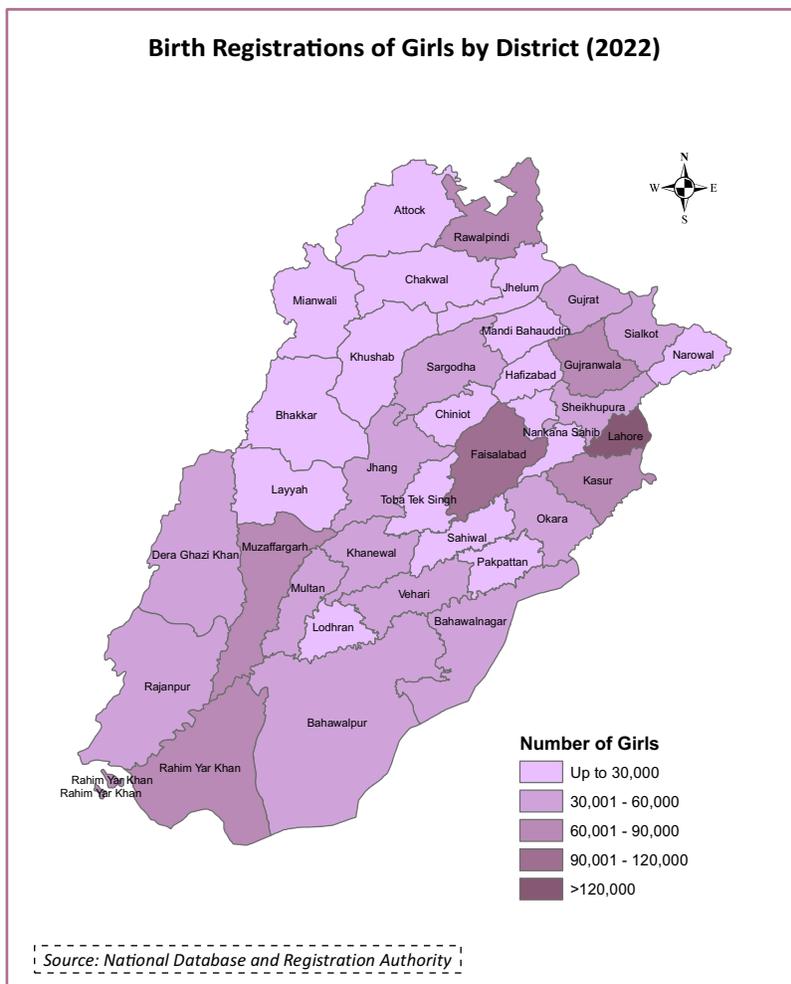


Figure 2.11

As for birth registrations of transgender persons, Kasur registered the highest number of births i.e., 8, followed by Rawalpindi, Vehari and Jhang which registered 6 births each. On the other hand, Muzaffargarh, Khanewal, Okara, Lodhran, Narowal, Mandi Bahauddin and Chiniot all registered one transgender child each while the remaining 14 districts in the 0-1 category in figure 2.12 had zero registrations.

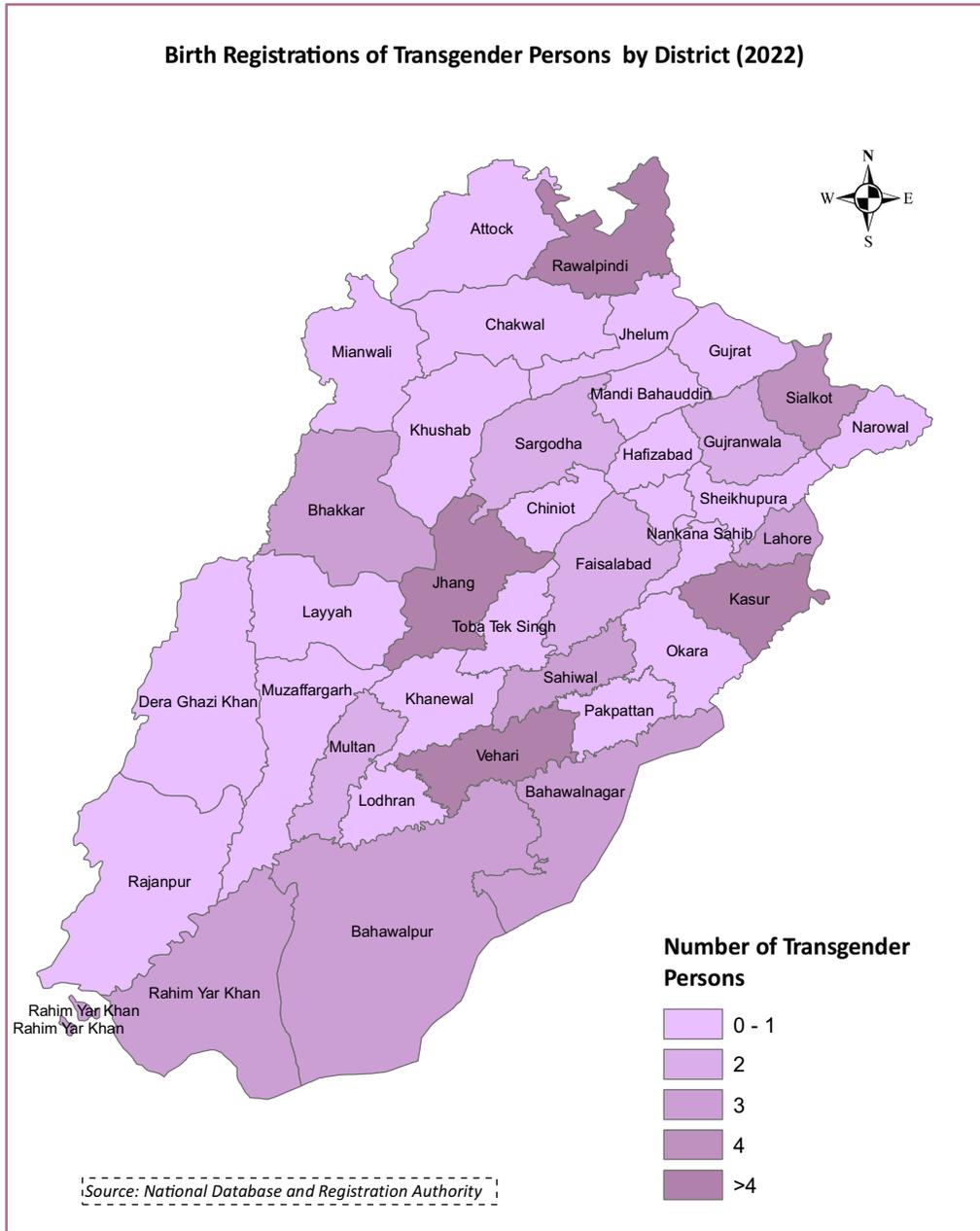


Figure 2.12

2.3.2 Death Registrations

In 2022, 634,538 deaths were registered in Punjab. Of these 64 percent were for men and 36 percent were for women. The percentage of death registrations for transgender persons was negligible, accounting for 37 individuals. Overall, the number of death registrations decreased by 18 percent. This reflects the need to enhance documentation processes and ensure that the population has the awareness and means to keep their records up to date with the government.

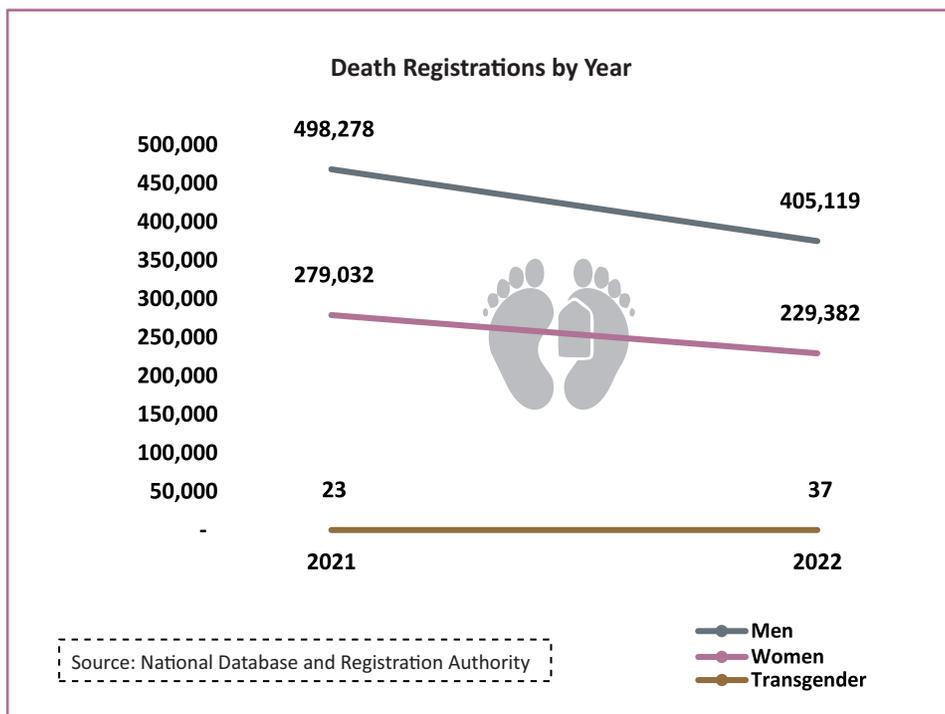


Figure 2.13

Of all districts of Punjab, Lahore registered the highest number of deaths and Hafizabad registered the lowest. A detailed district-wise distribution of death registrations is given in figure 2.14.

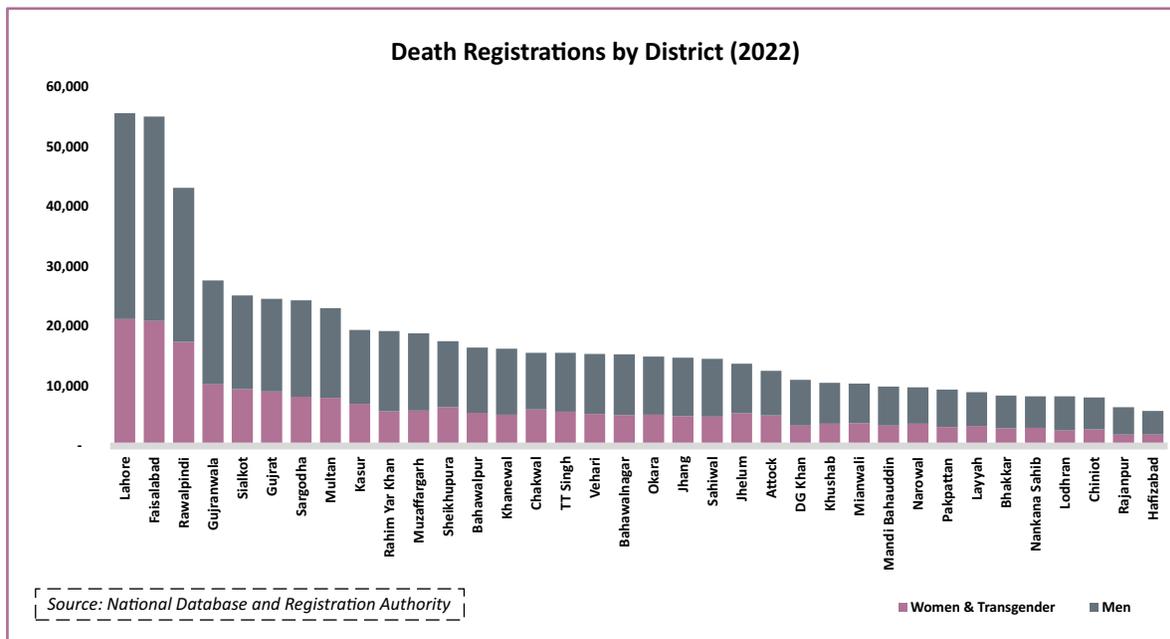


Figure 2.14

2.3.3 Registration of Widowers and Widows

In 2022, 280 widowers and 3,766 widows were registered in Punjab. Overall, the number of widowers and widows registered in Punjab decreased by nine percent.

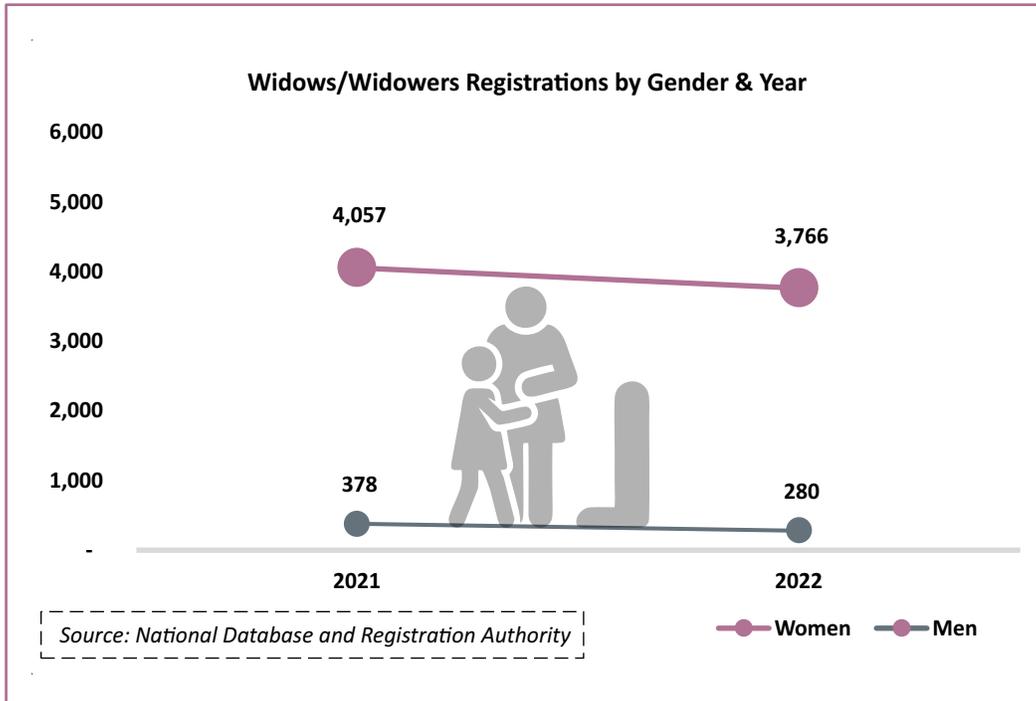


Figure 2.15

Faisalabad registered the highest number of widowers while Lahore registered the highest number of widows. Rajanpur, Khushab and Jhelum had the lowest registered widowers i.e., zero and Chakwal had the lowest registration for widows.

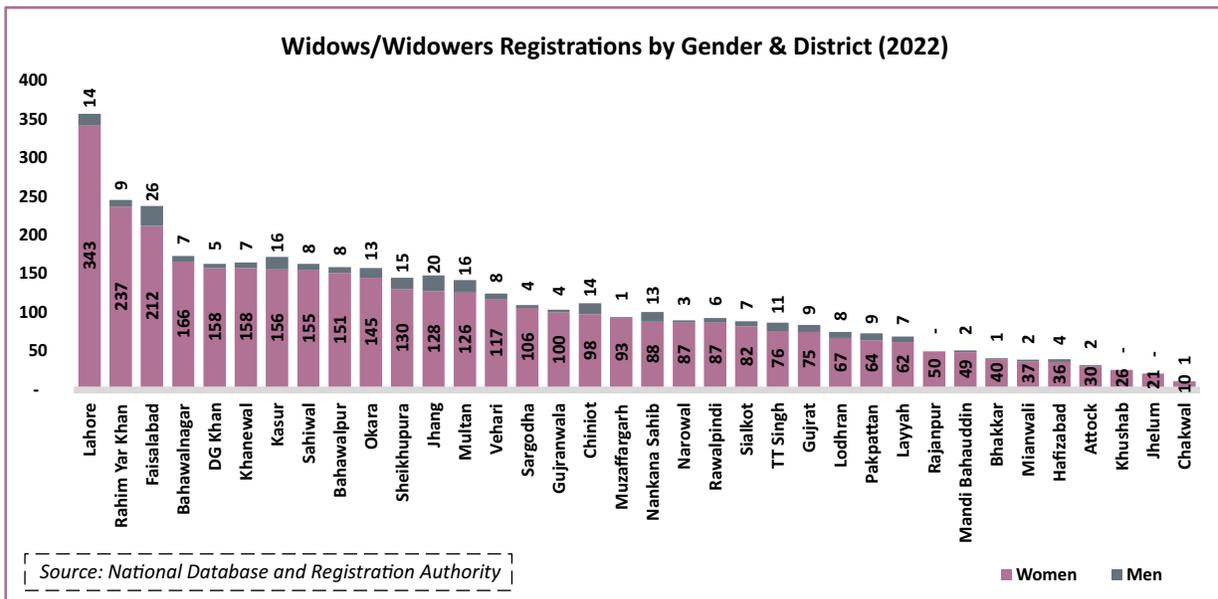


Figure 2.16

2.3.4 Marriage Registrations

In 2022, there were 693,996 marriage registrations in Punjab, recording a 0.1 percent decrease since the previous year.

Out of 36 districts of the province, Lahore registered the highest number of marriages while Chiniot registered the lowest.



Figure 2.17

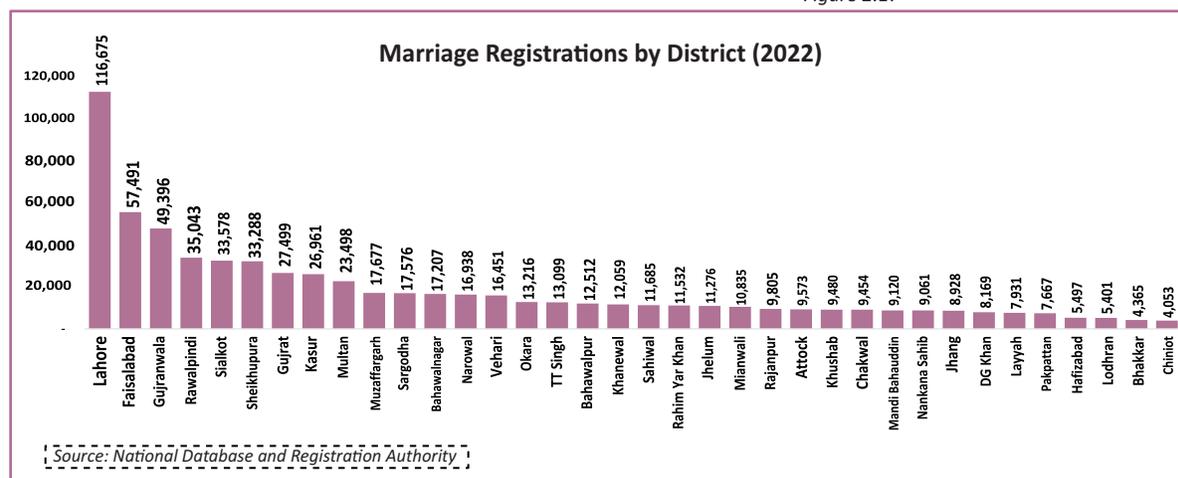


Figure 2.18

2.3.5 Divorce Registrations

In the following sub-section, divorce registrations are categorized as either Talaq-e-Tafweez or Khula, the former referring to divorce given to the wife by the husband and the latter referring to divorce initiated by the wife.

In 2022, 82,007 divorces were recorded in Punjab, of which 63,491 were registered as Talaq-e-Tafweez and 18,516 as Khula.⁴¹

Furthermore, from 2021 to 2022, the number of registered Talaq-e-Tafweez went up by 13 percent while the number of registered Khulas decreased by 25 percent. Even though the drop in registered Khulas may be for several reasons, it is important to raise awareness about the rights of women in marriage including the right to divorce. This can be done by taking strict measures to ensure that the marriage registration form is filled out accurately, affording all rights to women as granted by the government.⁴²

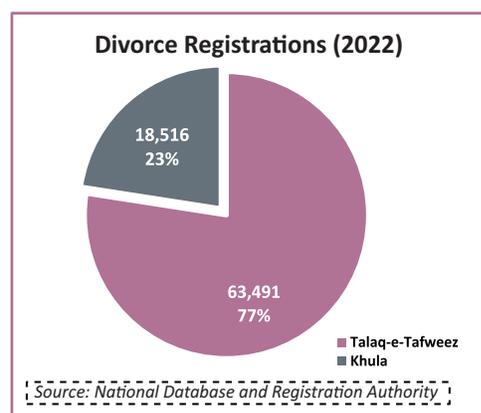


Figure 2.19

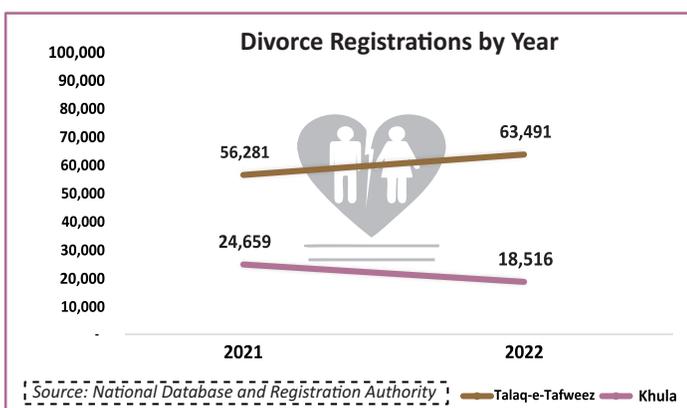


Figure 2.20

41 In the data reported by NADRA there was an "other" category that accounted for 35 divorce cases which refers to cases where Rukhsati was not done.

42 (Punjab Commission on the Status of Women, 2023)

2.4 Registrations of Computerized National Identity Cards (CNICs)

The following section analyses trends in registration of CNICs for adults (18 years and above), minors (less than 18 years) and PWD. Data for this section was provided by NADRA.

Given the availability of data, a multivariate analysis can be conducted using age-wise gender-disaggregated data. Comparing the population of each district with the number of CNIC holders can help determine the percentage of population registered with NADRA and that which is not. This can help introduce targeted procedural interventions to increase CNIC registrations in areas where the percentage of non-CNIC holders is beyond a certain threshold.

2.4.1 CNIC Registrations for Adults

In 2022, NADRA registered a total of 3,033,200 adults of which 41 percent were men and 59 percent were women. The percentage of transgender adults registered was negligible, amounting to 60 individuals.

Of the 60 transgenders that registered themselves with NADRA, 34 identified as male eunuch, 22 as female eunuch and 4 as Khunsa-e-Mushkil (intersex).

From 2021-22, the number of registrations for adult men went up by 10 percent and those for adult women increased by 8 percent. On the other hand, registrations for adult transgender persons decreased by 10 percent, from 67 in 2021 to 60 in 2022. This reflects the need to provide ease to transgender persons in completing their documentation and getting registered with the government.

A district-wise analysis shows that Lahore had the highest number of registered men and women. On the other hand, Khushab had the lowest number of registrations for adult men and Jhelum had the lowest number of registrations for adult women.

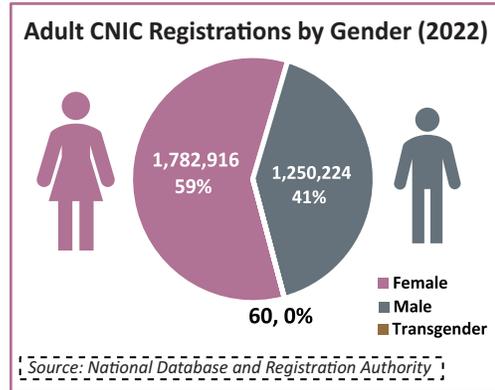


Figure 2.21

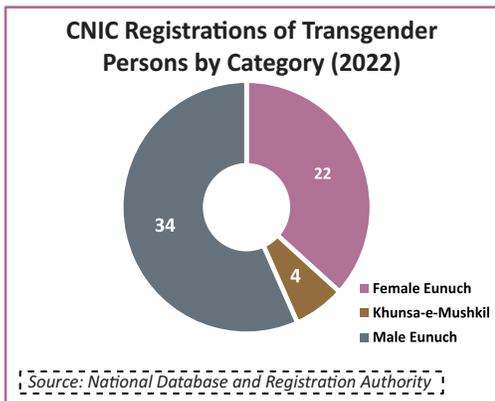


Figure 2.22

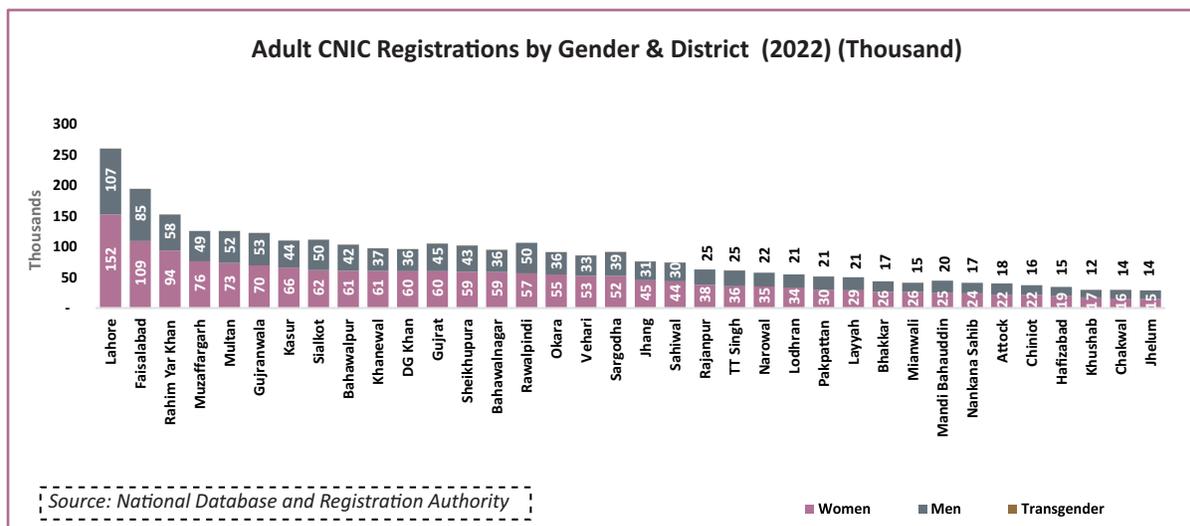


Figure 2.23

Furthermore, Faisalabad had the highest registrations for transgender persons i.e., 9. A district-wise breakdown of the newly registered population of transgender persons is given in figure 2.24.

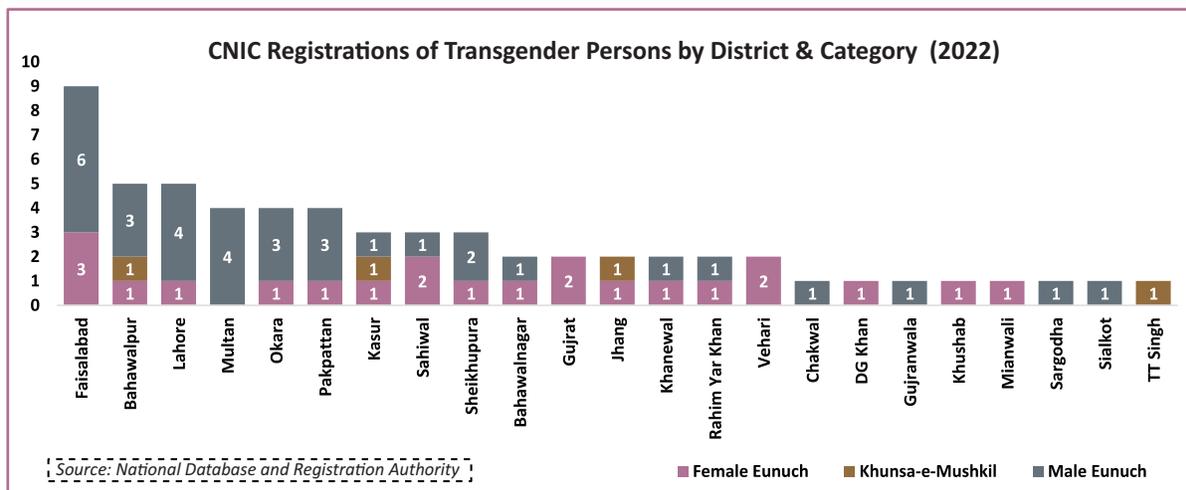


Figure 2.24

2.4.2 CNIC Holders

As of 31-12-2022, a total of 76,205,067 adults held a state-given CNIC. Of these 54 percent were men and 46 percent were women. The percent of transgender persons was negligible, accounting for 2,250 individuals.

Figure 2.25 shows the distribution of adult female CNIC holders across Punjab. Of all 36 districts, Lahore had the highest number of adult female CNIC holders i.e., 152,487 while Jhelum had the least i.e., 15,201.

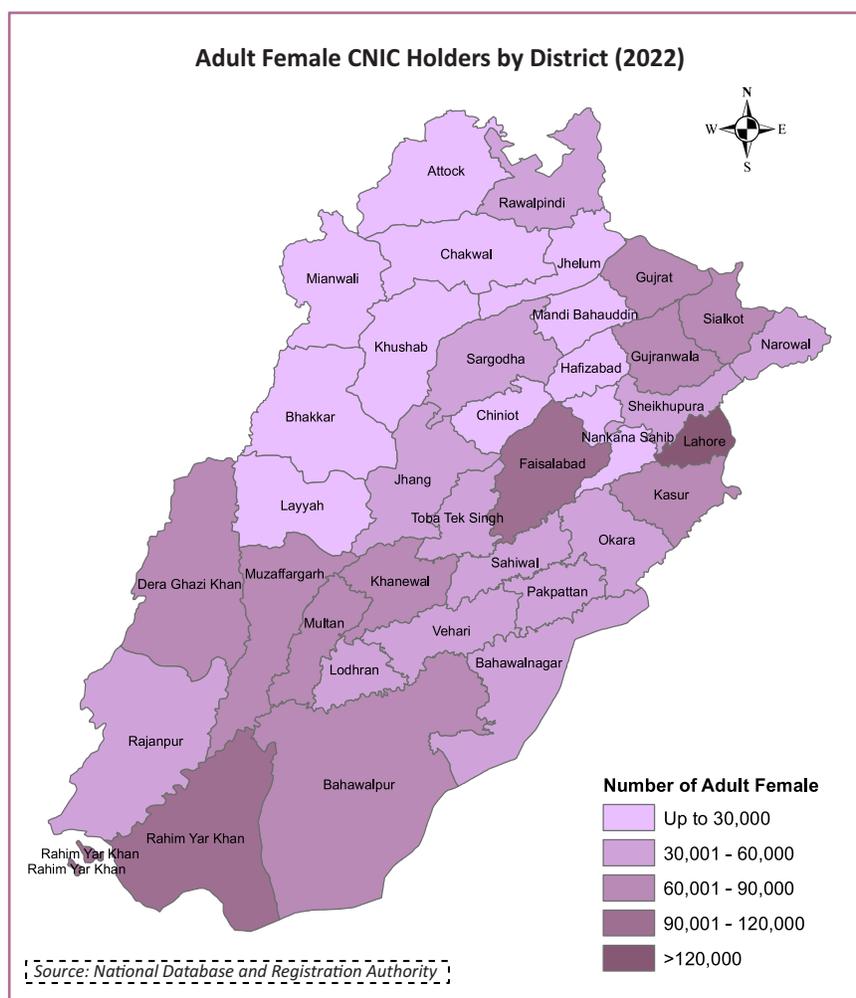


Figure 2.25

2.4.3 CNICs for Minors

In 2022, the total number of minors registered in Punjab was 3,105,440. Of these 53 percent were boys and 47 percent were girls. The percentage of transgender minors was negligible, representing 3 individuals.

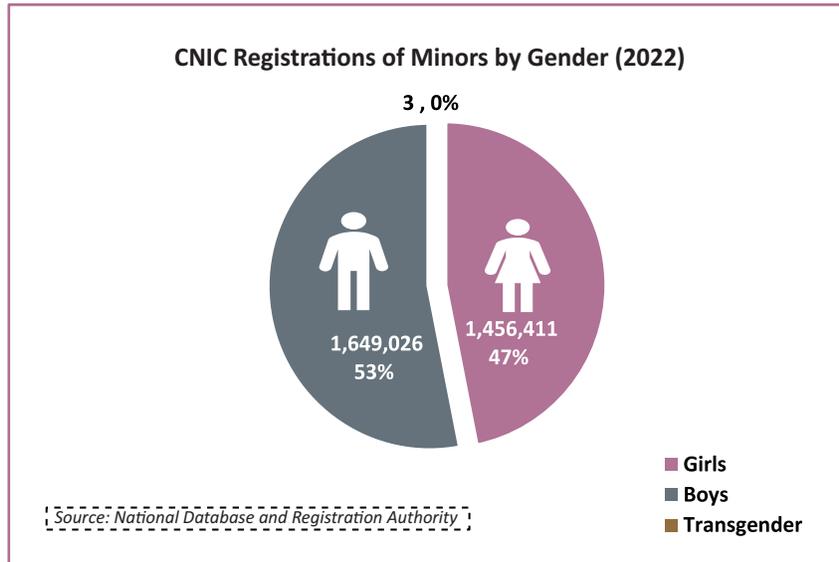


Figure 2.26

A district-wise analysis of CNIC registrations of minors shows that Lahore registered the highest number of boys and girls. On the other hand, Chiniot had the lowest number of registrations of minor boys and girls. As for CNIC registrations of transgender minors, Hafizabad had two registrations while Lahore had one.

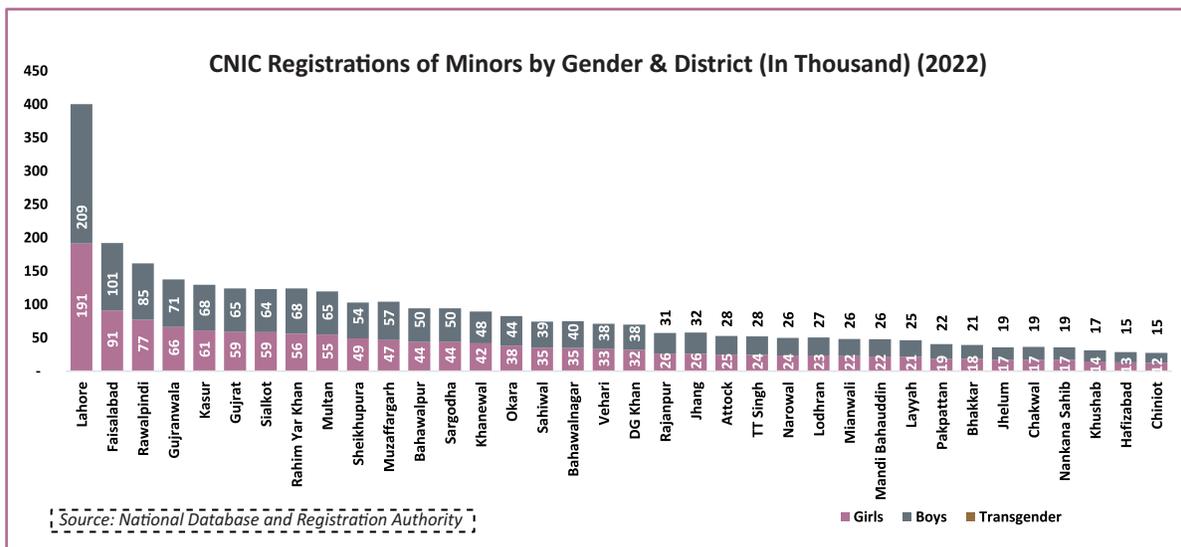


Figure 2.27

Figure 2.28 shows the distribution of CNIC registrations for girls across Punjab. In 2022, Lahore registered a total of 191,414 minor girls thus having the highest number of registrations while Chiniot registered 12,275 thus registering the least number of girls.

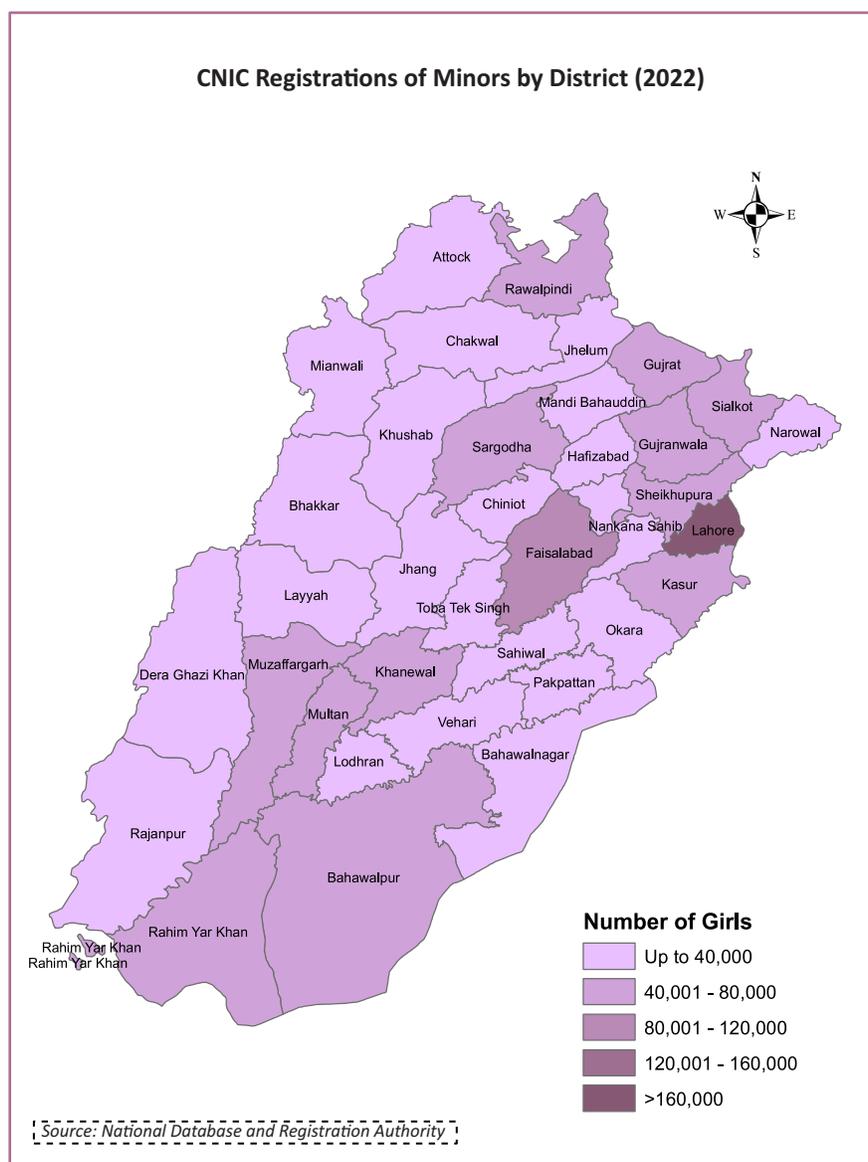


Figure 2.28

2.4.4 CNICs with Disability Logo

In 2022, Punjab registered a total of 59,628 PWD and issued them a CNIC with a disability logo. Of these, there were 41,541 men, 18,086 women and 1 transgender person.

It was observed that in 2022, Lahore had the highest number of registrations of CNICs with a disability logo for both men and women. It was also the only district that registered a transgender person for a CNIC with a disability logo. On the other hand, Hafizabad had the lowest number of registrations of men and women for a CNIC with a disability logo.

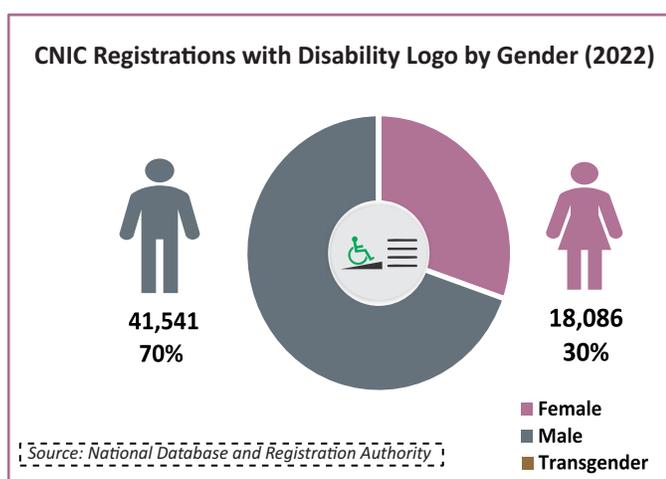


Figure 2.29

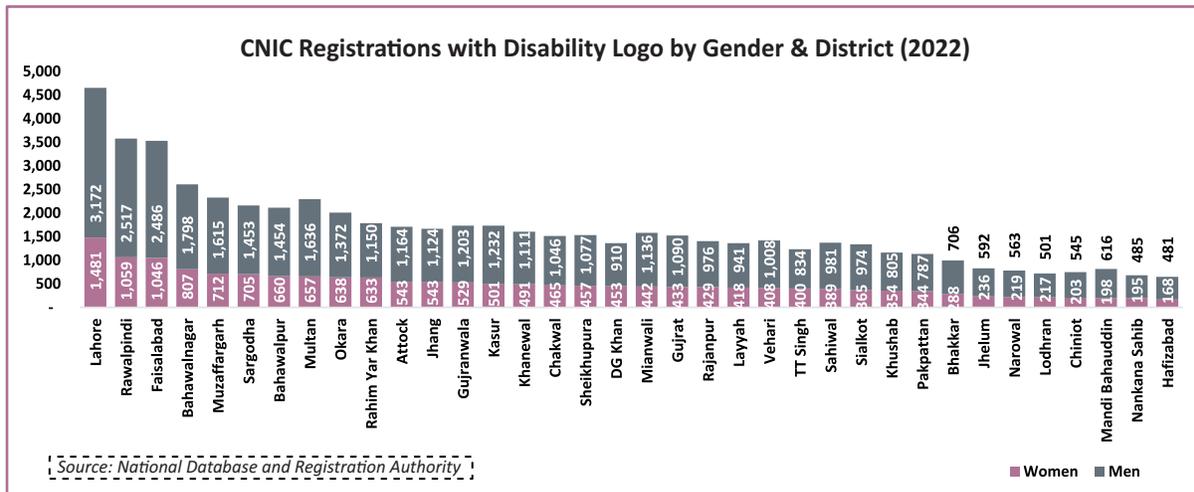


Figure 2.30

The disability logo affords special accommodations and rights to PWDs. These include ease of employment through quotas, discounts on transportation, health benefits and fee waivers at public schools. However, the process to get a CNIC with a disability logo is strenuous, requiring four to five visits to government departments and takes up to twelve weeks to be made.⁴³ Creating ease in the registration process and raising awareness about the benefits of the card will help increase the number of registrations. Further, as seen by the gender-wise data for registrations, a special focus on increasing the number of registrations of women and transgender persons is needed to ensure that they are counted in the data base and given the benefits granted by public and private entities.

2.5 Conclusion

Demographic data and its analysis are instrumental in policy making. They serve as important tools to understand the structure of the population, emerging trends, and gaps in the system. With a special focus on SGDs and a commitment to meet the targets by 2030, it has become imperative to ensure efficient and consistent data collection. Not only does this allow states to monitor their progress towards these goals but also enables comparative analysis with other countries.

In 2022, Punjab was estimated to have a greater number of men than women, with a majority of the population residing in rural areas. Birth registrations in the province increased while death registrations decreased. Overall trends in the data suggested the need to strengthen civil registration and vital statistics (CRVS) systems, to create ease for documentation of minorities such as women, transgender persons, and people with disabilities and to maintain up-to-date district-wise projections of population. This will enable development practitioners to better understand the population and make informed decisions regarding their well-being.

2.6 Recommendations

2.6.1 Policy

Rehabilitation of Migrants

- Efforts to rehabilitate immigrants when they move to Punjab, especially women and other minorities, to reduce the burden on resources due to the large influx of migrants into the province.
- Create opportunities and ease for women migrants to continue their education and/or career after they

43 (NOWPDP, 2023)

migrate, for example by creating hostels for working women/students and encouraging their economic participation.

- Ensure that all migrants, especially women and minorities, are aware of their rights and of support services available to them when they move outside of Punjab.
- Highlight sectors with national and international employment opportunities for women, encouraging them to plan their career accordingly.

Documentation of Citizens

- Raise awareness amongst persons with disabilities and their families about the benefits of registering for a CNIC with a disability logo.
- Run dedicated campaigns to increase the number of female and transgender registrations for a CNIC with a disability logo.

Equitable Access to Recourses

- Ensure equal access to ICT for both men and women by introducing digital literacy programs for women and entering into partnerships with service providers to offer women friendly products and services.
- Develop accessibility standards for infrastructure and make assistive technologies readily available for PWDs.

Availing the Demographic Dividend

- Employ rigorous family planning programs to decrease the population growth, such as investing in girls' education, making family planning services readily available, deploying more lady health workers to raise awareness about the importance of family planning.
- Introduce policies to promote economic participation of women including the creation of inclusive workplaces, safe transport, and fair pay.

2.6.2 Procedural

Documentation of Citizens

- Identify and eliminate barriers to documentation of women and transgender persons including issuance of CNICs, birth certificates and death certificates. One such way could be by streamlining the registration process by authorizing NADRA to directly issue CNICs and marriage, birth, and death certificates with involvement from local authorities only where necessary.
- Increase the number of mobile vans to register births and issue birth certificates.
- Effective integration of birth registration system with health services, using technology to register births.
- Increase birth registrations by enabling lady health workers to digitally register births across Punjab.
- Check compliance of Nikkah/Marriage Registrars with the Muslim Family Laws Ordinance (MFLO), 1961 periodically and renew their licenses only upon satisfactory review.

- Ensure that Nikkah/Marriage Registrars hold an intermediate degree.
- Increase minimum age of marriage for girls to 18 by amending the Punjab Child Marriage Restraint (Amendment) Act (CMRA), 2015.
- Take strict measures to ensure that the marriage registration form is filled accurately, affording all rights to the woman as granted by the government.

Data Collection for Multivariant Analysis

- Keep annual district and age-wise record of the population of Punjab to determine the percentage of populace registered with NADRA and those who are not, allowing setting of targets to register all adults and minors.
- Collect gender disaggregated data for all indicators to provide a clear picture of the facilities afforded to men, women, and transgender persons, and highlight areas that need attention.
- Enumerators must be sensitized to ensure accurate documentation of transgender persons and PWDs in the population and housing census and surveys.
- Employ efficient and consistent data collection methods to accurately reflect the status of women and enable key stakeholders to make suitable decisions for the populace.





GOVERNANCE

KEY FINDINGS

-  Of 100 senators, 19 percent were female and 81 percent were male. This is a GPI of 0.235. Of the 23 Senators on seats allocated to Punjab, 19 (83 percent) were men and only 4 (17 percent) were women, with a GPI of 0.211.
-  The Punjab Assembly consisted of 371 members, of which 297 (80 percent) were men and 74 (20 percent) were women, with a GPI of 0.253. 67 (88 percent) women were appointed on reserved seats, 7 women (11 percent) were elected to the general seats.
-  In 2022 in Punjab, at the provincial level, of all non-gazetted staffers, 84 percent were men while 16% were women. Of all gazetted staffers, 60 percent were men while 40 percent were women. At the district level, of all non-gazetted staffers, 84 percent were men while 16 percent were women. Of all gazetted staffers therein, 70 percent were men while 30 percent were women.
-  Data for the Punjab Public Service Commission shows that out of the total number of candidates appearing for the PPSC exam, 62 percent were male and 38 percent were female. Out of the successful students, 53 percent were male and 46 percent were female. There was one successful transgender candidate.
-  Candidates recommended against the women quota under PPSC increased threefold in 2022.
-  Data from the Punjab Election Commission shows that in 2022, there were 70.7 million voters registered, 38 million (54 percent) were male and 32.7 million (46 percent) were female.
-  Out of the 27 total resolutions passed by the Punjab Assembly, 4 were led by female MPAs and 19 by male MPAs.

INTRODUCTION

Governance is the State's capacity to design and implement rules and deliver services to its people, regardless of the type of government.⁴⁴ The term is used in several contexts such as corporate governance, international governance, national governance and local governance. For the purposes of this chapter, the focus shall be on national and local governance.

Governance can only be effective via its actors. These actors include parliamentarians, local government bodies, ministers, cabinet members etc. Non-state actors such as corporate structures also play a role in effective governance. Their collaboration with the government can take the form of institutionalized negotiation, determining macro-economic policies and other policy decisions that form the basis of effective governance.⁴⁵ Nevertheless, effective or good governance goes beyond policy decisions. The measure of good governance is often based on eight major characteristics; it is participatory, consensus-oriented, accountable, transparent, responsive, effective and efficient, equitable and inclusive and follows the rule of law.⁴⁶ In other terms, governing bodies have a fundamental duty to ensure that their law-making is benefiting all those it applies to and for that, it is essential that lawmakers are a composition of all elements of society.

Thus, a government that comprises of minorities especially women, are more inclusive and their policies are far more wide-ranging. For instance, there is evidence that with more women in the government, the population of the State is much healthier. Women as legislators spend more on health and education and tend to work in a more collaborative manner rather than working in silos⁴⁷. But despite these advantages, women are under-represented in governance. They are subject to voters' bias, parties' bias and often times they shy away from bigger competition because they have been continuously told that they have less traction in the public's eye when compared to their male competitor.⁴⁸

Organization of Analysis



I. Gender Discrimination in Politics

II. Women's Political Participation in Pakistan

III. Federal

- a. Head of State
- b. Senate
- c. National Assembly



IV. Provincial

- a. Punjab Assembly
- b. MPA Profiles
- c. Participation of Women in the Punjab Assembly
- d. Chairs of Standing Committees
- e. Women Leading Resolutions



V. Women in Local Governance

- a. Punjab Public Service Commission
- b. Contingent Staff in Public Offices
- c. Gazetted and Non-Gazetted Staff
- d. Contractual Staff
- e. Women in Selection and Recruitment Committees
- f. 15% Representation of Women in Public Offices



VI. The Female Vote

44 (Fukuyama)

45 (Prof. Renate Mayntz)

46 (What is Good Governance?)

47 (Ng, 2019)

48 (Women in Politics: Why Are They Under-represented?, 2021)

3.1 Gender Discrimination in Politics

According to a survey called 'The Female Political Career', carried out by the Women Political Leaders Global Forum (WPL), the barriers for a woman's political career are somewhat similar around the world. The survey analysed responses from 617 politicians, both female and male –from 84 countries and concluded that female politicians have to sacrifice family life in order to have a standing in the political sphere and that is primarily because the household is typically not based in equality.⁴⁹

On top of that, female politicians also suffer more harassment and undue scrutiny as compared to their male counterparts. Their critics often resort to targeting their choice of clothes or their personal relationships instead of their policies.⁵⁰ Media also plays a vital role in women's political journeys. In more male-dominated political environments, the media tends to contribute to the discrimination against women. This often takes the shape of under-reporting on women parliamentarians and candidates, using orthodox gender portrayals, unduly criticizing female politicians and objectifying women in politics.⁵¹

To combat the violence against women in politics, governments and international organisations around the world have been campaigning for improvement in the existing female political participation. The UN has advocated for equality in the area through the Sustainable Development Goals (SDGs) Agenda 2030. Under SDG 5.5, it intends to work for women's "full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life".⁵² Additionally, countries around the world implement quota system to bring women closer to a level playing field. Such incentives are often effective and encouraging for women candidates. Research suggests that out of the 48 countries that held elections in 2021, those with some form of quota elected 31.9 percent women on average in their lower or single house, while those without quotas elected only 19.5 percent.⁵³

It is also important that governments follow a sustainability model when setting long-term policies. This would mean developing policies that aim to improve the quality of life for present and future generations without placing an unfair burden on future generations.⁵⁴ An important component of sustainable governance is ensuring female participation in decision-making. Apart from it being a woman's legal right, their involvement and contribution in public and private sector decision-making is often attributed to far reaching benefits and recognition of issues that may otherwise be left unheard. In the political sphere, female participation leads to consensus building and it is the embodiment of an inclusive democracy.⁵⁵ Research suggests that more women elected in office leads to long-term community benefits, such as a significant increase in policies that focus on the quality of life and prioritising families, women, and ethnic and racial minorities.⁵⁶ According to the National Democratic Institute, 35 years of their work in over 100 countries around the world has allowed the Institute to conclude that women more than men are likely to mediate on issues across parties, be responsive to constituent concerns, help maintain peace, promote citizen's use of their democratic rights and focus of developing policies that are meant to improve health, education and other aspects of sustainable development. Women also leverage opportunities for young girls in the field. Thus, good governance requires that the composition of executives has a fair representation of women.

It is important to note that women around the world make up almost the same proportion of population as men. It is thus critical that they have adequate representation in governments and have an equal right to political participation. Unfortunately though, women represent only 26.5 percent of parliamentarians globally.⁵⁷ According to the UN Women, men form 77 percent of parliamentarians, 82 percent of government ministers, 93 percent of heads of government and 94 percent of heads of state globally.⁵⁸ With this trend it will take women another 40 years to achieve equality in this area at the current progress rate.⁵⁹

Alarming, the Global Gender Gap Report 2022 foresees that it will take another 155 years for the world to close the political empowerment gender gap, at the current progress rate.⁶⁰

49 (Koch-Mehrin, 2018)

50 (Mazhar, 2023)

51 (Haraldsson)

52 (Indicators and a Monitoring Framework Launching a data revolution for the Sustainable Development Goals, n.d.)

53 (Getting more women in politics , 2023)

54 (Concept and Methodology – Sustainable Governance Indicators 2015, 2015)

55 (women's Political Participation, n.d.)

56 (Koch-Mehrin, 2018)

57 (Getting more women in politics , 2023)

58 (Facts and figures: Women's leadership and political participation)

59 (Getting more women in politics , 2023)

60 (Global Gender Gap Report 2022 , 2022)

The United Nations Development Program (UNDP) has set out its Gender Equality Strategy 2022-2025 which highlights the need for women's participation in governance. Its Signature Solution 2 states three aims: women's collective mobilization, voice and influence, towards gender-responsive states and achieving gender justice to realise rights. The Program stresses the need to put gender equality at the centre of resilience building, including by fully involving women on equal terms and at all levels in decision-making.⁶¹

3.2 Women's Political Participation in Pakistan

Gender inequality persists in the realm of political representation in Pakistan, where women face numerous barriers that prevent their entry and advancement in politics. In spite of non-discriminating constitutional provisions, the reality reflects a male-dominated political culture. The current composition of Pakistan's parliament reveals a stark gender disparity, with only 21 percent of seats held by women. This figure drops to a mere 3 percent when excluding the reserved seats specifically designated for women.⁶² Such underrepresentation highlights the glass ceiling that impedes women's progress in politics, influenced by socio-economic factors and a culture that favours male political leadership. Moreover, women are historically sidelined by political parties awarding seats through nepotism and allocating party tickets to women in constituencies where the party's chances of winning are bleak.

Women's suffrage too, has been a constant area of concern. Due to family pressure, consensus between community elders etc., women are often 'banned' from casting their vote. In the 2018 elections, only 40 percent of the 46 million registered women cast a vote.

However, in 2018, despite these social barriers, the number of female voters increased by 23 percent as compared to the 2013 elections.⁶³ This change has come about after concerted efforts by the Election Commission of Pakistan (ECP) to register female voters. Campaigns to provide national identity cards to as many women as possible were carried out by ECP. Further, the Elections Act 2017 empowers the Election Commission to void results of any constituency where the female voter turnout is less than 10 percent of the women on the voter rolls.⁶⁴ As for women in the executive bodies, the Senate has 17 reserved seats for women, while the National Assembly has 60, 32 of which are reserved for women from Punjab.⁶⁵

In the general elections of 2018, 182 women (highest number in history) and five transgender candidates, this too for the first time, contested seats. More women came out to cast a vote and, which too was the highest number in history.⁶⁶

As of 1st January 2019, there were three women in the 25-member cabinet. In January 2019, the local provincial government in KP appointed its very first ombudswoman to reduce the harassment of women in the workplace. Pakistan has been ranked 146th out of 153 countries with regards to women's involvement in leadership roles representing a mere 5 percent of their share in such roles, nonetheless, this share was 2.5 percent in 2016 representing a fair improvement in 4 years. In 2022, the Women's Parliamentary Caucus (WPC) conducted a National Conference of Women Parliamentary Caucus in collaboration with Pakistan Institute for Parliamentary Services (PIPS). The purpose of the conference was to promote the meaningful role of women parliamentarians in peace building and sustainable development.⁶⁷ The WPC is a monumental instrument for women parliamentarians from both Houses of the Parliament. It provides them a platform to raise issues, lobby and mediate on matters affecting the lives of the citizens of Pakistan with special focus on the cause of women protection and empowerment.

The Global Gender Gap Report 2022 ranked Pakistan 95th on the Political Empowerment Index which shows a slight improvement from 2021 where Pakistan was ranked 98th.⁶⁸ This ranking serves as a flag for government institutions that are responsible for putting women on the same level playing field as men and have been working

61 (Gender Equality Strategy 2022-2025, 2022)

62 (Global Gender Gap Report 2022, 2022)

63 (Tanoli, 2022)

64 (Siddiq, 2018)

65 (Election Commission Act 2017, 2017)

66 (participation of Women, n.d.)

67 (Kamray, 2020)

68 (Press Release NA, n.d.)

to bring more women into leadership positions.

The Election Commission of Pakistan (ECP) has also suggested that there is a gender gap of almost 12.5 million in Pakistan's electoral rolls. Moreover, UN Women has estimated that with the current rate of progress, Pakistan may not achieve gender parity in national legislatures before 2063.⁶⁹

3.3 Federal

3.3.1 Head of State

Pakistan has had one female Head of State in its history- Ms. Benazir Bhutto. She was elected twice as the Prime Minister of Pakistan first between 1988 to 1990 and then from 1993 till 1996.

3.3.2 Senate

A senator in Pakistan is responsible for scrutinising the government's work, debating over bills, presenting petitions and making recommendations on the Financial Bill. In 2022, there are a total of 100 senators in the Senate of Pakistan. Of these, 9 percent are female and 91 percent are male. This is a GPI of 0.09.

3.3.3 National Assembly

The National Assembly consists of 175 seats in Pakistan. It is essentially a democratic tool that oversees the performance of the government with members from the ruling party and the opposition housed together for debate. There are two ways that the National Assembly functions: - the question hour and the parliamentary committees. 36 out of 175 seats are reserved for women⁷⁰. Pakistan has had only one female Speaker of the National Assembly in its history. Ms. Fahmida Mirza was the Speaker of the National Assembly between 19 March 2008 – 3 June 2013 and was also the first ever woman Speaker of the South Asian Association for Regional Cooperation (SAARC) region and within the democratic Muslim world.⁷¹

The following figure shows the disbursement of reserved seats in all provinces in 2022:

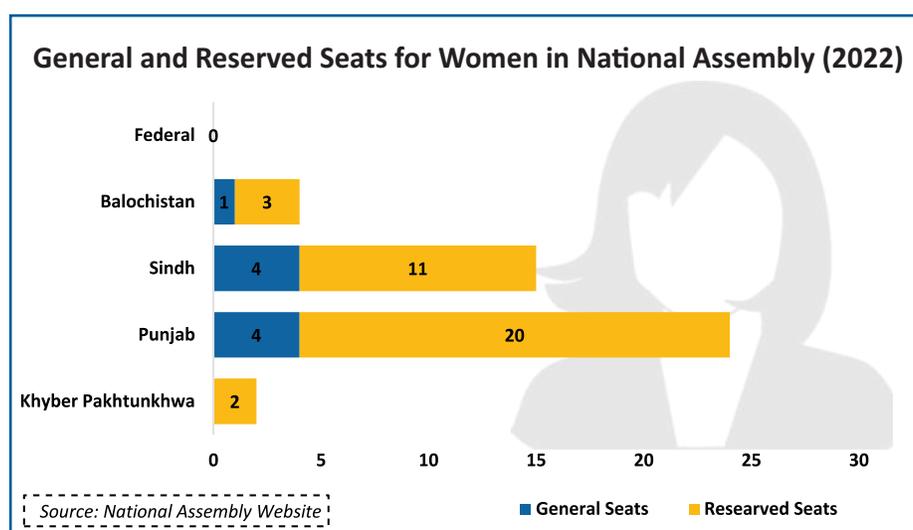


Figure 3.1

Figure 3.2 shows the placement of the reserved seats in the relevant districts of Punjab.

69 (UN Women Pakistan)

70 (Youth Guide, 2023)

71 Ibid

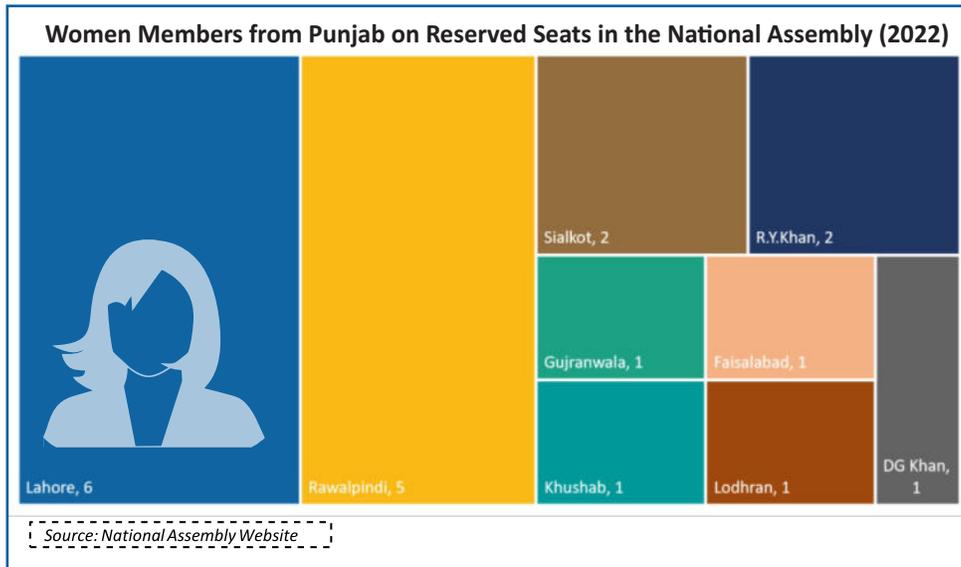


Figure 3.2

Out of the total members of the National Assembly from across Pakistan, 89 male and 4 female were from Punjab. The following figure dissects the national assembly membership from Punjab as per districts. As shown, there was a glaring male dominance in the national assembly for its members from Punjab. The GPI in this case is only 0.05.

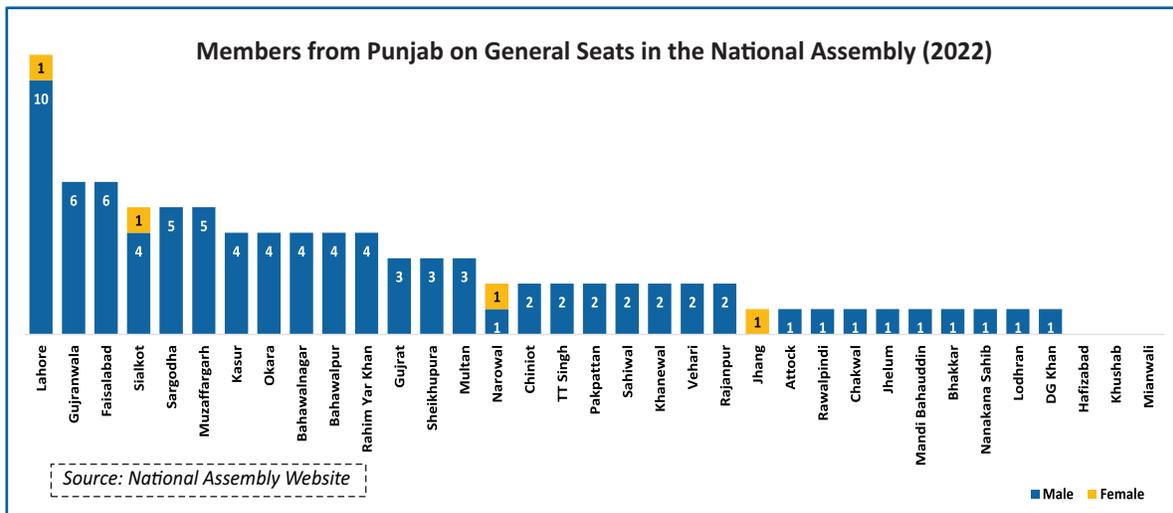


Figure 3.3

Other than the members of the assembly, following are designations within the National Assembly and their gender parity:

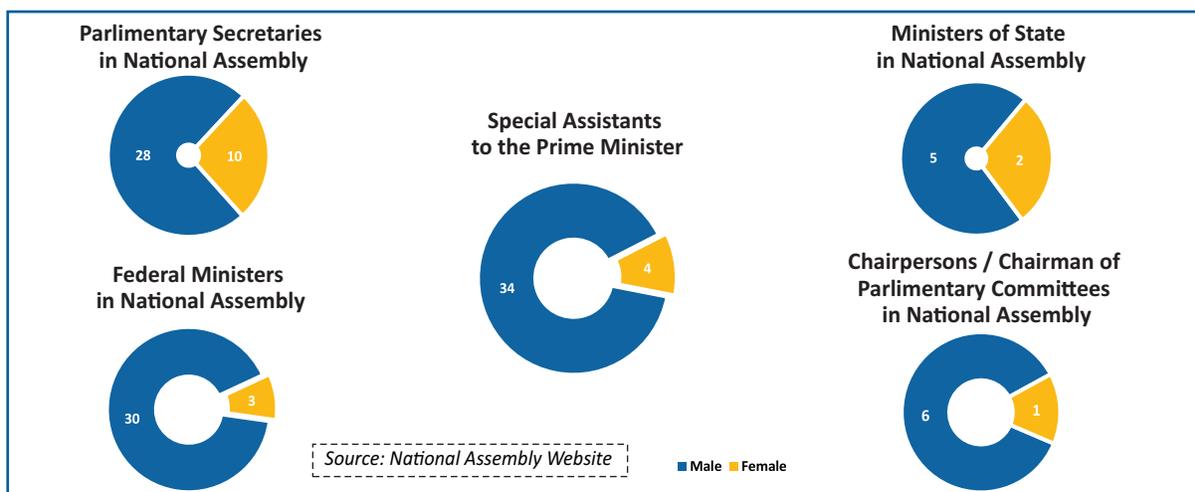


Figure 3.4

3.4 Provincial

3.4.1 Punjab Assembly

In 2022, the Punjab Assembly consisted of 371 members. Of these, 74 were women and 297 were men with a GPI

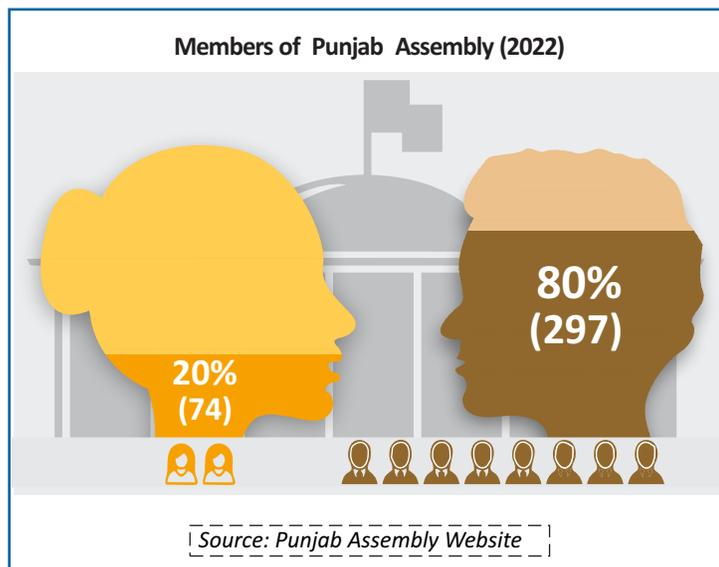


Figure 3.5

41

The following figure shows how female members were placed in the Punjab Assembly, i.e. via reserved seats, general seats or reserved seats for non-Muslims. The majority of women in the Punjab Assembly were on reserved seats. While it may be heartening to see women being given an advantage for their rightful political participation, it is also concerning that very few were elected. This often points to gender inequality within political parties, gender stereotypes and ineffective legislative measures for encouraging female political

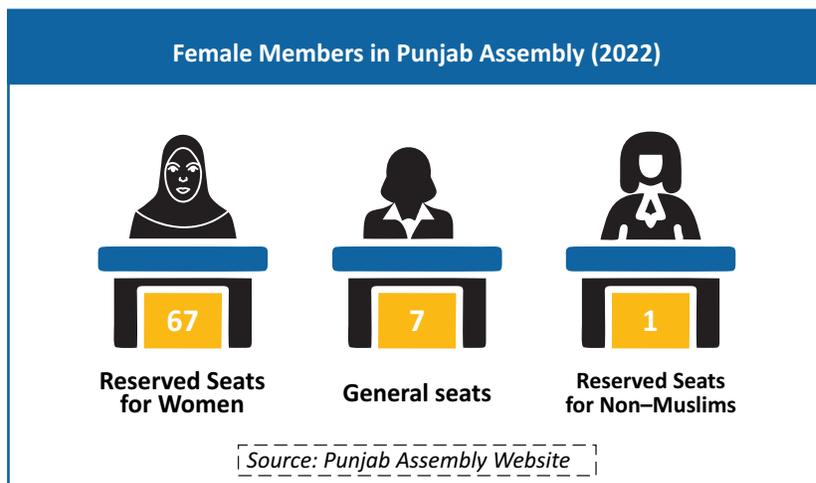


Figure 3.6

Looking at the districts these female members of the Punjab Assembly were from, it is also evident that most belonged to relatively affluent or urban areas. The following heat map shows that most (34) of these women were from Lahore. Rawalpindi, Gujranwala and Sargodha had 4 each and other districts had less than 4 female members of the Punjab Assembly.

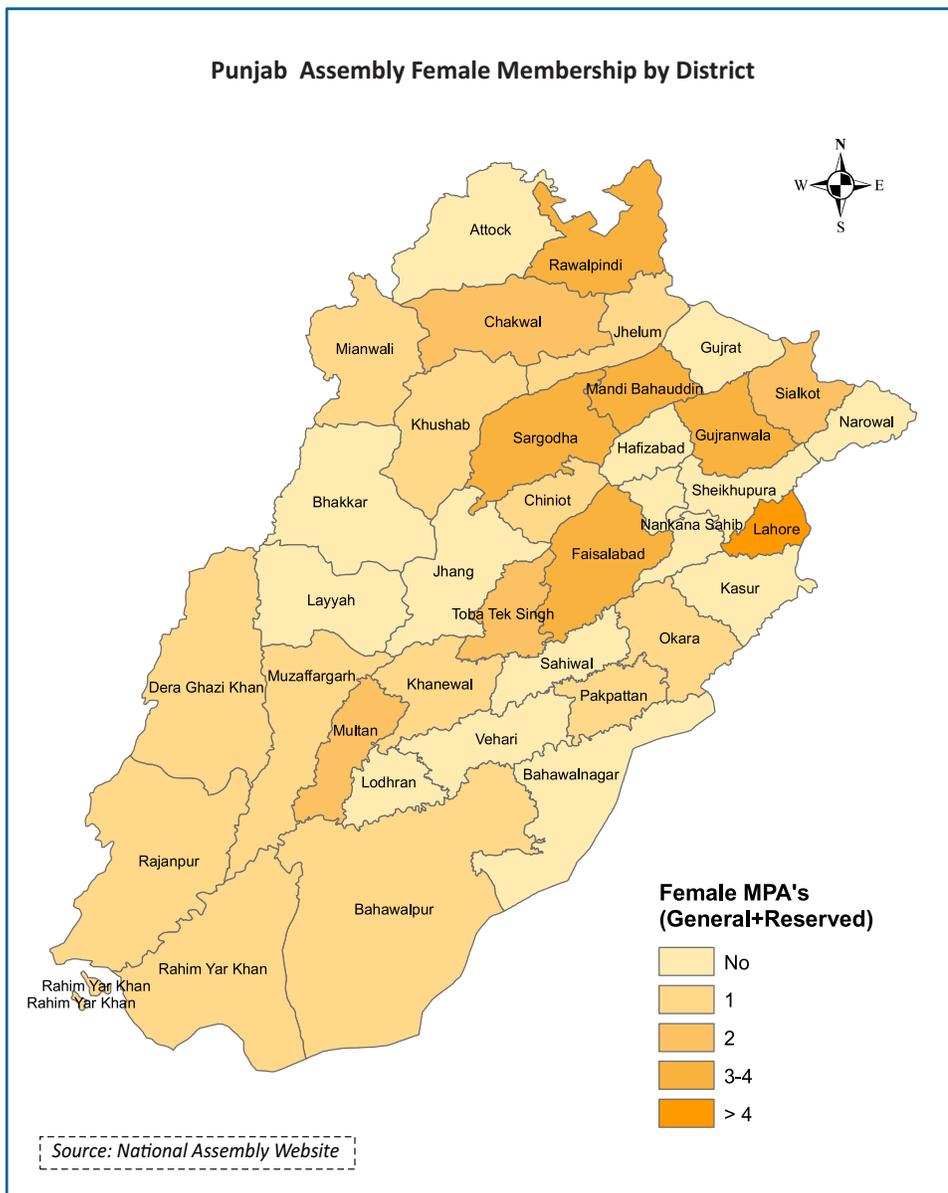


Figure 3.7

3.4.1.1 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.

3.4.1.1.1 By Age

Age is an important factor for legislators to determine their capacity, their relatability to the population at large etc. The age of politicians can affect governance, rate of re-election and the priorities of a democratic state. In many countries, research has shown that the younger the overall parliament, the more chances of female participation⁷².

To be eligible for the membership of a seat in the Punjab Assembly, members must be 25 years old or above. Figure 3.8 illustrates the age-wise breakdown of women MPs in the Assembly, sourced from the Punjab Assembly website. Data was available for 22 out of 74 female members of the Punjab Assembly.

72 (Parliaments are getting (slightly) younger according to latest IPU data, 2021)

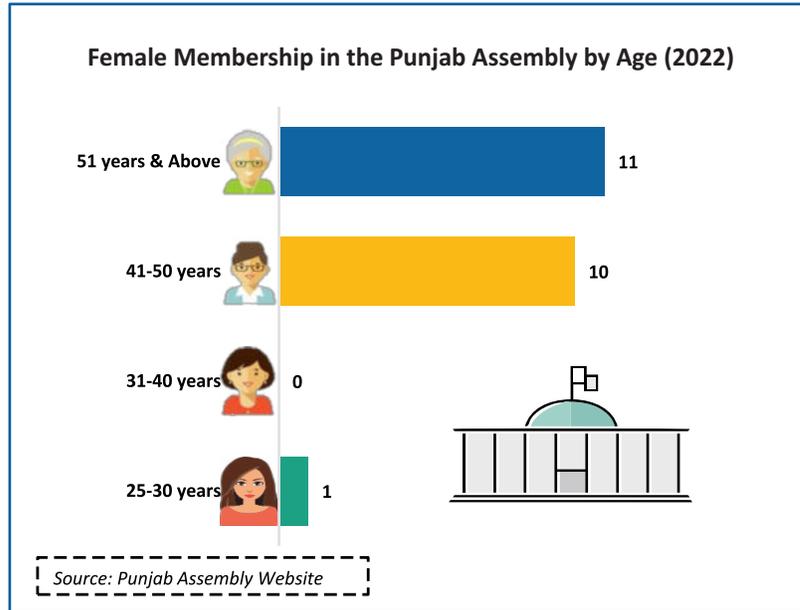


Figure 3.8

3.4.1.1.2 By Education

The education of a politician is essential in their suitability to the Assembly where decisions are made for millions of people. An educated member of the Assembly may view matters differently. According to research, educated MPs are more likely to focus on broad, long-term economic objectives rather than promoting narrow interests with a protectionist approach⁷³. They may focus more on the welfare of the general public through the institutes of the State.

Moreover, an Assembly of educated members creates a healthy competition and encourages young aspiring individuals to back up their aspirations with advanced education.⁷⁴

The following figure shows the level of education attained by female members of the Punjab Assembly. Data was available for 22 out of 74 total female members of the Punjab Assembly. Out of these, 8 had a postgraduate degree and 10 had a graduate degree.

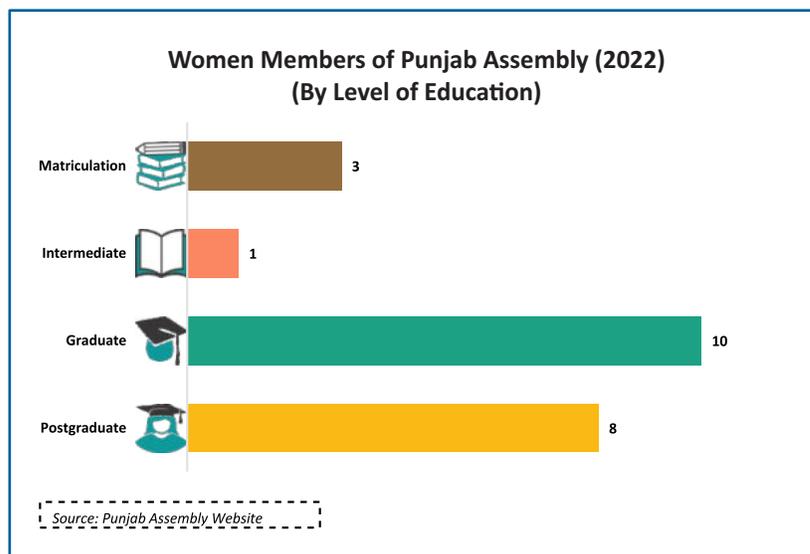


Figure 3.9

73 (The need for qualified and educated politicians, 2021)

74 Ibid

3.4.1.1.3 By Political Affiliation

Political experience is an asset for any member of the Assembly. Some members may be new to the Assembly but have experience in politics due to their affiliation with a party. It is often difficult for women to break the glass ceiling and enter politics from scratch. Even when they do enter, their contributions are often overlooked and their initiatives side-lined. In many cases, it is evident that female politicians are given stereotypical "women-only" roles such as communications, gender development, health etc and they are not chosen for areas such as finance, energy, economic development, defence, trade etc.

The Election Commission of Pakistan has made considerable efforts to encourage female political participation. Educated party leaders around the world also promote more women in office, especially those from educated backgrounds and those with experience. The Election Act of 2017 criminalized any attempts to hinder women's participation in elections and mandated political parties to field a minimum of 5 percent of women candidates for general seats. However, subsequent elections in 2018 witnessed mixed outcomes. Although there was a record-breaking number of women candidates, only a limited number emerged victorious. The following figure shows the number of female politicians affiliated with political parties in Punjab.

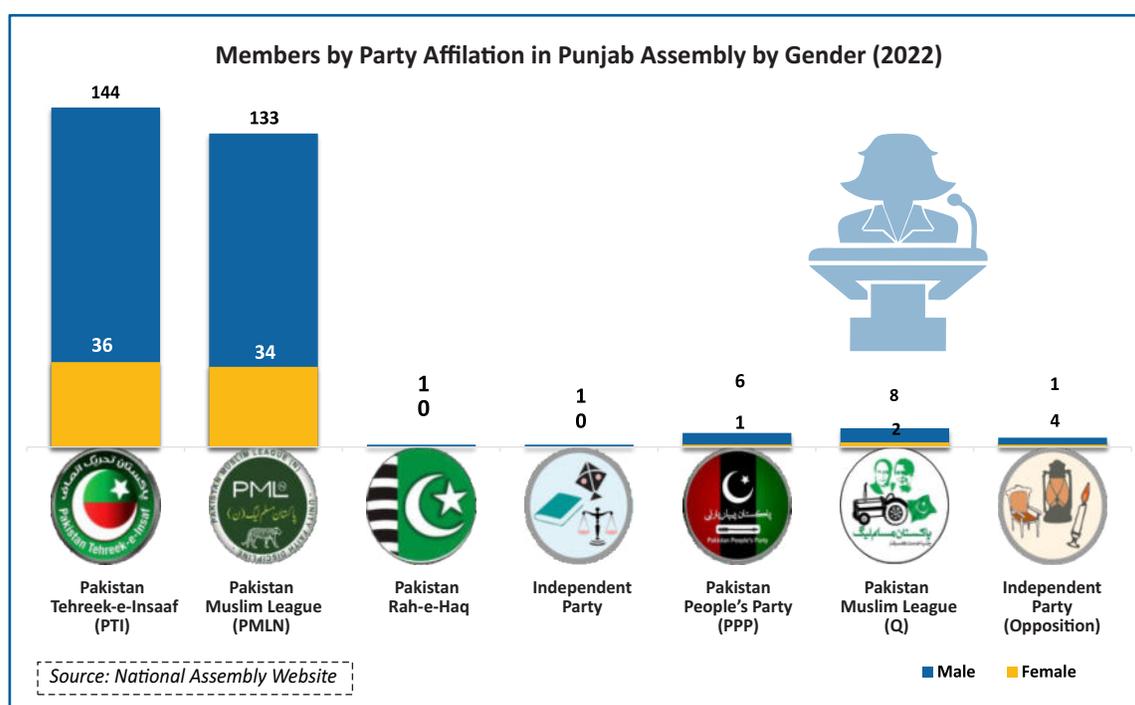


Figure 3.10

According to data, 36 out of 74 female members of the Punjab Assembly belonged to the Pakistan Tehreek-e-Insaaf, 34 belonged to Pakistan Muslim League Nawaz, 2 belonged to Pakistan Muslim League (Q) and 1 belonged to Pakistan People's Party (PPP). There was also one female MPA from an independent party.

3.4.1.2 Participation of Women in the Punjab Assembly

The role of a provincial assembly has been redefined after the 18th Amendment which gave self-governing, legislative and financial autonomy to the Provinces. It is essential to understand the composition of the Assembly with respect to the designations of female members.

Figure 3.11 explains the role of female MPAs in the Assembly as compared to male MPAs. The gender divide is obvious as the Assembly had only 1 female minister, compared to 21 male ministers. There were also no female parliamentary secretaries but 2 male parliamentary secretaries. There were 10 male and 7 female chairs of Standing Committees.

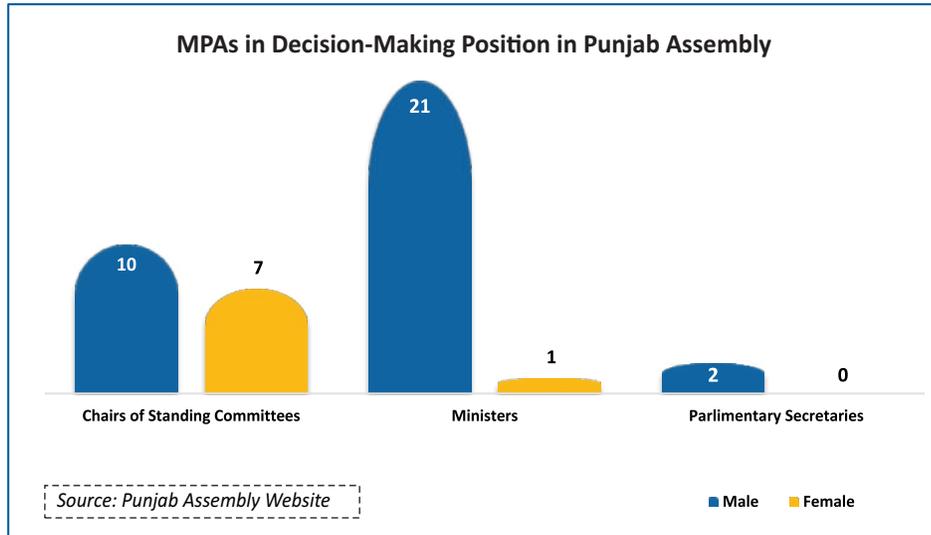


Figure 3.11

3.4.1.2.1 Chairs of Standing Committees

A standing committee’s purpose is to debate the bills, government policies, reforms etc. Each Standing Committee has 11 members with its relevant Minister and Parliamentary Secretary. As of 2022, following were the Standing Committees with a female Chairperson:



Figure 3.12

There were a total of 24 standing committees of the Punjab Assembly. The figure 3.13 examines the GPI for each parliamentary standing committee. Women Development Committee had the highest GPI with 10 female members and one male member. The committees with the worst GPI were the Local Government and Community Development, Committee on Privileges and the Public Accounts Committee-II.

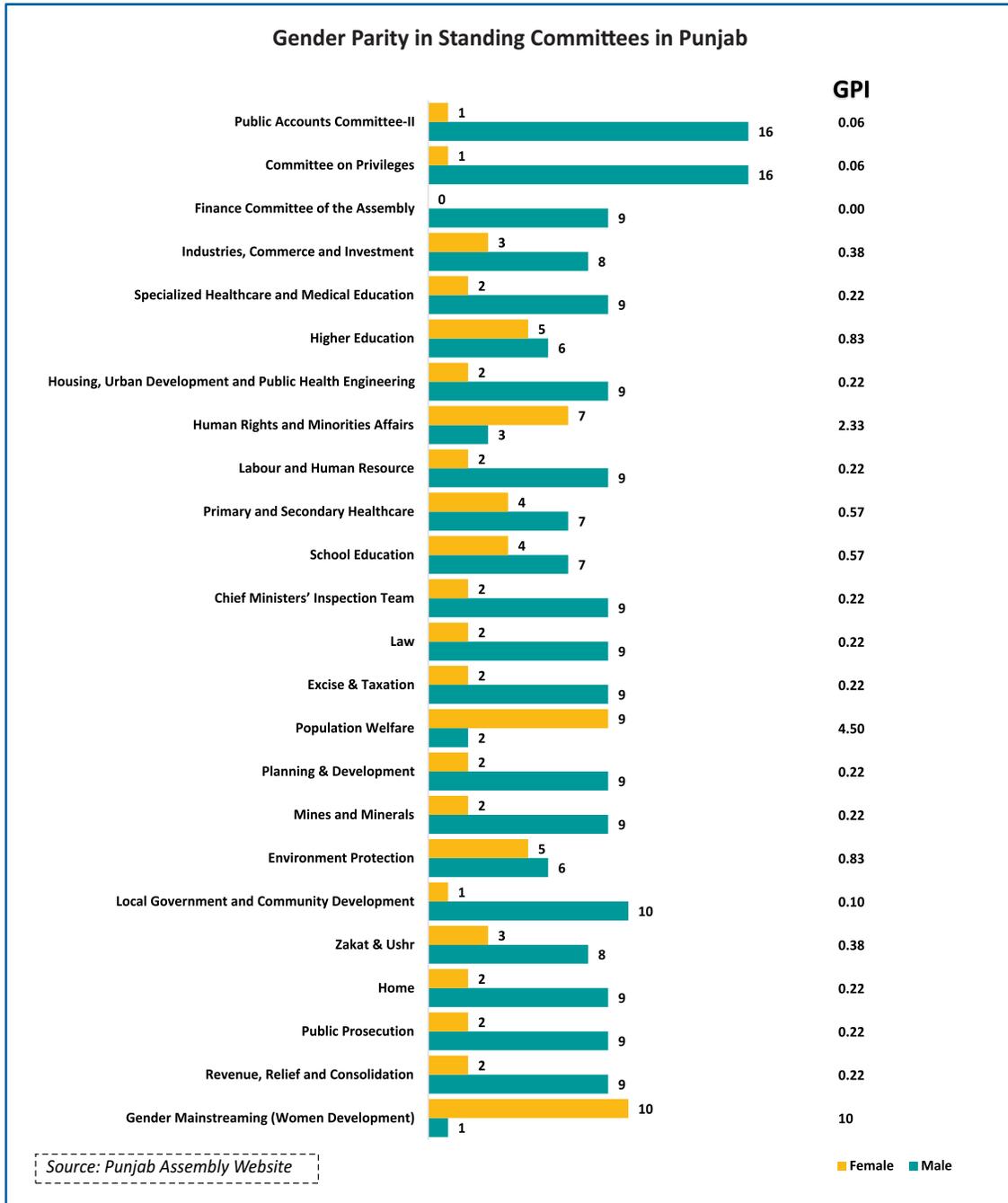


Figure 3.13

3.4.1.2.2 Women Leading Resolutions

Female MPAs presenting resolutions is a powerful sight. It shows their determination towards a cause and gives them the floor to convince the Assembly members into voting for the resolution.

In 2021, there was a total of 35 resolutions passed by the Punjab Assembly. Out of these 35, 16 were presented by female MPAs. In 2022, the Punjab Assembly passed 27 resolutions, 4 of which were led by female MPAs.

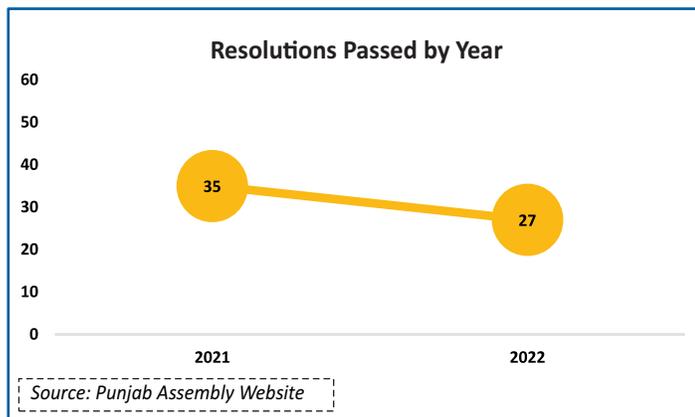


Figure 3.14

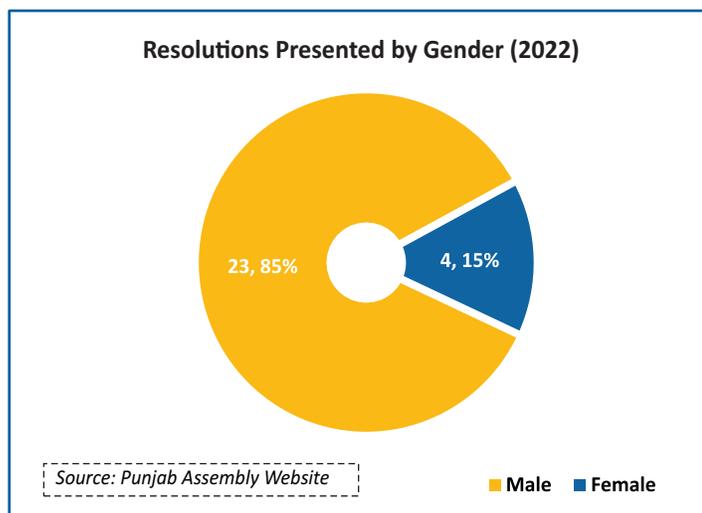


Figure 3.15

The table below is a summary of the women-led resolutions:

No.	Reference	Description
1.	Resolution 142	Condemns the Sindh Police raids at Haleem Adil Shaikh’s house who is the leader of the opposition Sindh Assembly. The House demands the federal and Sindh government to immediately withdraw the false and baseless cases against him.
2.	Resolution 812	Rejects the federal government’s increase in the prices of petroleum products. The prices should be reduced immediately in light of the prices in the international market and in the context of the public relief formula.
3.	Resolution 122	Condemns the arrest of Dr. Shehbaz Gul in a false and baseless case and the physical and mental torture inflicted on him during his detention.
4.	Resolution 132	Demands that steps be taken to immediately restore the subsidy to the farmers of Punjab province on seeds of agricultural commodities i.e. wheat, cotton, pulses, sesame seeds and others.

3.5 Women in Local Governance

The local government has multiple responsibilities from budgeting, collecting taxes, to ensuring public safety, maintaining parks and forests, education, culture, social welfare, infrastructure development, public health, water supply, town planning, and building control.

The local government in Pakistan is organized into three or four tiers. In the three-tiered system, there is an upper tier of metropolitan city, municipality, town, or rural district-level local government units, an intermediate tier of sub-district local government units, and a lower tier of union-level local government units.

When talking about women's political participation, it is important that they are allowed to contribute at every level. Other than national and provincial assemblies, women can play a positive role in local governance. Their representation at the local level can be motivational for aspiring female politicians and can open doors for them and other women into political participation. However, their contribution to local governance is largely dependent on the local social norms and power dynamics. Women have relatively better representation in the local government in more urban areas, as compared to rural localities where traditional gender norms determine the extent of their political participation⁷⁵.

According to the UN, 17 percent members of local deliberative bodies in Pakistan were women (22,429 elected women).

3.5.1 Punjab Public Service Commission

In 2022, there were 862,682 applicants for PPSC. Out of these, 38 percent were female. Out of the all applicants, 6,877 were successful. Out of the successful students, 46 percent were females.

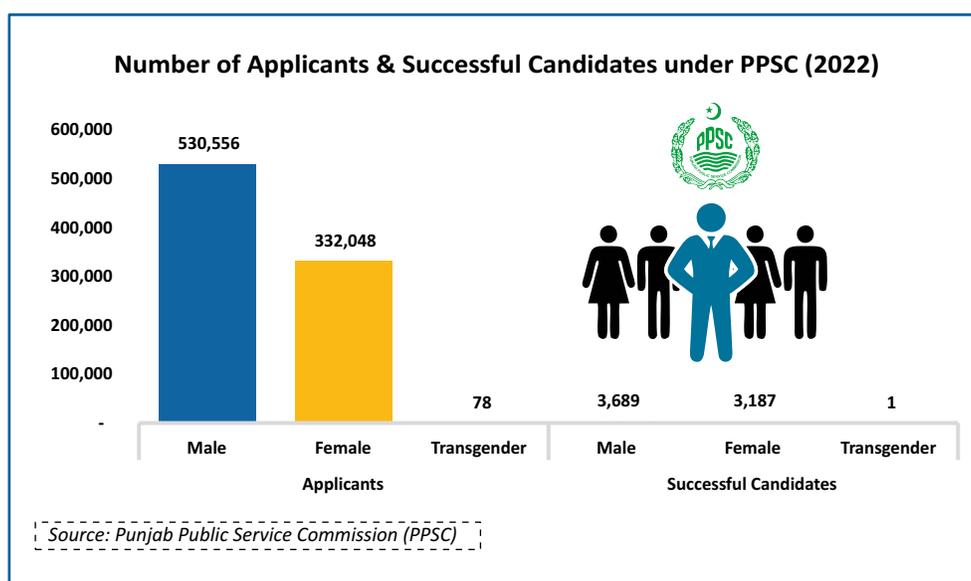


Figure 3.16

The majority of female applicants were under BS-16 and BS-14. As shown in figure 3.17, men dominated the Commission at every grade. Women on the other hand were not seen at BS-13, BS-20 and BS-19 level.

75 (women's Representation In Local Government: A Global Analysis, 2021)

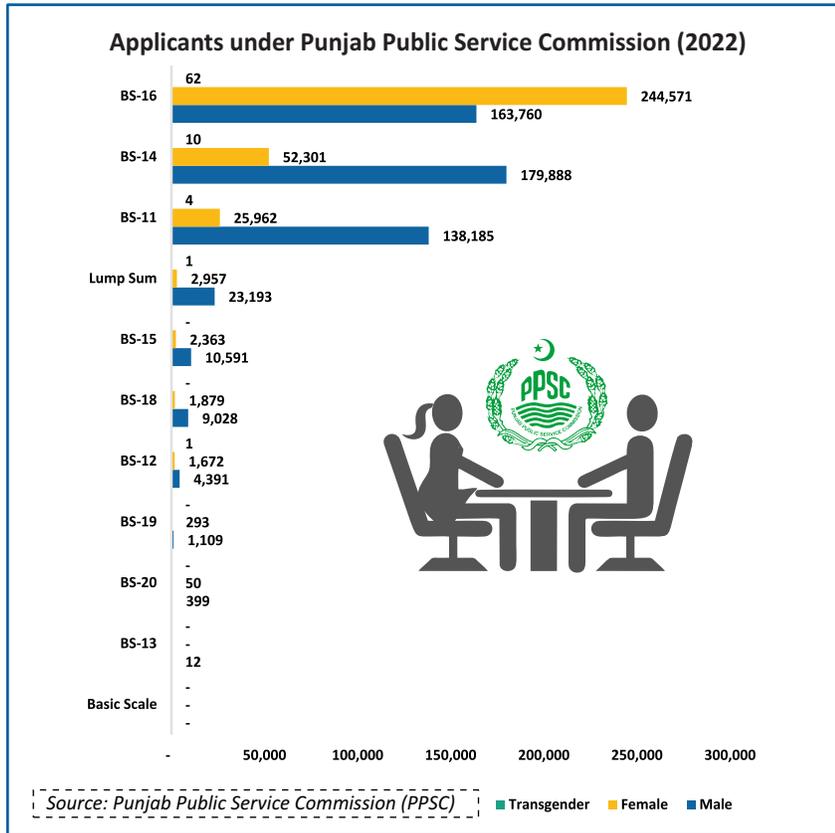


Figure 3.17

The figure below shows the number of candidates recommended against the Women Quota under each grade. The majority of candidates recommended under the quota fell under BS-14 and BS-17.

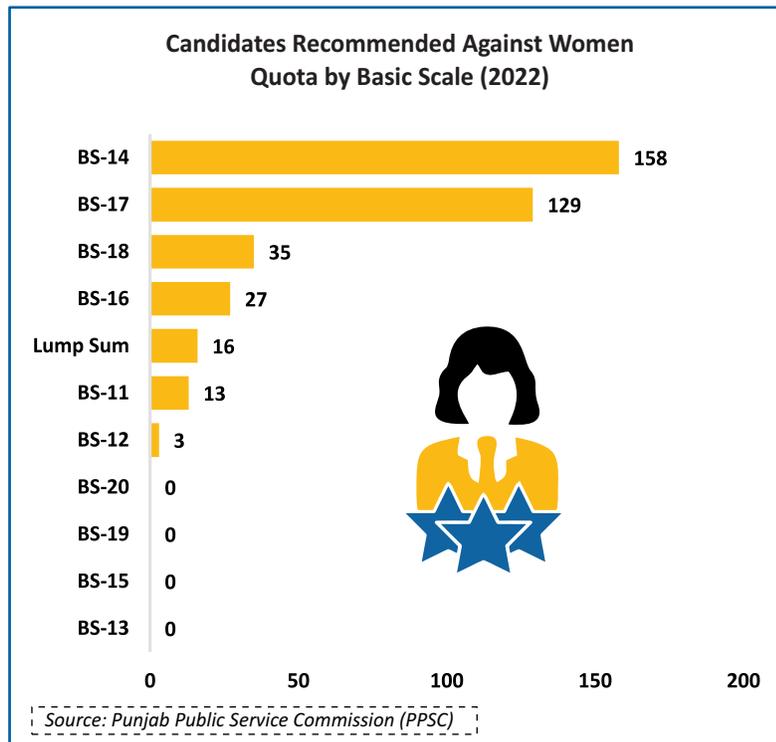


Figure 3.18

It is noteworthy that the total number of women recommended against the quota increased significantly since 2021. Figure 3.19 shows this increase.

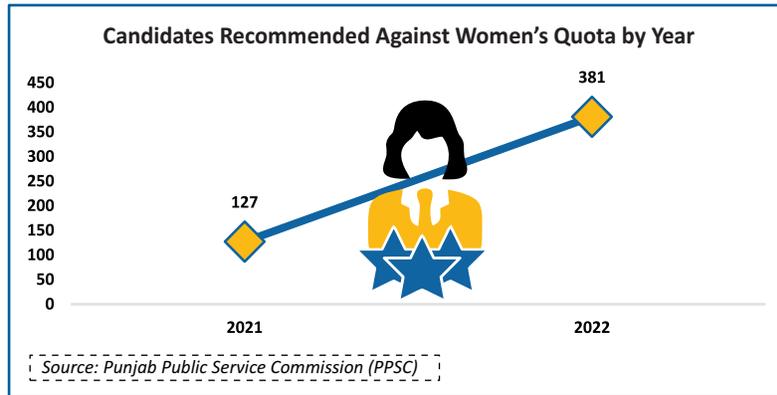


Figure 3.19

3.5.2 Staff in Public Offices

This section sheds light on the gender parity in three types of public offices: gazetted offices, non-gazetted officers and contractual staff. The total number of provincial and district offices in each category are departments that provided requested data.

3.5.2.1.1 Gazetted and Non-Gazetted Staff

A gazetted officer is BPS-17 and above, inducted through the Public Service Commission and their induction in most cases, is to be notified through official Gazette Notification to be published by Printing Corporation of Pakistan.

A non-gazetted officer is one in government service from BPS 1 to 16. These posts are to be filled by the respective Ministries/Divisions/Departments as per their own recruitment sections and are not be notified in the Gazette Notification, as such they are termed as non-gazetted government servants. There are however, some posts in BPS-16 filled through the Public Service Commission and are notified in the Gazette as such as per definition they are also Gazetted posts.

PCSW carries out a data analysis of the male and female gazetted and non-gazetted officers every year. This helps to determine the overall gender parity in the bureaucracy in Punjab and whether more woman are recruited at top or bottom of the bureaucratic structure.

The figure below shows the Gender Parity Index within provincial and district offices amongst Gazetted, Non-Gazetted and contractual officers. The GPI is the worst within Non-Gazetted provincial offices. Gazetted officers at provincial departments have a 0.6 GPI which is relatively better compared to all other categories.

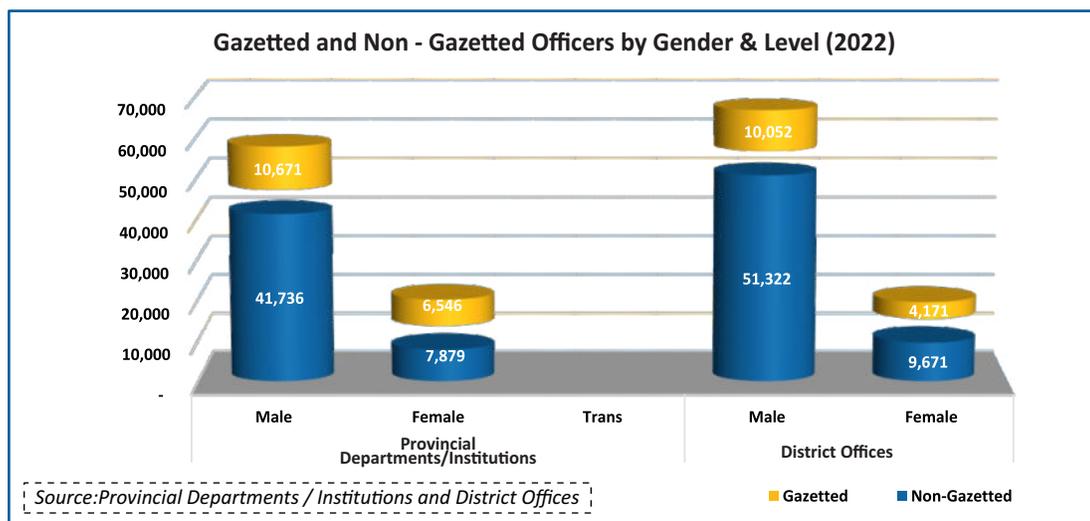


Figure 3.20

The figure below shows a yearly comparison in provincial and district offices. Overall, the gender parity persisted over the years. For instance, in provincial offices the gender parity amongst non-Gazetted officers was 0.19 in 2021 and 0.19 in 2022 as well. In district offices amongst non-Gazetted officers, the gender parity was 0.17 in 2021 and 0.19 in 2022. This data paints a grim picture of women's placement in local governance and despite the fact that the Constitution of Pakistan requires the State to make special representation for women in local government institutions⁷⁶, women continue to be overshadowed and underrepresented.

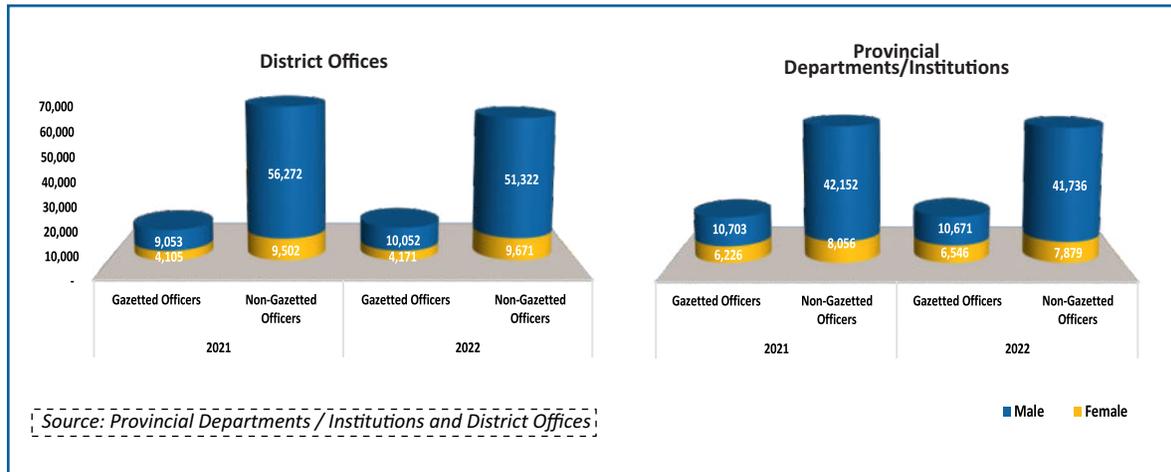


Figure 3.21

3.5.2.1.2 Contractual Staff

The contractual staff working in public offices is typically hired for short-term, specific deliverables or expertise. In 2022, 82 percent of contractual staff in public offices was male and only 18 percent was female. In district offices, 72 percent was male and only 28 percent was female. The figure below shows this data.

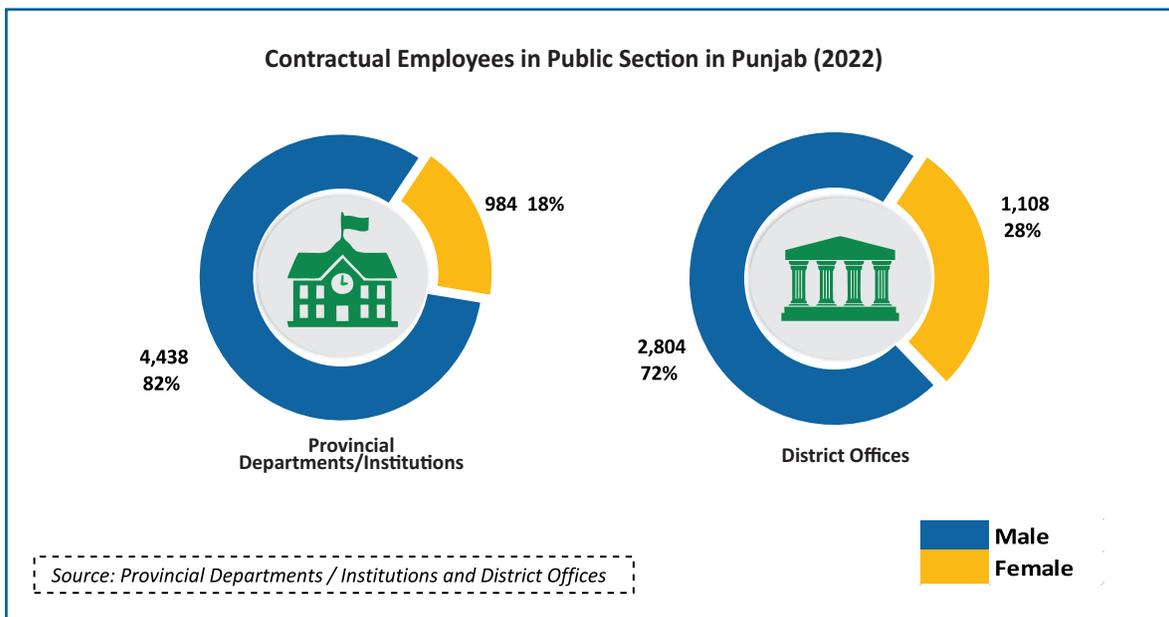


Figure 3.22

A yearly comparison shows that in 2021, only 14 percent of the contract-based staff in Provincial Departments and 20 percent of that in District Offices was female. Figure 3.23 displays the yearly comparison amongst contract-based staff in public offices.

76 (Article 32)

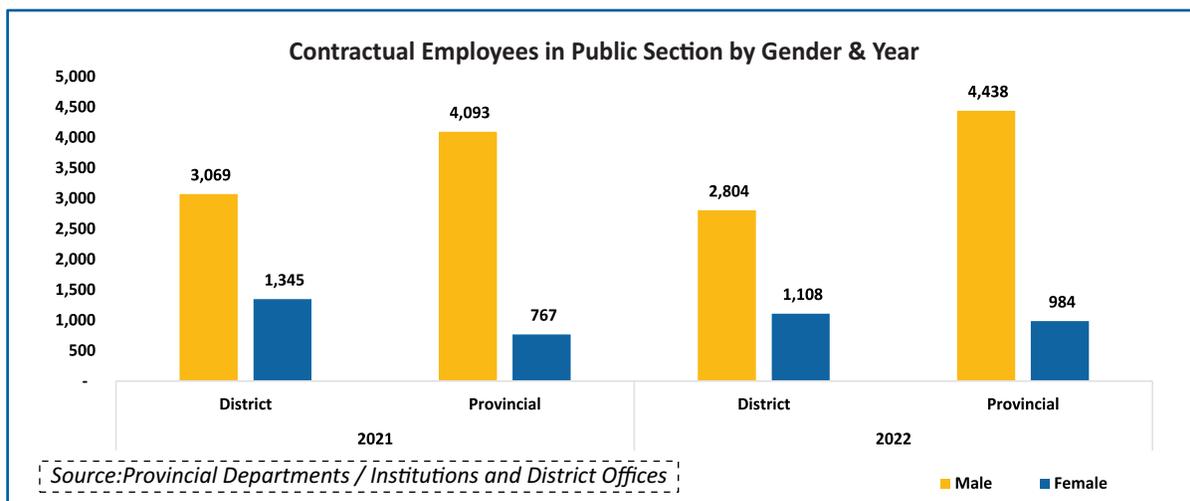


Figure 3.23

3.5.2.1.3 Women in Selection and Recruitment Committees

Under a notification issued by S&GAD, it is mandatory for public offices to have at least one woman in the selection and recruitment committees for regular and contractual employment. In 2022, of the provincial departments that provided data, 53 percent were in compliance. Of the district offices, only 35 percent were compliant.

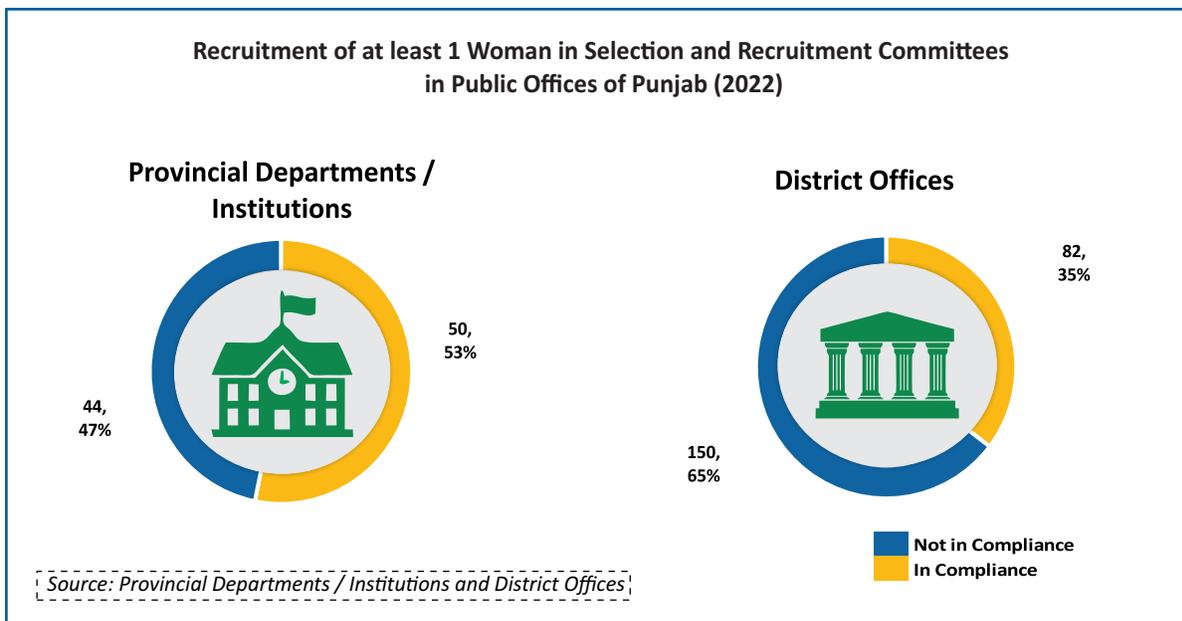


Figure 3.24

Under the Punjab Women Empowerment Package (PWEP) 2012, public sector boards, committees and task forces are required to ensure a minimum of 33 percent representation of women. In 2022, 53 percent of the provincial offices were compliant and 35 percent of district offices were compliant. In comparison, the year 2021 saw that 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. This means that in 2022, while compliance significantly improved in provincial offices, the number of compliant district offices fell. The figure shows the percentage of complaint and non-compliant offices in 2022.

3.5.2.1.4 15% Representation of Women in Public Offices

The PWEF also requires public offices to have at least 15 percent of women employees. However, in 2022 only 23 percent of the offices at the provincial level and only 27 percent at the district were in compliance.

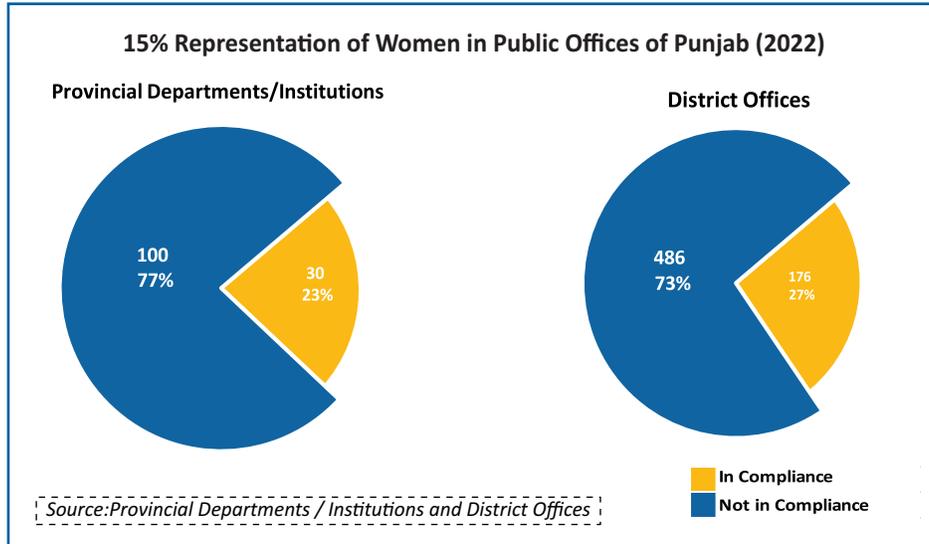


Figure 3.25

The figure below also shows a yearly comparison. It is clear that the directive under PWEF is not being followed over the years. Between 2021 and 2022, the level of compliance has not changed.

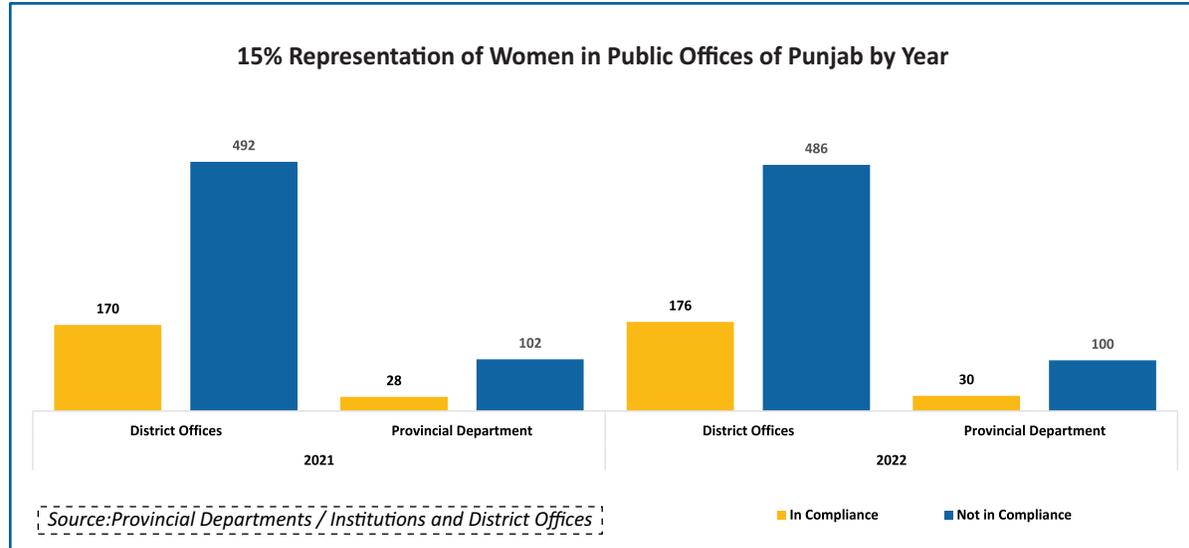


Figure 3.26

3.5.3 Training Under Management and Professional Development Department

The Management and Professional Development Department (MPDD) aims to cultivate a motivated, and disciplined public service by providing top-notch capacity building. The department is dedicated to efficiently training a maximum number of public servants in a cost-effective manner. As the primary training department, MPDD is responsible for delivering high-quality training to officers and officials from various Government of the Punjab departments. This training is designed to instill the necessary attitudes and skills, essential for these individuals to deliver effective public services.

The figure below shows the number of male and female officers trained under different programmes in 2022

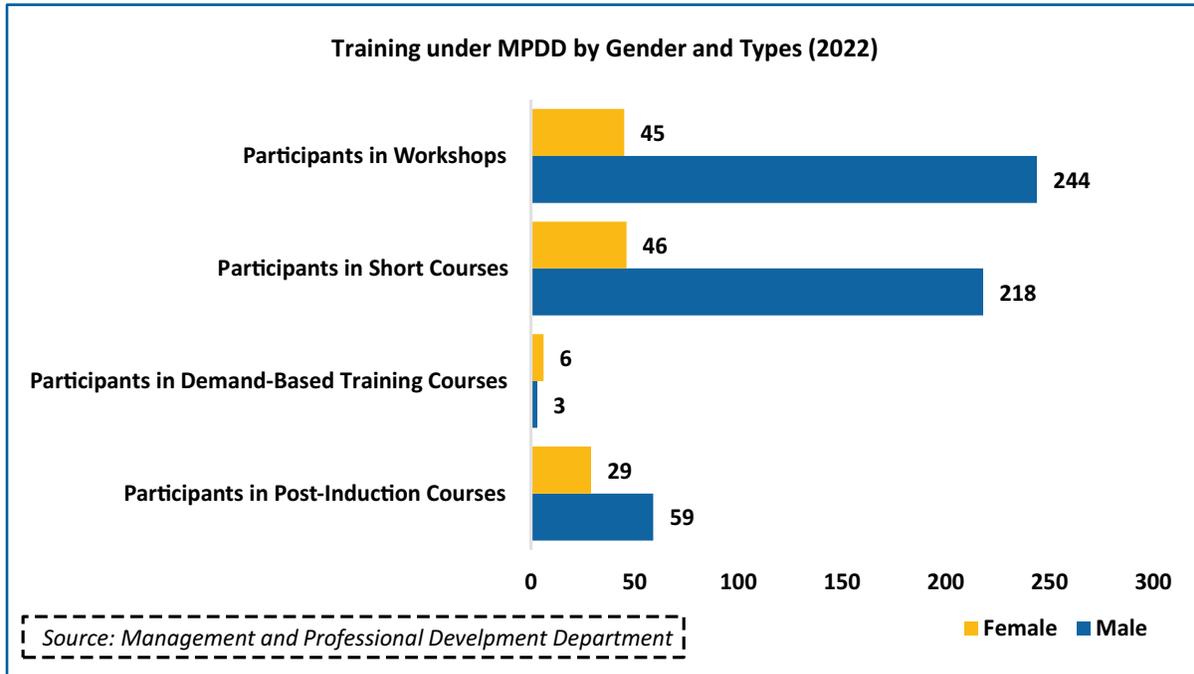


Figure 3.27

3.6 The Female Vote

Despite the fact that voting is a constitutional right, women voters are less in number. In the 2018 general elections, 11 million fewer women than men voted in the national election⁷⁷. It is only in 2017 that the Election Commission even started compiling gender-disaggregated data of voter-turn out, under the Elections Act 2017.⁷⁸

There are multiple factors that cause a lower female voter turnout. Keeping in mind the patriarchal structure of families in Pakistan, social norms discourage women to go out in public and cast votes by their own choice. Other reasons include the logistics involved. Polling booths are often at a distance so as to cater multiple towns. This means that voters have to travel to the booths and women more often than not cannot travel away from home, leaving children and/or their household. Moreover, women in rural areas particularly, have not been registered under NADRA via the Computerized National Identity Card (CNIC). Without the CNIC, no individual can cast a vote⁷⁹. Thus, the female vote is affected by lack of awareness, limited mobility, stereotypical gender expectations and lengthy registration processes.

Data from the Punjab Election Commission shows that in 2022, there were 70.7 million voters registered, 38 million (54 percent) were male and 32.7 million (46 percent) were female. In 2021, 37.6 million were male and 31.4 million were female voters.

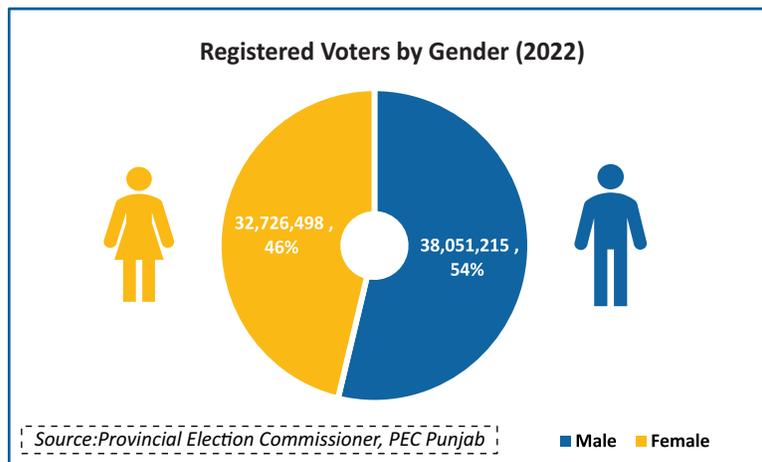


Figure 3.28

77 (Punjab Gender Parity Report 2021)

78 (Mehboob)

79 (BiBi, 2020)

Below is an analysis of district-wise voters recorded by PEC. The highest number of female voters were registered in Lahore (3 million) and then in Faisalabad (2.3 million). This is of course dependent on varying population in each district i.e., the number of female voters in the district will be impacted by the total number of females residing in the district. The figure below shows the GPI in each district for registered voters.

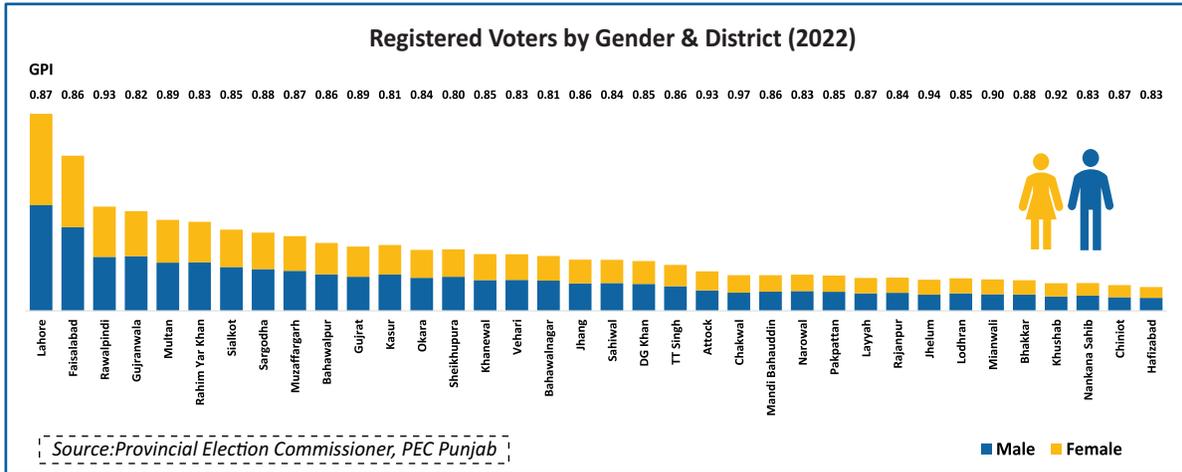


Figure 3.29

It also important to understand how many female CNIC holders are registered voters in punjab. This information can help the provincial government in targetting areas with low percentage of registered female voters and campaign for improved political participation of women in the area. Figure 3.30 shows the percentage of female registered voters against female CNIC holders in each district.

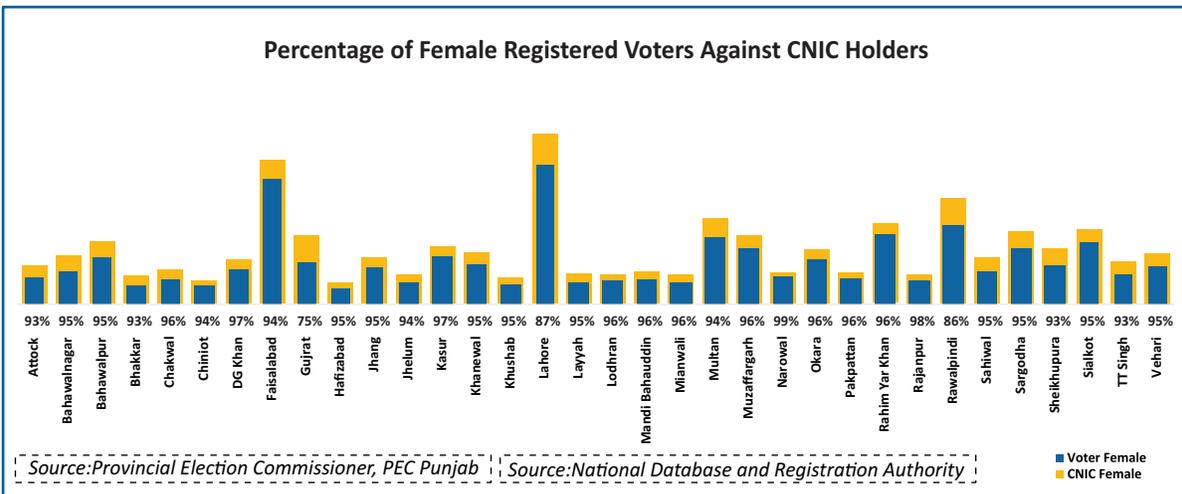


Figure 3.30

3.7 Conclusion

Like other spheres of life, women lack agency in political participation. Evidence shows that gender stereotypes and male gatekeeping limit women's engagement in politics whether its contesting elections or casting their vote⁸⁰. This discrimination is despite the benefits that society at large can reap from female political participation. A government that includes female minsters is more representative of its population and secures more legitimacy from its people. Moreover, female politicians carry out more policy work around social justice, family life, women issues etc.⁸¹. A diverse policy making mechanism is fruitful to democracy and aids sustainable development. More women in decision making also have an impact on potential female voters. A study shows that where women are represented in government by women, they are more likely to engage in politics, when compared to being represented by men⁸².

In Pakistan, the female representation in politics needs attention of law-makers. Awareness campaigns in schools

and colleges can help women understand their right and the importance of engaging with government. Media too can play a positive role by not engaging in bullying female politicians and discriminating against them. Other areas of improvement such as following PWEF directives, enhancing the quota system and ensuring voter turnout can uplift women to be a part of the democratic structure that regulates their lives.

3.8 Recommendations

3.8.1 Policy

- The Provincial government must ensure the implementation of the PWEF directive that requires 15% women representation in public offices.
- Women in rural areas must be encouraged to register under NADRA and obtain CNIC so that they can become potential voters. The government can launch mobile services for women in remote areas. Representatives of NADRA can reach these women and register them in the comfort of their homes.
- NADRA can carry out awareness programs in targeted areas with low voter registration. It can also use other incentives to increase voter registration, such as cash backs, vouchers etc.
- Polling booths should be set up in more areas so women, especially married women with children have to travel less.
- Polling booths must have necessities such as female bathrooms, a prayer room and women-only waiting area to make sure that women votes are not hindered due to logistical issues.

3.8.2 Procedural

- Staff at polling booths must be trained and gender-sensitized as many women may be first-time voters and may need step-by-step instructions.
- Media campaigns in local languages such as Punjabi, Siraiki and Urdu should raise the issue of female voter registration and target the patriarchal norm that women do not need to have an opinion about politics.
- Strict implementation of employing at least one woman in the selection and recruitment committees for regular and contractual employment.
- The low GPI in gazetted and non-gazetted staff should be addressed by providing safe working environment to women and ensuring a safe working culture. An encouraging working environment can allow more women to apply for jobs in the public sector.
- Ensuring maternity leave for all offices so that women are retained in jobs for longer and not isolated from the public sector due to gender bias.
- A Committee under ECP can ensure that all parties adhere to Article 206 of ECP which directs all political parties to ensure that 5 percent of general seats are given to female candidates.
- The Women's Parliamentary Caucus (WPC) should be given a mandate to draft working papers to be discussed in the Assembly. Such a working paper should have more legitimacy than a regular lobbied matter and the WPC can be assigned areas related to women's empowerment specifically.





HEALTH

KEY FINDINGS

-  There was an increase of 1.1 percent in healthcare facilities across Punjab from 2020 (5,227) to 2021 (5,283) with the largest increase (140 percent) in number of T.B. clinics.
-  There were 27,736 suspected cases of Hepatitis A in 2022, of which 55 percent were males and 45 percent were females.
-  Of the 342,891 suspected cases of Malaria in Punjab, 56 percent were males and 44 percent were females.
-  The number of male MBBS doctors registered with PMDC observed an increase of 9.0 percent in 2022 compared to 2021 whereas the number of female doctors increased by 9.5 percent.
-  The number of specialized doctors registered with PMDC increased by 41.0 percent in 2022. There was a total of 19,237 specialized doctors registered with PMDC in 2022 compared to 13,645 in 2021, with an increase of 47.9 percent for females and 37.3 percent for males.
-  A 9.8 percent increase in number of male BDS doctors was seen in 2022 compared to 2021 and 11.3 percent increase was observed in number of female BDS doctors.
-  There was a total of 365 consultants in specialized healthcare in Punjab in 2022 of which 64 percent were male consultants and 36 percent were female consultants.
-  There was a total of 5,802 medical officers (MOs) in Punjab's specialized healthcare in 2022 of which 3,206 were male MOs and 2,596 were female MOs.
-  There was a total of 15,981 nurses in Punjab's specialized healthcare, of which 15,332 were female and only 649 were male.
-  There were 3,512 male and 262 female indoor patients attended by PIMH in 2022 for various mental health diseases.
-  There was a total of 10,066 service centres, namely, Adolescent Health Centres, Family Health Clinics, Family Welfare Centres, Men Advisory Centres, and Mobile Service Units working across 36 districts of Punjab.
-  There was a total of 5.72 million beneficiaries of service centres in 2021 which significantly increased by 29.12 percent in 2022.
-  Of the 787 employees in District Population Welfare Officers and Tehsil Offices, 90.3 percent were male and a mere 9.7 percent were female.
-  The human resource force in IRMNCH facilities of Punjab was 47,762 in 2022 which was slightly less compared to the strength of 47,978 in 2021.

- 
 A total of 2.10 million doses of tetanus toxoid was administered to pregnant women in 2022 which showed an increase of 165.1 percent compared to 795,505 doses in 2021.
- 
 A total of 8.83 million antenatal care (ANC) visits took place across Punjab in 2022 which was higher (11.1 percent) compared to 7.94 million ANC visits in 2021.
- 
 An increase of 2.10 percent was observed in normal delivery cases as the total normal deliveries in Punjab in 2022 were 1.01 million compared to 985,683 in 2021.
- 
 The number of caesarean deliveries declined by 11.6 percent in 2022 compared to 2021.
- 
 The data for 2022 revealed that the visits to family planning centres were 2.01 million which was 12.5 percent higher compared to 1.79 million visits in 2021.
- 
 A significant decline of 25.5 percent in low birth weight was observed in Punjab in 2022 compared to 2021.
- 
 A significant decline of 66.3 percent in stillbirth cases was reported in 2022 compared to 2021.
- 
 The incidence of preterm births saw a significant increase of 36.0 percent in 2022 compared to 2021.
- 
 2,392 cases of neonatal deaths (lifespan up to 28 days) were reported compared to 2,154 cases in 2021.
- 
 Of the total T.B. cases (257,842) in 2022, 49.2 percent were males, 42.6 percent were females, 4.4 percent were girls, and 3.8 percent were boys.
- 
 In Punjab, there was a total of 19,035 reported cases of dengue in 2022, of which 67 percent were male and 33 percent were female.
- 
 There were 37,063 reported cases of AIDS in 2022 of which 29,938 were male, 6,280 were female, and 845 were transgender.
- 
 Of the 14,700 reported cancer cases in 2022, 8,694 were females, 6,005 were males, and one was transgender.

INTRODUCTION

Health has long been considered a basis of successful living and active ageing, as well as a keystone of prospering and economically sustainable societies. Health parity has, therefore, been recognized as an important Sustainable Development Goal (SDG) that reiterates to ensure provision of health and well-being for all regardless of age, gender, social class, occupation, race, ethnicity, and spatial distribution.⁸³ Health parity is an important indicator of a country's development in addition to being a fundamental human right and therefore several countries around the globe are making efforts to achieve an inclusive, just, and sustainable healthcare system.⁸⁴ Nevertheless, despite these efforts, some of the countries are yet grappling to resolve their healthcare challenges and overcome significant healthcare access and outcome disparities.⁸⁵ For example, a salient target 3.8 of SDG-3 is to ensure Universal Health Coverage (UHC) which mandates provision and access to quality healthcare services for all but the data shows that none of the world regions have been able to meet this goal.⁸⁶ The UHC Index 2021 showed that globally 60 percent of population was covered for essential health services and the projected coverage for 2030 was estimated to be 65 percent.⁸⁷

A lot of factors contribute to health disparity, of which socioeconomic inequity, gender inequality, political instability, natural disasters, and insufficient healthcare spending are major challenges.⁸⁸ Of these challenges, gender inequity and discrimination in healthcare have been major issues in Low and Middle-Income Countries (LMICs)⁸⁹, where women particularly belonging to remote areas and marginalized communities are confronted with multiple healthcare access barriers due to societal norms, absence of health education, low financial autonomy, restricted mobility, and dearth of women healthcare providers.⁹⁰ Women play an important role in family, community, and society and their health is directly related to the overall health and well-being of families, communities, and societies and thereby ensuring gender health parity can result in well-being and health of prospective generations.⁹¹ Keeping in view the gendered distribution of societies, intersectionality theory suggests that gender health disparities can interact with other stratification factors such as race, age, social class, and ethnicity to create greater disparities for females as compared to males and hence addressing these gendered barriers in healthcare can help lessen overall health disparity, promote gender equality, and build inclusive, just, and healthier families, communities, and societies.⁹²

Unfortunately, the situation of health in Pakistan like other LMICs is quite abysmal. The World Economic Forum's (WEF) Global Gender Gap Report 2023⁹³ highlighted that global gender health disparity has closed by 96.0 percent showing a slight improvement (+0.2 percentage points) nevertheless, Pakistan was one of the eight countries where males had a higher average life span than females. The health and survival score for Pakistan was 0.961 (96.1 percent) which was shoddier when compared to regional countries such as Sri Lanka (98.0 percent), Nepal (96.9 percent), and Iran (96.4 percent). Pakistan was ranked 140th out of 146 countries in healthy life expectancy in WEF report.⁹⁴ The Government of Pakistan's health budget for 2021-22 was Rs. 28.30 billion (bn) which was just 0.4 percent of the total budget.⁹⁵ However, allocation of Rs. 100bn for COVID-19 mitigation expenditures and Rs. 5.60bn for Sehat Sahulat Programme (SSP) was additionally done under federal development project.⁹⁶ It is pertinent to report, that despite the above highlighted shortcomings, pragmatic steps have been taken to reduce health disparity in Pakistan, such as the SSP which has been a landmark initiative towards UHC, health insurance, and swift medical treatments across the country.⁹⁷ Likewise, establishment of National and Provisional Essential Package of Health Services to improve healthcare delivery, National Health Support Programme with the support of World Bank, and progress towards establishing Integrated Disease Surveillance Response System⁹⁸ are some of the other initiatives undertaken by Government of Pakistan and Provincial Governments to augment health and wellbeing for its citizens.⁹⁹

83 (United Nations, 2023)

84 (Goldschmidt & Pate, 2019)

85 Ibid

86 (Bill & Melinda Gates Foundation, 2022)

87 Ibid

88 (World Health Organization, 2018)

89 (Ma J et al., 2022)

90 (Habib SS et al., 2021)

91 (Koblinsky M et al., 2016)

92 (Bowleg L., 2021)

93 (World Economic Forum, 2023)

94 Ibid

95 (Mirza Z, 2021)

96 Ibid

97 (Finance Division, 2022)

98 National and Provisional Essential Package of Health Services is a key step towards universal health coverage (UHC) and follows a participatory and evidence-based prioritization process guided by Disease Control Priorities 3 (DCP3) evidence and UHC packages. The full district level package consists of 117 interventions with 88 of them to be immediately implemented (Ministry of National Health Services, Regulations & Coordination, 2020). National Health Support Programme with the support of World Bank is an effort to strengthen equitable delivery and quality of essential health services at the primary health care level in support of UHC (Amin, 2022). National Institute of Health in Islamabad Pakistan is developing a plan for an upgraded and integrated disease surveillance system, Integrated Disease Surveillance Response (IDSR) System, to detect, report, investigate, and respond to health threats from communicable diseases. The prior version of IDSR system being used by National Institutes of Health was built in District Health Information Software (DHIS2) based Hospital Management Information System (HMIS) (DHIS, 2022).

99 (Finance Division, 2023)

Organization of Analysis

This section is structured as follows:



I. National Health Profile

- a. Health Budget & Spending
- b. Maternal & Child Health Indicators
- c. Disease Profile & Mortality



II. Punjab Health Profile

- a. Health Budget
- b. Maternal & Child Health Indicators
- c. Disease Profile
- d. Healthcare facilities



III. Access to Healthcare

- a. Healthcare facilities in Punjab
 - o. Beds, Human Resources, Reported Diseases
- b. Specialized Healthcare in Punjab
 - o. Beds, Human Resources
- c. Services by Pakistan Institute of Mental Health
 - o. Indoor and outdoor patient services, mental health problems



IV. Sexual and Reproductive Health Services

- a. Services by Population Welfare Department Punjab
- b. Maternal, Antenatal, and Postnatal care in Punjab
 - o. Tetanus Immunization
 - o. Antenatal care visits
- c. Births and Neonatal Deaths in Punjab
 - o. Births
 - o. Normal & Caesarean Deliveries
 - o. Still Births & Premature Births
- d. Visits to Family Planning Centres



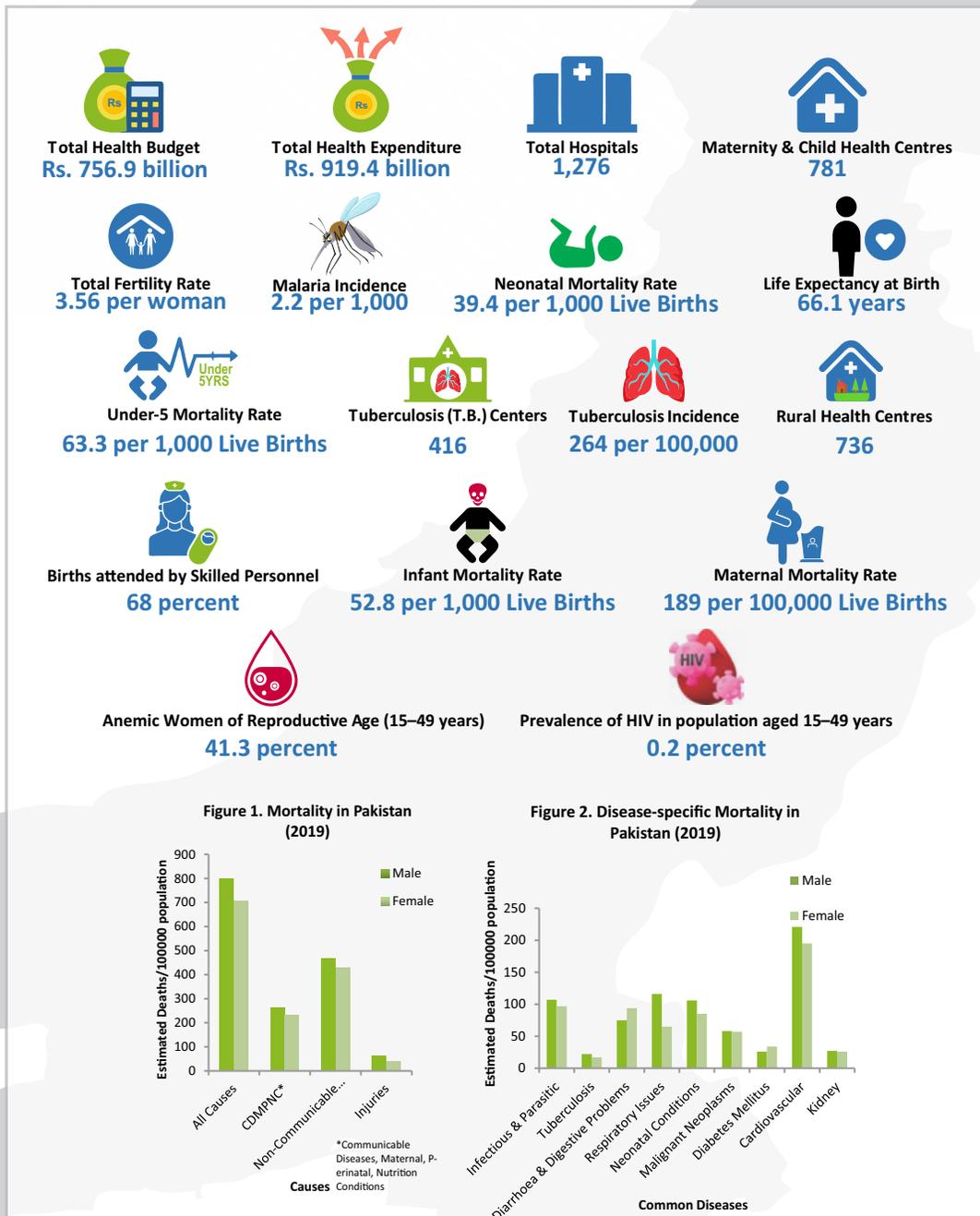
V. Disease Profile of Punjab

- a. Tuberculosis
- b. Dengue
- c. HIV/AIDS
- d. Cancer

4.1 Pakistan Health Profile

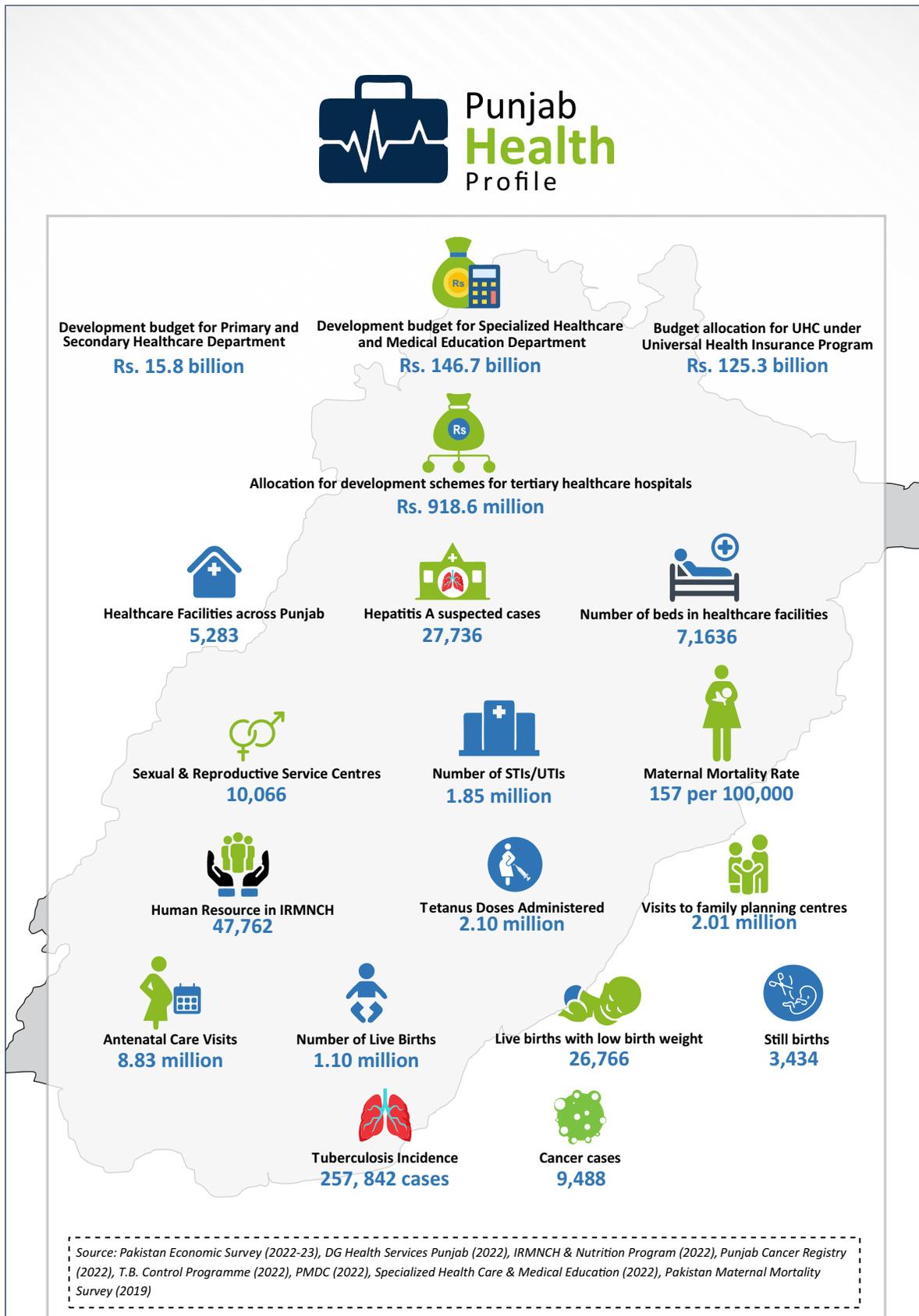


Pakistan Health Profile



Source: WHO Global Health Estimates (2019), Pakistan Economic Survey (2022-23), World Economic Forum (2022-23)

4.2 Punjab Health Profile



4.3 Access to Healthcare

Healthcare accessibility is crucial for both people and societies. It acts as a cornerstone of wellness by facilitating timely diagnosis, treatment, and prevention.¹⁰⁰ Equitable access guarantees that everyone gets necessary medical care, regardless of their socioeconomic status, hence minimizing health inequities. This improves people's quality of life while also boosting a country's general productivity and prosperity. Achieving adequate healthcare access enables early interventions that reduce the load on healthcare systems and the spread of infectious illnesses.¹⁰¹ Access to healthcare produces healthier people, supports economic growth, and fosters the development of a more just and compassionate society by encouraging preventive care, providing equal facilities and access, and prompt treatment. Important measures of access to healthcare include the number of healthcare facilities, the availability of skilled staff within such facilities, the number of beds, and the frequency of reported ailments.¹⁰² The capacity to serve a bigger patient population is indicated by a sufficient distribution of facilities and healthcare experts as well as by an adequate number of beds. In addition, a higher number of reported diseases may indicate efficient monitoring and prompt treatment, reflecting a more complete and accessible healthcare system.

4.3.1 Healthcare Facilities in Punjab

There was a total of 5,283 healthcare facilities across Punjab in 2021, of which 2,587 (49 percent) were Basic Health Units (BHUs), 1,411 (26.7 percent) dispensaries, 391 (7.4 percent) hospitals, 378 (7.2 percent) Rural Health Centres (RHCs), and 278 (5.3 percent) were Maternal and Child Healthcare (MCH) Centres.

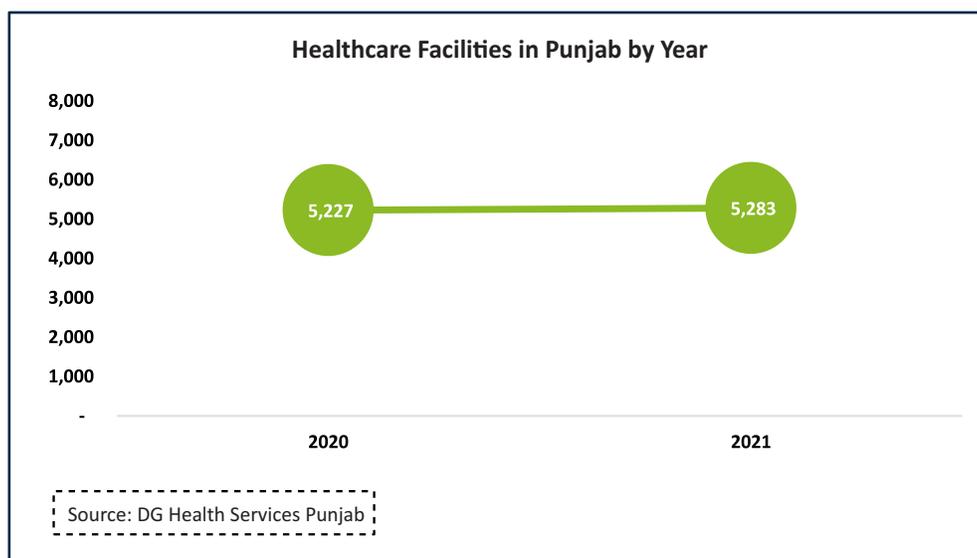


Figure 4.1

Comparing these numbers to 5,227 healthcare facilities across Punjab in 2020, there was an increase of 1.1 percent in 2021 (see figure 4.1). The largest increase (140 percent) was observed in T.B. clinics as the number increased from 15 in 2020 to 36 in 2021. Figure 4.2 presents the number of healthcare facilities in Punjab in 2020 and 2021.

100 (Atuoye KN et al., 2015)

101 (Tao & Zhao, 2023)

102 (Shrivastava R et al., 2023)

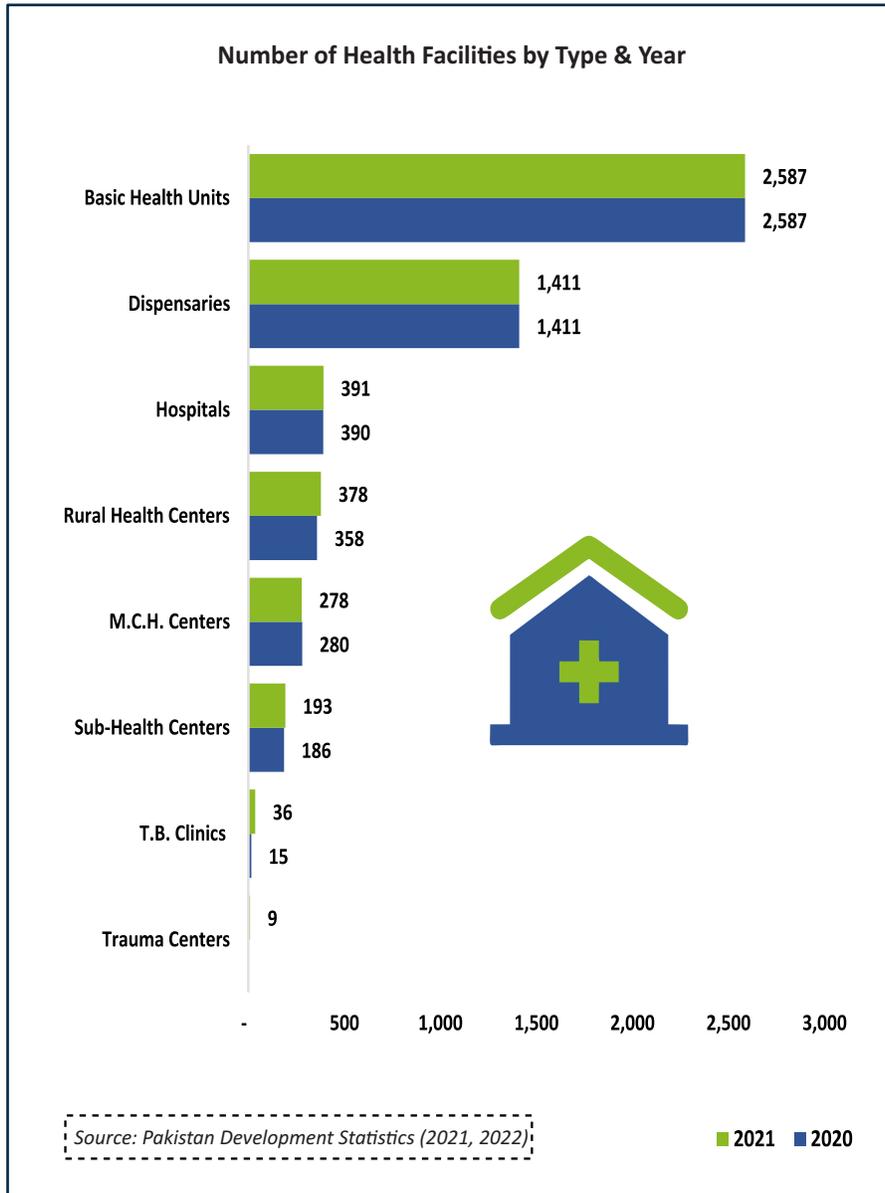


Figure 4.2

4.3.2 Number of Beds

There was a total of 71,636 beds installed in various healthcare facilities across Punjab in 2021, of which 83.4 percent were installed in hospitals, 8.9 percent in RHCs, and 7.1 percent in BHUs.

Comparing the total number of beds in 2021 to January 2020, there were 59,574 beds in hospitals and 89 beds in dispensaries in 2020 compared to 59,744 beds in hospitals and 127 beds in dispensaries in 2021. The number of beds in RHCs (7,182), BHUs (5,131), and T.B. clinics (154) were higher in 2020 compared to 2021. The figure 4.3 highlights these trends.

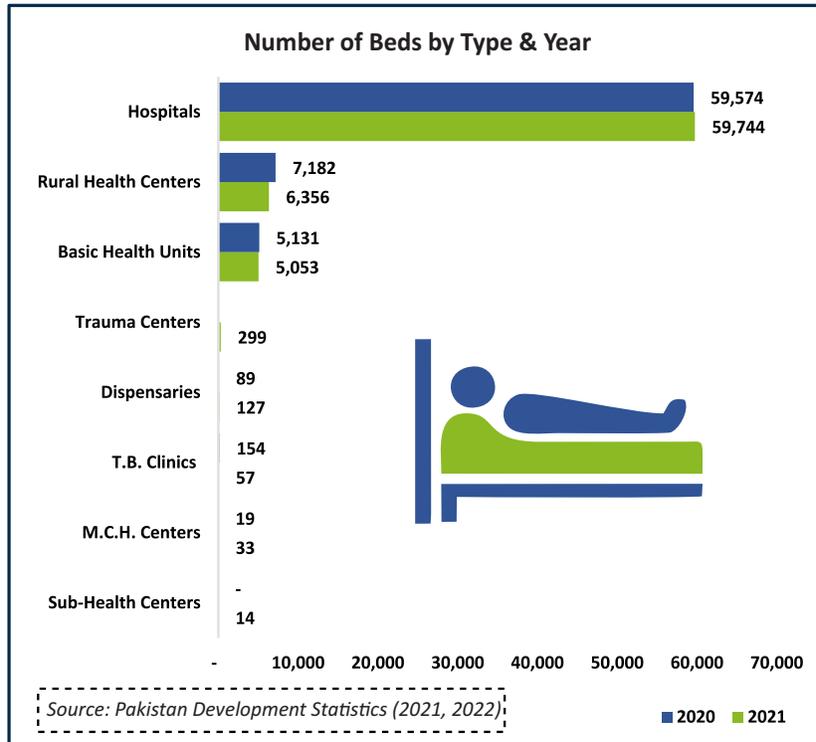


Figure 4.3

4.3.3 Reported Diseases

The data by DG Health Services Punjab revealed that there was a total of 27,736 suspected cases of Hepatitis A in 2022, of which 55 percent were males and 45 percent were females. Out of 206,827 cases of suspected Hepatitis B and 322,022 suspected cases of other types of hepatitis, females were 53 percent and 52 percent, respectively. Of the total 342,891 suspected cases of Malaria, 56 percent were males and 44 percent were females. With respect to 1.85 million cases of Sexually Transmitted Infections (STIs) and Urinary Tract Infections (UTIs), 39 percent were males and 61 percent were females. Of the 48.1 million reported cases of other diseases, 49.8 percent were males and 50.2 percent were females. The figure 4.4 below illustrates the gendered distribution of these diseases.

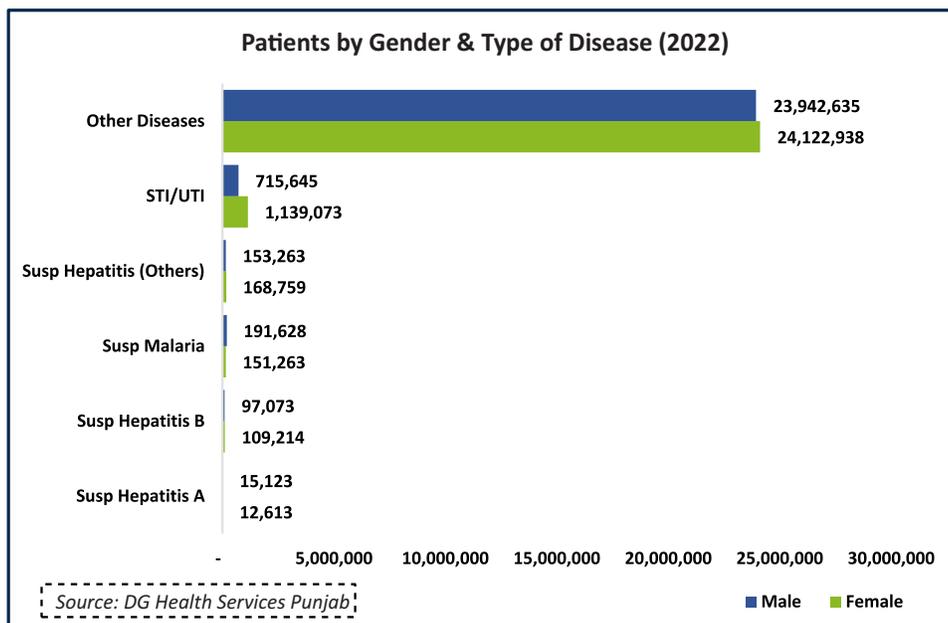


Figure 4.4

4.3.4 Human Resources

Provision and availability of adequate, skilled, and specialized healthcare personnel is an underpinning of a strong, efficient, and effective healthcare system and this has been reiterated by WHO's Global Strategy on Human Resources for Health as well¹⁰³, however, Pakistan remains one of the 57 countries considered as human resource health crisis countries.¹⁰⁴ As per WHO¹⁰⁵, there were 11.6 physicians, 5.20 nurses and midwives, and 1.50 dentists, respectively, per 10,000 population in Pakistan in 2021. WHO recommends a ratio of 1:1000 for physicians, 8.3:1000 for nurses, and 1:20000 for dentists.

There was a total of 105,378 MBBS doctors registered with Pakistan Medical and Dental Commission (PMDC) in Punjab in 2022 which were higher compared to 2021. It is important to consider that these numbers represent the MBBS doctors that are registered with PMDC and the actual number of MBBS doctors might be different. The number of male MBBS doctors observed an increase of 9.0 percent in 2022, while the number of female doctors increased by 9.5 percent. The number of transgender MBBS doctors remained same in both years. The figure 4.5 below gives a gendered comparison of the number of MBBS doctors for the years 2021 and 2022.

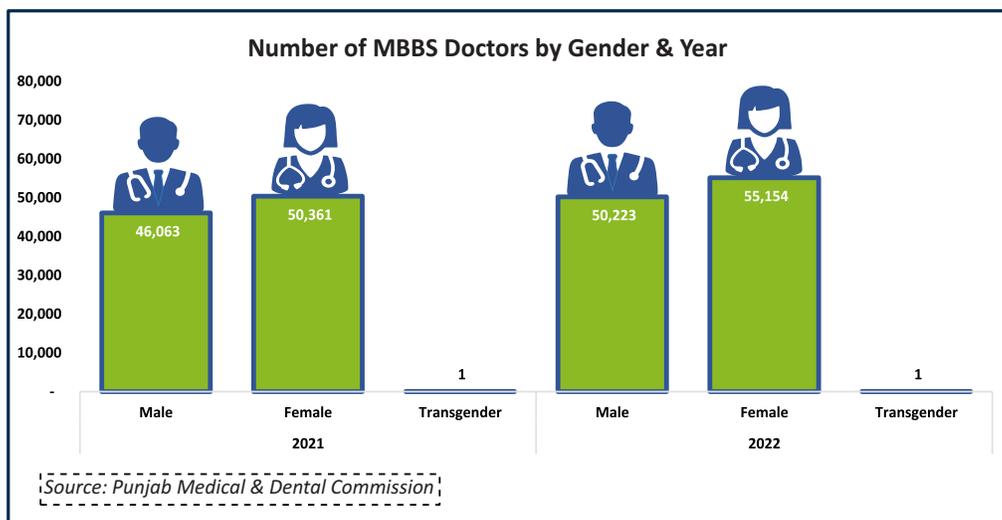


Figure 4.5

Similar trends were reported with respect to number of specialized doctors. The number of specialized doctors increased by 41 percent in 2022, as there was a total 19,237 specialized doctors registered with PMDC in 2022 compared to 13,645 in 2021. The number of male specialized doctors increased by 37.3 percent whereas, female specialized doctors observed an increase of 47.9 percent in 2022 (see figure 4.6 below).

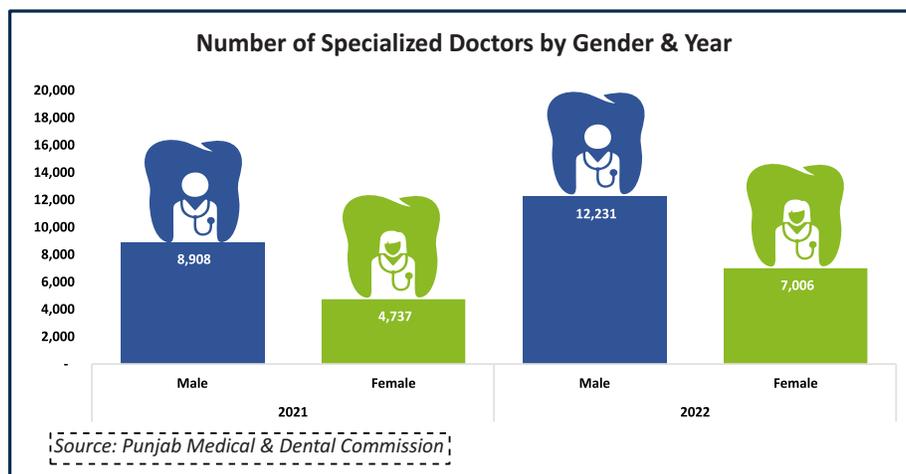


Figure 4.6

103 (WHO, 2020)

104 (WHO Regional Office for the Eastern Mediterranean, 2023)

105 Ibid

The number of BDS doctors in Punjab registered with PMDC increased from 11,889 in 2021 to 13,181 in 2022. A 9.8 percent increase in number of male BDS doctors was seen in 2022 compared to 2021 and 11.3 percent increase was observed in number of female BDS doctors (see figure 4.7 below).

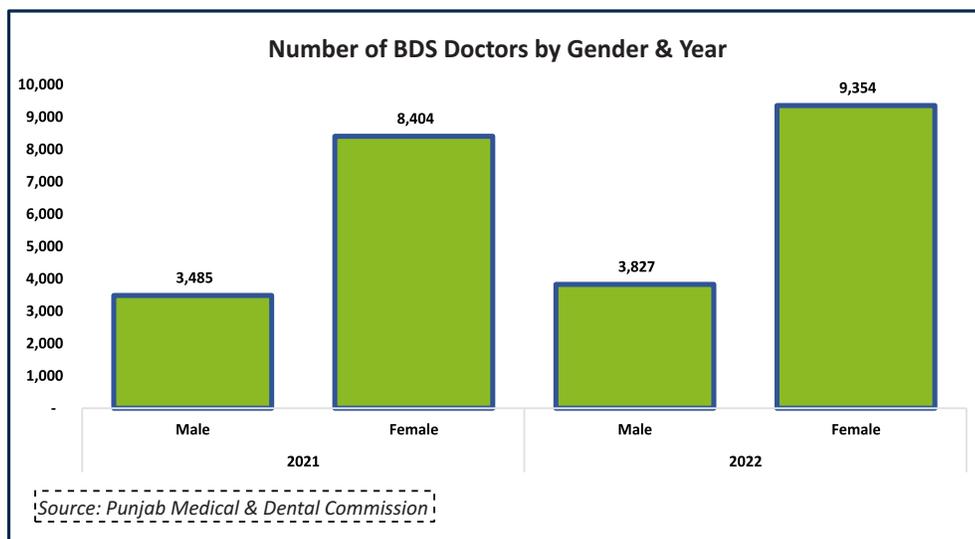


Figure 4.7

4.4 Specialized Healthcare in Punjab

Specialized healthcare plays an important role in addressing unique medical needs that go beyond general care. It provides expertise and advanced treatments for individuals with conditions requiring accurate diagnoses and targeted interventions. The focus on specialization leads to better patient outcomes, shorter treatment times and improved quality of life. By addressing specific challenges, specialized healthcare contributes to the overall progress of medical science resulting in innovations that benefit not only patients requiring specialized care but also the wider healthcare settings.¹⁰⁶

4.4.1 Human Resources

There was a total of 365 consultants in specialized healthcare in Punjab in 2022, of which 234 were male consultants and 131 were female consultants. The figure 4.8 highlights the gender disparity in number of specialized consultants.

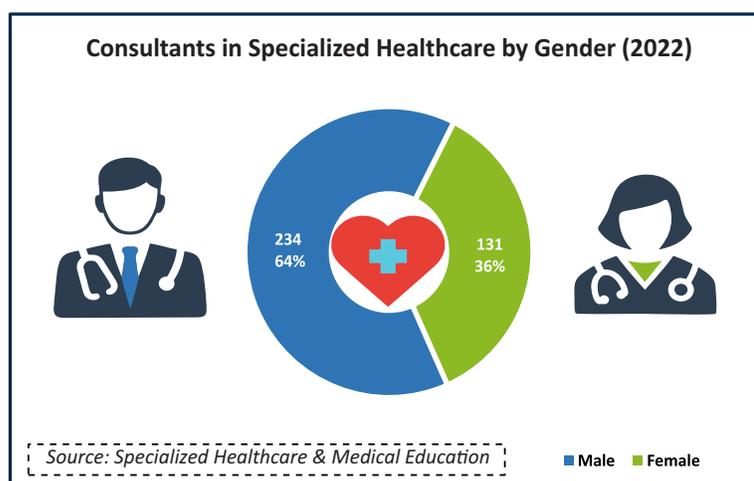


Figure 4.8

106 (Spagnolo J et al., 2021)

The data also showed a regional (district-wise) disparity, overall as well as gendered, in number of consultants, with Lahore having the highest number of specialized consultants, however there was a gendered disparity as male consultants comprised 59.9 percent of these consultants compared to 40.1 percent female consultants in Lahore. Lahore was followed by Rawalpindi with a higher number of consultants but a reverse trend was observed here as Rawalpindi was the only district that had a higher number of female consultants (64.7 percent) compared to 35.3 percent male consultants. The lowest number of specialized consultants was reported in Sialkot as there were 8 male consultants compared to 2 female consultants. This was followed by Multan district where there were 8 male consultants compared to 3 female consultants. The figure 4.9 highlights the gender distribution of specialized consultants in 2022 in districts of Punjab.

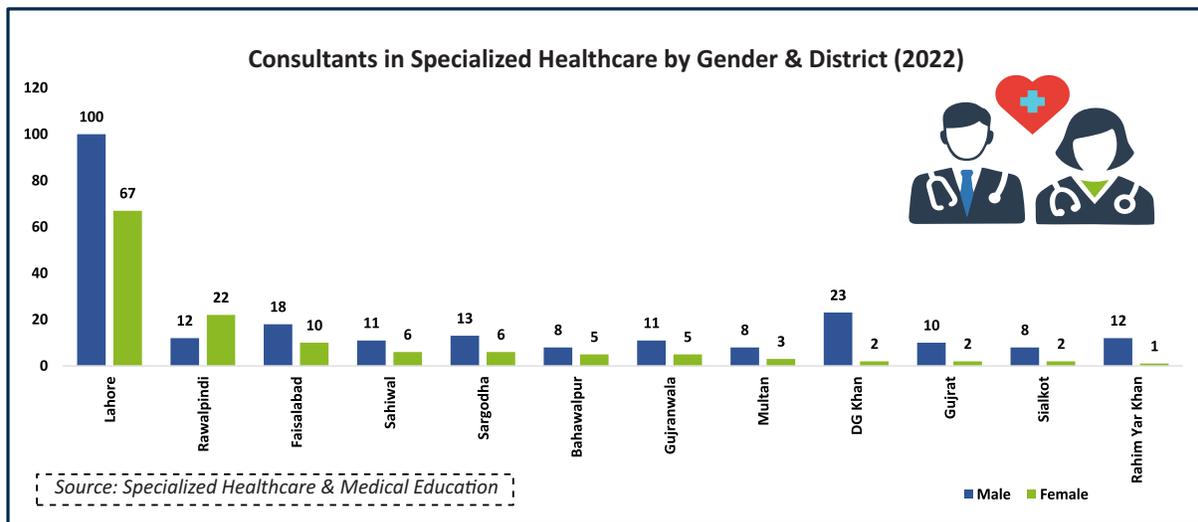


Figure 4.9

There was a total of 5,802 medical officers (MOs) in Punjab's specialized healthcare in 2022, of which 3,206 were male MOs and 2,596 were female MOs. Figure 4.10 shows the gender distribution of MOs in specialized healthcare in 2022.

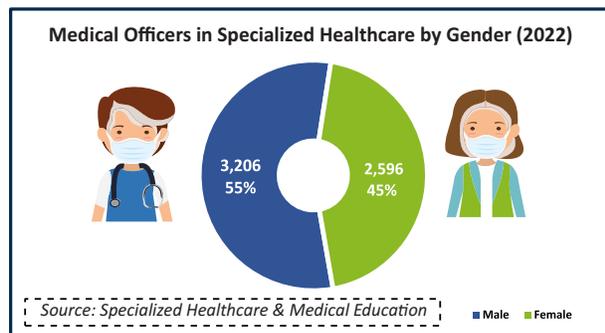


Figure 4.10

A district wise disparity was seen in number of specialized healthcare MOs. Lahore had the highest number of MOs, which was 2,210 followed by 679 MOs in Multan. Lodhran and Narowal had only one MO each and there was no female MO in both of these districts. Bahawalpur, Rawalpindi, Rahim Yar Khan, and Gujranwala were the only districts that had higher number of female MOs compared to male MOs. These variations are illustrated below in figure 4.11.

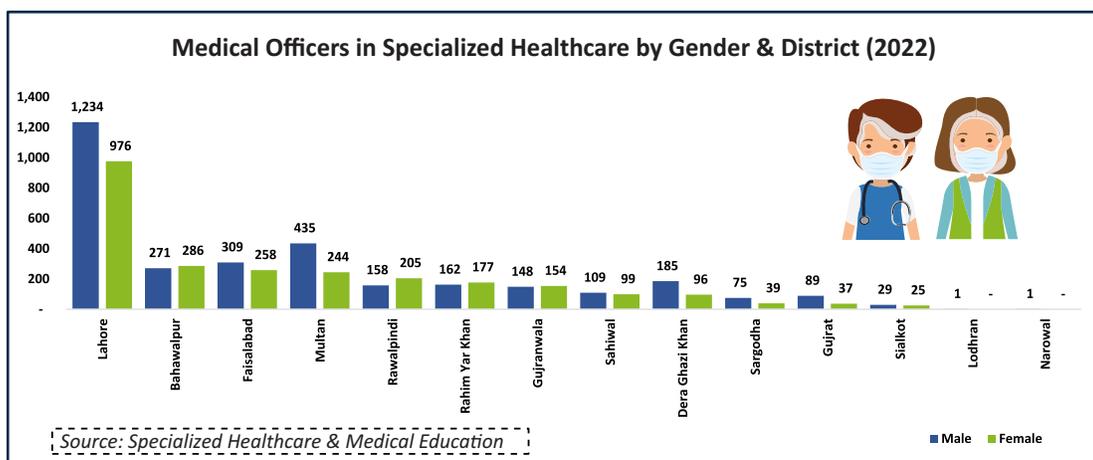


Figure 4.11

The occupation of nursing has traditionally and stereotypically remained the domain of women. This was also true in Punjab as there was a total of 15,981 nurses in Punjab's Specialized Healthcare, of which 15,332 were female and only 649 were male. Figure 4.12 shows the gender distribution of nurses in Punjab in 2022.

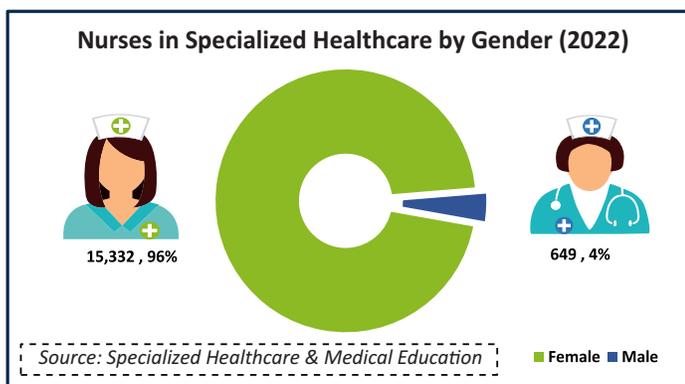


Figure 4.12

The district-wise analysis showed that Lahore had the highest number of nurses (8,600) of which 8,306 were female nurses and 294 were males followed by Faisalabad (1,687) with 1,648 female nurses and 39 male nurses. These variations have been highlighted in the below figure 4.13. The figure shows that in a total of 20 districts from Kasur to Pakpattan, barring Layyah (having one male nurse), there were no male nurses in these districts.

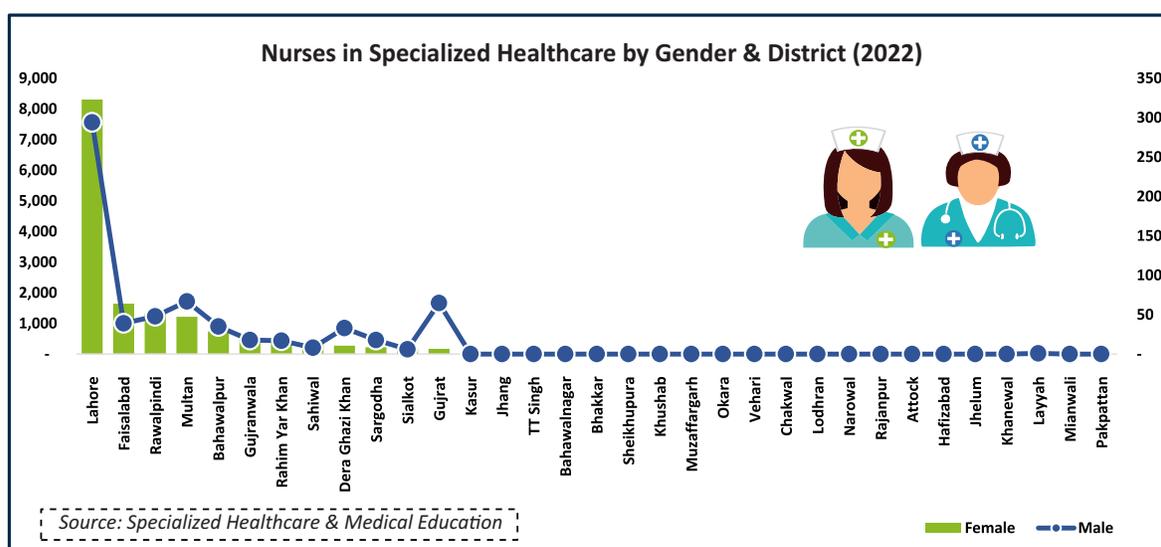


Figure 4.13

4.4.2 Number of Beds

There was a total of 29,842 beds installed in various specialized healthcare facilities of Punjab in 2022 against a sanctioned strength (number of beds allowed in the facilities) of 27,208 beds. As illustrated in the below figure 4.14, Lahore (12,323) and Gujranwala (885) had fewer installed beds compared to sanctioned strengths, Muzaffargarh (398) and Sargodha (731) met the sanctioned strengths, and the remaining districts had higher number of installed beds compared to sanctioned strengths.

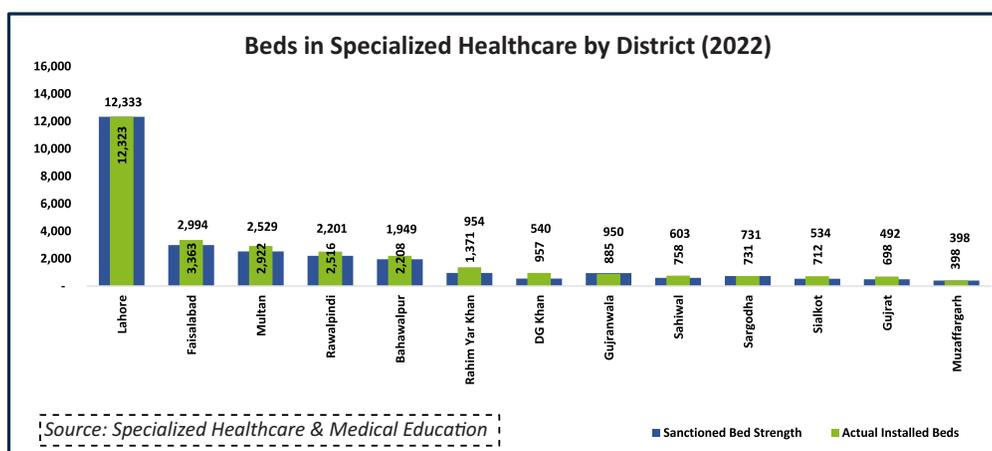


Figure 4.14

4.5 Services by Punjab Institute of Mental Health (PIMH)

The provision of mental health services in a country plays a significant role in addressing the often ignored and stigmatized aspects of well-being. Accessible and efficient mental health services provide necessary support for people facing psychiatric and psychological challenges through timely diagnosis, intervention, and treatment of mental disorders. By promoting mental wellness, these services affect the overall quality of life and reduce the burden on healthcare systems by preventing the escalation of mental health issues into more severe conditions. Moreover, a nation's economic growth is closely tied to the mental well-being of its citizens, as a mentally healthy workforce is more engaged, innovative, and capable of contributing to societal progress. By prioritizing mental health services, a country invests in the long-term prosperity, inclusivity, and stability of its society.¹⁰⁷

4.5.1 Patients attended by PIMH

There were 1,329 patients admitted in Addiction and Rehabilitation Unit in 2021 of which 1,316 (99.0 percent) were males and 13 were females. The number increased to 2,239 in 2022 of which 2,228 (99.5 percent) were males and 11 were females (see Figure 4.15 below).

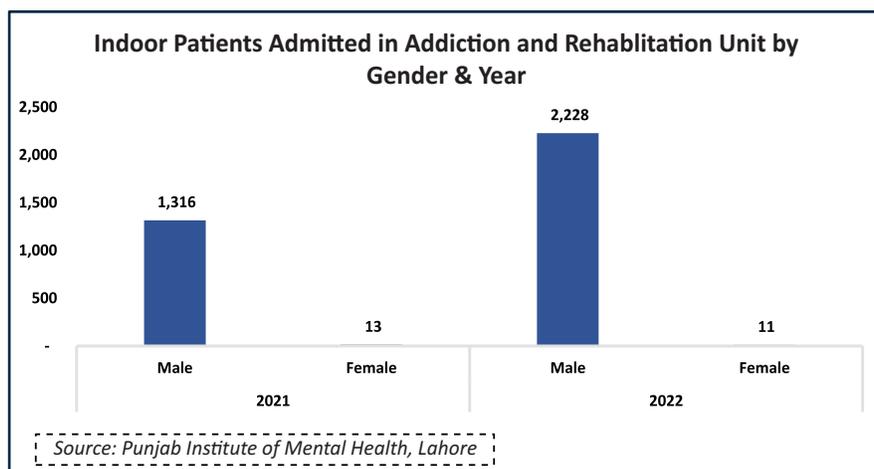


Figure 4.15

The number of outdoor patients who benefitted from PIMH services in 2021 was 174,570 of which 66.3 percent were male and 33.7 percent were female. The number of outdoor patients benefitting from PIMH declined by 15.7 percent in 2022 as there was a total of 147,192 patients in 2022. Of the total outdoor patients in 2022, 65.8 percent were male and 34.2 percent were female. This comparison is illustrated below in figure 4.16.

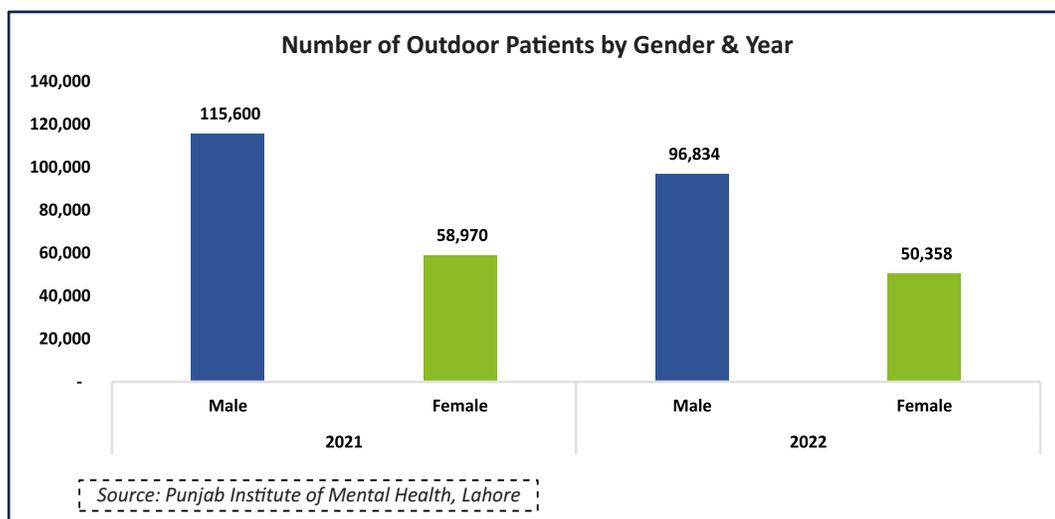


Figure 4.16

107 (Murthy RS, 2017)

A total of 8,022 patients in 2021 were attended in emergency ward of which 5,608 were male and 2,414 were female. Compared to 2021, the number of patients in emergency ward declined by 38.2 percent in 2022 as there were 4,959 beneficiaries in 2022 of which 3,475 (70.1 percent) were male and 1,484 (29.9 percent) were female.

4.5.2 Mental Health Problems Attended by PIMH

There were 3,512 male and 262 female indoor patients attended by PIMH in 2022 for various mental health diseases, such as, APE (F-23), Depression, B.A.D (F-31), Schizophrenia (F-20), Epilepsy, Drug Induced Psychosis (F-19), Drug Addiction, Mental Retardation, and other diseases. The number of attended patients was higher in 2022 compared to 2021 where 2,335 male and 181 female indoor patients were attended by PIMH. The figure 4.17 illustrates gendered distribution of mental health diseases attended by PIMH in 2021 and 2022.

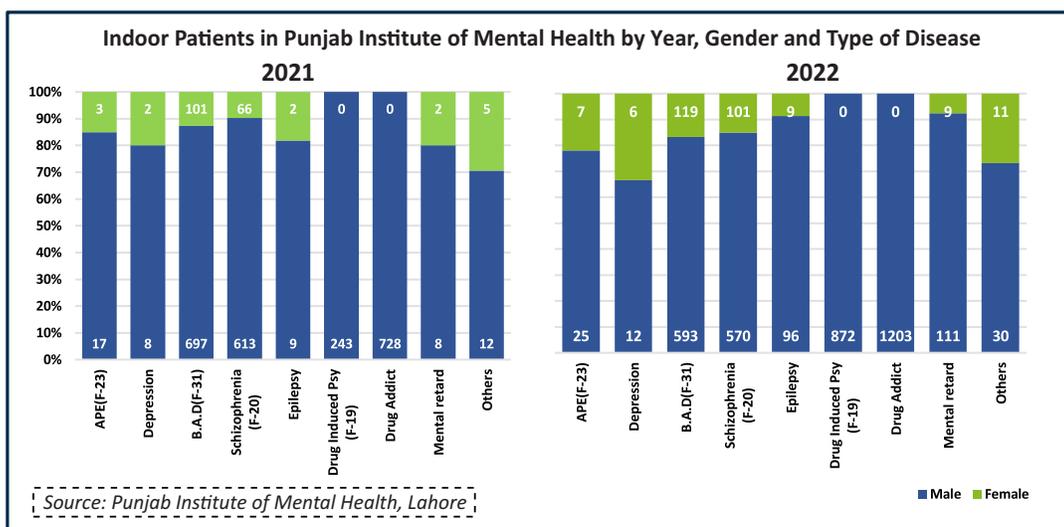


Figure 4.17

The figure 4.18 below highlights the incidence of above mentioned mental diseases for the outdoor patients attended by PIMH in 2022. The figure illustrates that Schizophrenia (23,849 patients) had the highest incidence among outdoor patients of which 61.7 percent were male and 38.3 percent were female. Schizophrenia was followed by Bipolar Affective Disorder (21,682) comprising of 59.6 percent males and 40.4 percent females. The data for 2021 revealed that Schizophrenia (34,819 patients) followed by Depression (26,846) had the highest incidence among outdoor patients.

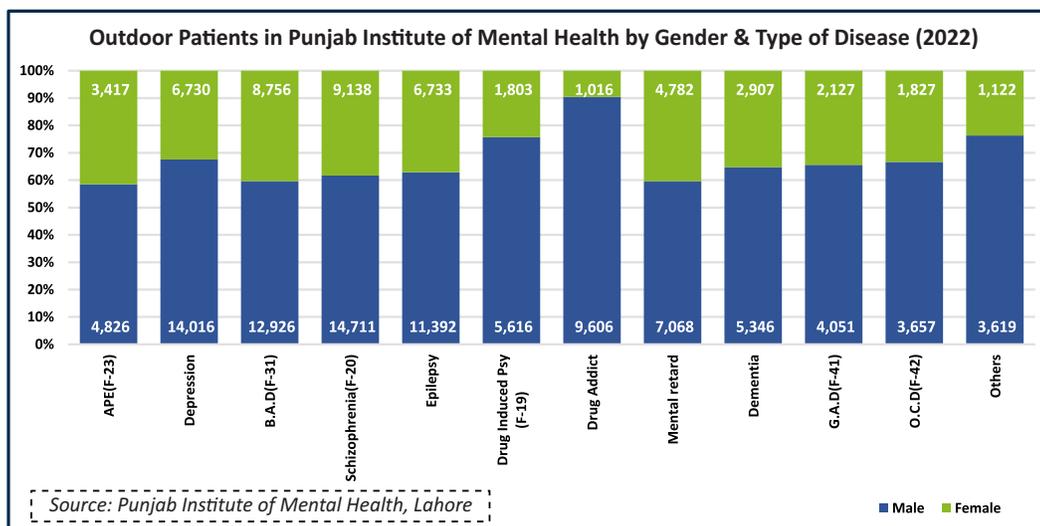


Figure 4.18

4.6 Sexual and Reproductive Health Services

Sexual and reproductive healthcare services have a vital value in a country's overall well-being as they cover a variety of important aspects such as family planning, maternal and prenatal care, safe childbirth, and access to contraceptives. Through an inclusive reproductive healthcare, a nation helps its citizens make informed decisions about their reproductive choices, leading to healthier pregnancies, reduced maternal and infant mortality rates, and improved child health. Accessible and quality sexual and reproductive healthcare also empowers women, allowing them to pursue education, employment, and personal goals while making informed choices about their reproductive health.¹⁰⁸ Moreover, such services contribute to population control, leading to balanced demographic growth and resource management.

In Punjab, such services are being provided by Population Welfare Department (PWD) and Integrated Reproductive Maternal, New-Born & Child Health and Nutrition Programme (IRMNCH) Facilities in Punjab.

4.7 Services by Population Welfare Department (PWD) Punjab

The Population Welfare Department in Punjab is playing a crucial role in promoting and ensuring the well-being and health of residents by providing various services. By giving access to family planning services, information, and contraceptives, PWD Punjab is helping individuals and families make informed choices about their reproductive health.

4.7.1 Service Centres Working under PWD in Punjab

There was a total of 10,066 service centres, namely, Adolescent Health Centres (AHCs), Family Health Clinics (FHCs), Family Welfare Centres (FWCs), Men Advisory Centres (MACs), and Mobile Service Units (MSUs)¹⁰⁹ working across 36 districts of Punjab in 2022 compared to 2,343 service centres in 2021 (see figure 4.19). Of the service centres in 2022, 37 were AHCs (0.36 percent), 747 were FHCs (7.42 percent), 9,028 (89.68 percent) were FWCs, 36 were MACs (0.36 percent), and 218 (2.16 percent) were MSUs. Sargodha (599) followed by Lahore (568) had the highest number of service centres while Muzaffargarh (36) followed by Chiniot (57) had the lowest number of service centres. The figure 4.20 highlights the number of service centre facilities across 36 districts of Punjab.

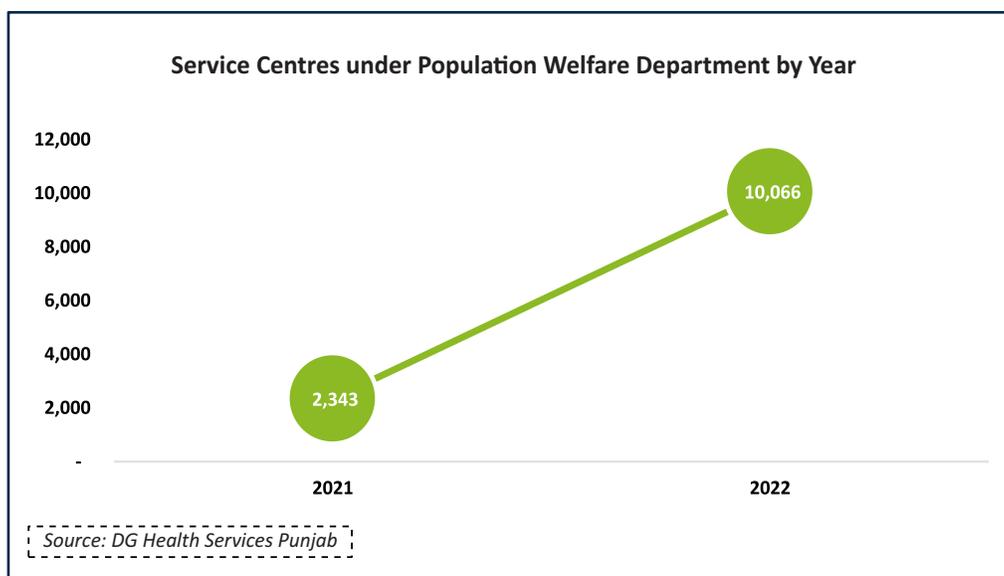


Figure 4.19

108 (Campbell OM et al., 2015)

109 AHCs provide guidance, counseling, and management of psychosocial, emotion, and sexual reproductive health (SRH) of adolescents and youth. FHCs provide comprehensive family planning services including contraceptive surgery for males and females. It also provides maternal & child healthcare (MCH), preventive obstetric and gynecological services, and infertility, STIs, and RTIs consultation and counseling in addition to ultrasound facilities. FWCs provide counseling for family planning, provision of temporary family planning methods, MCH services, management of STIs and RTIs, and domiciliary services on client request. MACs provide contraceptive services to men including vasectomy and counseling on infertility and SRH problems. MSUs provide family planning services, counseling, MCH services, and education on prevention and treatment of general ailments in 15-20 villages.

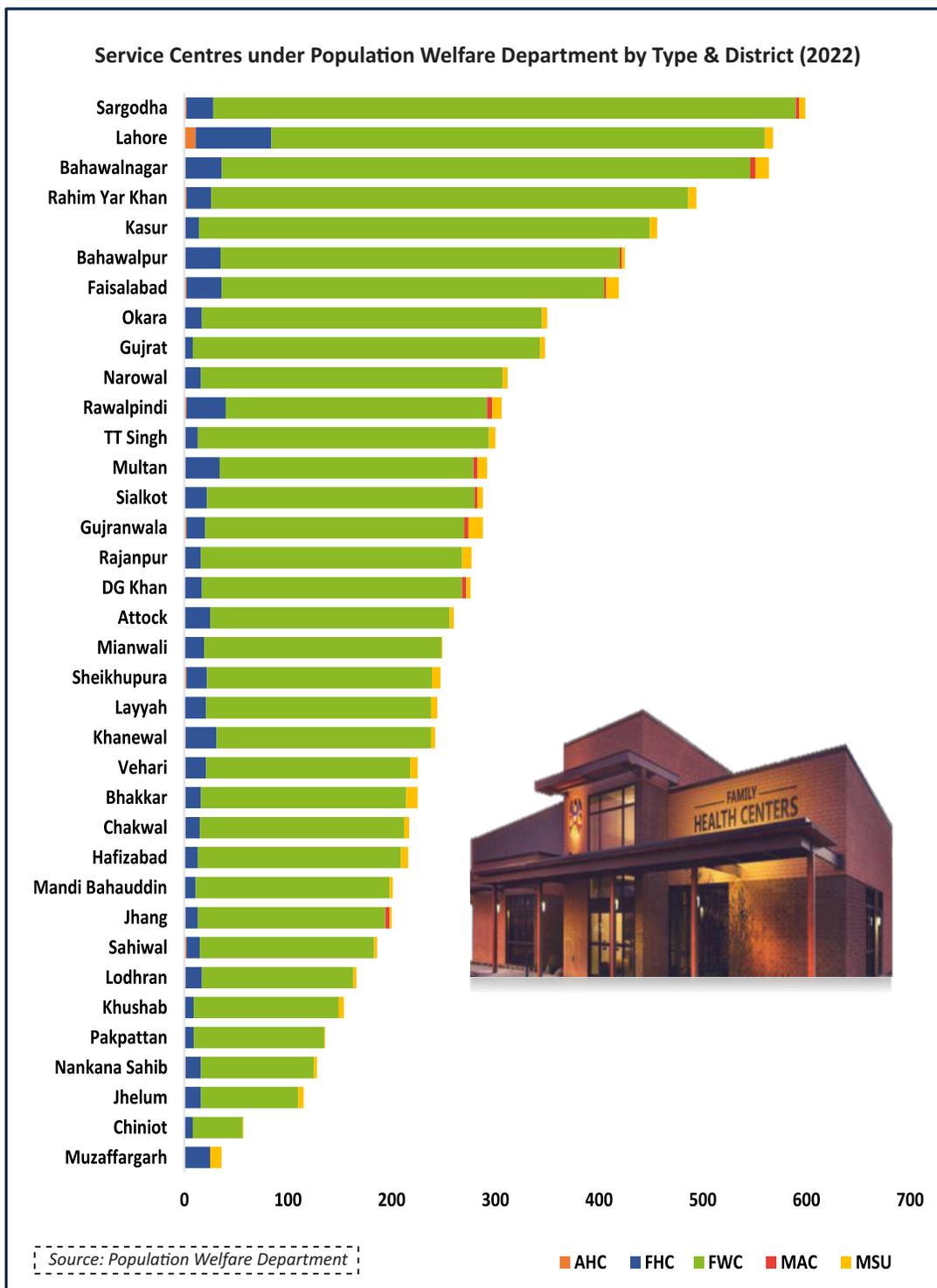


Figure 4.20

A gender-wise analysis of the 10,066 service centres showed that there were 5,684 female centres (56.47 percent) and 4,382 male centres (43.53 percent). The gendered distribution of these service centres is highlighted below in figure 4.21.

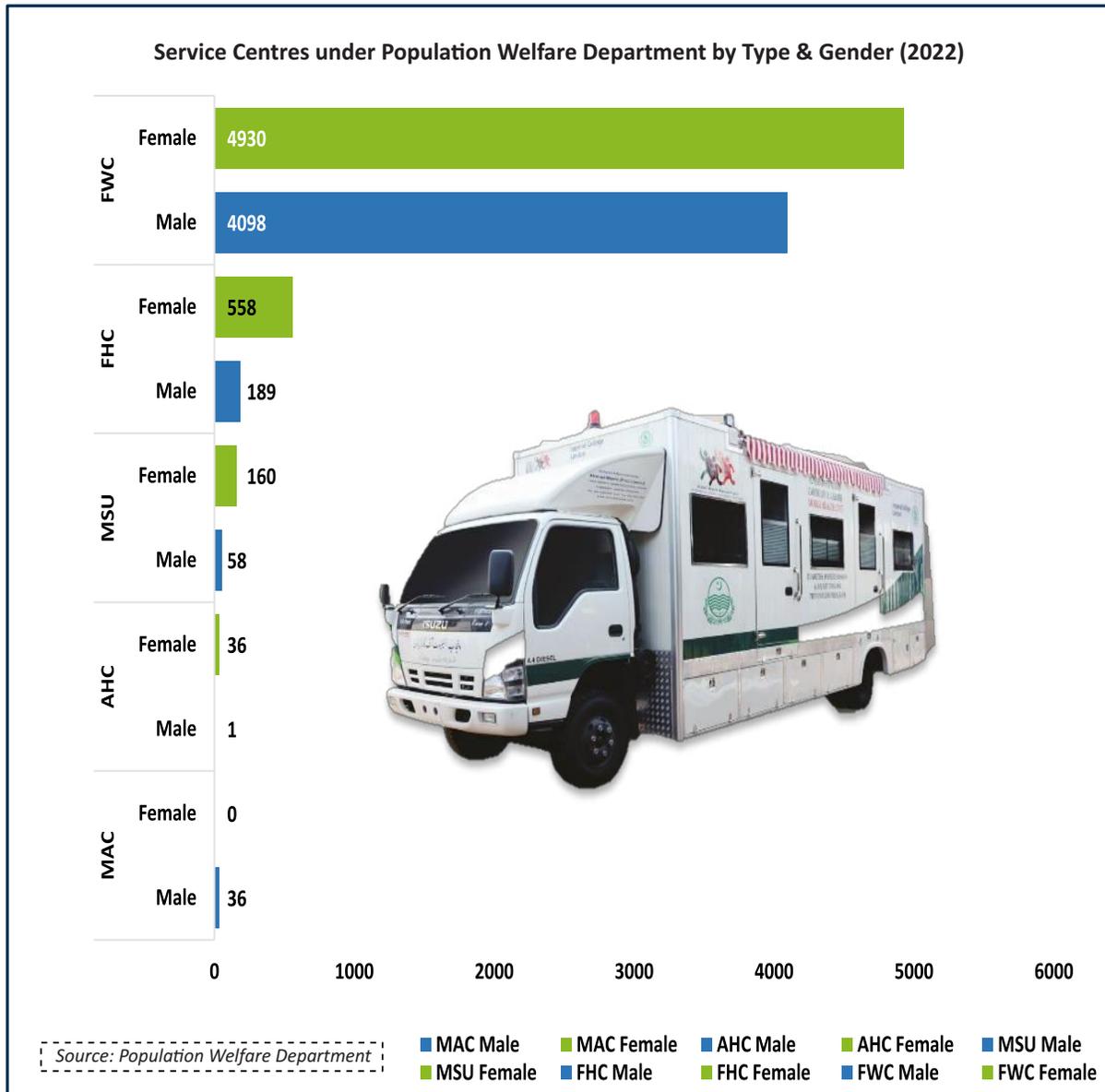


Figure 4.21

A district and gender-wise analysis of FHCs showed that in all districts of Punjab there was a higher number of FHCs for females compared to males with the exception of district Chiniot where the number was equal for both gender (see figure 4.22).

A similar analysis for FWCs revealed that there was higher number of FWCs for males in Sargodha, Sialkot, Gujranwala, Sheikhpura, Khanewal, Jhang, Lodhran, Pakpattan, Nankana Sahib, and Chiniot. In the remaining districts, as can be seen in figure 4.22, the number of FWCs was higher for females, barring the Bhakkar district where the number was equal for both gender.

There was a higher number of MSUs for males in Bahawalpur and Lodhran districts compared to females. In the remaining districts, with the exception of Toba Tek Singh, Attock and Jhang where there were equal MSU facilities for males and females, there was a higher number of MSUs for females compared to males (see figure 4.22).

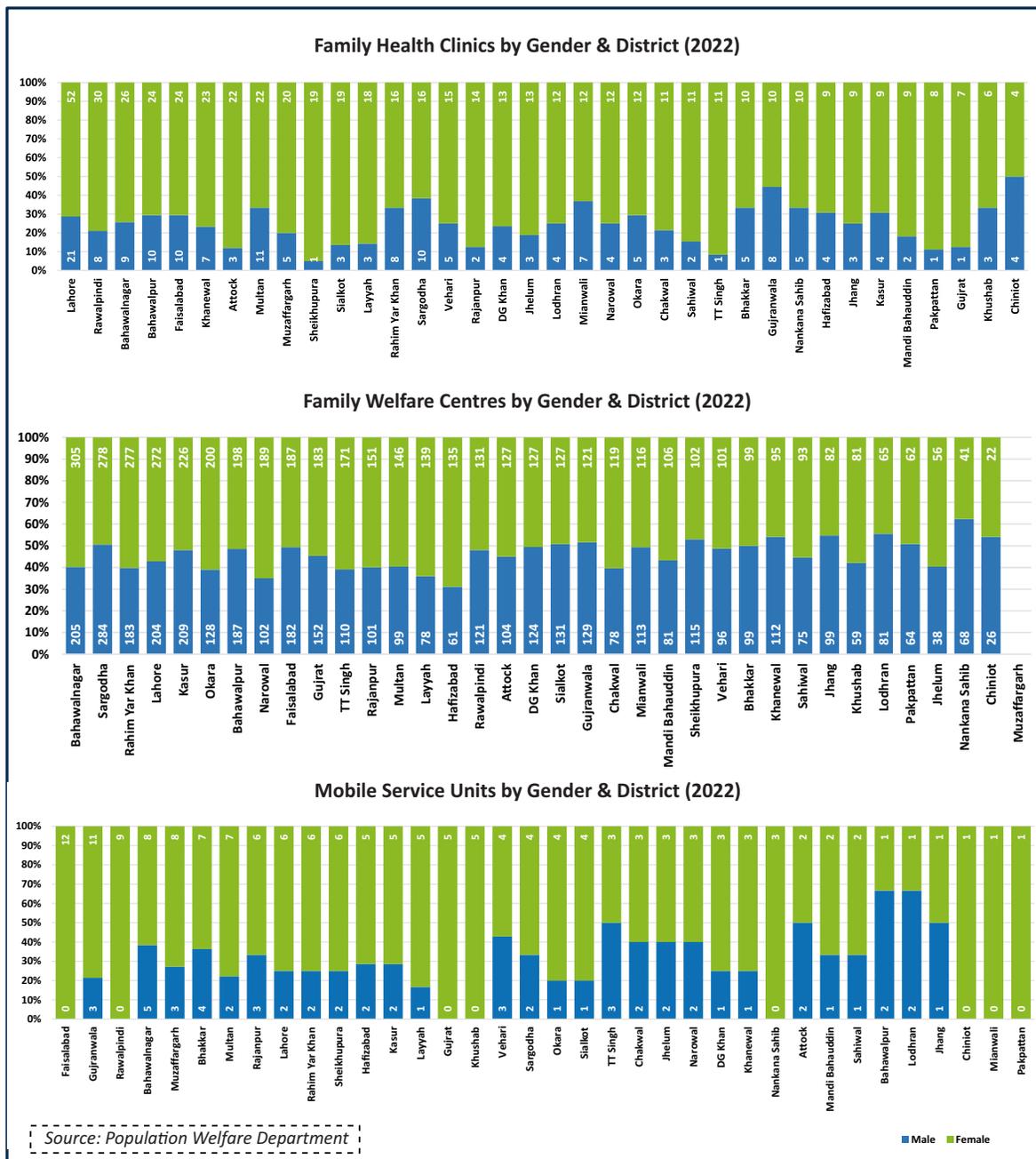


Figure 4.22

4.7.2 Human Resources in Population Welfare Offices

There was a total of 787 population welfare officers working in different districts and tehsils population welfare offices. Of these 787 employees, 542 were working in District Population Welfare Offices (DPWOs) and 245 were working in Tehsil Population Welfare Offices (TPWOs). Of the 542 employees in DPWOs, 488 (90.1 percent) were male and a mere 9.9 percent were female. The statistics were similar for TPWOs, as of the 245 employees, 91.0 percent were male and 9.0 percent were female (see figure 4.23).

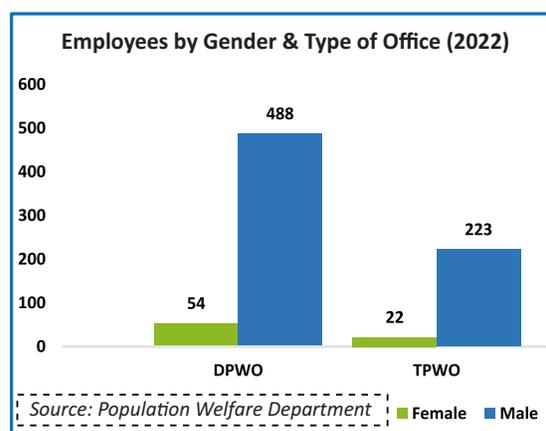


Figure 4.23

4.7.3 Beneficiaries of Service Centres

There was a total of 5.72 million beneficiaries of service centres (AHCs, FHCs, FWCs, MACs, and MSUs) in 2021 which significantly increased by 29.12 percent in 2022 as the number of beneficiaries increased to 7.39 million. The figure 4.24 below compares the number of beneficiaries with respect to different service centres in Punjab for the years 2021 and 2022.

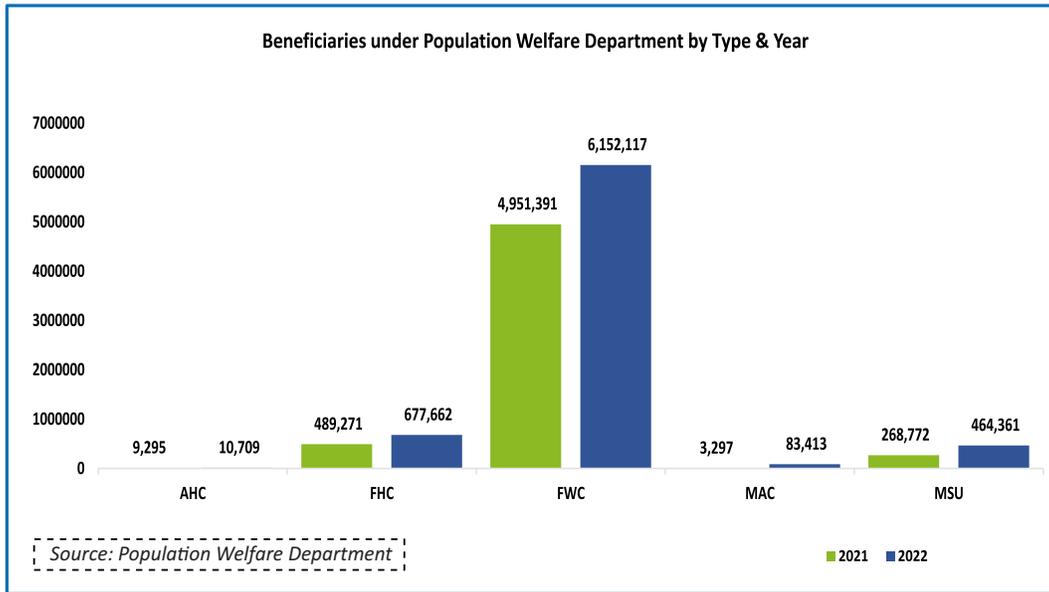


Figure 4.24

A gender-wise analysis of the beneficiaries of various service centres working under PWD (see figure 4.25) showed the higher number of female beneficiaries compared to males. Of the 10,709 beneficiaries of AHCs, 63.6 percent were female. The percentage of female beneficiaries of the total 464,361 service users of MSUs was 91.2 percent. With respect to FHCs and FWCs, the percentage of female beneficiaries was 90.9 percent and 85.1 percent, respectively.

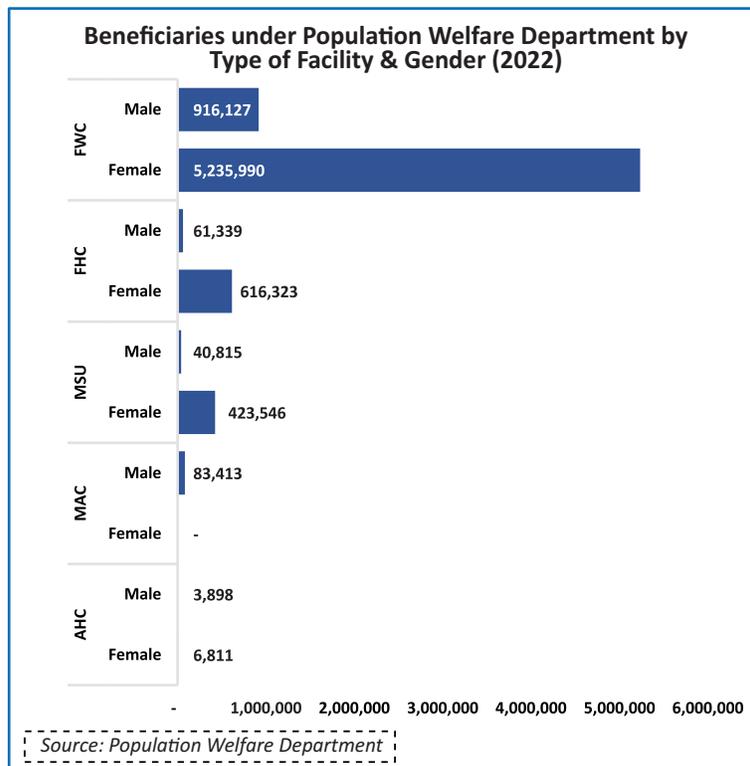


Figure 4.25

A district-wise analysis of beneficiaries of FHCs showed that female were the highest beneficiary in all districts compared to males (see figure 4.26 below). With respect to FWCs, females utilized these services more than males in all districts, with the exception of Hafizabad district where males were highest beneficiaries (see figure 4.26 below). Likewise, females were highest beneficiaries of MSUs in all districts, as can be seen in figure 4.26, barring District Lahore where males were the highest beneficiaries.

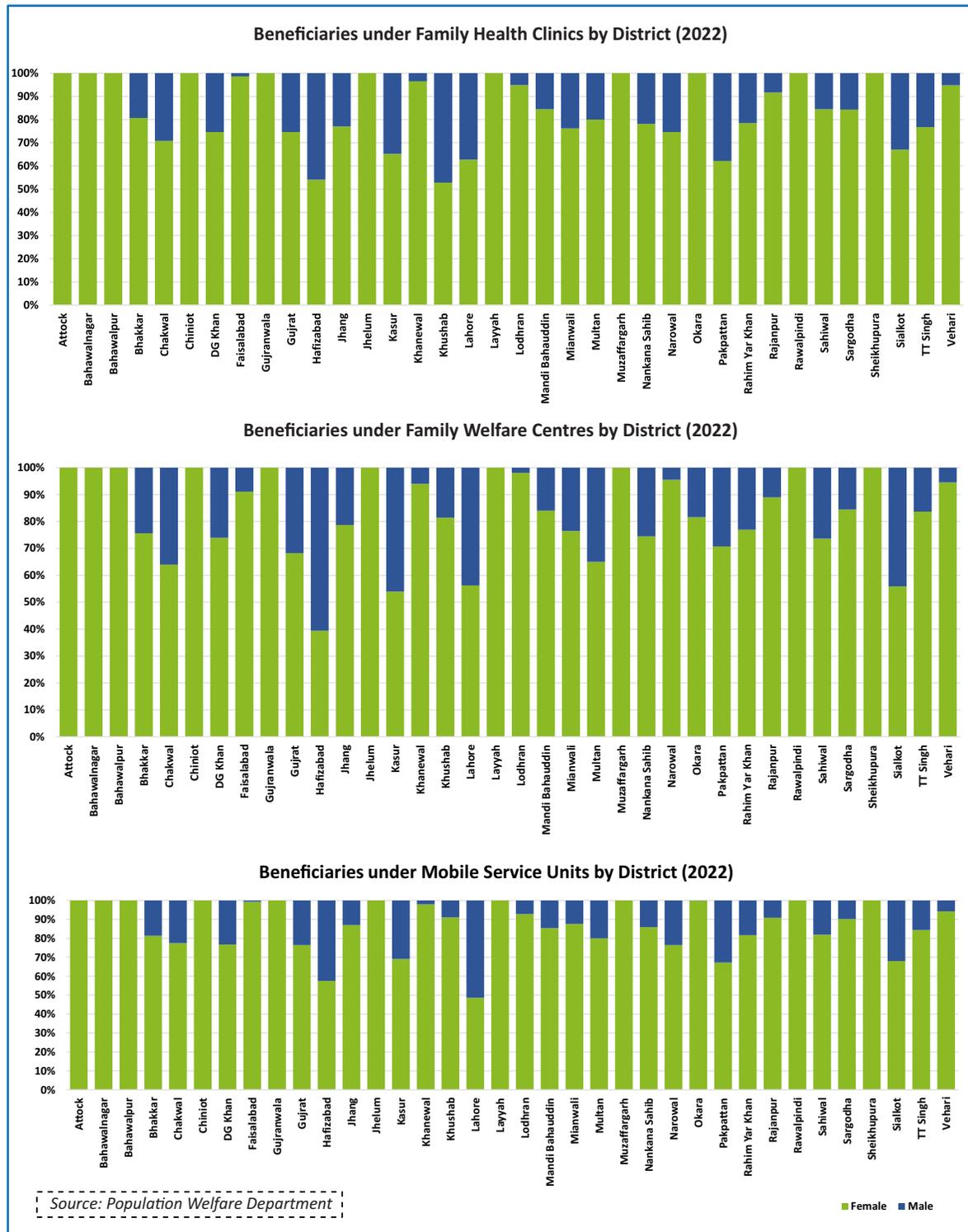


Figure 4.26

4.8 Maternal, Antenatal, and Postnatal Care in Punjab

Maternal, Antenatal, and Postnatal Care are essential pillars of comprehensive healthcare systems assuring pregnant women and their children's welfare. Throughout the pregnancy, maternal care, which includes prenatal, perinatal, and postnatal care, protects the health of both, the mother and the unborn child. Prenatal care visits, which include, timely medical interventions, health monitoring, and educational assistance result in safer pregnancies, fewer problems, and healthier delivery outcomes. Additionally, receiving the right antenatal care is necessary for recognizing and treating potential hazards, fostering healthy habits, and empowering women to make wise decisions.¹¹⁰ A nation, by prioritizing maternal and child care, not only assures the rights and health of women but also establishes the ground for healthier generations by lowering neonatal, post-neonatal, and child mortality.

4.8.1 Service Centres working under Integrated Reproductive Maternal, New-Born & Child Health and Nutrition Programme (IRMNCH) Facilities in Punjab

There was a total of 1,911 service centres, namely 24/7 Basic Health Units (BHUs), Rural Health Centres (RHCs), and Stabilization Centres (SCs), working under IRMNCH in Punjab in 2022, which shows 18.8 percent increase in service centres compared to 1,608 such facilities in 2021 (see figure 4.27 below). The largest increase of 24.3 percent was observed in 2022 in number of 24/7 BHUs when compared to 2021. The number of SCs, however, witnessed a decline of 3.45 percent in 2022 in comparison to 2021.

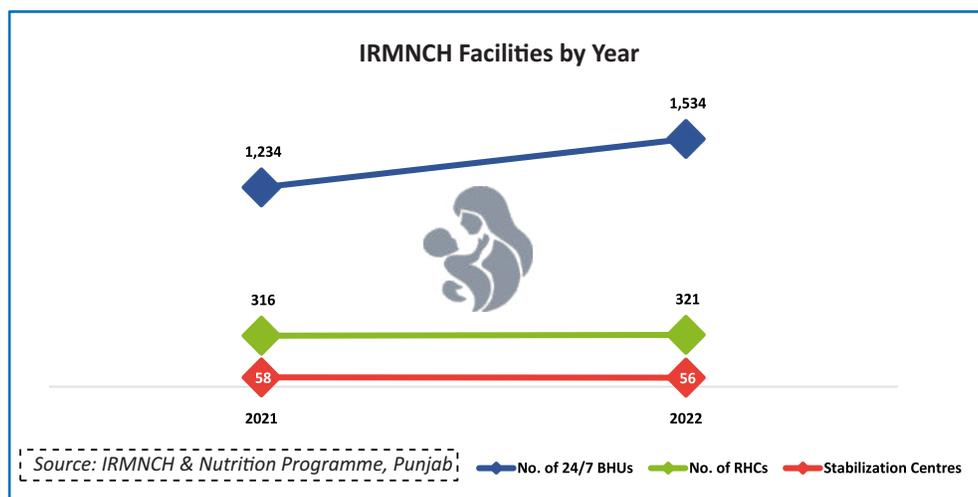


Figure 4.27

A district wise analysis of service centres showed that the number of 24/7 BHUs was highest in Faisalabad (89) followed by Kasur (75) while the lowest number was observed in Lahore (18) and Khushab (19). The highest number of RHCs was present in Rawalpindi (19) and Faisalabad (16) while the lowest numbers were observed in Chiniot (03) and Lodhran (04). The highest number of SCs was present in Lahore (12) followed by Muzaffargarh (04) while more than twenty districts, as can be seen in figure 4.28, had just one SC.

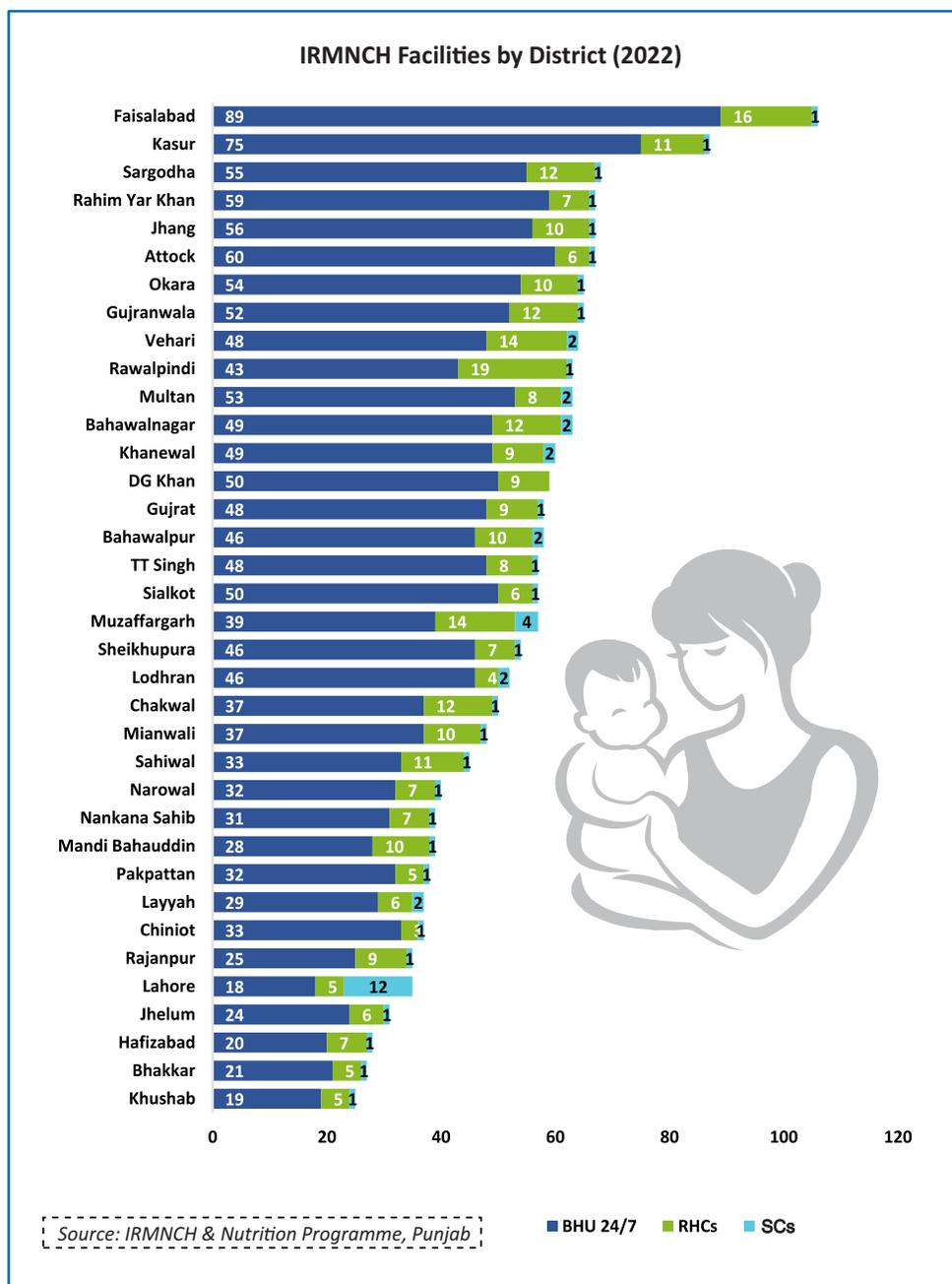


Figure 4.28

4.8.2 Human Resources in IRMNCH Facilities in Punjab

The human resource force in IRMNCH facilities of Punjab was 47,762 in 2022 which was slightly less compared to the strength in 2021 that was 47,978. Of the human resource strength in 2022, 87.3 percent were Lady Health Workers (LHWs), 5.7 percent were Lady Health Visitors (LHVs), 3.7 percent were Lady Health Supervisors (LHSs), 2.7 percent were Ayas, 0.34 percent were Nurses, and 0.32 percent were Woman Medical Officers (WMOs). Figure 4.29 shows the comparison of human resources force in IRMNCH facilities for the years 2021 and 2022.

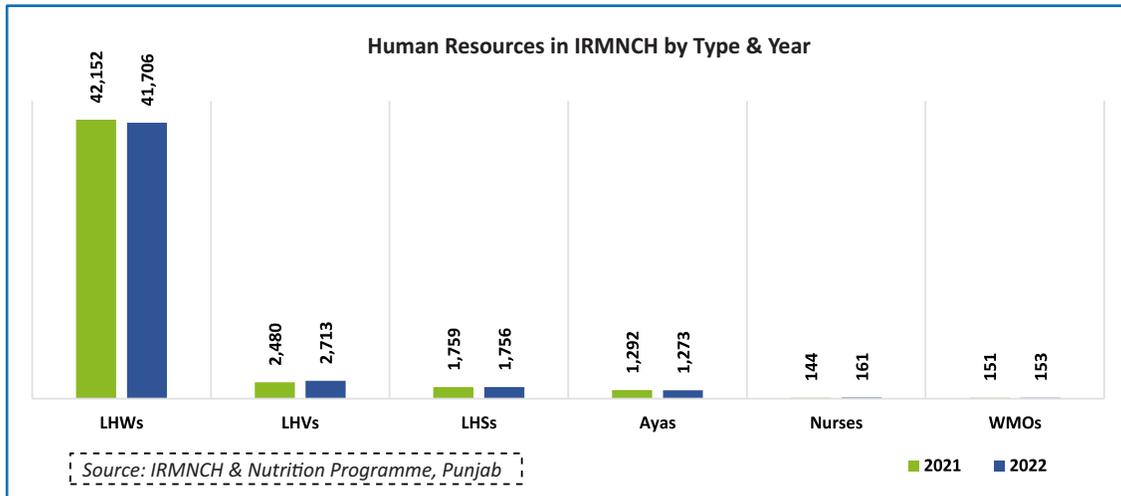


Figure 4.29

The district-wise analysis showed that the highest number of human resources was found in IRMNCH facilities of Faisalabad, followed by Muzaffergarh and Multan. Nevertheless, it is pertinent to mention that no WMOs were present in any of these three districts. The highest number of WMOs was found in Kasur, followed by Jhang and DG Khan. Of the 36 districts, WMOs were absent in 26 districts. Figure 4.30 below presents the human resources force in IRMNCH facilities located in districts of Punjab

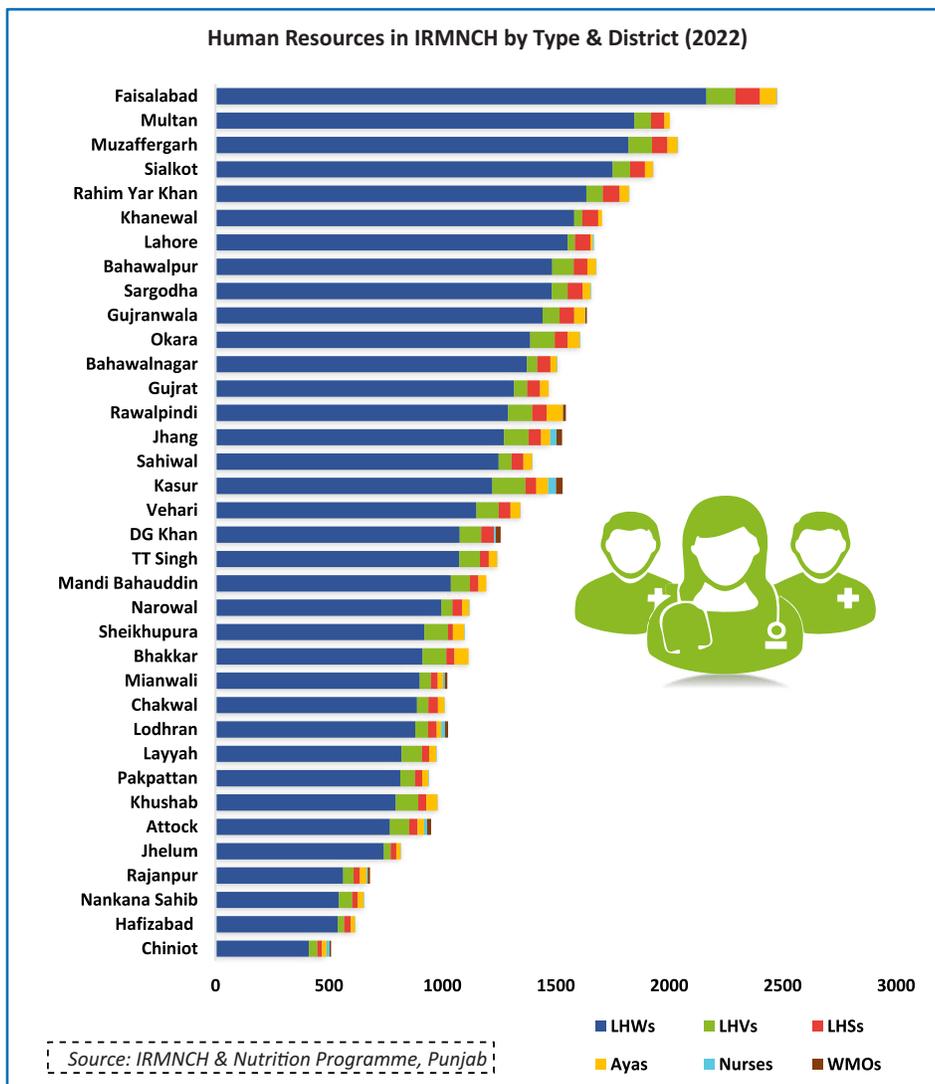


Figure 4.30

4.8.3 Tetanus Toxoid Immunization among Pregnant Women

A total of 2.10 million doses of tetanus toxoid were administered to pregnant women in 2022 which showed an increase of 165.1 percent compared to 795,505 doses in 2021 (see figure 4.31)

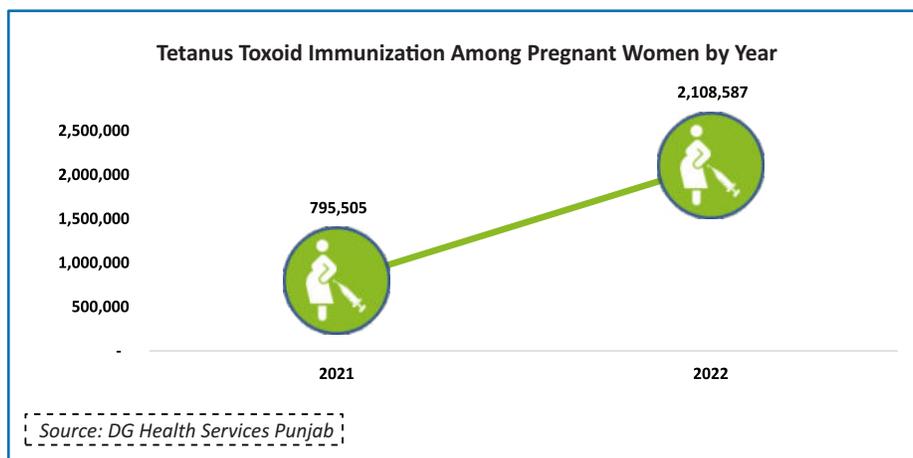


Figure 4.31

A district-wise analysis revealed that Rahim Yar Khan followed by Faisalabad and Muzaffargarh reported higher tetanus vaccine administration while the lowest number was reported in Hafizabad, Chakwal, and Narowal. However, the number of vaccine administrations in Hafizabad, Chakwal, and Narowal in 2022 showed a significant increase with respect to 2021, as shown in below figure 4.32.

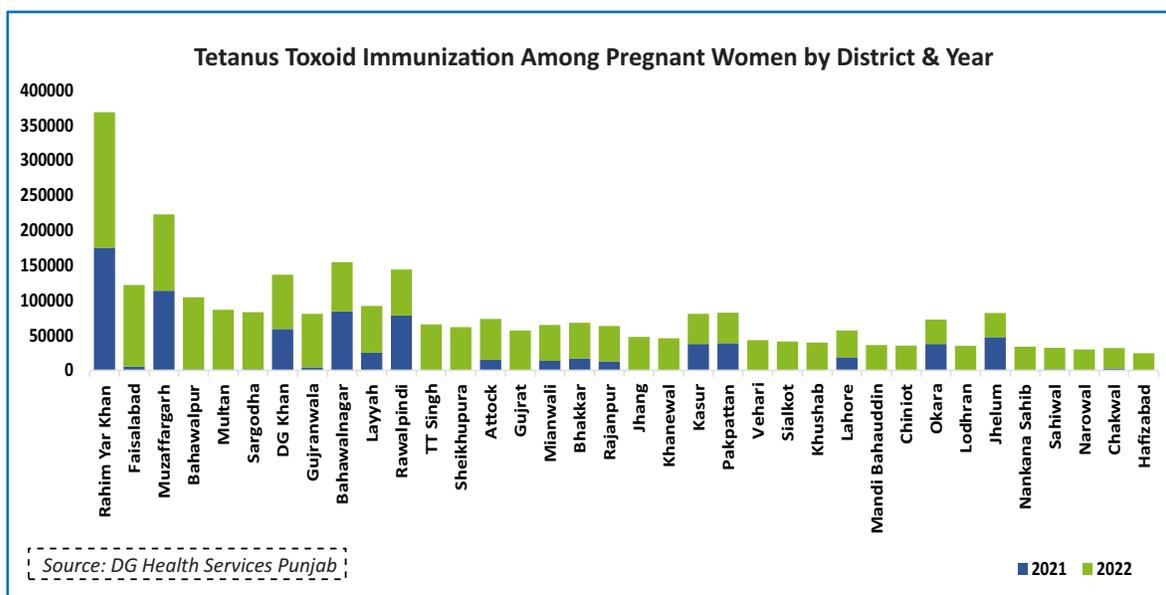


Figure 4.32

The data also revealed that of the 2.10 million tetanus doses (five doses in total) administered to pregnant women, dose 1 was administered to 52.1 percent, while 41.6 percent appeared for dose 2, 3.9 percent for dose 3, 1.3 percent for dose 4, and 1.0 percent for dose 5. A district-wise comparison of tetanus toxoid immunization among pregnant women with respect to all five doses for the year 2022 is highlighted in figure 4.33.

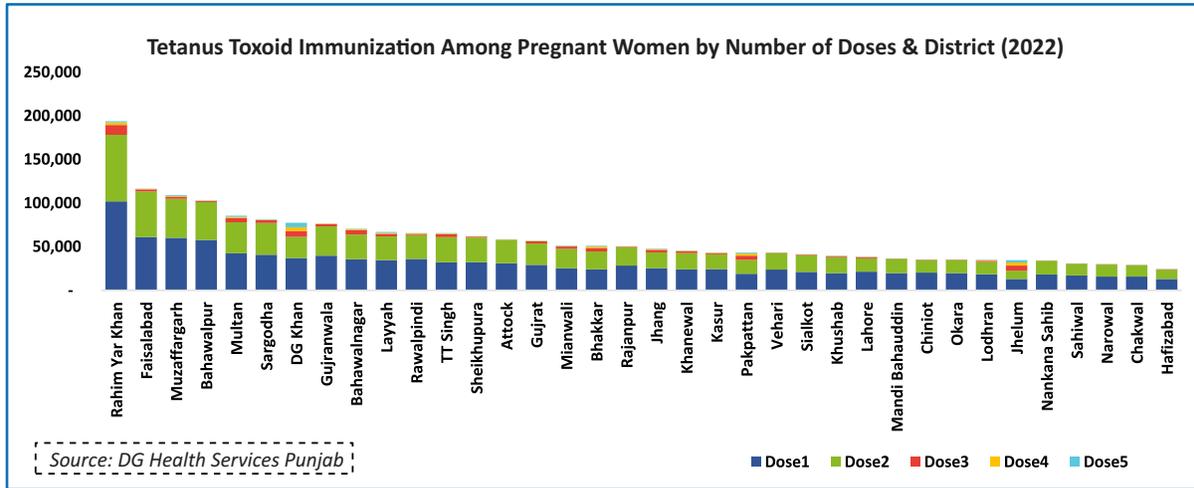


Figure 4.33

4.8.4 Antenatal Care Visits

A total of 8.83 million antenatal care (ANC) visits took place across Punjab in 2022 which was higher (11.1 percent) compared to 7.94 million ANC visits in 2021. Of the ANC visits in 2022, 43.4 percent visited ANC once, 26.3 percent visited twice, 11.9 percent visited thrice, and 18.4 percent visited four times or more. The number of anemic women (Hb < 10 g/dl) during ANC 1 visits in 2022 was 612,893, which was less (14.7 percent) compared to 718,116 in 2021. Figure 4.34 compares ANC visits and number of anemic mothers during ANC 1 visit for the year 2021 and 2022.

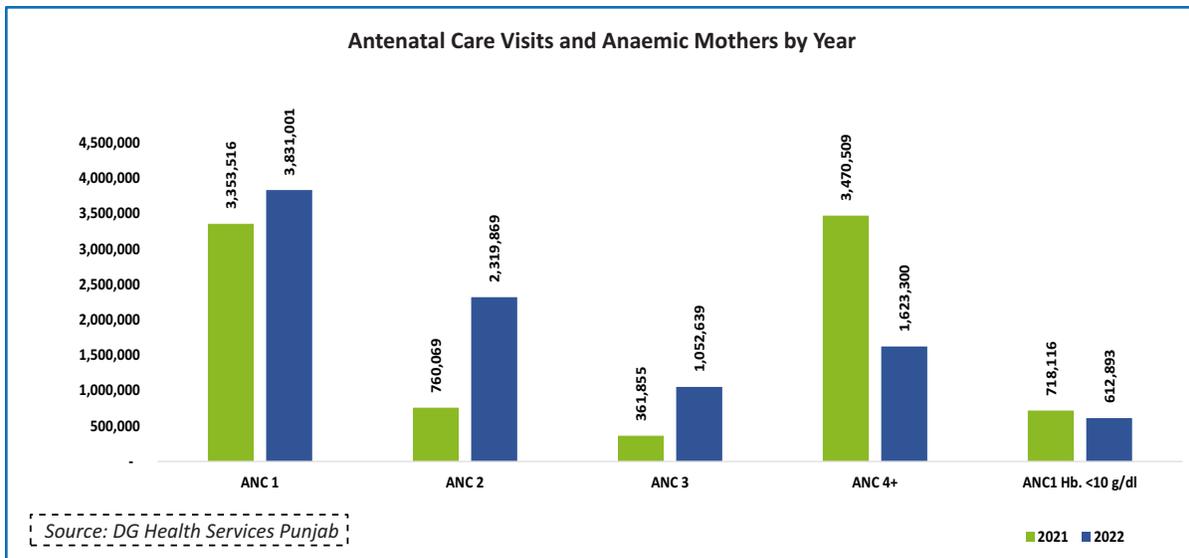


Figure 4.34

A district-wise analysis of ANC visits revealed that Lahore had the highest incidence of overall ANC visits and district Chiniot had the lowest incidence. The number of anemic mothers in Lahore was highest and the lowest number was observed in Jhelum. The figure 4.35 highlights district-wise comparison of ANC visits and the number of anemic mothers during ANC1 visit.

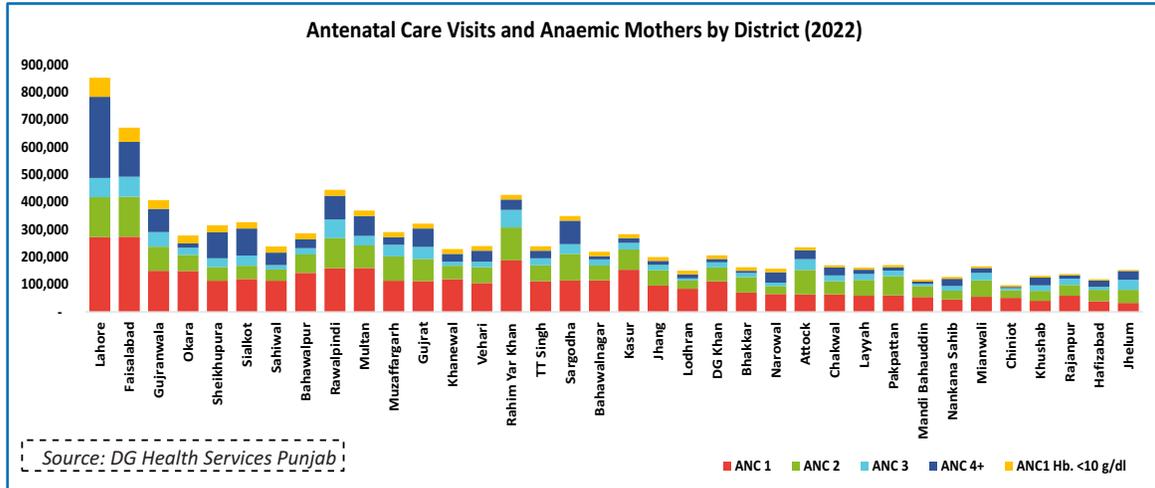


Figure 4.35

4.8.5 Births in Health Facilities in Punjab

A total of 1.23 million deliveries were conducted in 2022 in Punjab that was slightly less compared to 1.24 million deliveries conducted in 2021 (see figure 4.36)

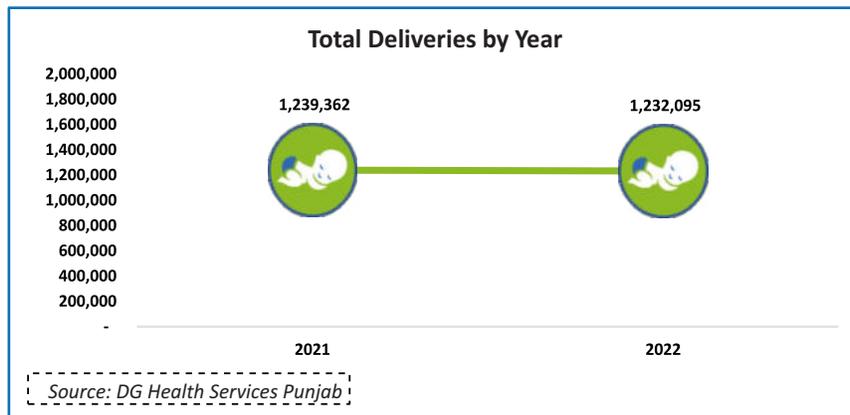


Figure 4.36

The highest number of deliveries was conducted in district Lahore followed by Multan and RY Khan while the lowest number of deliveries was conducted in district Chiniot. The figure 4.37 compares the district-wise deliveries for the years 2021 and 2022.

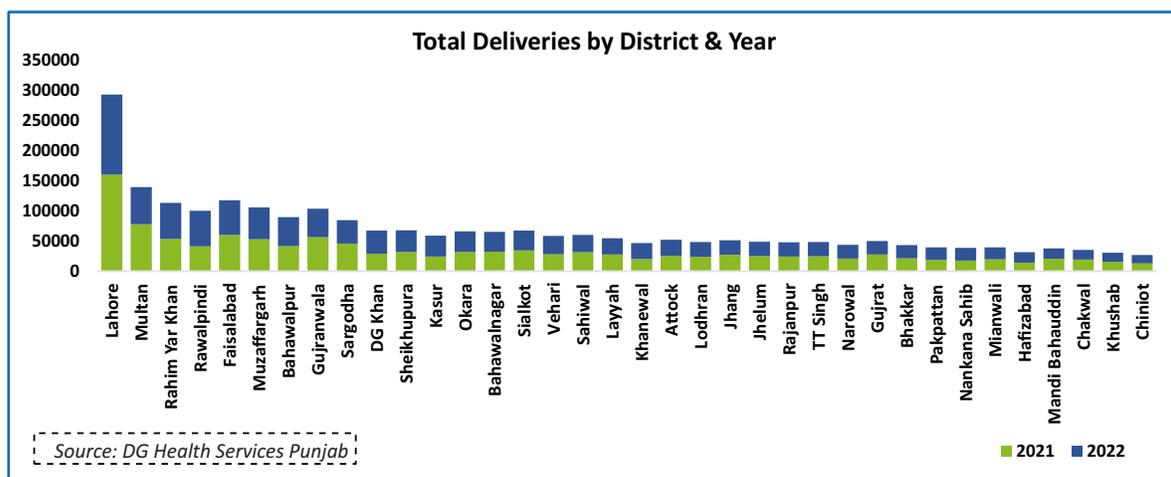


Figure 4.37

4.8.6 Normal Deliveries

An increase of 2.10 percent was observed in normal delivery cases as the total normal deliveries in Punjab in 2022 were 1.01 million compared to 985,683 in 2021 (see figure 4.38)

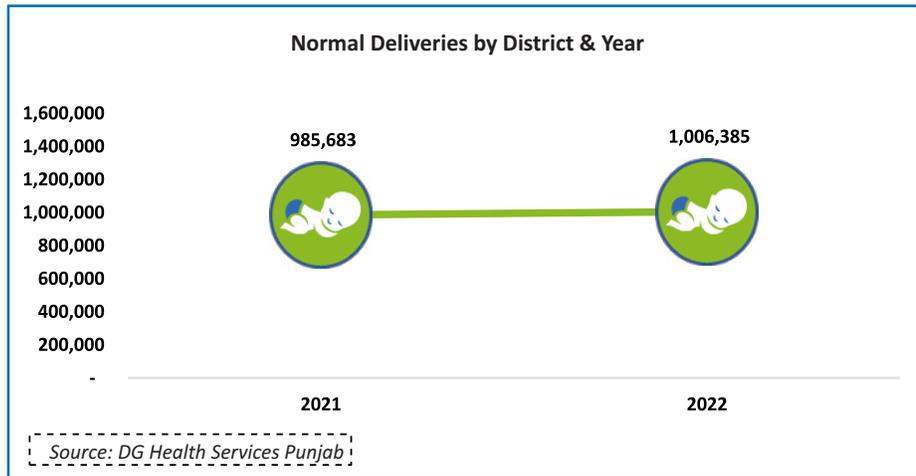


Figure 4.38

The highest number of normal deliveries was conducted in Lahore followed by RY Khan and Faisalabad while the lowest number of normal deliveries was conducted in district Chiniot. The figure 4.39 compares the district-wise normal deliveries for the years 2021 and 2022.

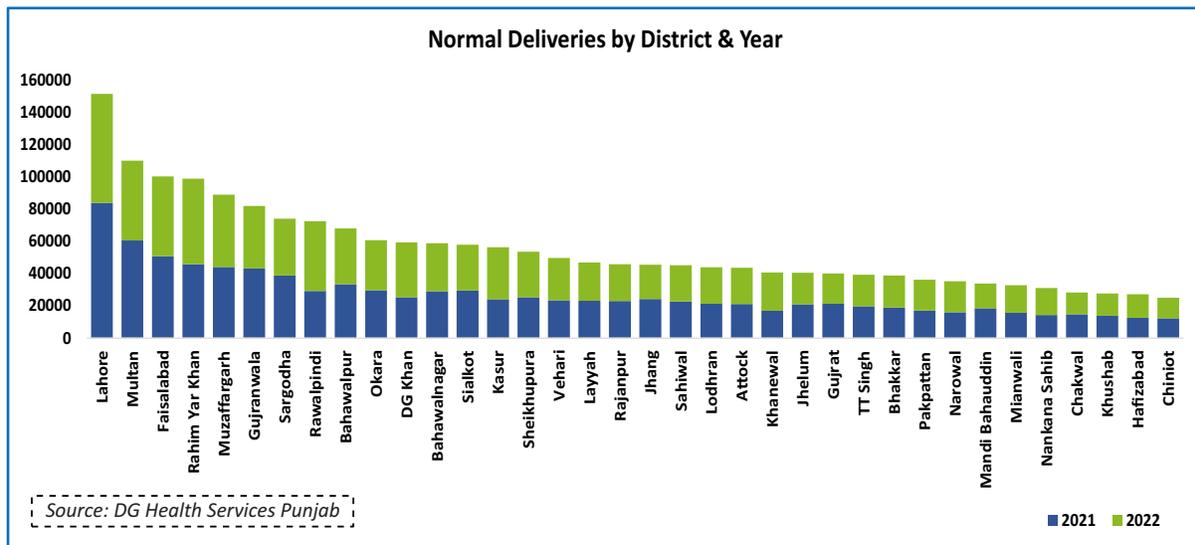


Figure 4.39

4.8.7 Caesarean Deliveries

The number of caesarean deliveries declined by 11.6 percent in 2022 compared to 2021. The total number of caesarean cases in 2022 was 220,344 compared to 249,251 in 2021 (see figure 4.40).

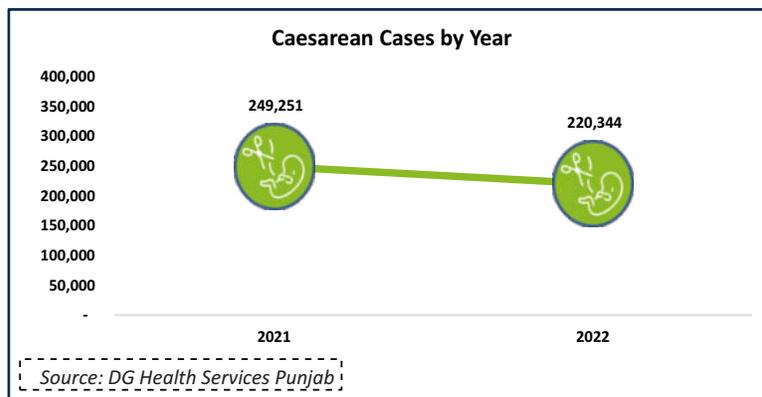


Figure 4.40

The district-wise comparison showed that the highest number of caesarean deliveries was conducted in Lahore followed by Rawalpindi while the lowest number of caesarean deliveries was conducted in Rajanpur followed by Chiniot. The figure 4.41 compares the district-wise caesarean deliveries for the years 2021 and 2022.

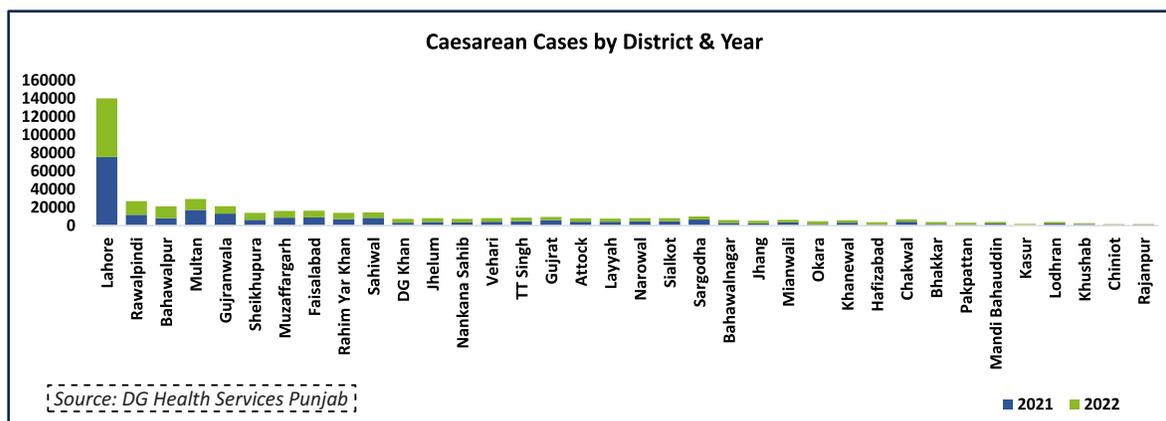


Figure 4.41

4.8.8 Visits to Family Planning Centres

As presented in the preceding section, the number of deliveries in 2022 dropped compared to 2021 and a plausible reason for this can be the increased visits to family planning centres. The data for 2022 revealed that the visits to family planning centres were 2.01 million which were higher (12.5 percent) compared to 1.79 million visits in 2021 (see figure 4.42).

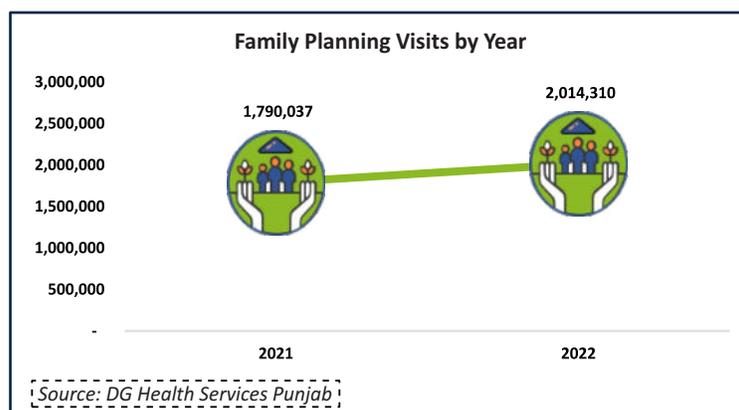


Figure 4.42

The district-wise comparison shows that the highest number of family planning visits was done in Faisalabad followed by Vehari and Multan while the lowest number of visits was done in Khushab followed by Bhakkar and Chiniot. The figure 4.43 compares the district-wise family planning visits for the years 2021 and 2022.



Figure 4.43

4.8.9 Live Births

The live births reported in Punjab in 2022 were 1.11 million which were less (4.0 percent) compared to 1.15 million in 2021. This comparison is illustrated below in figure 4.44.

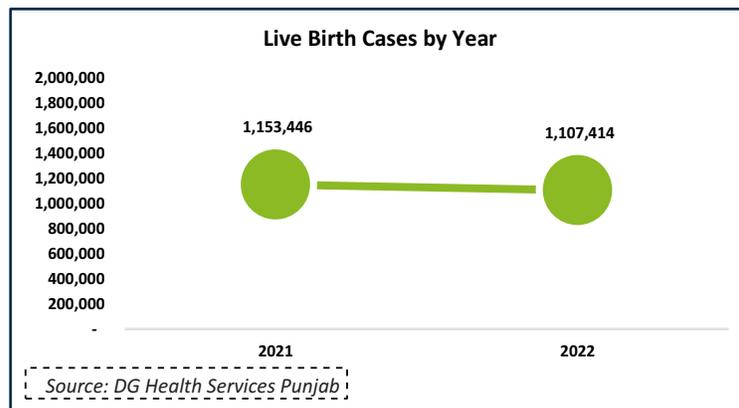


Figure 4.44

The highest number of live births was reported in Lahore followed by RY Khan and the lowest number of live births was reported in Chiniot district followed by Khushab. The figure 4.45 compares the district-wise live births for the years 2021 and 2022.

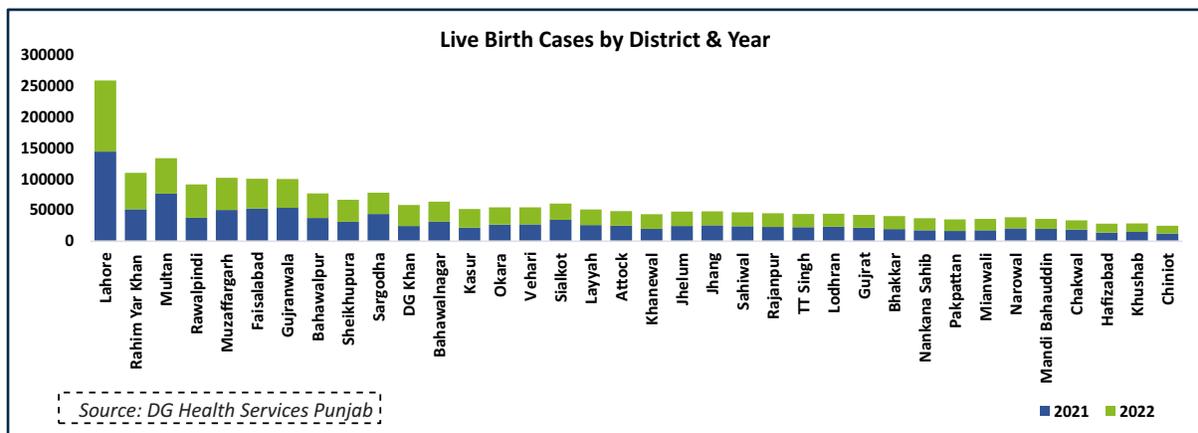


Figure 4.45

4.8.10 Live Births with Low Birth Weights [LBWs] (< 2.5 kg)

A significant decline of 25.5 percent in low birth weight was observed in Punjab in 2022 compared to 2021. The number of live births with low birth weights was 26,766 in 2022 compared to 35,916 in 2021 (see figure 4.46)

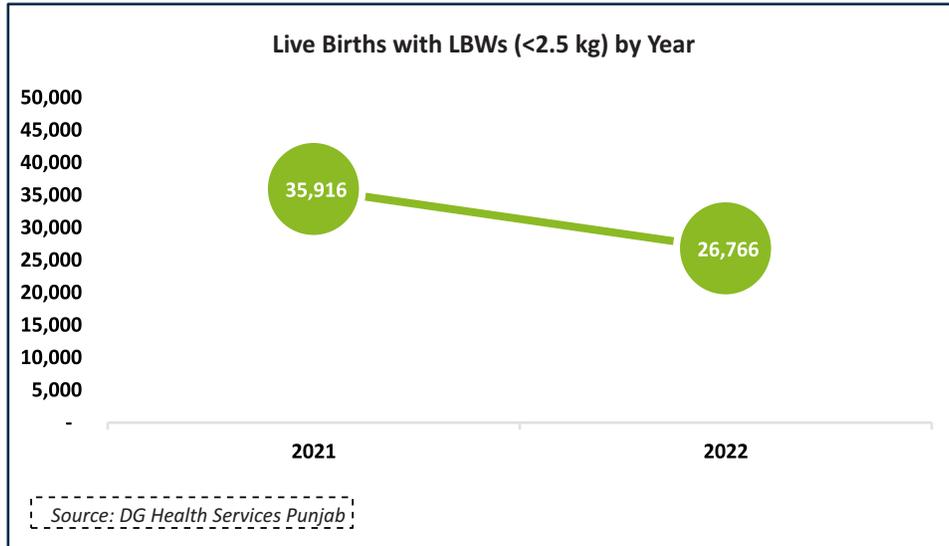


Figure 4.46

District Lahore had the highest number of live births with low birth weights and the lowest number was reported in Chiniot district. The figure 4.47 compares the district-wise live births with low birth weights for the years 2021 and 2022.

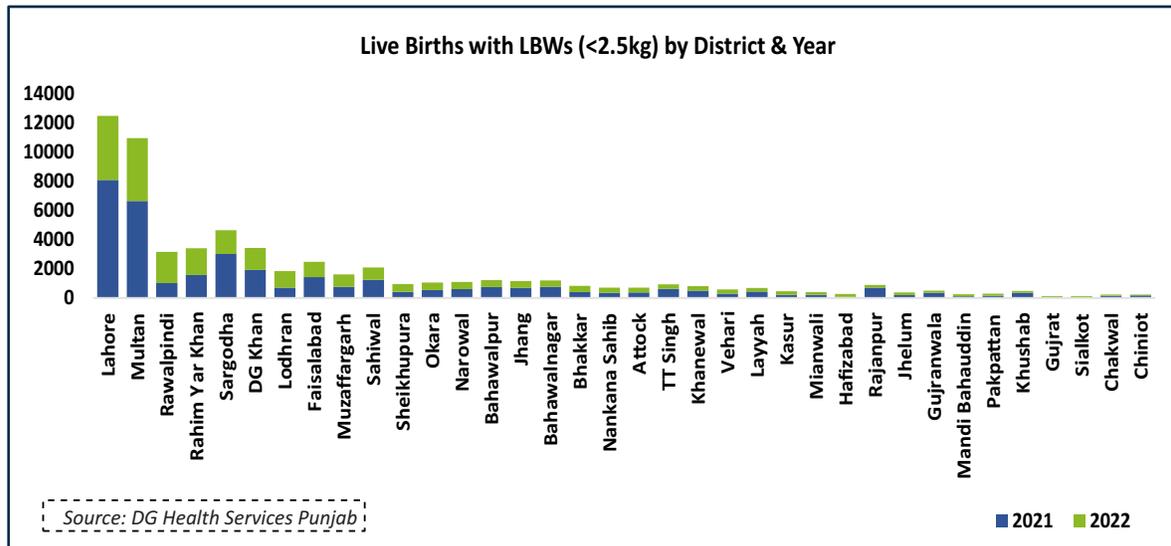


Figure 4.47

4.8.11 Stillbirth Cases

A significant decline of 66.3 percent in stillbirth cases was reported in 2022 compared to 2021. The number of stillbirth cases in 2022, as shown in below figure 4.48, was 3,434 compared to 10,199 cases in 2021.

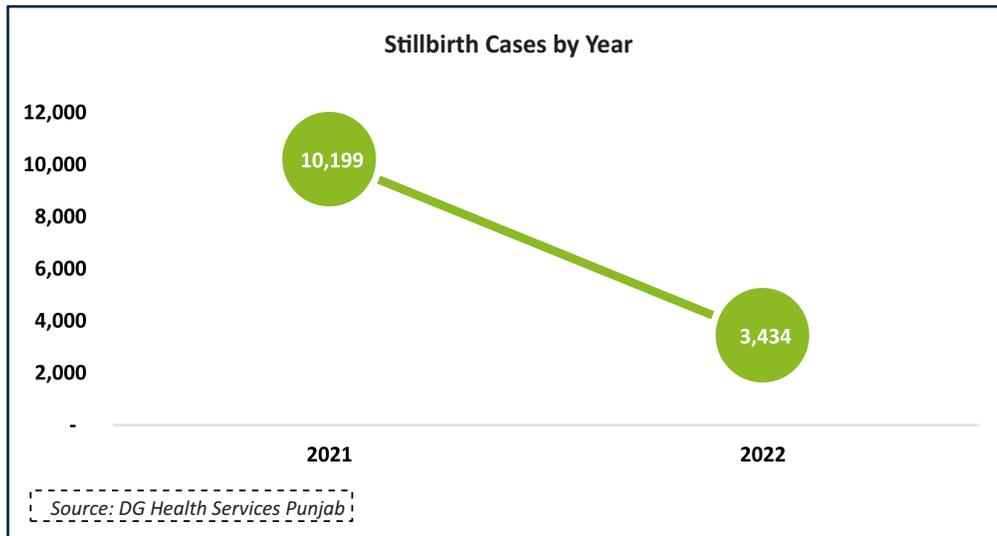


Figure 4.48

A district-wise comparison revealed that the highest number of stillbirth cases in 2022 was present in Multan followed by Sargodha whereas lowest numbers were observed in Chiniot followed by Attock. A district-wise comparison of stillbirth cases for the year 2021 and 2022 are highlighted in below figure 4.49.

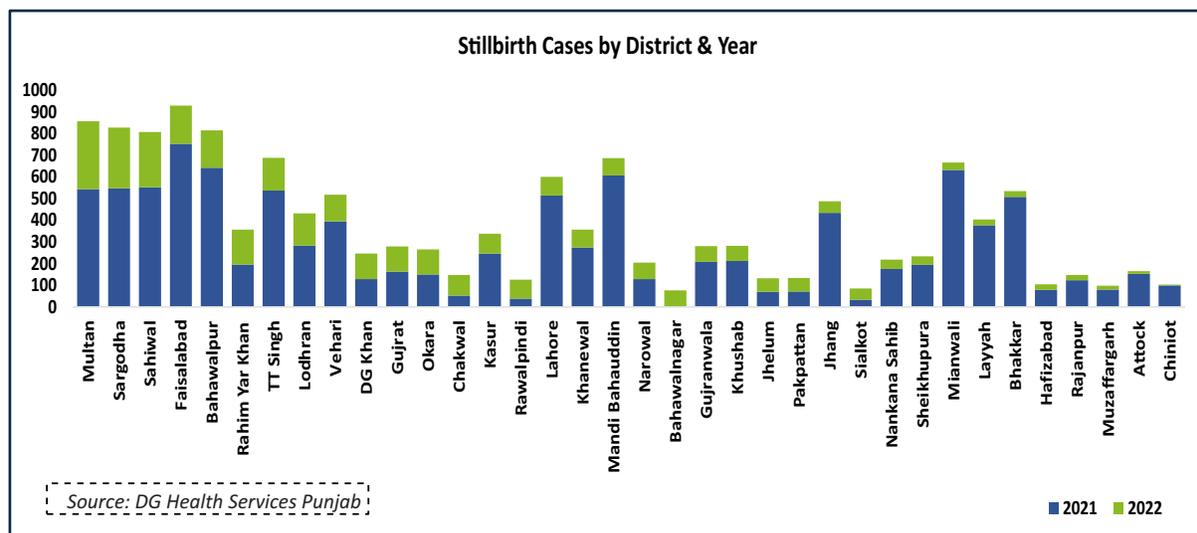


Figure 4.49

4.8.12 Premature Birth Cases

The incidence of preterm births saw a significant increase of 36.0 percent in 2022 compared to 2021. The premature births in 2022 were 9,234 compared to 6,790 preterm births in 2021 (see figure 4.50).

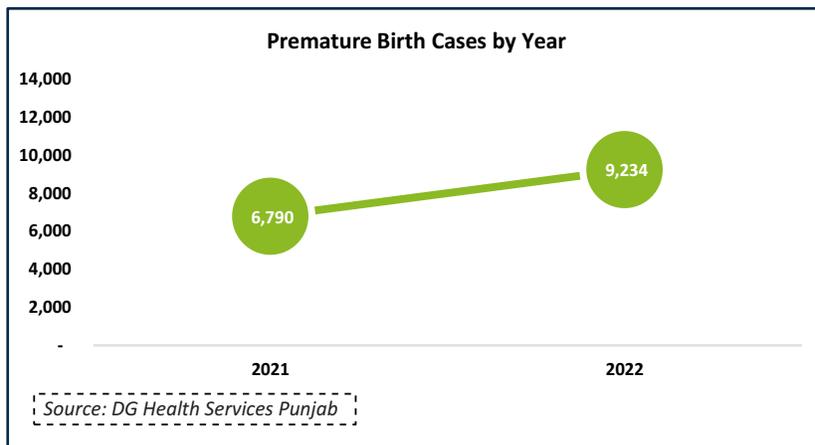


Figure 4.50

District Lahore had the highest incidence of premature births in 2022 while no incidence of preterm birth was reported in Rajanpur and Bahawalpur (see figure 4.51).

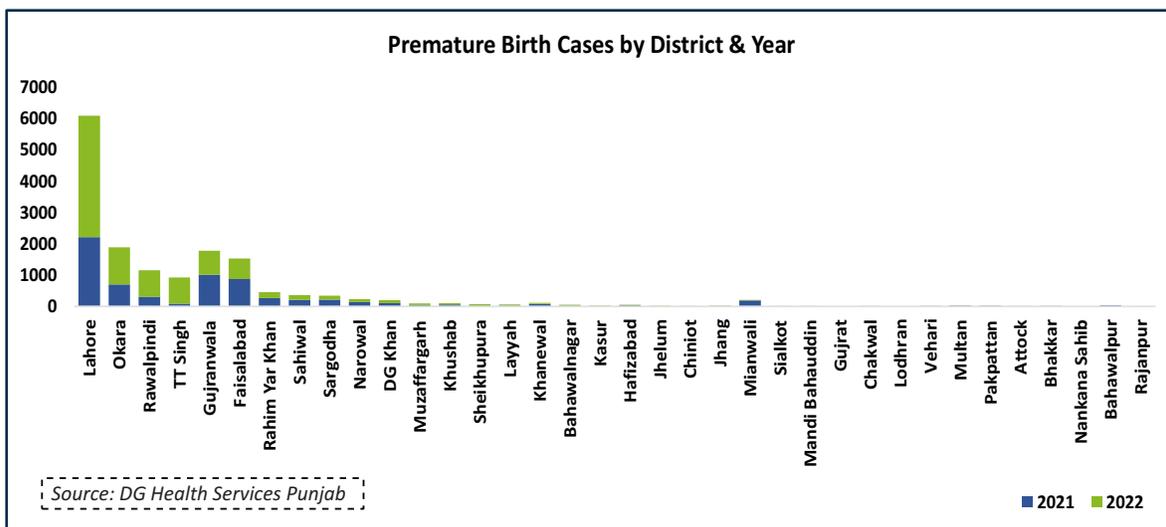


Figure 4.51

4.8.13 Neonatal Birth Conditions

The common neonatal birth problems reported during 2022 were birth asphyxia, bacterial sepsis, hypothermia, congenital abnormalities, and birth trauma. All of these conditions have been related to poor neonatal health and higher odds of neonatal mortality. A comparison of these birth problems for the years 2021 and 2022 is highlighted in figure 4.52 that shows the increased incidence of these birth defects in 2022 compared to 2021 with the exception of birth trauma which showed a significant decline of 21.3 percent.

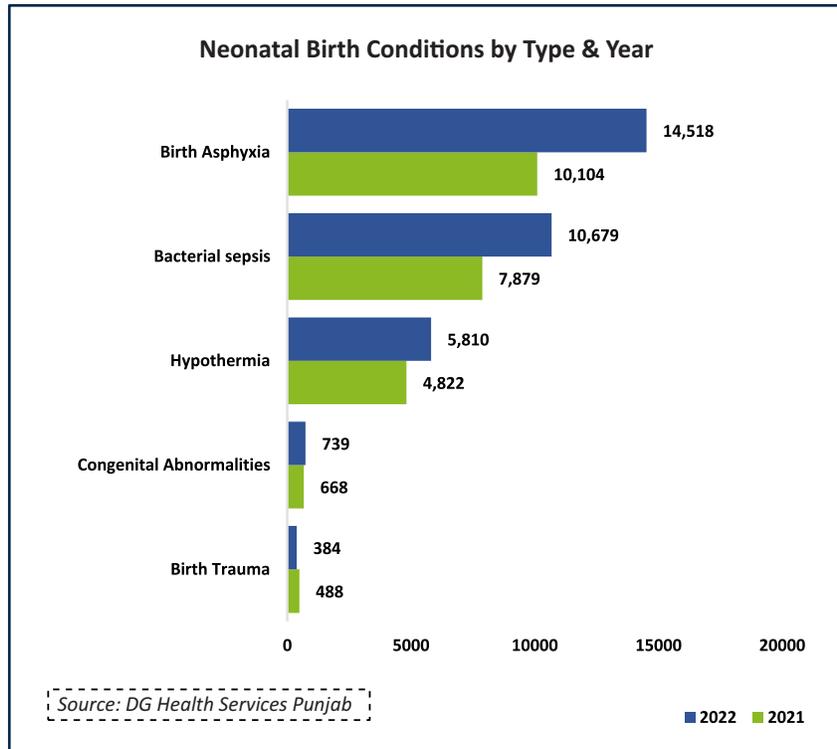


Figure 4.52

4.8.14 Neonatal Deaths

There was a slight increase in reported neonatal deaths (28 days) in Punjab in 2022 compared to 2021. In 2022, a total of 2,392 cases were reported compared to 2,154 cases in 2021 (see figure 4.53). Other neonatal deaths reported from the community were 17,946 in 2022 that were high (52.6 percent) compared to 11,760 deaths in 2021.

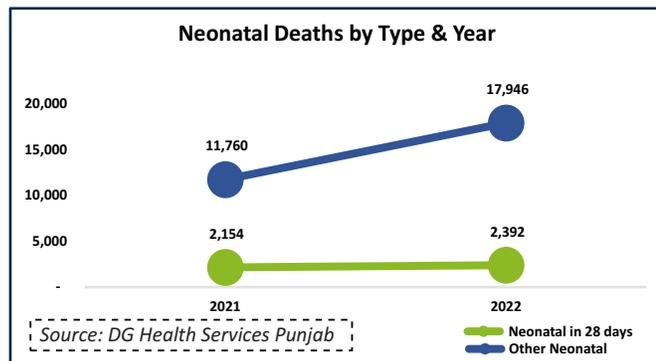


Figure 4.53

A district-wise comparison of neonatal deaths in 28 days for the years 2021 and 2022 are highlighted below in figure 4.54, which shows that Lahore reported highest cases of neonatal deaths followed by Bahawalpur, Narowal, and RY Khan while no cases were reported in Bhakkar, Chakwal, Gujranwala, Pakpattan, and Rajanpur districts.

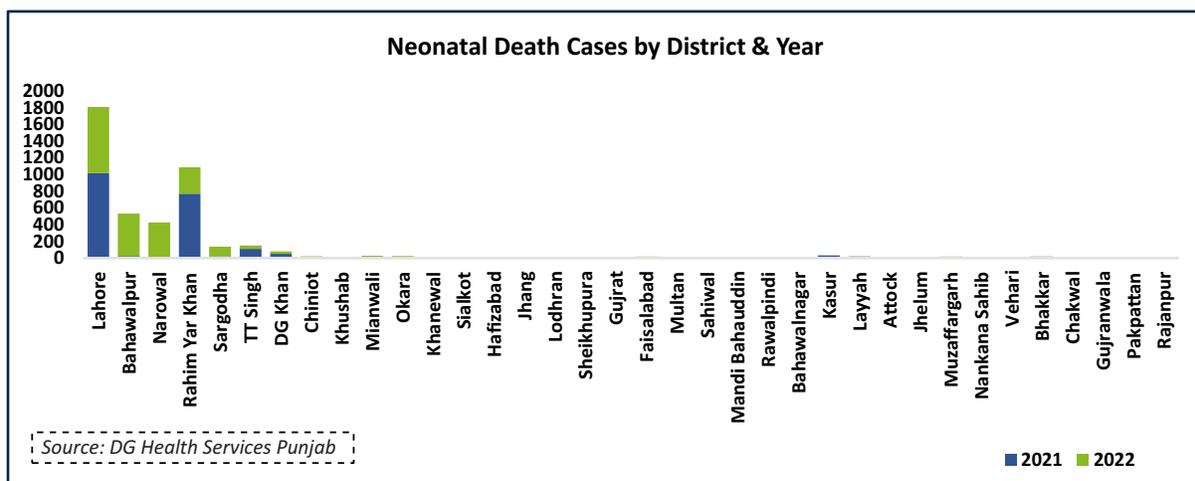


Figure 4.54

4.9 Disease Profile of Punjab

A country's disease profile offers valuable information about the public health system of the area and the general health of its population thereby providing insights into common health issues, epidemiological trends, and the burden of diseases affecting various age groups and genders.

Such insights are used by policymakers and healthcare professionals to generate focused interventions, set priorities for budget allocation, and customize healthcare services to meet particular health challenges by assessing the disease profile. The profile assists in tracking the emergence of new diseases, observing trends in those that already exist, and evaluating the efficacy of healthcare policy.

4.9.1 Tuberculosis (T.B.)

WHO's Global T.B. Report 2022 estimated a 4.5 percent increase worldwide in prevalence of T.B. cases, from 10.1 million in 2020 to 10.6 million in 2021.¹¹¹ The burden of T.B. cases in Pakistan with respect to global total was 5.8 percent.¹¹² Though the rate of contracting T.B. and dying from it is higher in males, the disease has severe repercussions for females in reproductive ages and during pregnancy, which can result in higher maternal and neonatal mortality.¹¹³ Additionally, the burden on females increases in the form of higher isolation, rejection by husbands and in-laws, and lower prospects for marriage.¹¹⁴

There was a total of 257,842 reported cases of T.B. in Punjab in 2022, which were higher (23.9 percent) compared to 208,088 cases reported in 2021. A lot of public health scholars have attributed this rise to COVID-19 pandemic which declined diagnosis and testing of T.B., BCG vaccination, and T.B. funds.¹¹⁵ Of the total T.B. cases in 2022, 49.2 percent were males, 42.6 percent were females, 4.4 percent were girls, and 3.8 percent were boys. A gender segregated comparison of reported T.B. cases for the years 2021 and 2022 in Punjab is illustrated below in figure 4.55.

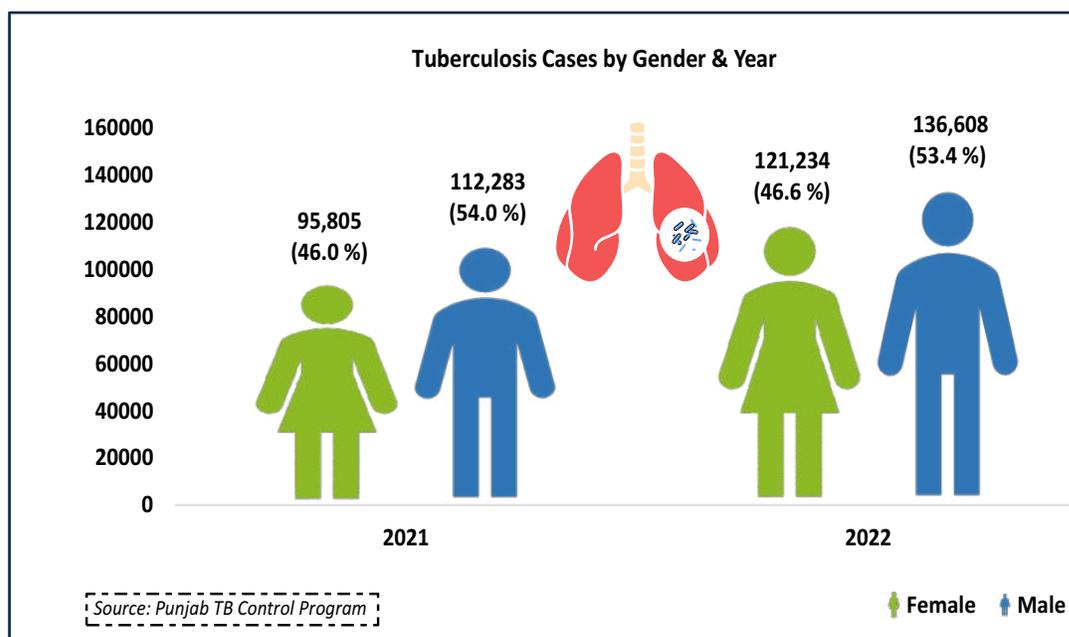


Figure 4.55

111 (WHO Global TB Report, 2022)

112 Ibid

113 (WHO: Tuberculosis in Women, 2018)

114 (Srivastava et al., 2018)

115 (Awan et al., 2022)

Females in district Lahore had the highest incidence of T.B. (> 10000 cases) followed by Faisalabad and Gujranwala (between 6500 – 7500 cases), whereas, Rajanpur, Khushab, Nankana Sahib, Layyah, Gujrat, Lodhran, Jhelum, Chiniot, Attock, Narowal, Chakwal, and Hafizabad had fewer than 2000 reported cases. The distribution of T.B. in women in districts of Punjab is illustrated in figure 4.56.

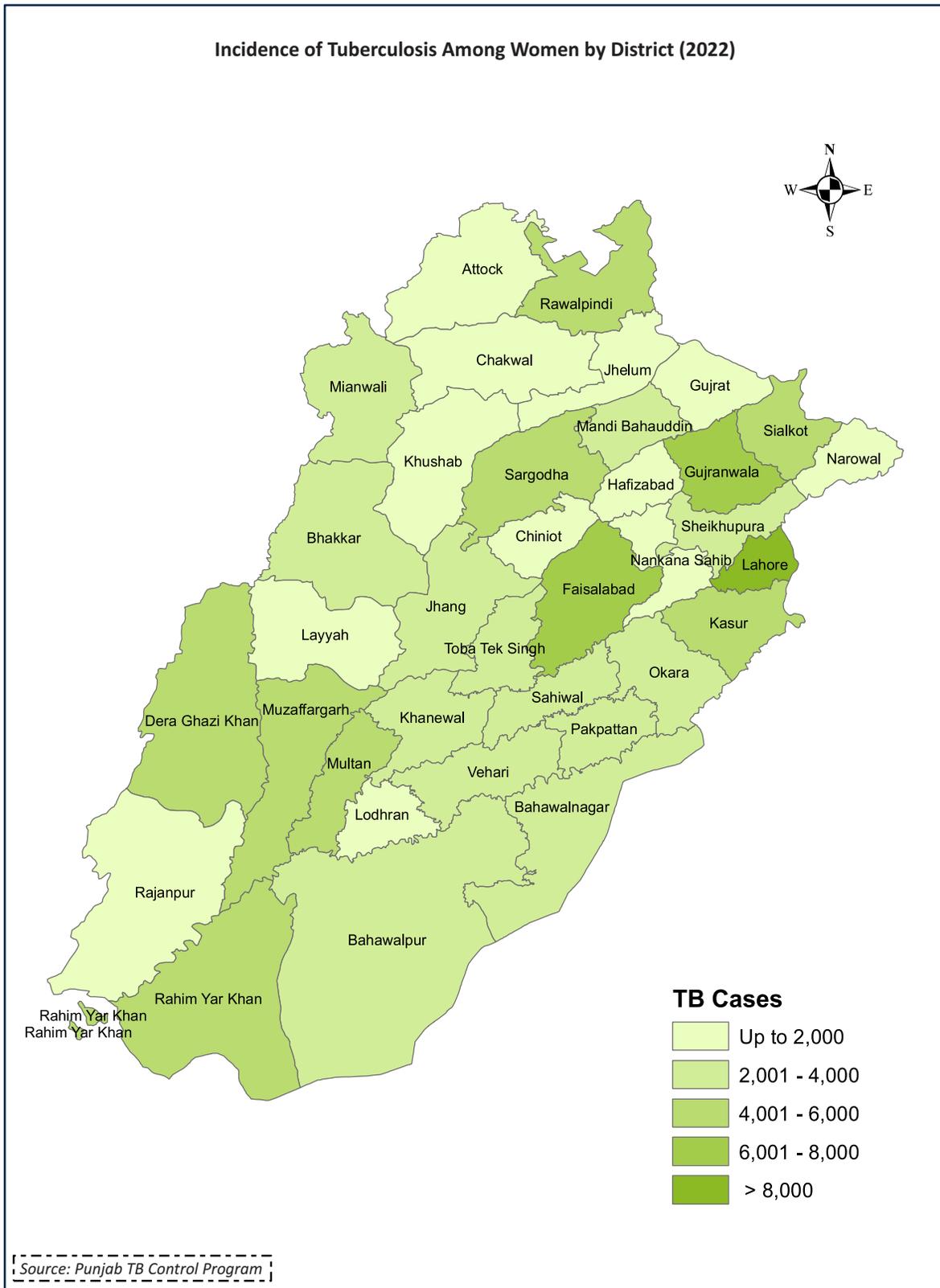


Figure 4.56

4.9.2 Dengue

Dengue fever started in Pakistan in 1994 but a rapid increase in cases was reported in 2005 in Karachi. Since 2010, there has been an increase in cases. A lot of factors contributed to this increase in Pakistan, of which the floods of 2010 were considered to be the primary cause.¹¹⁶ WHO (2022) reported that between January and September 2022, there were around 26,000 confirmed dengue cases with a case fatality rate of 0.25 percent (approx. 62 deaths).¹¹⁷ The report also presented that of these cases, 74 percent were reported in September alone.¹¹⁸ This surge in cases can be attributed to the devastating floods of 2022 in Pakistan.¹¹⁹

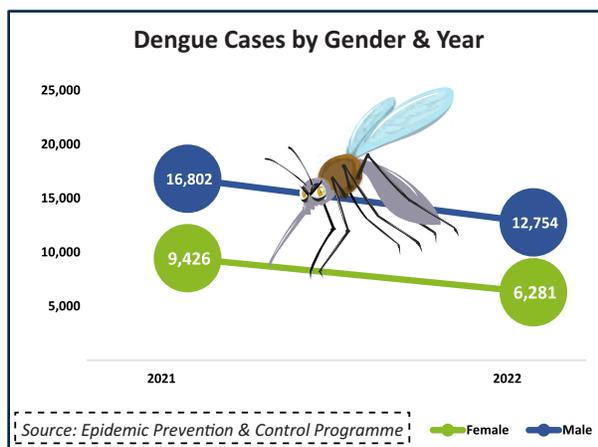


Figure 4.57

In Punjab, there was a total of 19,035 reported cases of dengue in 2022, of which 67 percent were male and 33 percent were female. The 2022 cases of dengue in Punjab were relatively less (27.4 percent) compared to 2021, where a total of 26,228 cases were reported. There was a decline of 33.4 percent in dengue cases from 2021 to 2022 in females, whereas for males, the decline was 24.1 percent. A yearly gender segregated comparison of reported dengue cases for the years 2021 and 2022 in Punjab is illustrated in figure 4.57.

The highest number of reported dengue cases was in District Lahore with 5,121 males and 3,106 females. Following Lahore, Rawalpindi had 3,270 reported dengue cases of males compared to 1,497 cases of females. The gender-segregated percentage distribution of dengue cases in districts of Punjab in 2022 is illustrated in figure 4.58.

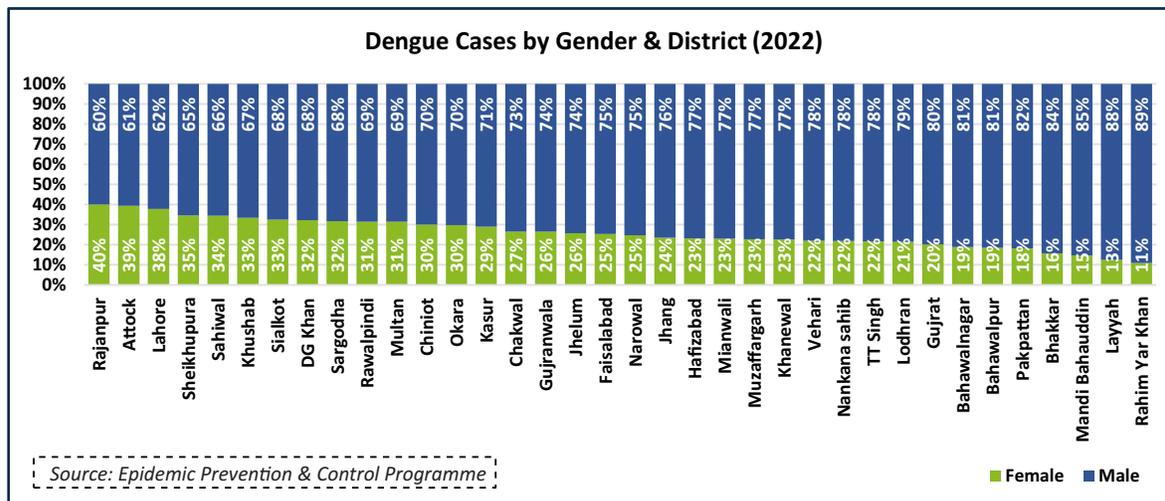


Figure 4.58

4.9.3 HIV/AIDS

Studies report that the incidence of HIV in Pakistan is increasing as there has been an 84 percent increase in new HIV infections during 2010 – 2022.¹²⁰ Pakistan is one of the few countries in South Asia where incidence of HIV is increasing as 25,000 new HIV infections were estimated for the year 2021 and 27,000 cases projected for 2022.¹²¹ The data suggests that 8,262 people were newly diagnosed with HIV between January-September 2022.¹²² The Common Management Unit also reported that there were around 0.2 million cases of HIV in Pakistan in 2022

116 (WHO: Dengue Fever: Pakistan, 2023)
 117 (WHO: Dengue – Pakistan, 2022)
 118 (Ibid)
 119 (Ibid)
 120 (Samarasekera, 2022)
 121 Ibid
 122 (Khan, 2023)

however only 56,268 got them registered with Antiretroviral Therapy Centres¹²³. This can be attributed to the stigma that is attached with HIV/AIDS in Pakistan. Of the 0.2 million cases of HIV in Pakistan, 43 percent were in Sindh and 50 percent were in Punjab.¹²⁴

The data for Punjab showed that there were 37,063 reported cases of AIDS in 2022, of which 29,938 were males, 6,280 were females, and 845 were transgender persons. There was a total of 30,032 reported cases of AIDS in 2021, of which 24,055 were males, 5,411 were females, and 566 were transgender persons. This data shows that from 2021 to 2022, there was an overall increase of 23.4 percent in AIDS reported cases, of which 24.5 percent increase was for males, 16.1 percent for females, and 49.3 percent for transgender community. Figure 4.59 shows gendered comparison of reported AIDS cases for the years 2021 and 2022.

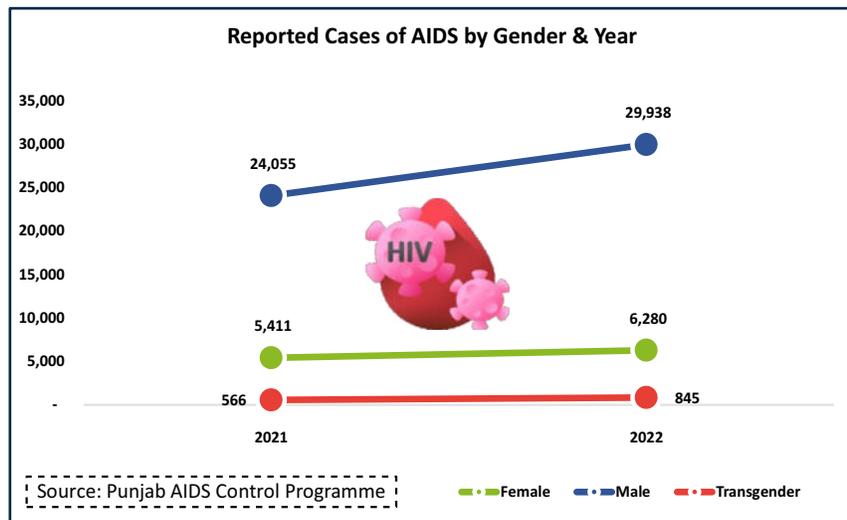


Figure 4.59

A social organization (rural/urban) based comparison showed that there were higher cases of AIDS reported in 2022 for urban areas of Punjab (26,292) compared to 10,771 in rural areas. The data also showed that there was an increase of 27.2 percent in AIDS cases in females belonging to rural areas from 2021 to 2022 compared to 11.6 percent increase in females belonging to urban areas during the same years. Figure 4.60 below illustrates distribution of reported AIDS cases in Punjab during 2021 and 2022 with gender and social organization.

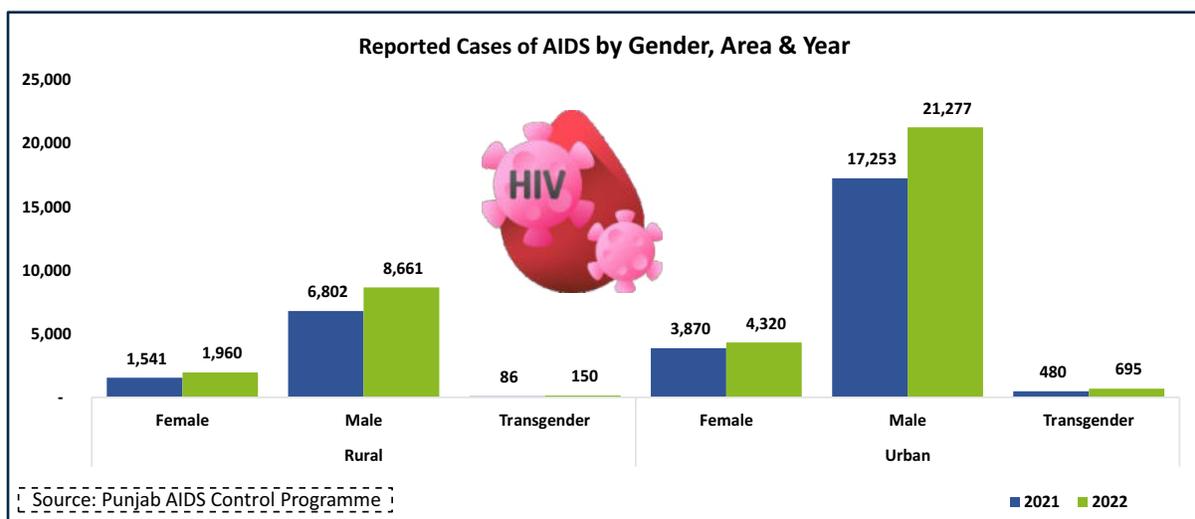


Figure 4.60

123 (Common Management Unit, 2023)

124 (Samarasekera, 2022)

4.9.4 HIV Prevalence

HIV prevalence is determined by conducting sample-based surveys and HIV testing within specific key populations, such as individuals aged 15-24 and 25+ years, sex workers, people who inject drugs, transgender people, prisoners, and those with new or relapsed TB cases etc. These surveys aim to estimate the proportion of HIV-positive individuals within these specific groups. It is crucial to understand that the HIV prevalence rate calculated within these key populations does not represent the prevalence rate of the entire population.¹²⁵ Instead, it provides insights into the HIV burden within these particular groups, helping healthcare professionals and policymakers tailor their prevention and treatment strategies to effectively address the specific needs of these high-risk populations.

Figure 4.61 shows prevalence rate of HIV cases tested by WHO for the years 2021 and 2022 and presents a slight decline in prevalence rate of HIV cases for males (55 percent in 2021 compared to 52 percent in 2022) and females (23 percent in 2021 compared to 20 percent in 2022). An alternate trend was observed for transgender community as the prevalence rate increased from 68 percent in 2021 to 86 percent in 2022.

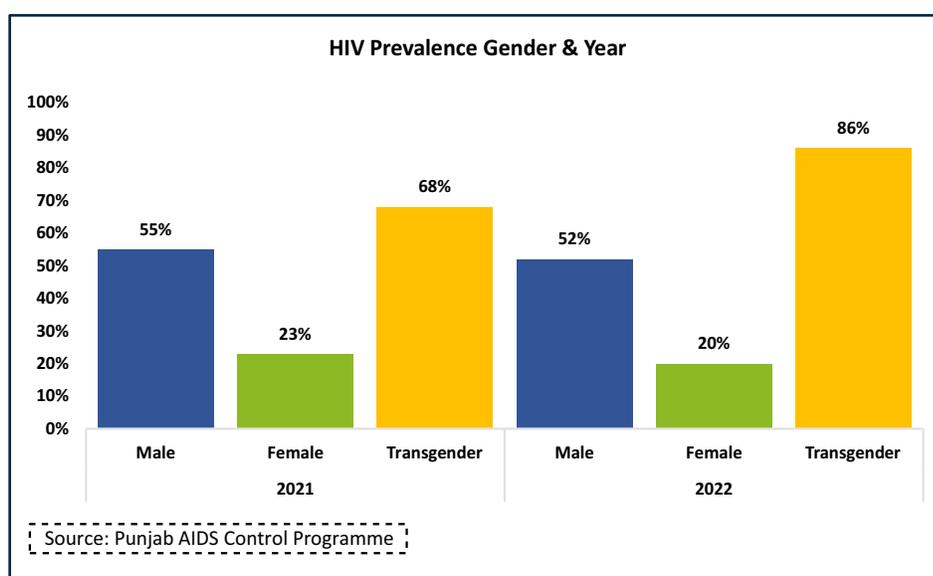


Figure 4.61

4.9.5 Cancer

Cancer is one of the serious and fatal diseases that lead to abnormal and irregular cell development in a body region that consequently spreads to other parts and regions. The Global Cancer Statistics 2020¹²⁶ reported that there were 19.3 million new cases of HIV globally and there were 10 million deaths due to cancer in the same year. It has been projected that the global incidence of cancer will be 28.4 million by 2040.¹²⁷ In Pakistan, there were 178,388 reported incidences of cancer and the deaths due to cancer were 117,149 in 2020.¹²⁸ A study in Pakistan using data from six cancer registries for the years 2015 – 2019 found a total of 269,707 cancer patients, of which 46.4 percent were males and 53.6 percent were females.¹²⁹

According to the data by Punjab Cancer Registry, there were 14,700 reported cases of cancer in Punjab in 2022 which shows a decline (2.43 percent) compared to 15,066 cases in 2021. Of the reported cancer cases in 2022, 8,694 were female, 6,005 were male, and one was transgender. Figure 4.62 illustrates gendered distribution of reported cancer cases in Punjab for the years 2021 and 2022.

125(WHO: HIV Prevalence, 2023)

126 (Sung et al., 2021)

127 (Ali et al., 2023)

128 (Ali et al., 2022)

129 (Ikram et al., 2023)

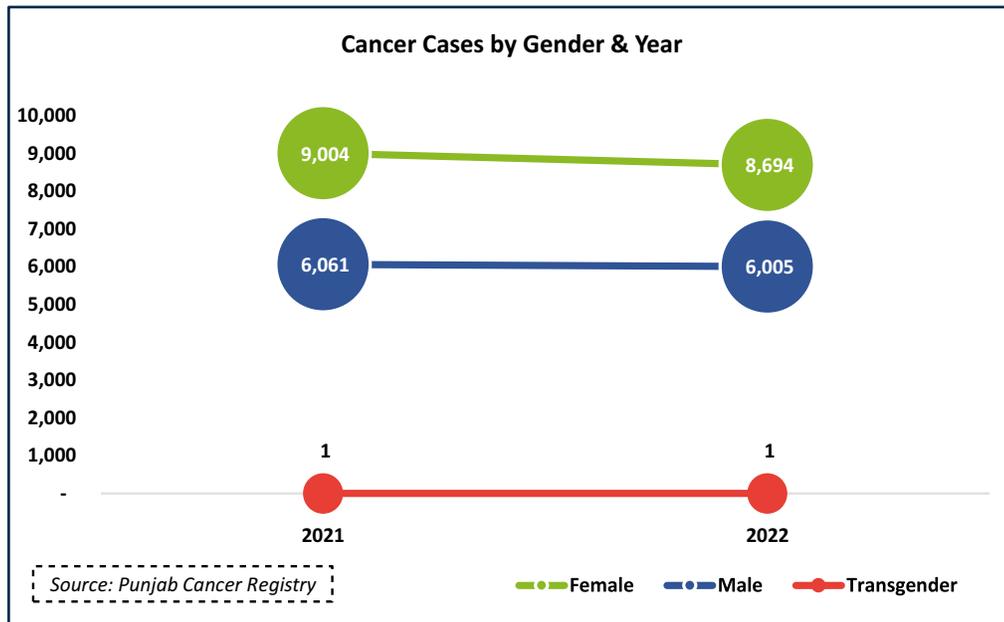


Figure 4.62

With respect to age, the highest number of reported cases for both genders was for those aged 40–59 years. Figure 4.63 shows the age and gender distribution of reported cases in Punjab in 2022.

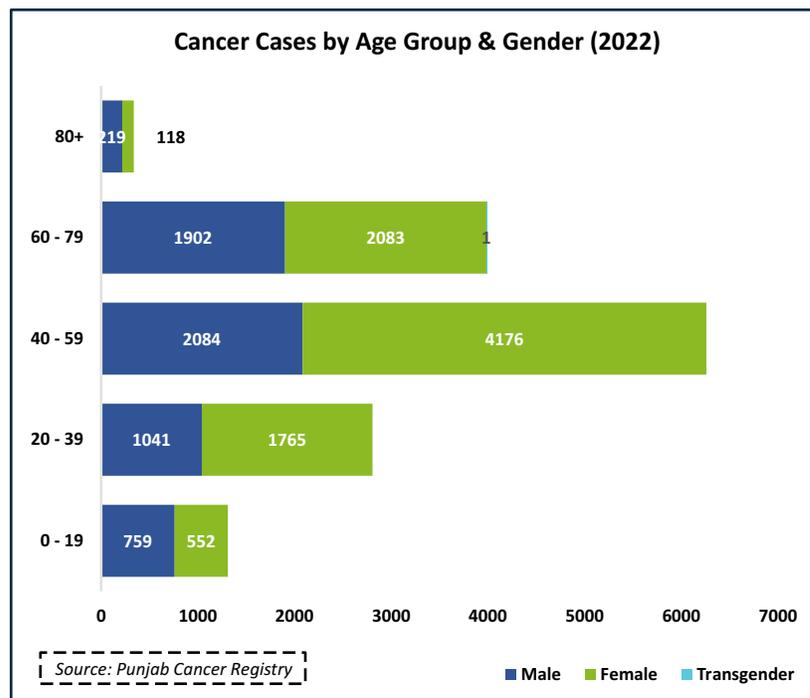


Figure 4.63

The district-wise analysis showed that the highest number of reported cancer cases in 2022 was in Lahore followed by Faisalabad and Sialkot. Following were the top six cancers found in both genders (females/males): Lip and Oral Cavity Cancer, Colon, Rectum, Anal Canal, and Anus Cancer, Non-Hodgkin Lymphoma, Brain Cancer, Liver and Intrahepatic Bile Duct Cancer, and Skin Cancer. Other than these, cancers of urinary bladder, prostate, kidney, and trachea, bronchus, and lung cancer were the highest reported cancers in males and breast, ovary, cervix uteri, and corpus uteri and uterus cancers were the highest reported cancers in females. Breast cancer was the highest reported cancer in females with 4,033 cases in 2022 compared to 4,164 cases in 2021. Lip and oral cavity cancer was the highest reported cancer in males with 436 cases compared to 424 cases in 2021. The figures 4.64 and 4.65 illustrate top ten cancer cases in 2022 in females and males, respectively.

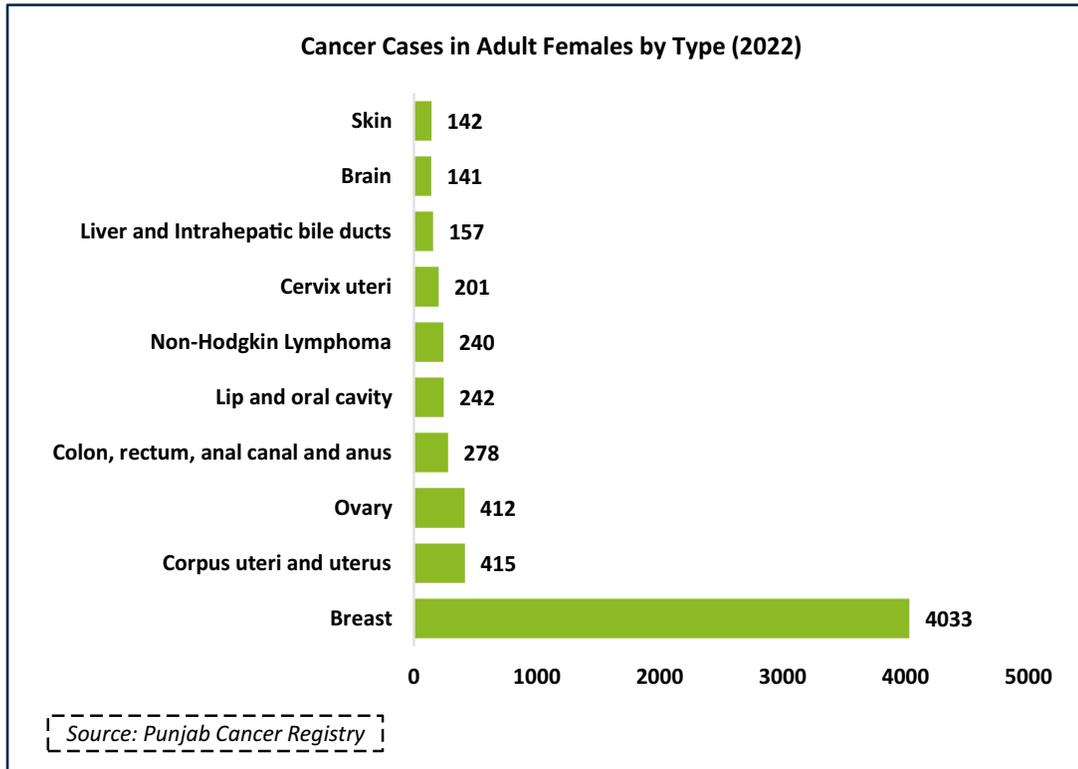


Figure 4.64

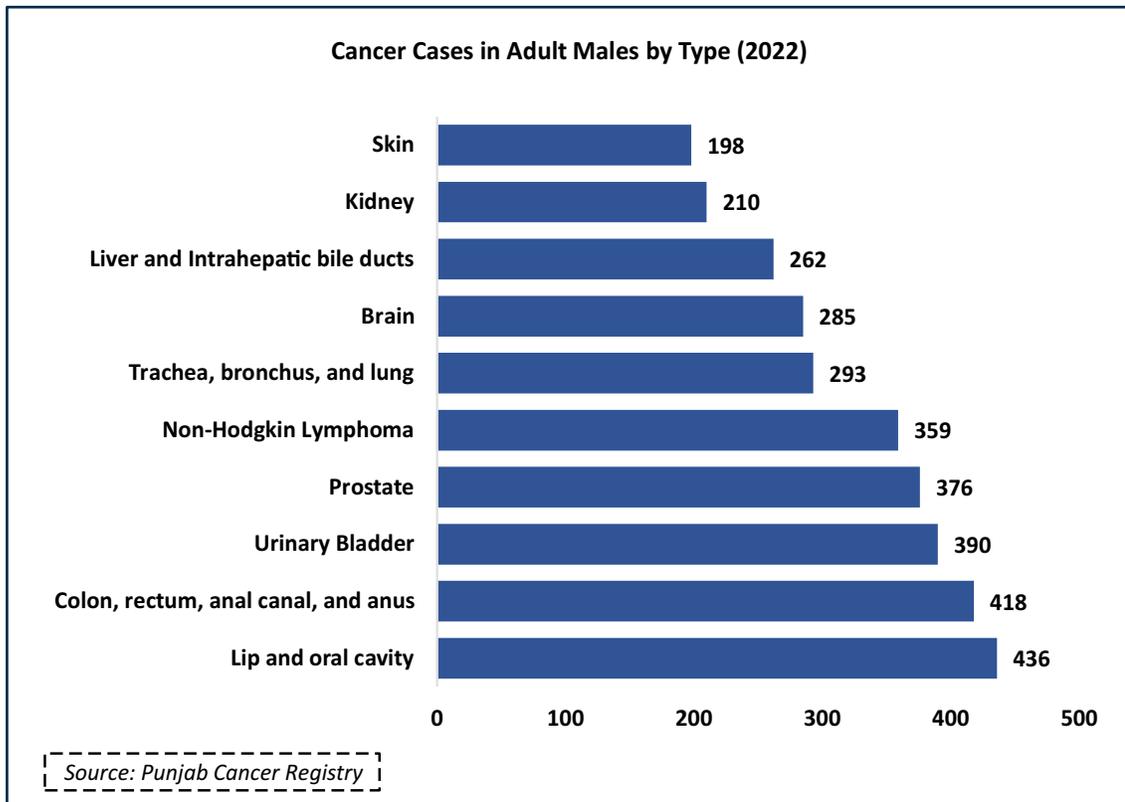


Figure 4.65

4.10 Conclusion

The analysis showed an incremental improvement in health parity within the region of Punjab. While it is promising to observe a slight overall enhancement in health parity, it is important to acknowledge that health inequities exist across various dimensions. The analysis revealed that despite progress, disparities persisted among different districts, healthcare facilities, and diseases. These variations underscore the need for targeted interventions that address specific challenges faced by individuals belonging to different districts and genders. It is evident that a comprehensive approach is required to ensure that health parity is achieved not only on a macro level but also at the grassroots level. Efforts should be directed towards the equitable distribution of healthcare resources, effective implementation of healthcare policies, and tailored strategies to address prevalent diseases. Collaborative endeavors between various stakeholders that are, governmental agencies, non-governmental organizations, and healthcare providers will be pivotal in narrowing the existing gaps. The ongoing monitoring and evaluation of healthcare initiatives are imperative to track progress and identify areas that require further attention. By acknowledging the existing disparities and striving to bridge these gaps, Punjab can move closer to the vision of providing equitable health opportunities for all its residents. While the course of health parity in Punjab is positive, the journey is far from complete. Sustained commitment, evidence-based interventions, and a holistic approach are paramount to realizing comprehensive health equity across districts, facilities, and in the treatment of various diseases. To build on the gains made in the province's health outcomes over the past few years and to develop equitable solutions for present problems that benefit the entire population regardless of gender, income, or other social determinants, international best practices must be embraced.

4.11 Recommendations

4.11.1 Policy recommendations

Incentivize female doctors and paramedical staff

- Incentivize female doctors to specialize ensuring that more women come forward as consultants in the health sector.
- Increase the number of female administrators and officers in hospitals, healthcare centres, population welfare offices, and in decision-making bodies related to healthcare policy and planning. This will not just lead to more female patients seeking healthcare but will also contribute to gender-sensitive policies in healthcare organizations.
- Provide female doctors, health practitioners, and paramedical staff with better opportunities and facilities, such as flexible work hours, telecommuting, on-site childcare and support, flexible paid time off, supportive work culture, and parental leave, so that they could better manage their work-family life and do not have to quit their profession.
- Eliminate barriers to work for female doctors to ensure that women who get admission in medical universities and colleges in Pakistan also transition to practice.

Research, Advocacy, Training, and Workshops to understand and resolve problems

- Health department to conduct research to understand why the number of LHWs, LHVs, LHSs, and Ayas declined and design policies to remedy the situation.
- Conduct training and workshops for lady health workers to better educate them in healthcare needs and mobilization techniques.
- Introduce mobilization and awareness campaigns related to safe sexual practices, and good hygiene

practices, to decrease the number of STIs/UTIs in females.

- Increase campaigns relating to mental health problems particularly for females, HIV/AIDS, breast cancer and TB to improve attitudes towards prevention, control and treatment.
- Develop gender and age specific awareness campaigns to inform males and females about health issues such as hepatitis, tuberculosis, and cancers while ensuring that these campaigns reach nearby rural women as well.

4.11.2 Procedural recommendations

Increase healthcare facilities and staff across Punjab

- Increase the number of healthcare facilities across Punjab in view of the recommended standards, for example, 1 Basic Health Unit per 10,000 population
- Increase the number of healthcare staff across Punjab, for example, WHO recommends 25 medical staff (physicians, nurses, and midwives) per 10,000 population
- Reduce disparities in the number of healthcare facilities across districts
- Avoid overburdening of healthcare facilities by maintaining the number of installed beds in such facilities keeping in view the recommended/sanctioned bed strength to ensure better healthcare standards

Make health systems more efficient by ending procedural delays

- Resolve delays and procedural problems in the registration process to ensure that all doctors are registered with Pakistan Medical and Dental Association (PMDC)
- The hiring of doctors and other medical staff should be done swiftly so that the empty seats are occupied promptly

Make health systems more inclusive by encouraging vulnerable genders

- Provision of healthcare services to transgender and other vulnerable communities to address their unique healthcare needs and challenges
- Encourage more members of the transgender community to enter the health sector as healthcare providers.
- Train healthcare practitioners and providers to be more sensitive to gender and age-specific healthcare needs (e.g. older men and women might have different health problems and needs) and societal norms.

Ensure vaccinations of pregnant women

- Take steps to ensure that pregnant women visit ANC centres at least once a month to seek guidance on child (fetal) health therefore countering the increase in premature births and neonatal deaths from 2021 to 2022.
- Ensure that pregnant women are vaccinated against tetanus toxoid by dismissing beliefs that tetanus toxoid immunization in pregnant women is only required in rural areas.

Ensure collection, analysis, and dissemination of disaggregated data

- Collect and analyze disaggregated data with respect to gender, age, education, and social organization (rural/urban) to address gender disparities in health and inform effective and efficient healthcare policies
- Use the disaggregated data to generate awareness among patients visiting the healthcare facilities



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EDUCATION

05

EDUCATION

KEY FINDINGS



According to the latest Punjab Child Labour Survey (2019-20), Punjab had approximately 36 million children and adolescents of which 79.3 percent were attending school. During this period, 80.7 percent of all boys and 77.7 percent of girls were reported to be in school.



Mother's education has a positive impact on girls' school attendance. In 2019-20, school attendance of girls went up from 72.9 percent to 97.8 percent as education of mother went from none/preschool to higher secondary.



In 2019-20, the percentage of school going children was higher in urban areas (90.1 percent) than it was in rural areas (82.2 percent).



As of 2019-20, children in Punjab between the ages of 5-17 have completed 3.3 years of schooling on average.



10.2 percent of children between the ages of 5-17 years never attended school as of 2019-20. Within this age bracket, 8.2 percent boys and 12.4 percent girls did not attend school.



In 2022, there were a total of 48,300 formal public schools in Punjab of which 47 percent were for boys and 53 percent were for girls.



In 2022, there were around 11.5 million students enrolled in public formal schools of Punjab. Out of these 49 percent were boys and 51 percent were girls.



Formal schools employed 343,755 teachers in 2022, registering a 4 percent decrease in the number of teachers since 2021.



In 2022, the HED reported to be managing 803 public high education institutes spread over 9 divisions of Punjab. These institutes enrolled a total of 693,927 students of which 39 percent were men and 61 percent were women.



In 2022, there were 32 public universities spread across 18 districts of Punjab. Of these 75 percent had male vice chancellors while 25 percent had female vice chancellors.



The number of missing facilities in schools increased from 2021 to 2022.



In 2022, Punjab had a PTR of 34. For each female teacher there were 31 female students and for every male teacher there were 38 male students.

INTRODUCTION

Education is the dissemination of knowledge to provide students with skills and values that promote a sustainable livelihood.¹³⁰ In doing so, it broadens the horizons of individuals and improves various aspects of their wellbeing such as health outcomes, labour force participation, and sense of safety and security. This translates to an improved quality of living, not just of the individual receiving education but also of the society they engage with.¹³¹

It is because of the role of education in fostering a well-functioning society that it has been declared a fundamental right by the Universal Declaration of Human Rights, a document safeguarding rights of individuals across the globe.¹³² In line with such international laws and the values that uphold the country, the constitution of the Islamic Republic of Pakistan affords the right to free education to all children between the ages of five and sixteen.¹³³ Hence, the importance of education can further be substantiated by the fact that it is mentioned in major charters of the world, including those of Pakistan.

Education is also highlighted in the SDGs identified by the United Nations. In 2015, all United Nations members committed to achieving SDGs by 2030 with the objective to improve lives, end poverty and safeguard the planet.¹³⁴ Goal 4 specifically focuses on providing quality education, a goal that advances all others as well. However, for the goal to meet its purpose, it is essential for institutions to provide quality education. This includes providing a safe environment for learning, proper education material, adequate infrastructure, and well-trained teachers. As of 2023, over 600 million children and adolescents across the world have not attained basic proficiency levels in reading and mathematics, even though 400 million amongst them are enrolled in school.¹³⁵ This stark gap between learning and enrolment rates highlights the need to maintain high quality standards for education and to not just focus on achieving high rates of enrolment at education institutes.

By being a signatory of the UN SDG Agenda, Pakistan signed up to provide quality education and to achieve gender equality in education by 2030. With ten years remaining to achieve the target, the country stands at 138 out of 146 in educational attainment as ranked by the global gender gap index.¹³⁶ 22.8 million children aged 5-16 are out of school in Pakistan, accounting for 44 percent of children in that age bracket. Of the remaining that attend school, the boy to girl enrolment ratio favours boys, reflecting gender disparity in the education system.¹³⁷

In Punjab, 10.2 percent of children between the ages of 5-17 years never attended school as of 2019-20. Within this age bracket, 8.2 percent boys and 12.4 percent girls did not attend school, reflecting unequal access to education for boys and girls. Similarly, of the approximately 36 million children and adolescent who attended school, 80.7 percent were boys and 77.7 percent were girls.¹³⁸

Adhering to its commitment to enhance education in the province, the Government of Punjab allocated Rs 54.3 billion towards the sector during fiscal year 2021-2022. This included building upon 110 on-going projects and developing 405 new projects. Efforts were also made to improve the quality of education in existing schools, build new schools, digitize learning methods, and train teachers. Overall, the Government of Punjab allocated Rs 35.5 billion towards school education, Rs 15.1 billion to higher education, Rs 0.8 billion to special education and the remaining Rs 2.9 billion for literacy and non-formal education.¹³⁹

Elaborating on the above discussion, the following chapter presents a detailed analysis on gender parity in the public education sector of Punjab.

130 (McKeown & Hopkins, 2017)

131 (United Nations, 2020)

132 (UNESCO, 2023)

133 (The Constitution of Islamic Republic of Pakistan, 1982)

134 (United Nations, 2023)

135 (UNICEF, 2023)

136 (World Economic Forum, 2023)

137 (UNICEF, 2023)

138 (Punjab Child Labour Survey Report 2019-2020, 2023)

139 (Government of Pakistan Finance Division, 2022)

Organization of Analysis



I. National Educational Profile



II. Punjab's Educational Profile

- a. School Attendance by Gender, Age, Education of Mother, Education of Household Head, Wealth Index Quintile, Area of Residence, Years of Schooling
- b. Out of School Children



III. Access to Education

- a. Infrastructure & Enrolment in Formal Schools under PESRP
- b. Enrolment in Formal, Non-Formal, Special Education, Vocational and Higher Education Institutes
- c. Basic Facilities in Schools



IV. Quality of Education

- a. Teacher Availability
- b. Effective Transition Rates (ETR)
- c. Survival Rate
- d. Pupil-Teacher Ratio (PTR)
- e. Learning Levels

5.1 National Profile

The constitution of Pakistan affords the right to free education to all children between the age of five to sixteen.¹⁴⁰ By law this requires the state to provide all citizens with 10-11 years of schooling. However, according to the Human Development Report 2021-22, the expected years of schooling for a child in Pakistan are 8.7 and the average years of schooling are 4.5. A gender-wise prediction showed that in 2021, the expected years of schooling for boys were 9.2 years while that for girls were 8.1 years. Similarly, boys had on average 5 years of schooling while girls had 3.9 years.¹⁴¹ Overall, Pakistan holds the second-highest number of out of school children in the world with approximately 22.8 million children aged 5-16 out-of-school.¹⁴²

These deficiencies in the education system of Pakistan can be attributed to many reasons such as lack of resources to devote towards the sector, irregular instruction in education institutes and limited awareness amongst the populace about the benefits of education. In 2022, only 1.77 percent of the country's Gross Domestic Product (GDP) was allocated towards education, amounting to approximately PKR 988 billion.¹⁴³ Within this budget the Government of Pakistan is trying to achieve goal 4 of the SDGs by working towards equitable quality education, enhancing infrastructure and capacity building of teachers. It is also encouraging STEM education and taking steps to adopt distance learning to make education more accessible.¹⁴⁴

However, sustained efforts are needed to improve the education sector of Pakistan. This includes focusing on the curriculum, reforming the examination system to test student progress, train teachers to deliver quality instruction and compensate them with fair pay to attract best talent towards this field. Investing in education is akin to investing in the future of the country, as it transforms young minds into thoughtful and skilled adults who can contribute to the economy.

¹⁴⁰ (The Constitution of Islamic Republic of Pakistan, 1982)

¹⁴¹ (United Nations Development Programme, 2022)

¹⁴² (UNICEF, 2023)

¹⁴³ (ASER Pakistan, 2022)

¹⁴⁴ (Government of Pakistan Finance Division, 2022)



Pakistan Education Profile

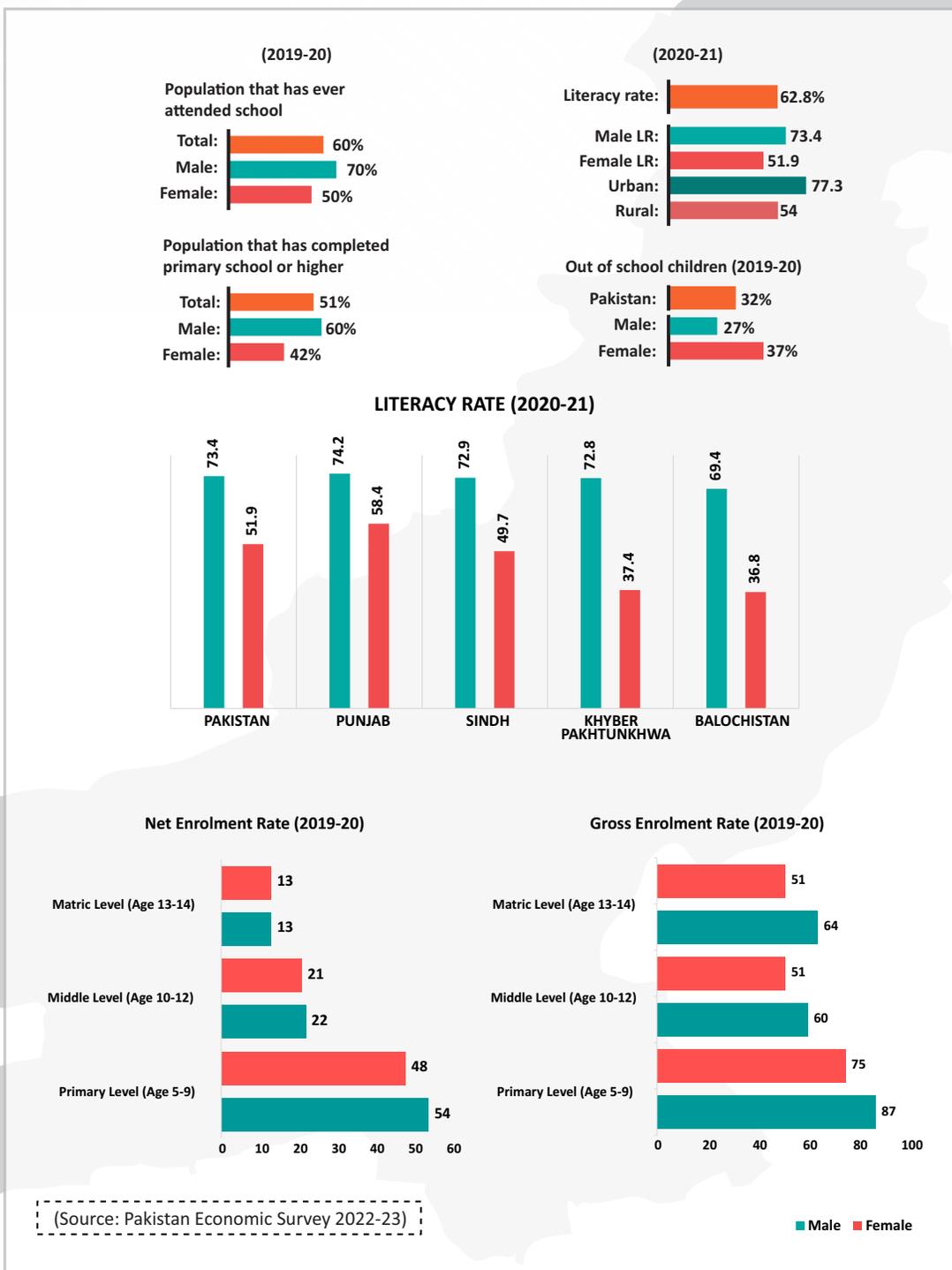


Figure 5.1

5.2 Punjab's Public Educational Profile

In Punjab, the public education sector is divided into five levels, namely, Katchi (pre-school), primary, middle, secondary, and higher secondary.¹⁴⁵ They fall under two major categories; namely formal education and non-formal education (NFE). Formal education consists of school education that goes up from Katchi/ pre-school to grade 12, formal Technical, Vocational Education and Training (TVET) and special education. Non-Formal Education (NFE) comprises of Literacy & NFBE department and includes BECS schools as well. Additionally, NFE includes NCHD-based Non-Formal Feeder Schools (NFFS) which offer basic education to children between 5-7 years of age and serve as feeding units for neighbouring formal schools.

It is pertinent to mention that Punjab's Literacy & NFBE department is also managing Alternative & Accelerated Learning Programme (ALPs) for children who had missed their early school years and face difficulties studying in formal schools. It is a condensed learning model that offers a primary education cycle in 30 months and is equivalent to formal primary education for children 8 years of age and older.

Punjab Public School System							
Official Age	Grade	Formal Education			Non-Formal Education		
16 15	12 11	Higher Secondary Level Two Streams: Academic or Technical					
14 13	10 9	Secondary Level Two Streams: Arts or Sciences	Special Education	Formal TVET	ALP (8-14 Years)		
12 11 10	8 7 6	Middle Level					
9 8	5 4				NFBES (5-9 Years)	BECS (5-9 Years)	
7 6 5	3 2 1	Primary Education			NFFS (5-7 Years)		NCHD (5-7 Years)
4		Katchi (Pre-School)			Katchi	Katchi	

Source: Punjab Education Sector Plan 2019- 2024

Figure 5.2

According to the Labour Force Survey 2020-21, the male literacy rate in Punjab was 74.2 percent while the literacy rate for females was 58.4 percent. An area-wise analysis shows that the male literacy rate was higher than the female literacy rate, both in rural and urban areas and that overall literacy rates were higher in urban areas. It was observed that the male literacy rate was 69 percent in rural areas and 82.5 percent in urban areas while the female literacy rate was 48.9 percent in rural areas and 74.3 percent in urban areas.

Similar trends were seen in the adult literacy rate reported in PSLM 2019-20, such that the adult literacy rate in rural areas (53 percent) was much lower than the rate in urban areas (74 percent). The gender gap in adult literacy rate was also notable with the adult male literacy rate being higher than the female adult literacy rate both in rural and urban areas. Lastly, the male and female net enrolment rate was reported to be 56 percent from 2019-20. A detailed analysis of the literacy rates and net enrolment rate can be found in PGPR 2021.

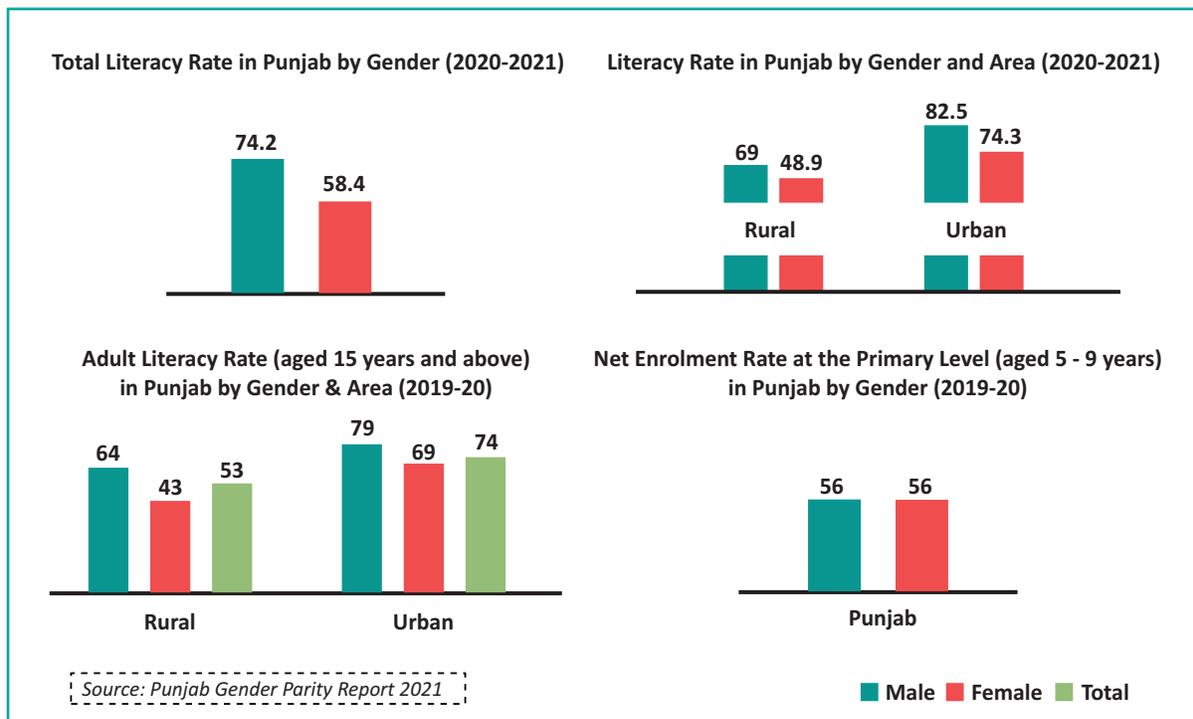


Figure 5.3

The following section analyses data from the Punjab Child Labour Survey 2019-20, including the latest information available on the indicators considered.¹⁴⁶ In the data specified, the total number of boys and girls does not account for transgender children and therefore does not accurately represent the total number of children.¹⁴⁷ However, it is instrumental in drawing inferences and studying the trend of educational attainment amongst children in Punjab.

According to the Punjab Child Labour Survey 2019-20, a child’s school attendance is directly proportional to education of their mother, education of the household head and household wealth.

5.2.1 School Attendance by Gender

Punjab had approximately 36 million children and adolescents between 5-17 years of age, of which 79.3 percent were attending school. Further, 80.7 percent of all boys and 77.7 percent of girls were reported to be in school.

Table 5.1

Children and Adolescents Aged 5-17 Years Currently Attending School by Gender									
Age	Total Number of Children and Adolescents	Overall		Total Number of Boys	Boys		Total Number of Girls	Girls	
		Number	Percentage		Number	Percentage		Number	Percentage
5-14 Years	28,677,746	24,250,289	84.6	14,938,330	12,867,354	86.1	13,736,191	11,380,644	82.8
5-17 Years	35,818,724	28,394,289	79.3	18,614,105	15,027,676	80.7	17,201,394	13,364,322	77.7

Source: Punjab Child Labour Survey 2019-20

5.2.2 School Attendance by Age

An age-wise analysis shows that the percentage of school-going children/adolescents decreased as the age of the child/adolescent increased. This was true for both boys and girls, as they approached 17 years of age, attendance dropped from 79.3 percent and 75.8 percent to 51.6 percent and 50.7 percent respectively. Overall, gender-wise analysis showed that school attendance for boys was slightly better than that for girls of all ages.

146 Published in 2023

147 The missing records account for seven individuals from the unweighted survey responses, which when weighted represent 2,251 children.

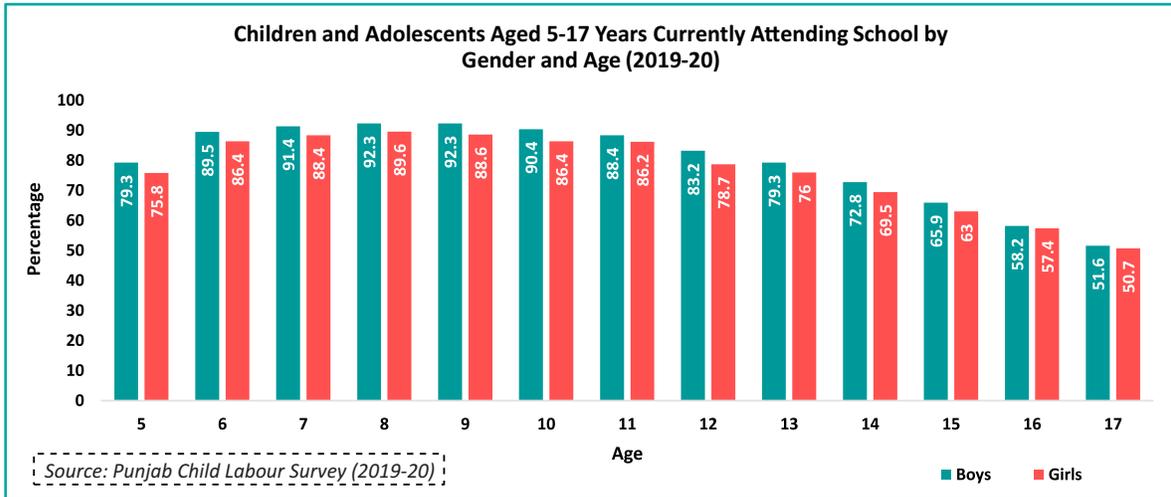


Figure 5.4

5.2.3 School Attendance by Education of Mother

In Pakistan, mothers are the primary caregivers in most cases. Investing in the education of girls and women, not only enhances their quality of life but also provides academic support to generations to come. Studies have shown that educated mothers spend more time with their children engaged in educational activities and encourage other family members to guide the child with schoolwork as well. These efforts in turn result in higher test scores for children with educated mothers.¹⁴⁸

Additionally, as shown by the results of the PCLS 2019-20, educating girls and women has a ripple effect as it results in a greater likelihood of their daughters attending school.¹⁴⁹ Overall, 76.9 percent of children whose mothers were not educated went to school. This percentage increased as the level of mother's education went up, such that 96.9 percent of the children whose mothers had received higher education went to school. It is also worth noting that a mother's education has a positive impact on girls attending school. School attendance of girls went up from 72.9 percent to 97.8 percent as education of mother went from none/pre-school to higher secondary.

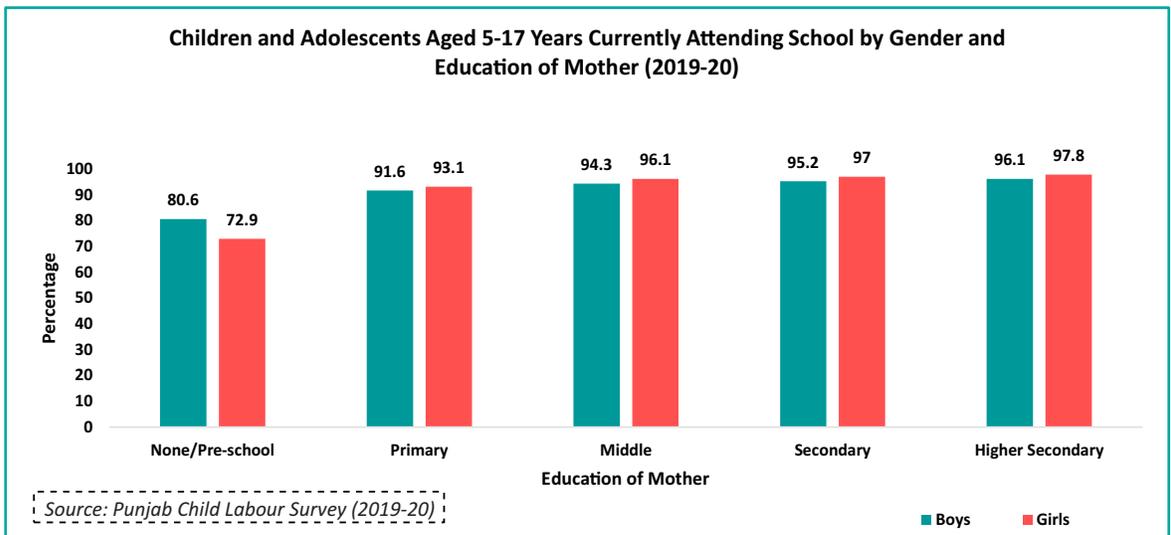


Figure 5.5

148 (Andrabi, Das, & Khwaja, 2012)

149 The education of the mothers omits the categories of "non-formal education" and "don't know/other". Details regarding the implication of this omission can be found in PCLS 2019-20.

5.2.4 School Attendance by Education of Household Head

It was observed that the higher the education of the household head, the higher are the chances of the child in the house to be attending school.¹⁵⁰ Additionally, higher education of the household head also leads to a reduction in the gender gap in education attainment.

In cases where the household head had no/pre-school education, the percentage of boys attending school was 78 and that of girls was 71.1. However, as the household head's level of education increased, the gap between boys' and girls' education attainment decreased from 6.9 percent points to 1.2 points. This suggests the importance of education as a tool to foster a more equitable society.

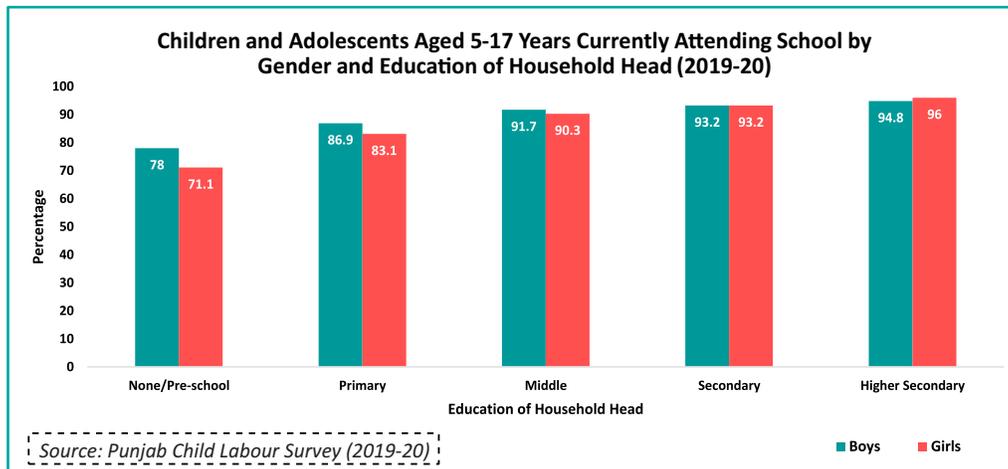


Figure 5.6

5.2.5 School Attendance by Wealth Index Quintile

It was observed that the higher the child's household wealth, the higher are the chances of them attending school. This was true for both boys and girls such that of all children belonging to rich households, 94.4 percent of boys and 96.1 percent girls went to school. On the other hand, a sharp contrast in education attendance of boys and girls was seen for children belonging to poor households.

While 73.5 percent boys belonging to poor households attended school, the percentage fell drastically for girls as only 59 percent girls from poor households attended school. This points to the importance of creating awareness about the benefits of education amongst households falling in the poor wealth category and removing any barriers to education for their children.

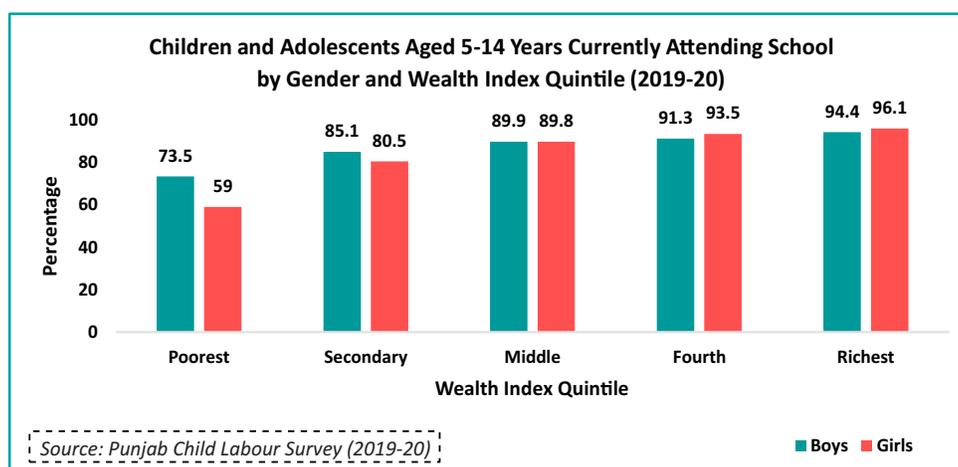


Figure 5.7

¹⁵⁰ The education of the household head omits the categories of "non-formal education" and "don't know/other". Details regarding the implication of this omission can be found in PCLS 2019-20.

5.2.6 School Attendance by Area of Residence

The percentage of school-going children was higher in urban areas than it was in rural areas. 90.1 percent of children residing in urban areas attended school while 82.2 percent of those residing in rural areas attended school. Of children belonging to rural areas, 84.8 percent were boys and 79.3 percent were girls. However, the percentage of school attendance was higher in urban areas, where 89.2 percent boys and 91.0 percent girls went to school. While the trend for school attendance is the same for boys across areas of residence, the gender gap is larger for girls such that girls in urban areas are more likely to attend school than girls in rural areas.

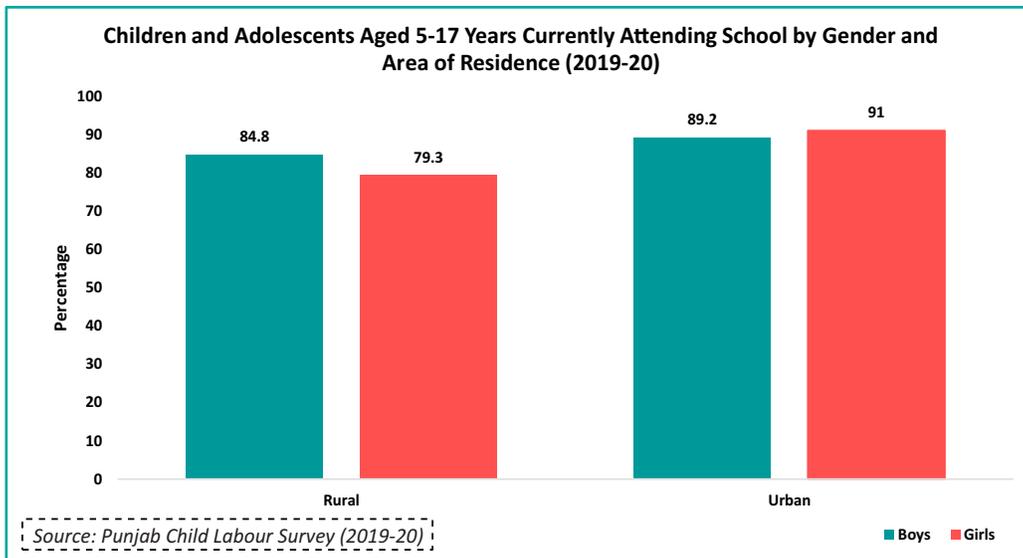


Figure 5.8

5.2.7 School Attendance by Years of Schooling

Of children and adolescents in Punjab, children between the ages of 5-17 have completed 3.3 years of schooling on average. In urban areas, the average years of schooling were 3.8, 3.7 years for boys and 3.9 years for girls. In contrast, the average years of schooling were 3 years in rural areas, 3.1 years for boys and 3 years for girls.

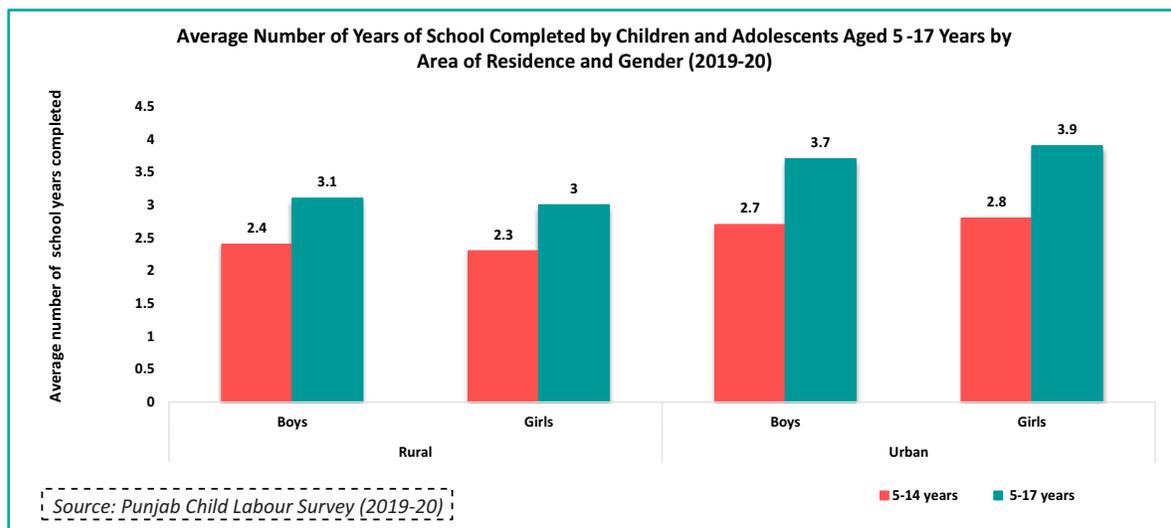


Figure 5.9

A grade-wise distribution of data showed that 32.4 percent of children and adolescents between the ages of 5-17 had either not attended school or only attained pre-school education. 34.9 percent had completed 1-4 years of schooling, 8.3 percent had completed primary education, 16.7 percent till middle, 5.8 till secondary and 1.7 till higher secondary.

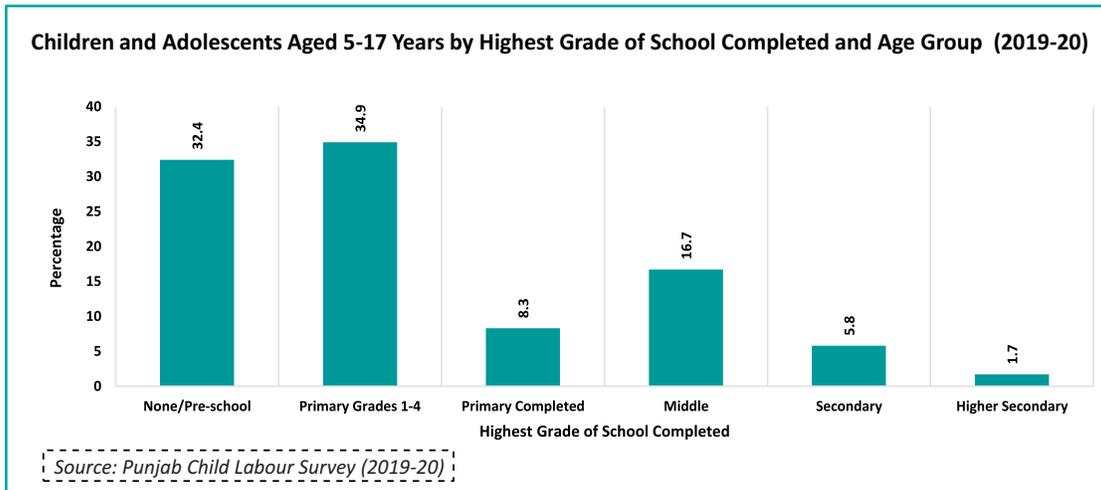


Figure 5.10

Further, 62.4 percent of boys and 60.4 percent girls aged 5-9 years either did not attend school or had completed pre-school. 37.1 percent boys and 39.1 percent girls received education till the primary level and 0.3 percent boys and girls completed primary education. Lastly, 0.1 percent boys and girls reached middle level from that age bracket.

Boys and girls aged 10-14 years completed approximately the same level of schooling for each category except for two. 9 percent boys did not attend school or reached only pre-school, compared with 12.9 percent girls. On the other hand, 47.5 percent boys and 42 percent girls received education till the primary level.

Lastly, data collected on adolescents between 15-17 years of age shows that 9.8 percent boys and 15.9 percent girls did not attend school or attained pre-school education. Additionally, 6.8 percent boys and 9.6 percent girls completed education till higher secondary level.

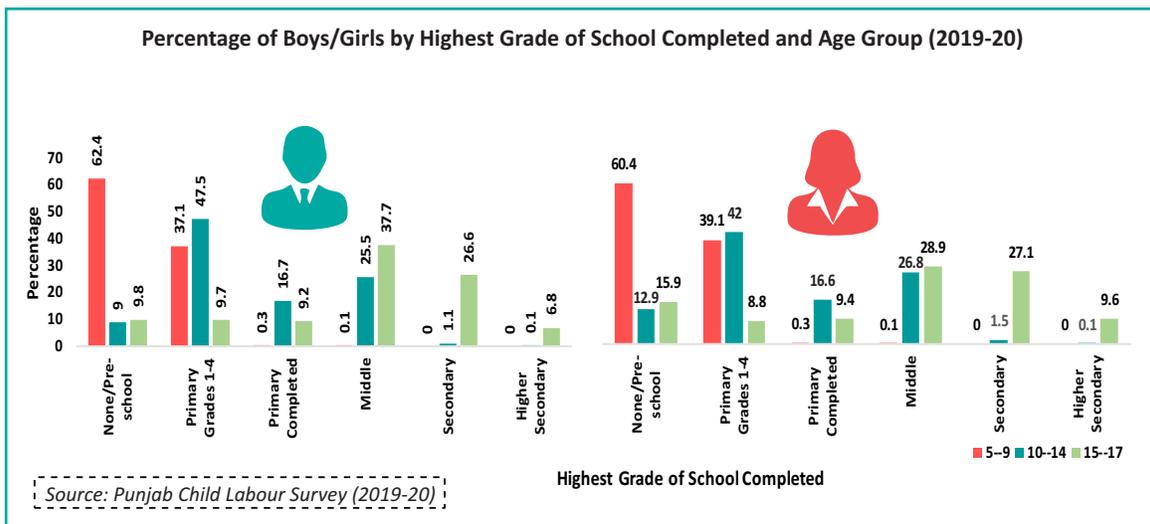


Figure 5.11

5.2.8 Out of School Children

In the following analysis, out of school children are categorized as those children who never attended school. Of the total children between the ages of 5-17 years, 10.2 percent never attended school. Within this age bracket, 8.2 percent boys and 12.4 percent girls did not attend school.

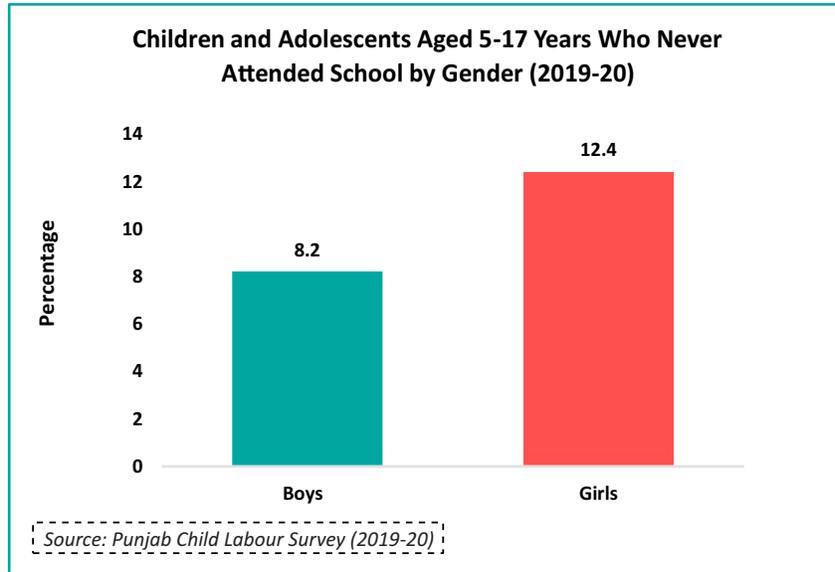


Figure 5.12

An age-wise analysis shows that 21.9 percent of children aged 5 years never attended school. Primary schooling in Punjab starts at the age of 5. Focusing on increasing induction of children aged 5 and decreasing the number of out of school children of this age, will help improve enrolment levels in the province.

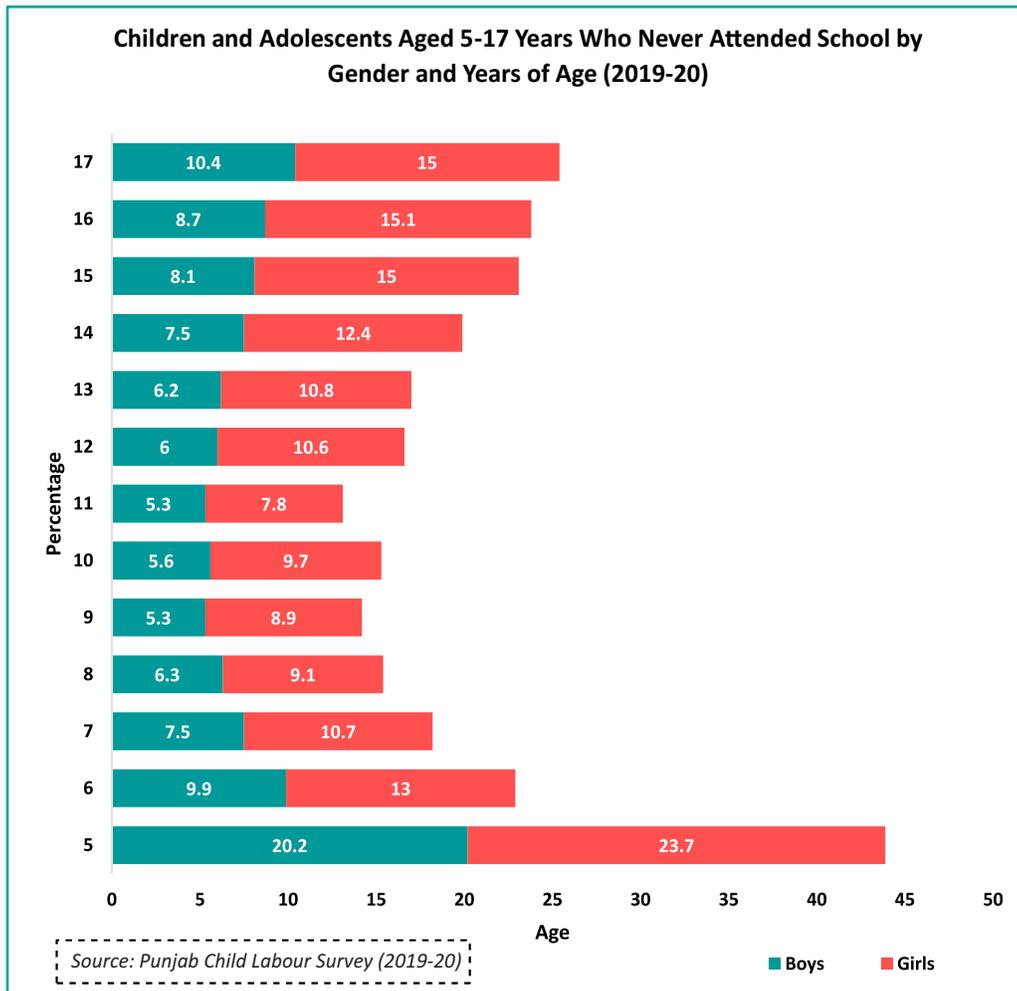


Figure 5.13

Both in urban and rural areas, the percentage of children attending school went down as the number of hours spent on household chores increased. Amongst children aged 5-17 years, girls who were reported not to be attending school were more likely to be doing household chores than boys.

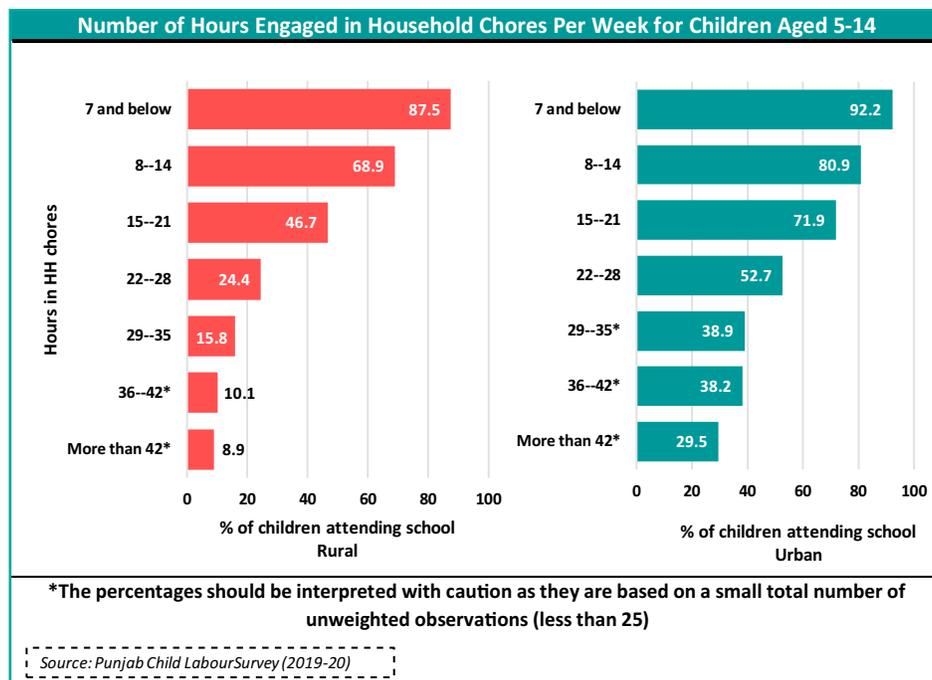


Figure 5.14

5.3 Access to Education

Pakistan along with other UN member states committed to the UN SDGs to promote the wellbeing of individuals across the globe. Goal 4 of the SDGs focuses on quality education, with a breakdown of the goal into actionable targets and indicators provided on the official UN website dedicated to the SDGs.¹⁵¹

The subsequent section analyses gender parity in access to education in Punjab by studying data received from the educational institutes mentioned in figure 5.15. A detailed discussion is presented on key education indicators on themes such as enrolment, quality, teacher availability and facilities.

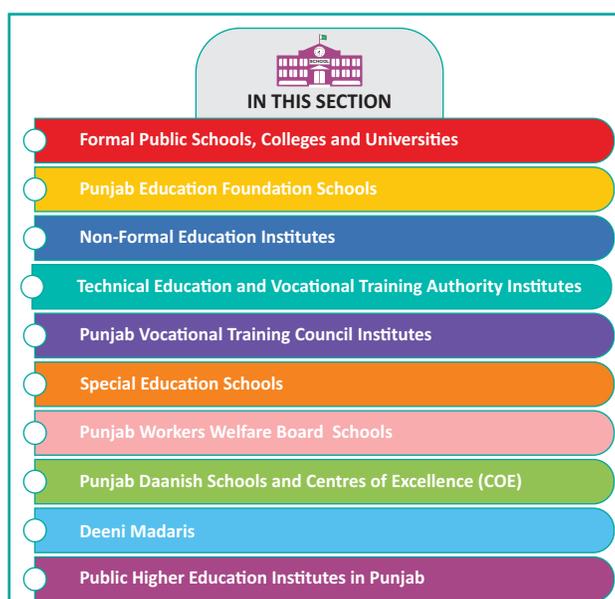


Figure 5.15

5.3.1 Formal Public Schools

Formal education is a form of teaching that is based on a structured and intentional approach.¹⁵² It often begins at the primary level of schooling and sometimes includes skill-based training as well. Based on a pre-planned curriculum, it tests students' progress through assessments. Owing to its rigorous and institutional outlook, it is usually recognized by both public and private organizations.¹⁵³ The following section analyses data received from public schools falling under the Punjab Education Sector Reform Programme (PESRP).

In 2022, there were a total of 48,300 formal public schools in Punjab of which 47 percent were for boys and 53 percent were for girls.

In 2022, the number of primary schools increased by 0.4 percent from 32,157 in 2021 to 32,295 in 2022. In contrast with the previous years, the number of primary schools for boys increased by 1 percent in this period while the number of schools for girls fell by 0.1 percent.

The number of middle schools decreased by 0.2 percent whereby schools for boys increased by 0.1 percent and those for girls decreased by 0.3 percent. This reflected a major shift since 2021 when schools for boys and girls declined by 17 percent and 11 percent, respectively.

Secondary schools for boys decreased by 0.2 percent and those for girls increased by 0.8 percent.

Lastly, the number of higher secondary schools increased by 2 percent from 776 in 2021 to 793 in 2022. There were 10 more higher secondary schools than the previous year for boys and 7 more for girls. This was a consistent trend in the last two years when the number of higher secondary schools increased. Overall, there were more schools available for girls than there were for boys at each level of schooling except secondary.

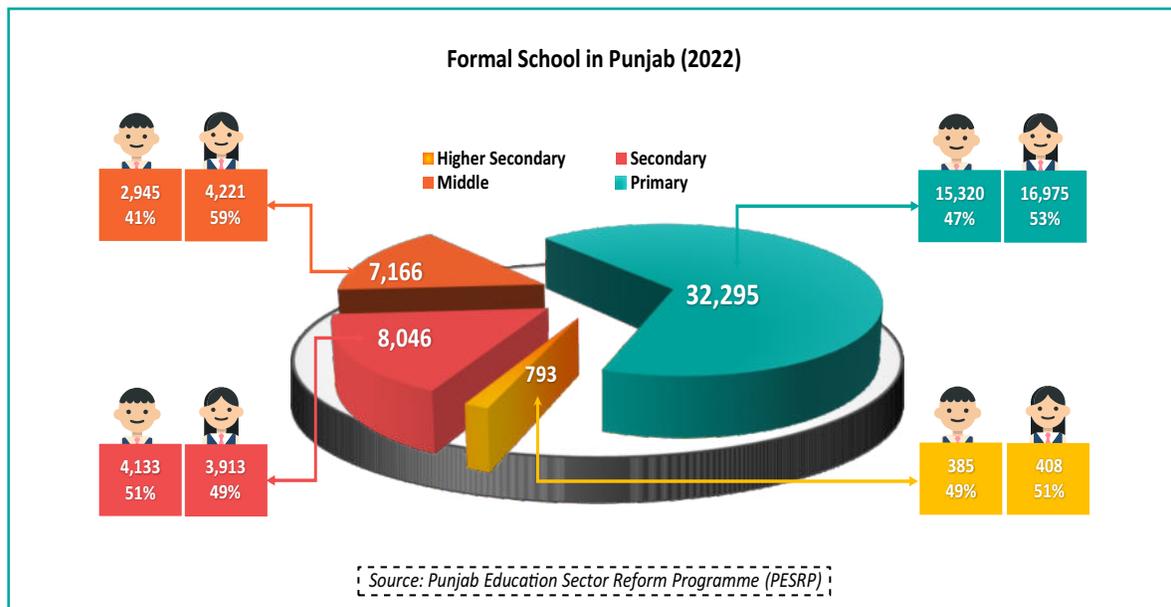


Figure 5.16

Further, a district wise analysis of schools by level shows that Rahim Yar Khan had the highest number of primary schools for girls while Nankana Sahib had the least number. Sialkot had the highest number of primary schools for girls as a proportion of total schools i.e., 71 percent while Khushab had the lowest i.e., 39 percent.

Jhelum had the highest proportion of middle schools for girls i.e., 66 percent of total schools while Khushab had the lowest i.e., 36 percent. In absolute terms, Faisalabad had the highest number of middle schools for girls i.e., 277 while Rajanpur had the lowest i.e., 32. (Figure 5.17)

152 (UNESCO, 2023)
153 (Council of Europe, 2023)

Formal Schools under Punjab Education Sector Reform Program (2022)				
District	Primary		Middle	
	Female	Male	Female	Male
Attock	399	372	105	74
Bahawalnagar	775	780	194	131
Bahawalpur	550	636	150	102
Bhakkar	494	427	106	90
Chakwal	349	315	98	66
Chiniot	285	223	61	43
DG Khan	536	764	73	96
Faisalabad	510	670	277	153
Gujranwala	579	384	175	98
Gujrat	572	302	106	73
Hafizabad	281	259	64	44
Jhang	741	378	75	78
Jhelum	314	179	73	37
Kasur	464	450	115	81
Khanewal	426	222	198	135
Khushab	268	425	38	67
Lahore	242	278	120	65
Layyah	469	623	136	93
Lodhran	312	187	74	63
Mandi Bahauddin	270	205	68	43
Mianwali	549	363	71	82
Multan	544	342	109	76
Muzaffargarh	680	700	88	96
Nankana Sahib	216	322	74	55
Narowal	523	228	81	61
Okara	435	478	155	79
Pakpattan	268	322	86	52
Rahim Yar Khan	1064	1020	170	144
Rajanpur	338	447	32	43
Rawalpindi	647	409	143	93
Sahiwal	302	352	127	82
Sargodha	638	561	172	116
Sheikhupura	314	441	133	80
Sialkot	860	343	161	83
TT Singh	325	413	154	82
Vehari	436	500	159	89

Source: Punjab Education Sector Reform Programme (PESRP)

Figure 5.17

In 2022, Sialkot had the highest proportion of secondary schools for girls which accounted for 60 percent of all secondary schools in the district. On the other hand, Rajanpur had the lowest proportion i.e., 34 percent. Additionally, TT Singh had the highest proportion of higher secondary schools for girls i.e., 71 percent while Muzaffargarh had the lowest proportion i.e., 31 percent. (Figure 5.18)

Formal Schools under Punjab Education Sector Reform Program (2022)				
Row Labels	Secondary		Higher Secondary	
	Female	Male	Female	Male
Attock	106	133	10	12
Bahawalnagar	111	121	10	8
Bahawalpur	91	107	15	13
Bhakkar	50	84	6	6
Chakwal	142	146	12	13
Chiniot	31	47	4	3
DG Khan	55	90	7	10
Faisalabad	302	233	39	28
Gujranwala	164	140	9	11
Gujrat	164	155	14	13
Hafizabad	32	40	7	7
Jhang	87	113	9	11
Jhelum	90	94	7	5
Kasur	112	121	7	8
Khanewal	105	130	17	14
Khushab	69	78	6	8
Lahore	208	173	20	11
Layyah	92	90	4	6
Lodhran	46	64	8	6
Mandi Bahauddin	94	82	10	6
Mianwali	59	95	5	9
Multan	78	135	12	20
Muzaffargarh	69	110	5	11
Nankana Sahib	53	55	5	4
Narowal	99	84	8	13
Okara	109	141	7	7
Pakpattan	43	76	5	6
Rahim Yar Khan	120	184	13	11
Rajanpur	28	54	5	8
Rawalpindi	240	228	22	26
Sahiwal	133	127	21	14
Sargodha	209	181	22	21
Sheikhupura	83	85	11	7
Sialkot	184	124	22	11
TTSingh	147	107	12	5
Vehari	108	106	12	13

Source: Punjab Education Sector Reform Programme (PESRP)

Figure 5.18

5.3.1.1 Enrolment in Formal Schools

In 2022, approximately 11.5 million students were enrolled in public formal schools of Punjab, of which 49 percent were boys and 51 percent were girls. The highest number of girls' enrolment was observed in secondary level, followed by primary, middle, and then higher secondary. The same trend was observed in boys' enrolment. A high dropout rate is generally observed from primary to middle school which is why the enrolment for middle school was low. However, students are enrolled back in the school system at secondary level, an occurrence reflected by the figure below as well.

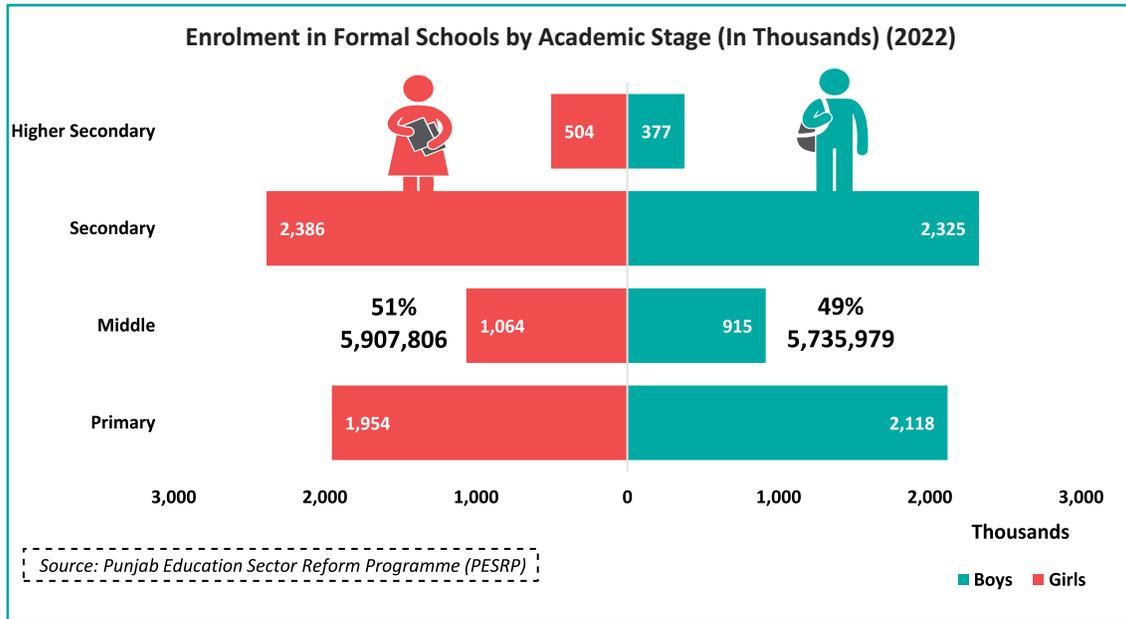


Figure 5.19

A district wise analysis shows that 19 out of 36 districts had a higher number of girls enrolled than boys while 17 districts had a higher number of boys enrolled than girls. Okara achieved gender parity in this regard by having an equal number of boys and girls enrolled in schools.

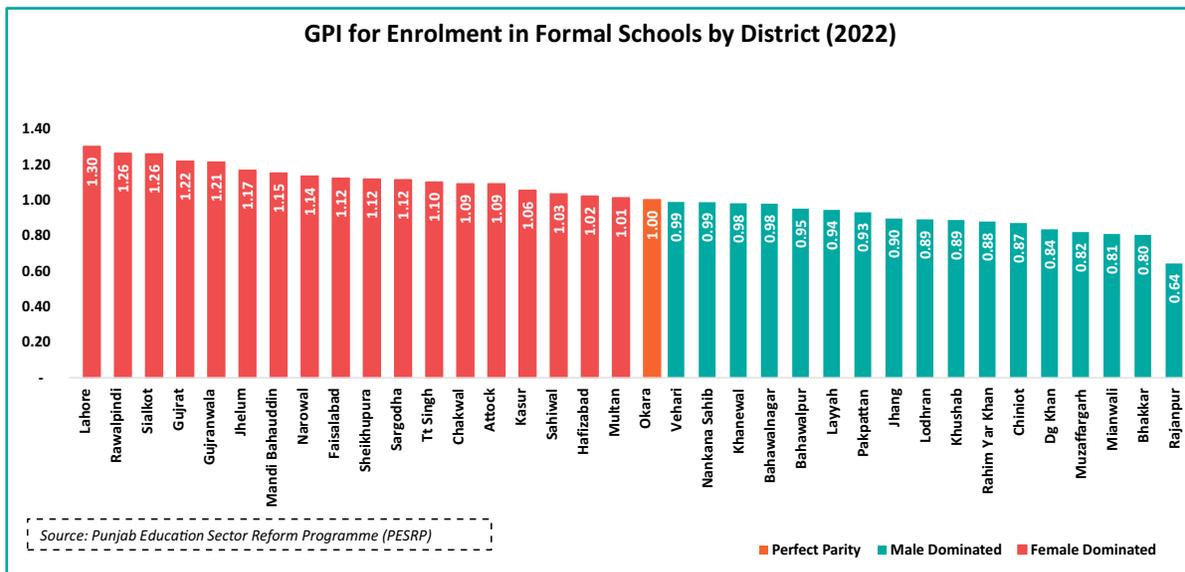


Figure 5.20

5.3.2 Punjab Education Foundation Schools

The Punjab Education Foundation (PEF) was established under the Punjab Education Foundation Act of 1991 and then restructured under the Punjab Education Foundation Act-XII of 2004.¹⁵⁴ In 2022, PEF was operating 7,389 schools across all districts of Punjab.

5.3.2.1 Enrolment in PEF Schools

Enrolment of students at PEF schools stood at 2,567,875 in 2022, registering a negligible 2 percent decrease since 2021 when enrolment was at 2,618,856. Further, of the total number of students, 52 percent were boys, and 48 percent were girls. Both Faisalabad and Multan achieved gender parity in student enrolment while Rajanpur scored the lowest amongst all districts with a GPI of 0.68.

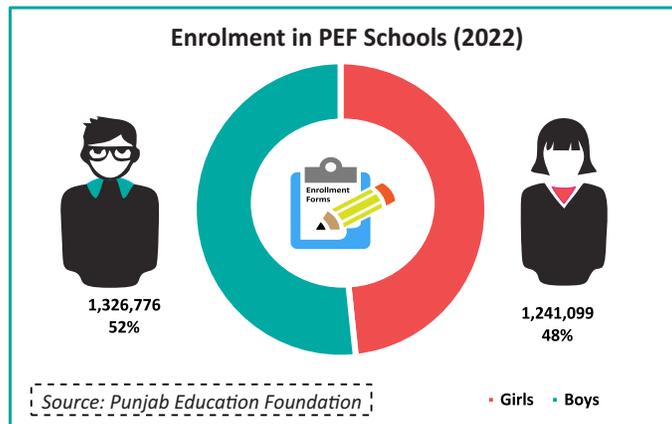


Figure 5.21

5.3.3 Literacy and Non-Formal Basic Education Institutes

Non-Formal education (NFE) is a flexible method of teaching that operates outside of the formal education system. It provides children, adolescents and adults with basic literacy instruction and training on vocational skills through short courses, workshops, and seminars. Often housed in rooms and courtyards of private homes, each school is run by a single teacher who educates his/her students and prepares them for a transition to the formal education system.¹⁵⁵

Non-formal education institutes (NFEI) in Punjab are categorized as Non-Formal Basic Education Schools (NFBES), Non-Formal Feeder Schools (NFFS), Basic Education Community Schools (BECS) and schools under National Commission for Human Development (NCHD). Previously, schools under NCHD and BECS were operating at the federal level. In 2022, the Council of Common Interests decided for all schools, students, and teachers within these departments to be transferred from Ministry of Federal Education and Professional Training to their respective districts.¹⁵⁶

Schools under all the above categories provide education to children who were previously out of school.¹⁵⁷ NFFS were established under the "Taleem Sab Kay Liye" to provide education from nursery to class 3, NFBES and BECS provide education till class 5 and NCHD provide education to adults and children from the ages of 5 to 7.^{158 159} A detailed analysis of the status of gender parity at these institutes is provided in the following section.

154 (Punjab Education Foundation, 2023)

155 (Punjab Education Sector Plan, 2019)

156 (Government of Sindh, 2020)

157 (Punjab Social Protection Authority, 2023)

158 (Punjab Education Foundation, 2023)

159 (National Commission for Human Development, 2023)

5.3.3.1 Enrolment in Non-Formal Basic Education Schools

In 2022, there were 581,716 students enrolled in NFEIs. Of these 47 percent were boys and 53 percent were girls.

A district wise analysis shows that of all 36 districts, Bhakkar had the highest percentage of girls enrolled in NFEIs i.e., 56 percent of total student body while Rahim Yar Khan had the highest enrolment of girls i.e., 17,610. Rawalpindi and Attock scored a GPI of 0.98 and were close to achieving gender parity, while all other districts had a score greater than 1, indicating that the number of girls enrolled in NFEIs was greater than the number of boys.

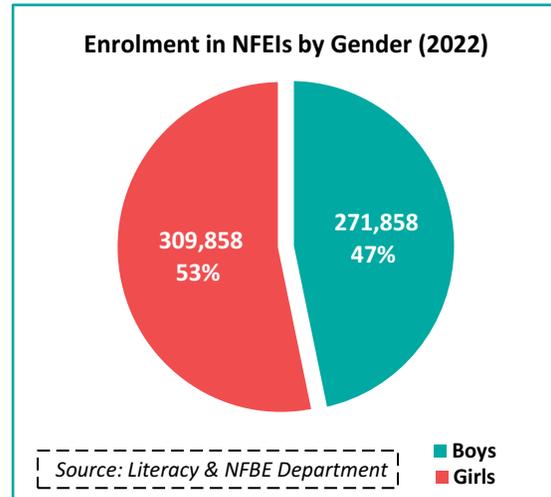


Figure 5.22

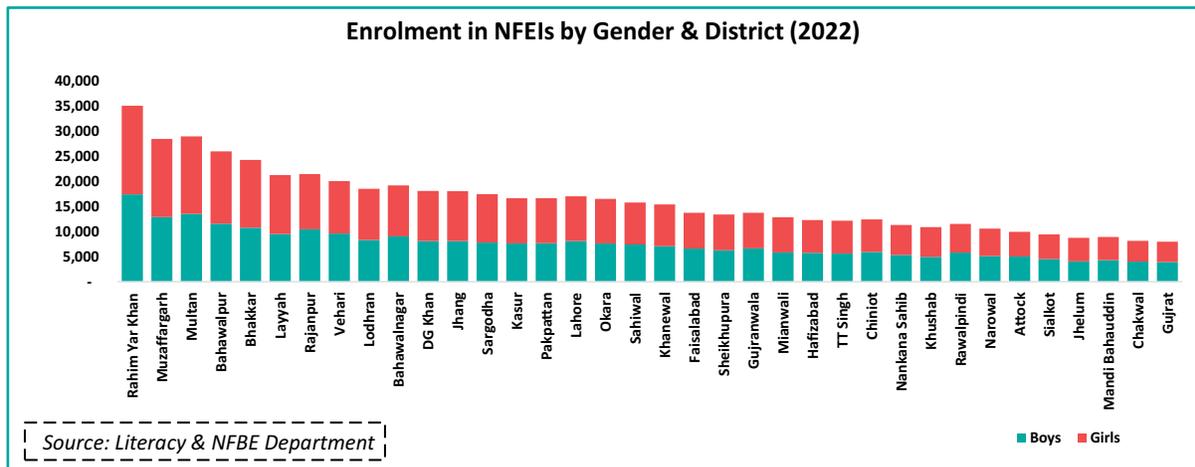


Figure 5.23

5.3.4 Adult Literacy Centres in Jails

In 2022, there were a total of 126 Adult Literacy Centres (ALCs) in Jails, providing education to 2,734 learners. Despite there being 885 female prisoners in Punjab jails, 100 percent of the learners at ALCs in jails were male. This reflects the need to engage female prisoners in learning, by first understanding the barriers to their education and then introducing interventions to eliminate them. Further, of the 36 districts, Lahore had the highest number of ALCs in Jails i.e., 15 catering to 398 learners.

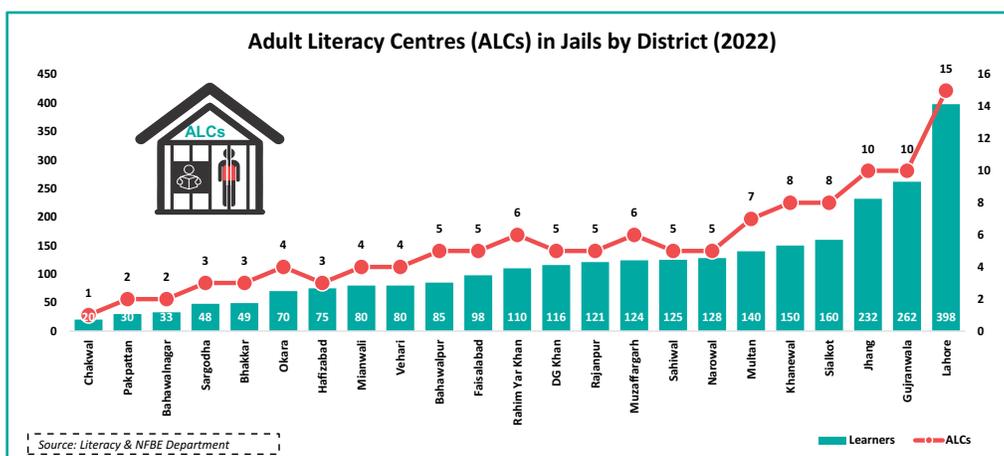


Figure 5.24

5.3.5 Technical Education and Vocational Training Authority (TEVTA)

In 2022, there were 401 TEVTA institutes spread across 36 districts of Punjab. Of these 224 were for men and 177 were for women. Lahore had the highest number of institutes for women i.e., 17 while Hafizabad and Chiniot had the lowest i.e., 2. Pakpattan did not have any institutes for women. Additionally, of all districts, Lahore also had the highest proportion of institutions for women such that 63 percent of total institutions were catering to them. Baring Pakpattan, Gujranwala had the lowest proportion with 29 percent of total institutions catering to women.

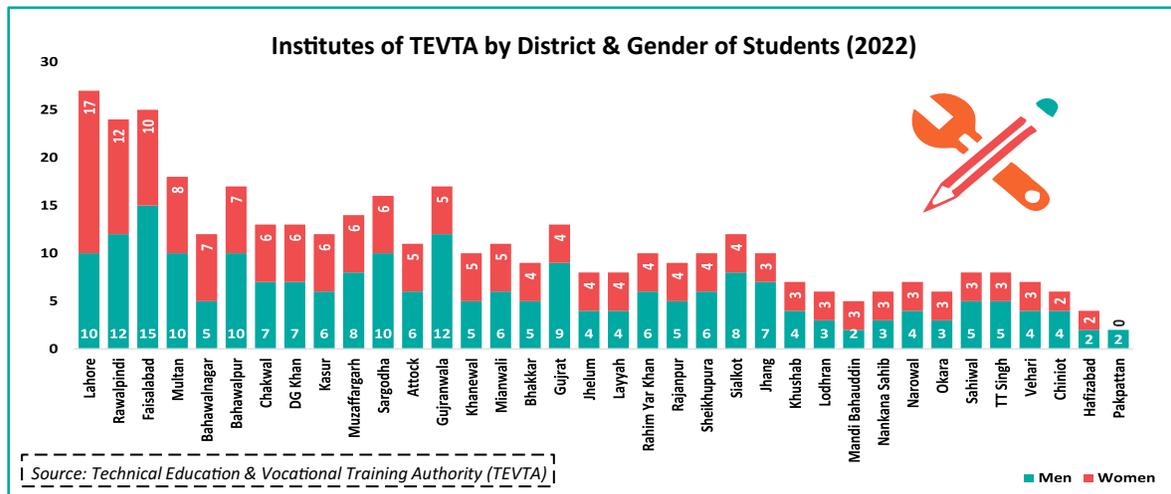


Figure 5.25

5.3.5.1 Enrolment in TEVTA Institutes

In 2022, there were 43,310 students enrolled in TEVTA institutes with almost 50 percent male and female students. Since 2021, there was a 13 percent increase in total enrolments, an 11 percent increase in the number of male students and 15 percent increase in the number of female students.

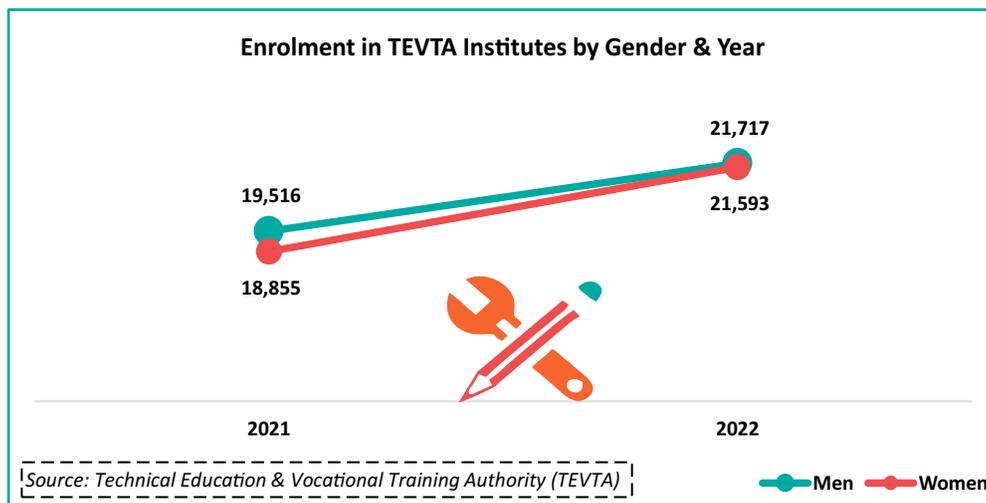


Figure 5.26

From all districts of Punjab, Lahore had the highest number of female students i.e., 2,353. Owing to the lack of institutes for women Pakpattan had 0 female students, followed by Layyah which had the lowest enrolment for women i.e., 77. 19 districts had more male students than female, while 16 had more female students than male. Toba Tek Singh achieved gender parity in this regard by having an equal number of male and female students.

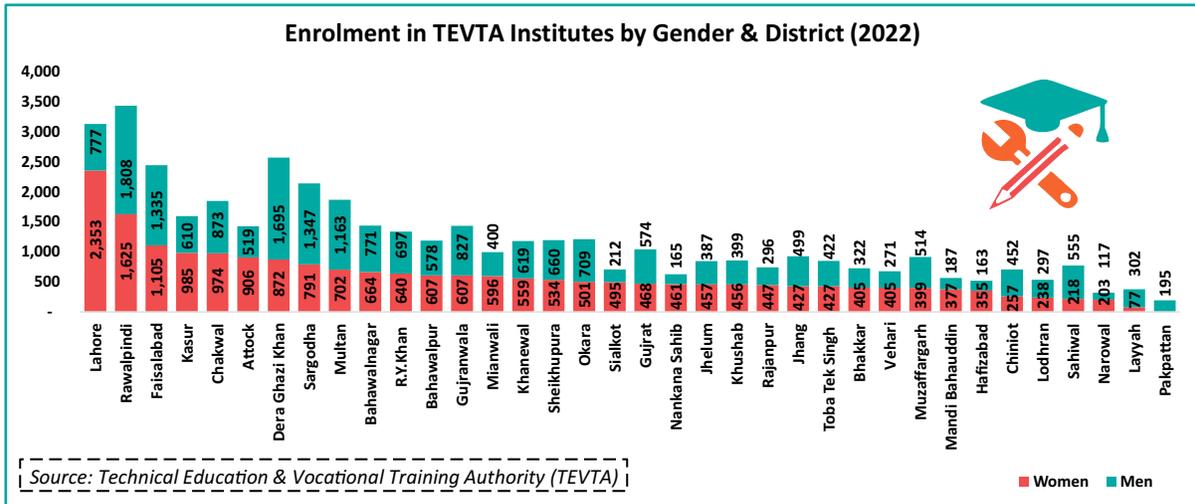


Figure 5.27

An analysis of enrolment by gender and trade shows that training on Automotive & Agriculture Machinery, Mechanical & Manufacturing and Wood Working & Furniture Making were only attended by men. On the other hand, Arts/ Crafts & Decoration and Ceramics had women participants only. Hospitality & Services, Secretarial and Textile/Garments training were dominated by females while Civil/Construction and Electrical & Electronics/ Telecom training had mostly male participants. The data presents an example of the care-technical divide that exists when men and women decide their careers whereby men tend to opt for technical fields and women favour caregiving fields.¹⁶⁰

However, of the 11,395 participants who attended the IT/Computer training, 42 percent were women and 58 percent were men, reflecting support for women to join STEM fields and interest from participants as well.

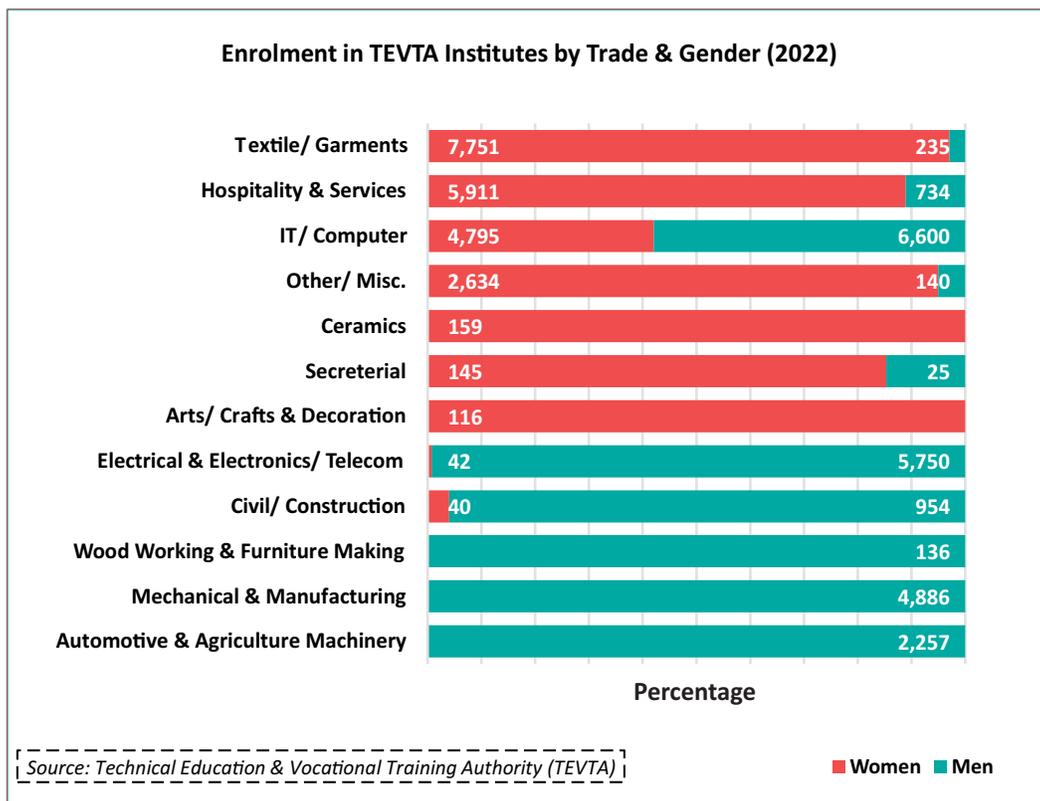


Figure 5.28

160 (UNESCO International Institute for Higher Education in Latin America and the Caribbean, 2021)

5.3.6 Punjab Vocational Training Council (PVTC)

The Punjab Vocational Training Council (PVTC) was established in 1998 with a vision to utilize technology to train youth and enable them to enter the national and international workforce. It is the largest vocational training provider in Pakistan with its Vocational Training Institutes (VTI) spread across all districts of Punjab.¹⁶¹

In 2022, there were 128 VTIs in Punjab, with Lahore having the highest number of VTIs i.e., 12 and Chiniot having the lowest number i.e., 1. The average number of VTIs in a district was 3.

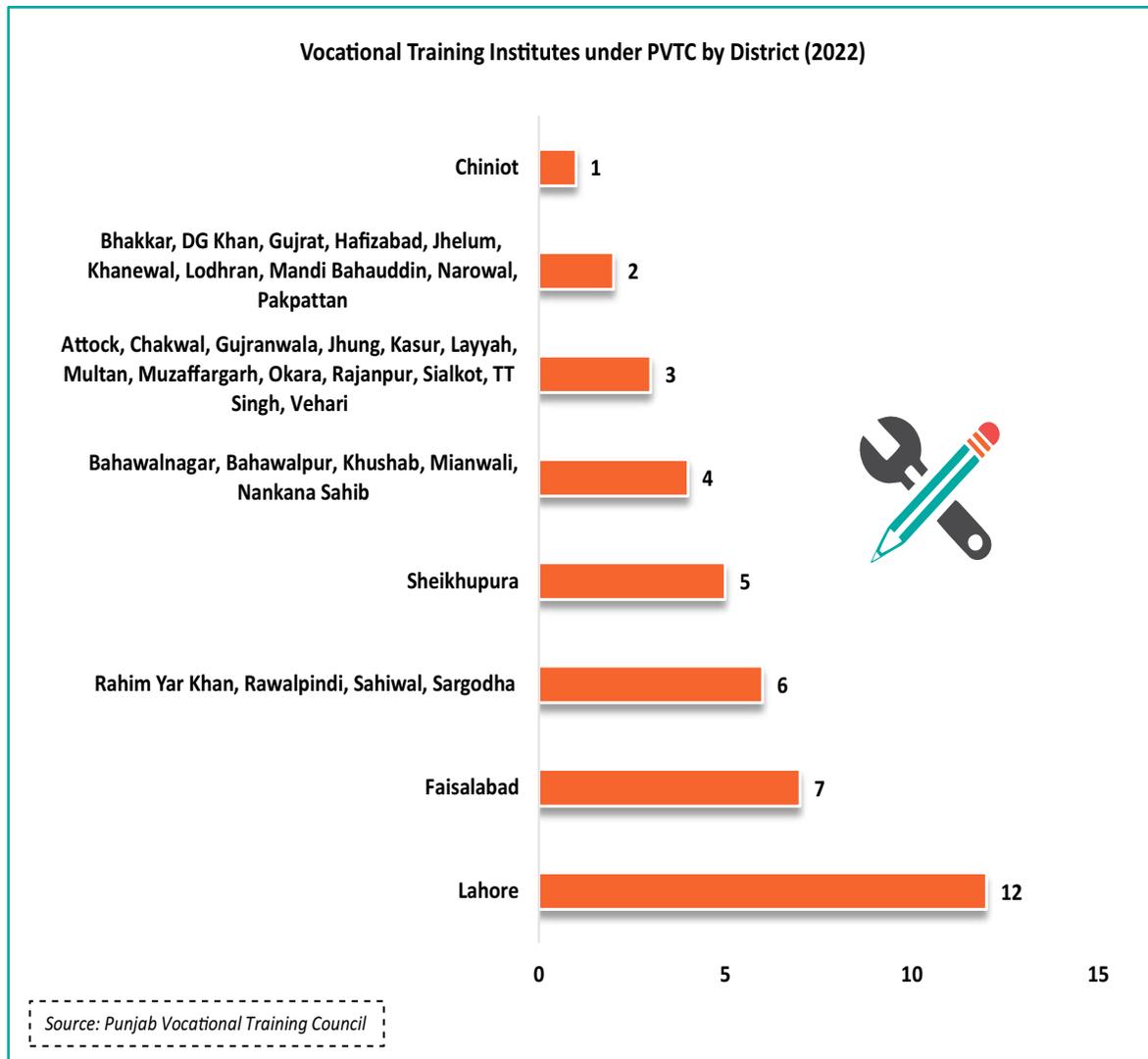


Figure 5.29

5.3.6.1 Enrolment in PVTC institutes

In 2022, there were 37,735 enrolled in PVTC institutes out of which 48 percent were men and 52 percent were women. Of the 36 districts with VTIs, Lahore had the highest number of students enrolled since it had the most VTIs. The district had 1,480 men and 1,494 women enrolled in classes thus ensuring that the classes were open for both men and women equally. This trend was followed by most districts, where the number of men and women enrolled was similar except for Jhelum (GPI: 2.31), Attock (GPI: 2.17), Chiniot (GPI: 2.15), Khushab (GPI: 2.06) where the number of women enrolled was significantly more than the number of men and in Sialkot (GPI: 0.63) and Narowal (GPI: 0.61) where the number of men enrolled was much more than the number of women.

161 (Punjab Vocational Training Council, 2023)

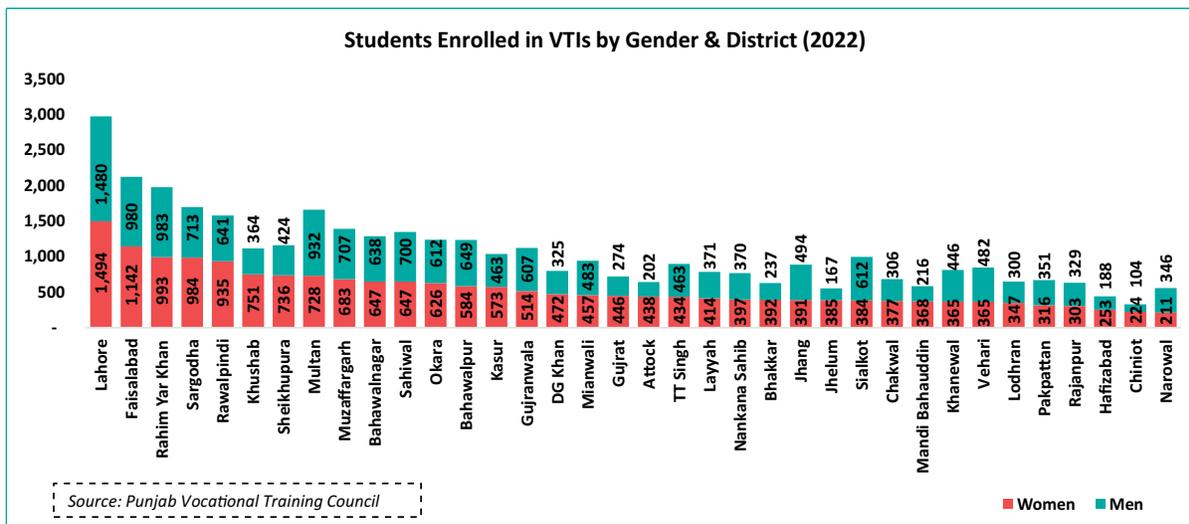


Figure 5.30

Lahore had the highest number of women participants who passed i.e., 1,113 and Narowal had the lowest (134). However, Lodhran performed well by having the highest passing rate in Punjab, with 96 percent of the women participants passing. Gujranwala had the lowest passing rate (45 percent) and was the only district that stood below the 50 percent mark. In all other districts at least 50 percent of the women participants passed, while the average passing rate for Punjab was 77 percent.

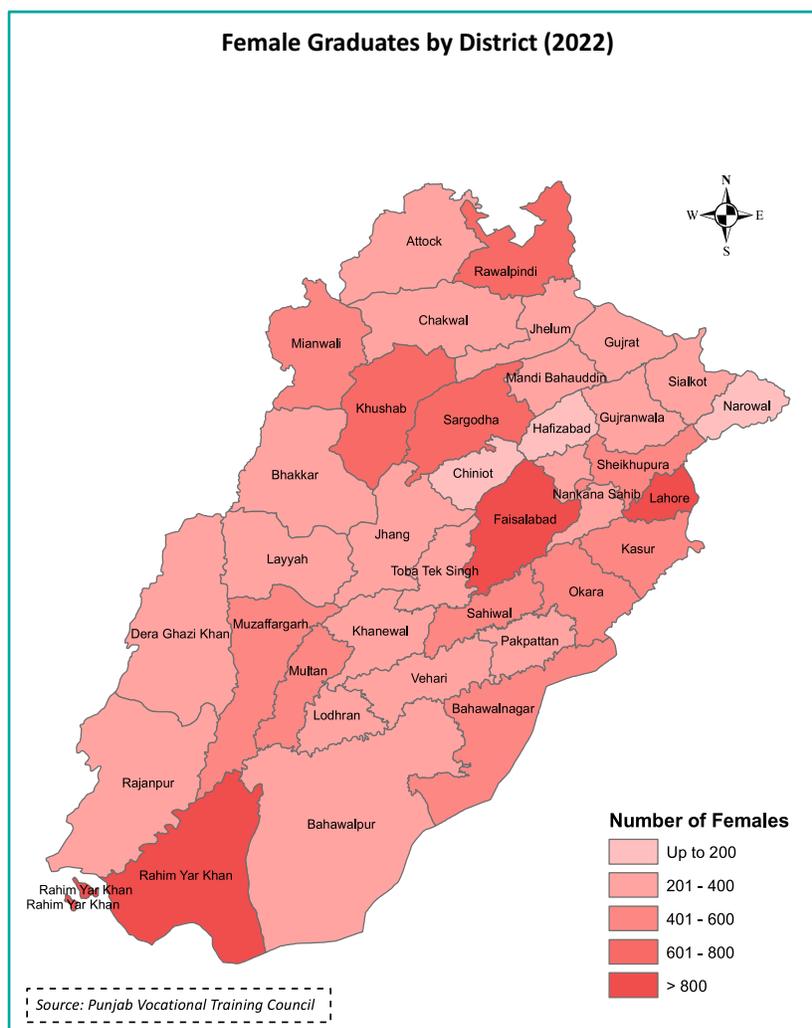


Figure 5.31

Further, for the sake of analysis, the trainings provided by PVTC have been divided in seven categories. Import / Export Procedure & Documentation, Industrial Stitching, Clinical & Medicine, MEP / HVAC Repair & Service, Domestic Tailoring / Embroidery, Information Technology (IT), Beautician / Dress Making and others.

In 2022, there were 3 trainings on Import/Export Procedure & Documentation which were attended by 72 men and 40 women. 15 Industrial Stitching trainings were conducted including instruction on weaving and garment stitching. These trainings were attended by 48 men and 303 women. Similarly, 50 Clinical & Medicine trainings were conducted which trained 1,003 men and 715 women for roles of clinical assistants, dental surgery assistants and/or dental surgery technicians. MEP / HVAC Repair & Service trainings provided technical skills allowing participants to act as mechanics, technicians, fillers, and welders. In the 337 trainings that were conducted there were 9,141 male and 21 female participants, statistics reflecting gender segregation in terms of roles of men and women in the workforce. Further, 345 trainings were conducted on Information Technology (IT) which were attended by 7,298 men and 5,514 women.

On the flip side, the training courses which fall under Domestic Tailoring/Embroidery and Beautician / Dress Making were highly female dominated. In the 172 trainings on Domestic Tailoring/Embroidery there were 23 male and 2,916 female participants. Similarly, in the 347 Beautician /Dress Making trainings there were 35 male and 10,225 female students. Lastly, in the "others" category fall trainings on agriculture, livestock management, cooking, and veterinary services. In the 15 trainings under this category, there were 339 male and 42 female students.

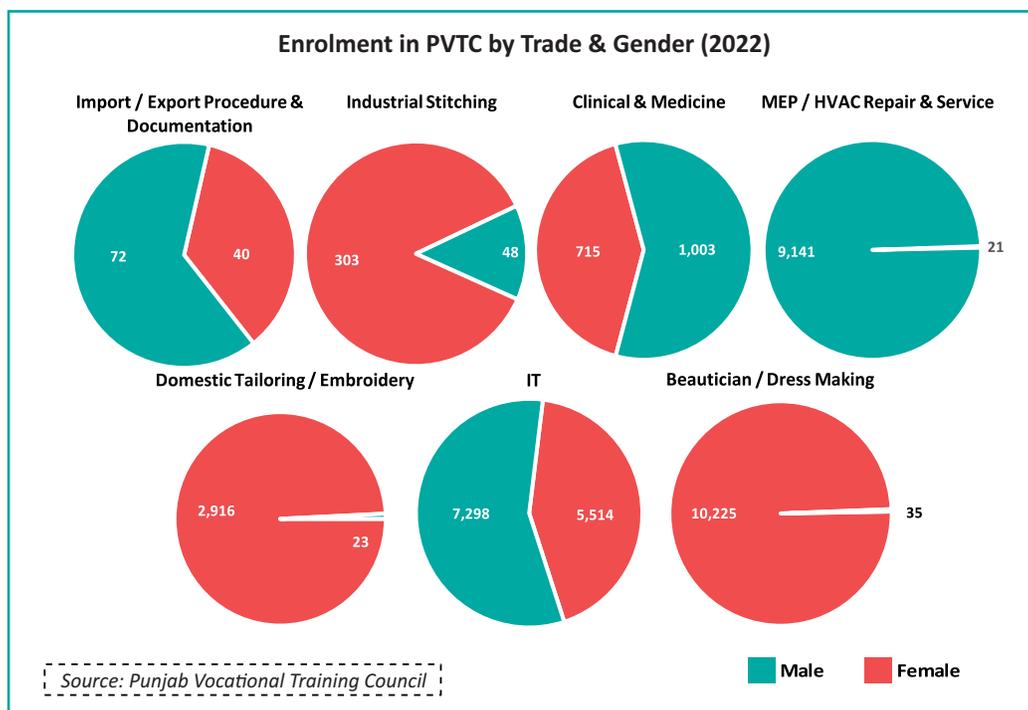


Figure 5.32

5.3.7 Special Education Department

The special education department was established in 2003 to provide free and compulsory education for all children in Punjab with special needs. This education aims to enable students to become self-sufficient and to improve their quality to life.¹⁶²

In 2022, there were 303 Special Education schools, out of which 90 percent provided co-education, 5 percent were for boys and 5 percent were for girls. 123 of these schools provided education till primary level, 99 went up to middle, 64 to secondary and 7 till higher secondary. Similarly, there were 7 degree colleges and 3 training colleges.

162 (Special Education Department, 2023)

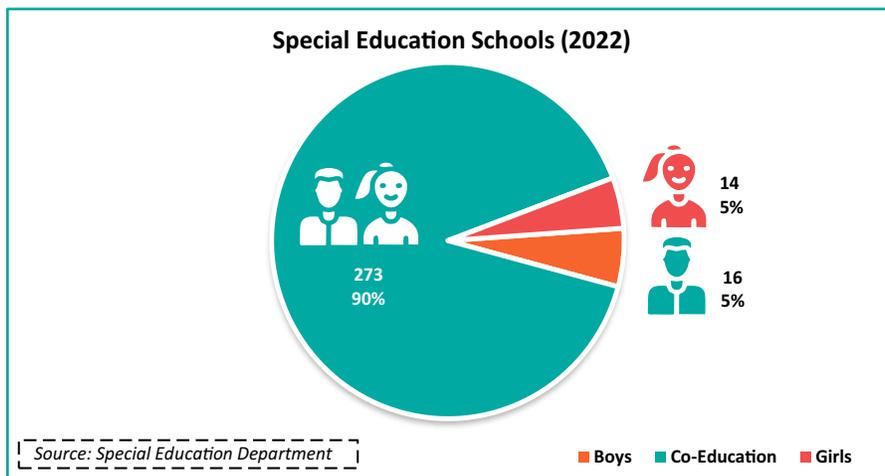


Figure 5.33

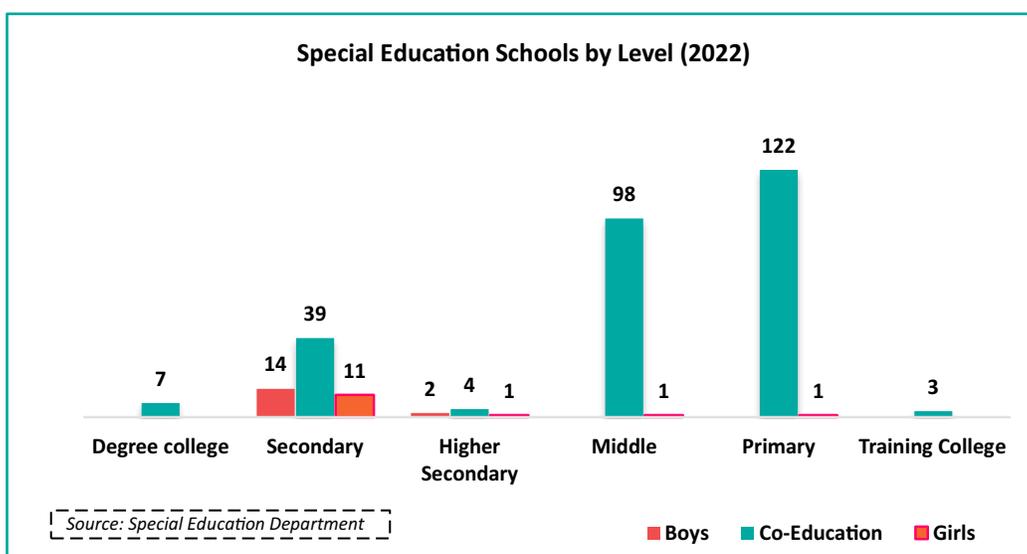


Figure 5.34

A district-wise analysis shows that Lahore had the highest number of special education schools i.e, 22 while Hafizabad had the lowest i.e 3.

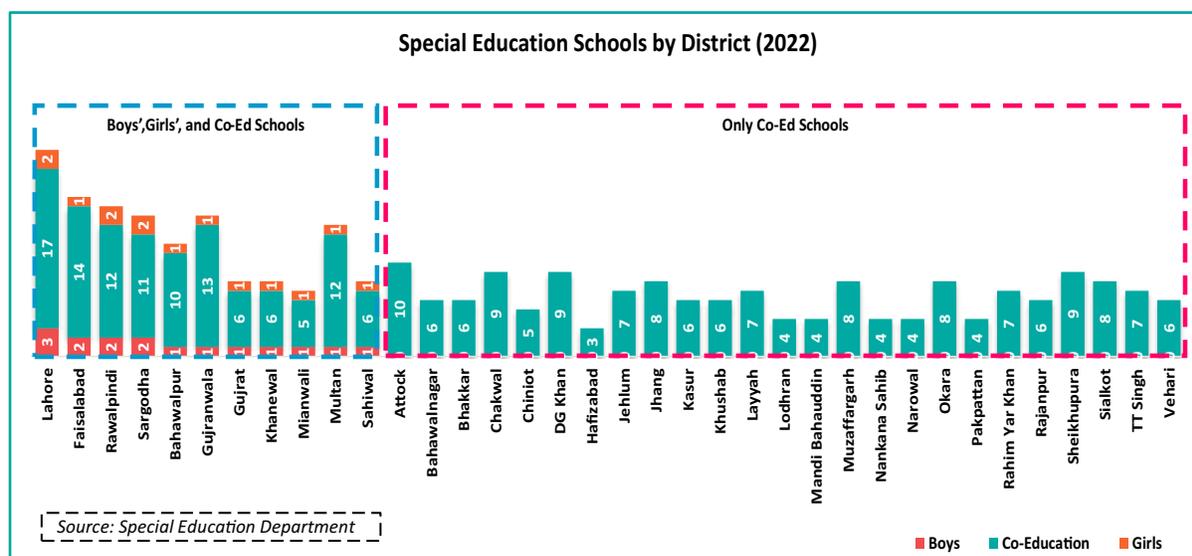


Figure 5.35

Of all 36 districts, Lahore also had the highest number of special education schools that catered to girls (17 co-education and 2 for girls only) and Hafizabad had the lowest (3 co-education). Figure 5.36 shows the distribution of special education schools catering to girls across Punjab.

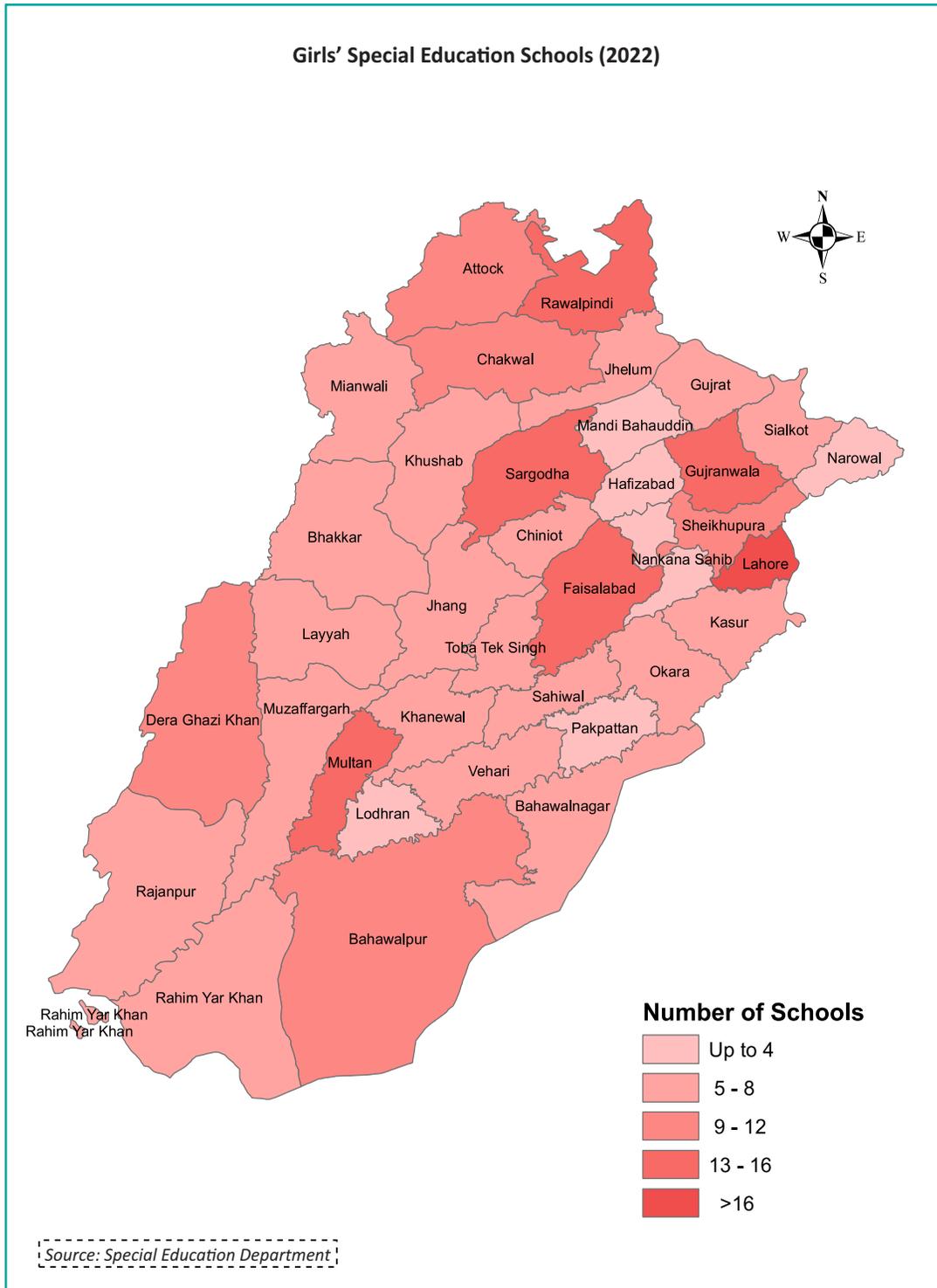


Figure 5.36

5.3.7.1 Enrolment in Special Education Schools

In 2022, there were 23,627 boys and 14,575 girls enrolled in Special Education schools. Enrolment increased by 3 percent from 2021-2022, while boys' enrolment registered a 1 percent increase and girls' enrolment rose by 6 percent.

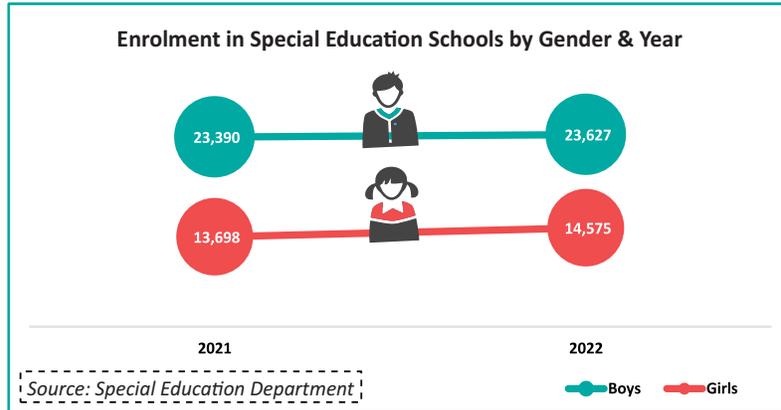


Figure 5.37

A district wise analysis of special education schools by gender shows that Lahore had the highest enrolment of girls (1,710) and secured the highest level of gender parity in the province with a GPI of 0.87. The lowest GPI was obtained by Rajanpur which ranked at 0.41, with 346 boys and 143 girls enrolled in special education schools.

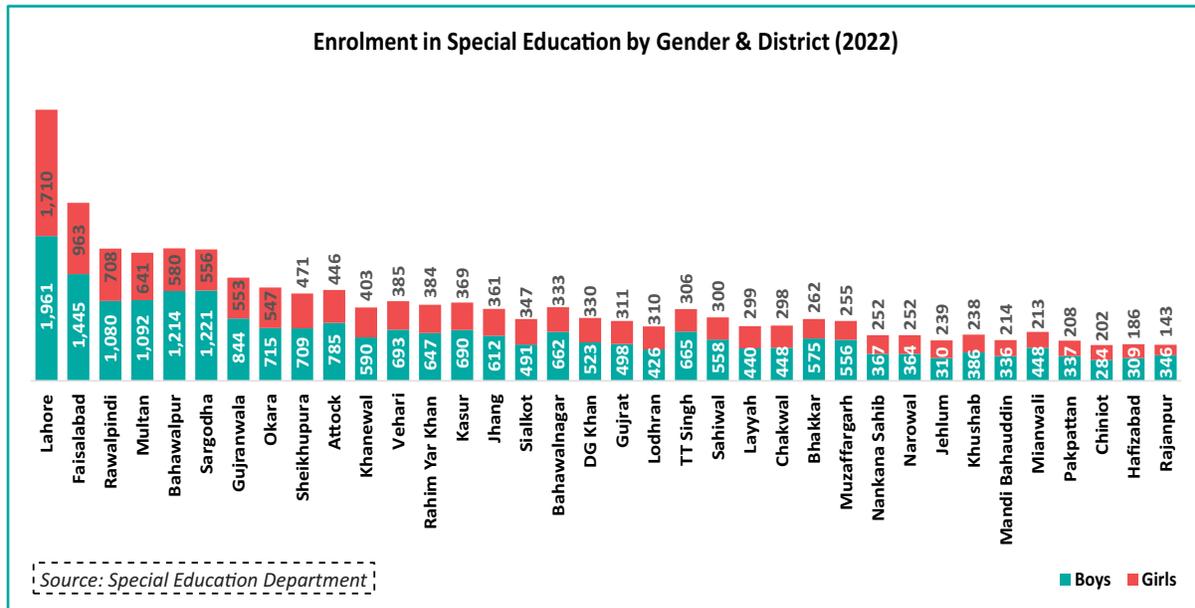


Figure 5.38

Further, a disability wise analysis of students at special education institutes shows that in 2022, most students enrolled had a hearing impairment. Of a total of 14,575 girls, 8,408 had a hearing impairment, 2,229 were mentally challenged, 1,021 had a physical disability, 1,486 were slow learners and 1,431 had a visual impairment. The number of boys enrolled in each category exceeded that of girls, as shown by figure 5.39.

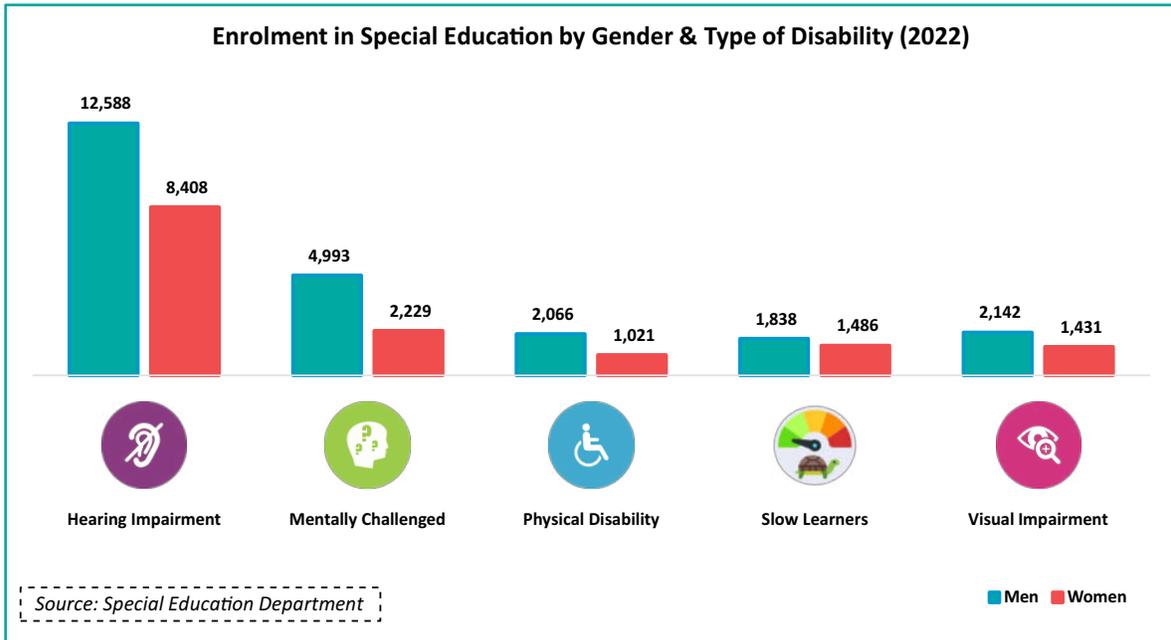


Figure 5.39

Additionally, the special education department gives priority to teacher training and under this mandate, in 2022 it had 270 trainees under instruction. 35 percent of them were men while 65 percent were women.

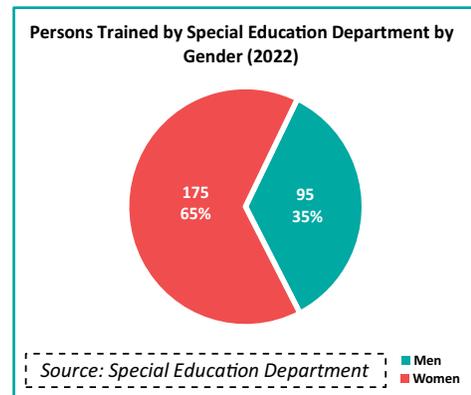


Figure 5.40

Overall, the PCLS 2019-20 reported that only 32 percent of children with disabilities attended school while 69 percent were out of school. Of the children that did not attend school, 64 percent reported not to be engaged in any activity, 5 percent worked and 3 percent both attended school and worked. On the other hand, 86 percent children without disabilities attended school. This gap between access to education for children with and without disabilities calls for special efforts to make education inclusive and ensure that learning opportunities are available for children with disabilities.

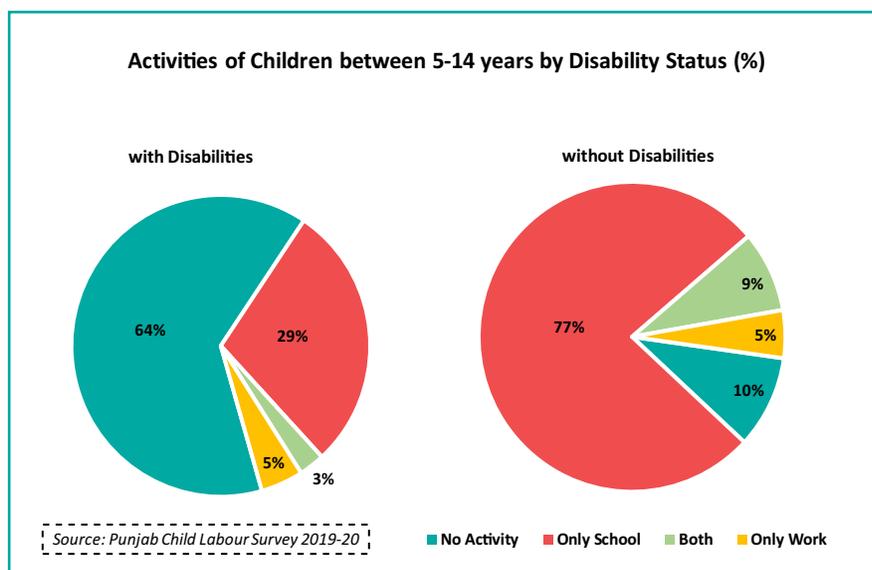


Figure 5.41

5.3.8 Punjab Workers Welfare Fund Schools

Punjab Workers Welfare Fund (PWWF) was established under the Punjab Workers Welfare Fund Act, 2019 to provide support to industrial workers.¹⁶³ Along with the various welfare initiatives undertaken by PWWF, as of 2022 it was running a total of 69 schools. 35 of these schools were for boys, 32 for girls and 2 provided co-education. Gujranwala and Sheikhupura had the highest number of schools for girls while Layyah and Sahiwal had no schools catering to girls.

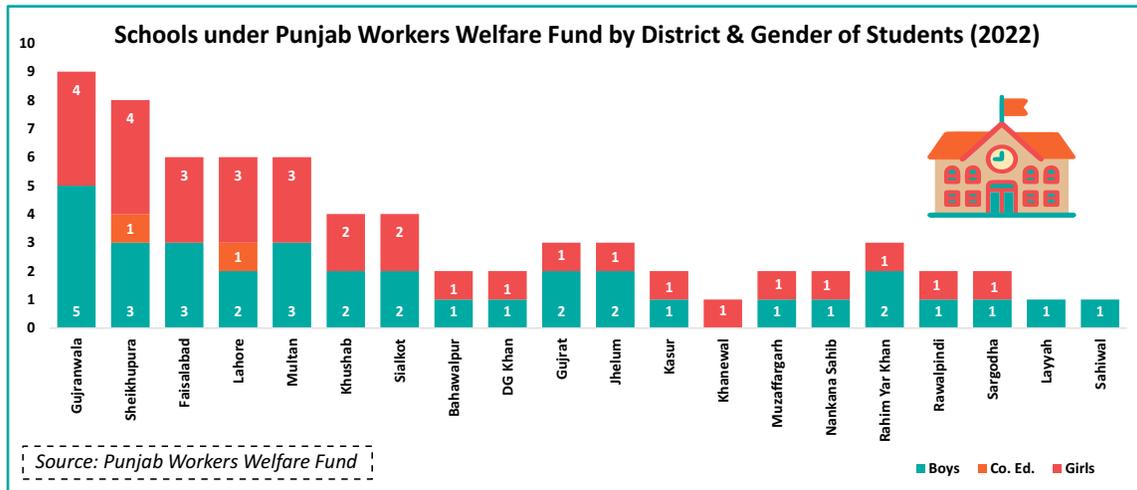


Figure 5.42

5.3.8.1 Enrolment in Punjab Workers Welfare Fund Schools

In 2022, the above-mentioned schools catered to 21,709 boys and 23,792 girls. Overall, the number of students decreased by 10 percent from 2021 to 2022 and consequently the number of girls receiving education at PWWF schools decreased by 8 percent. Additionally, amongst all districts of Punjab, Sheikhupura had the highest number of girls (3,670) while Sargodha had the lowest number of girls (251), and Layyah and Sahiwal did not have any girls enrolled in PWWF schools. In terms of GPI, Rahim Yar Khan scored 0.74 while Sheikhupura stood at 1.52. All other districts, barring Layyah and Sahiwal ranked between the two, mostly enrolling more girls than boys, while the remaining were close to achieving gender parity.

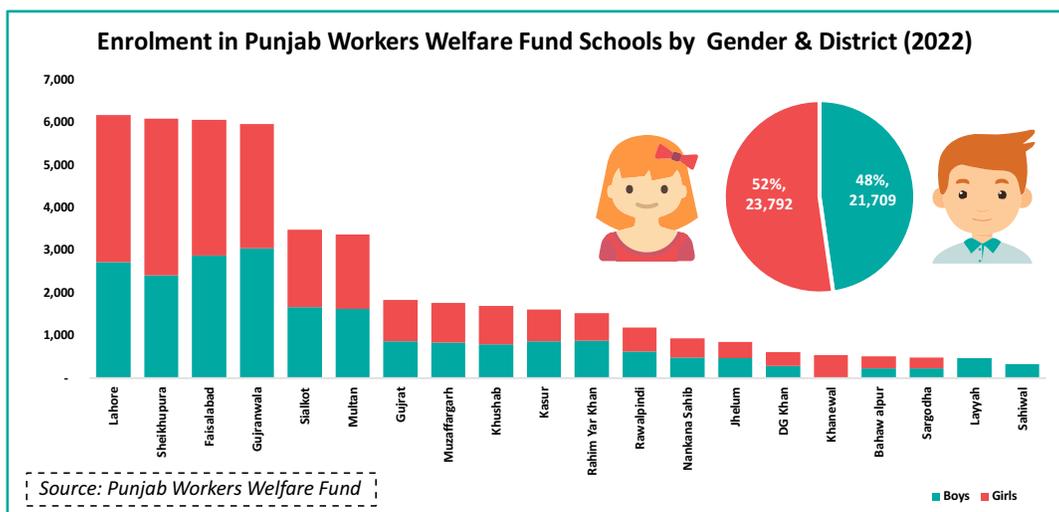


Figure 5.43

Along with providing education to children of workers, PWWF also offers talent scholarships to eligible workers.¹⁶⁴ Figure 5.44 shows a year-wise breakdown of the number of scholarships given to men and women, along with a comparison of the amount of funds disbursed in scholarships.

163 (Punjab Workers Welfare Fund, 2023)
164 Ibid

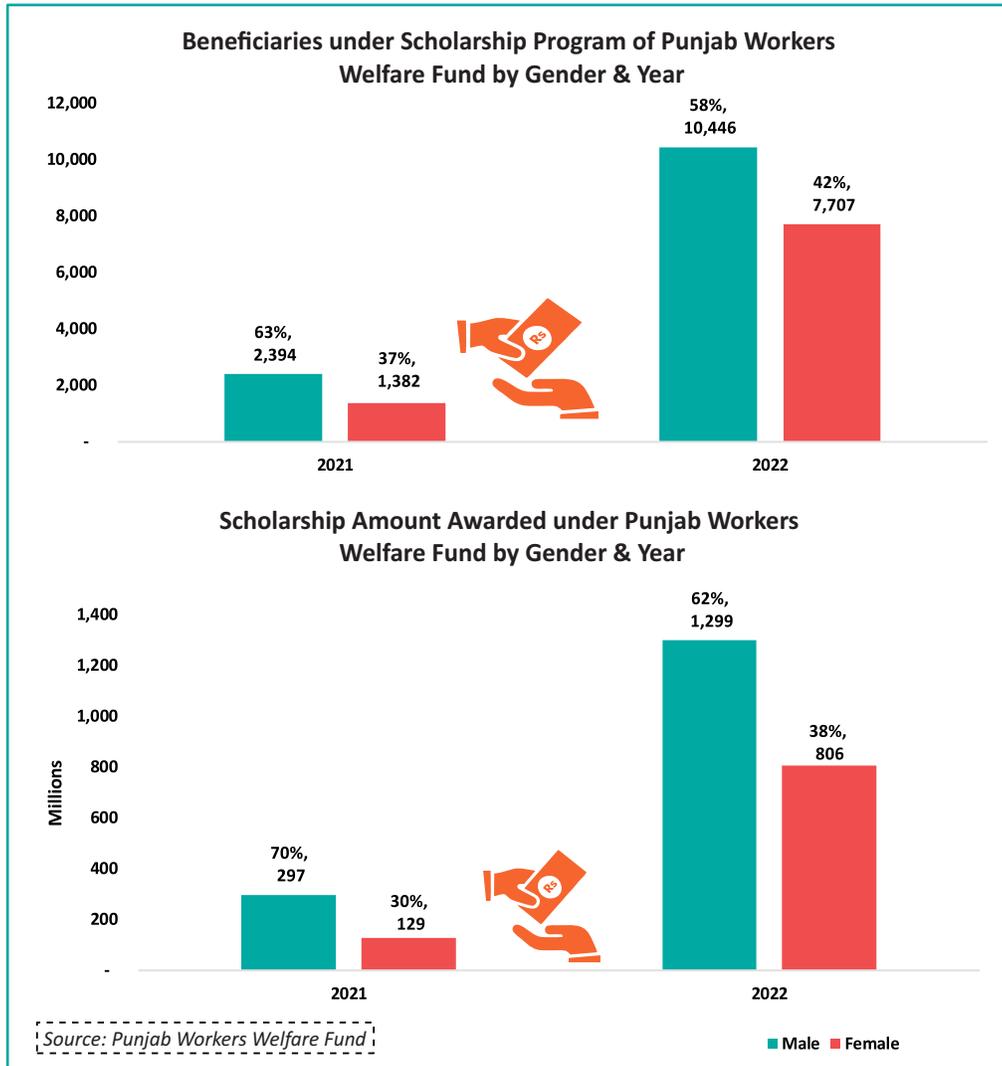


Figure 5.44

5.3.9 Punjab Daanish Schools & Centres of Excellence (COE)

Established under Punjab Daanish Schools and Centres of Excellence Authority Act 2010, the schools and centres provide quality education to children from underprivileged backgrounds. Initiatives undertaken to achieve this goal come under two categories: Daanish Schools and Centres of Excellence.¹⁶⁵

5.3.9.1 Enrolment in Punjab Daanish Schools

Each campus had 770 students, with 110 being enrolled each year. Overall, they amounted to a total of 12,320 students in the entire Daanish Schools system.

5.3.9.2 Enrolment in Centres of Excellence (COE)

In 2022, there were a total of 11,013 students at COEs, out of which 8,263 were boys and 2,750 were girls. Hafizabad being the only district with no centres for boys, had the highest number of girl students (1,412). Owing to the lack of centres for girls, Faisalabad and Nankana Sahib had no girl students. Rajanpur was close to achieving gender parity in this regard by having 286 girls and 301 boys enrolled and thus scoring a GPI of 0.95. All other districts had a higher number of boys enrolled than girls.

¹⁶⁵ (Punjab Daanish Schools and Centres of Excellence Authority, 2023)

5.3.10 Deeni Madaris

Deeni Madaris are religious schools imparting knowledge on Islam to students. They operate under the private sector and provide their students with free education and boarding facilities.¹⁶⁶ According to the Pakistan Education Statistics Report 2020-21, there were 17,207 Deeni Madaris in Punjab, out of which only 480 were for girls, while the remaining were for boys.

5.3.10.1 Enrolment in Deeni Madaris

There were a total 1,956,812 children and young people enrolled in religious schools, out of which 54 percent were boys and 46 were girls. While the percentage of religious schools for girls was very low as compared to that of boys, the gender gap was bridged to an extent in terms of enrolment of boys and girls.

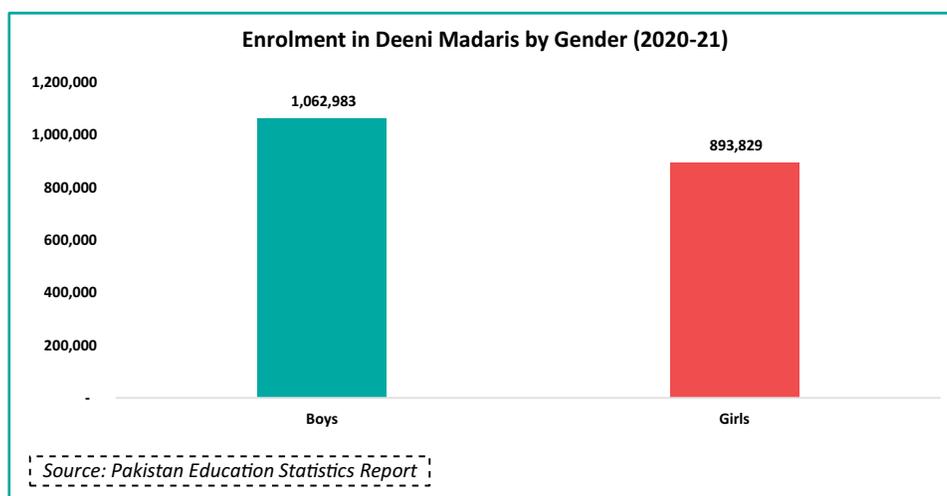


Figure 5.45

5.3.11 Public Higher Education Institutes in Punjab

The data for this section was provided by the Punjab Higher Education Department (HED) unless mentioned otherwise.

In 2022, the HED reported to be managing 803 public high education institutes spread over 9 divisions of Punjab. These institutes were further categorized as those offering an associate degree program or a graduate degree program. Associate degree programs provide students with skill-based education and were introduced to tackle the high unemployment rate in Pakistan by enabling students to meet the demands of the industry.¹⁶⁷ Up until 2022, there were a total of 552 public associate degree providing institutions in Punjab, out of which 41.12 percent were for men and 57.07 percent were for women, while the remainder were offering co-education.

On the other hand, in 2022, there were 251 public institutes with graduate degree programs, providing bachelors education to students. Of these institutes 21.51 percent were for men, 45.42 percent were for women, and 33.07 percent were providing co-education.

In both categories the number of high education institutions for women exceeded that for men. A similar trend was observed in 2021 when 303 of total high education institutions were for men and 427 were for women.¹⁶⁸

Enrolment in HEIs of Punjab (2020-201)

Public Institutes

Total: 500,622

Male: 248,460

Female: 252,162

Private Institutes

Total: 165,928

Male: 94,060

Female: 71,868

Source: Higher Education Commission

166 (Pakistan Education Statistics 2020-21, 2023)

167 (Punjab Higher Education Commission, 2023)

168 (Punjab Gender Parity Report 2021, 2022)

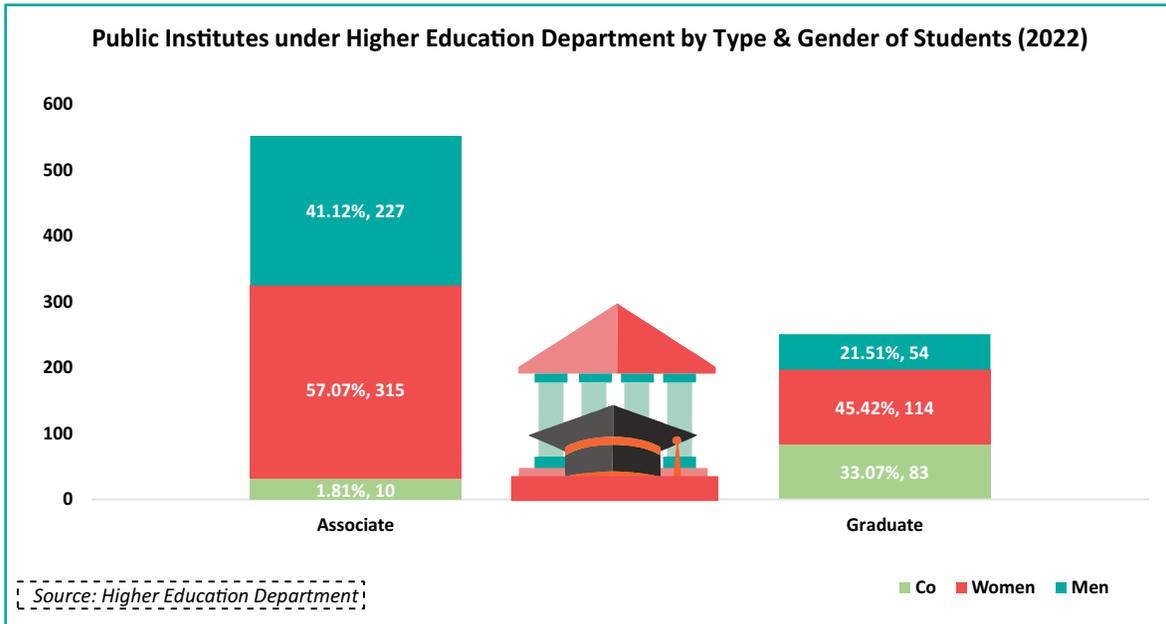


Figure 5.46

As shown in Figure 5.47 while Lahore had the highest number of women-only institutes (37), Chakwal led the province with the highest number of women only institutes as a proportion of all higher education institutes in the district (14 of 22). Pakpattan on the other hand has had the lowest proportion of women-only institutes (29 percent) for the last two years i.e., 2021 and 2022.¹⁶⁹

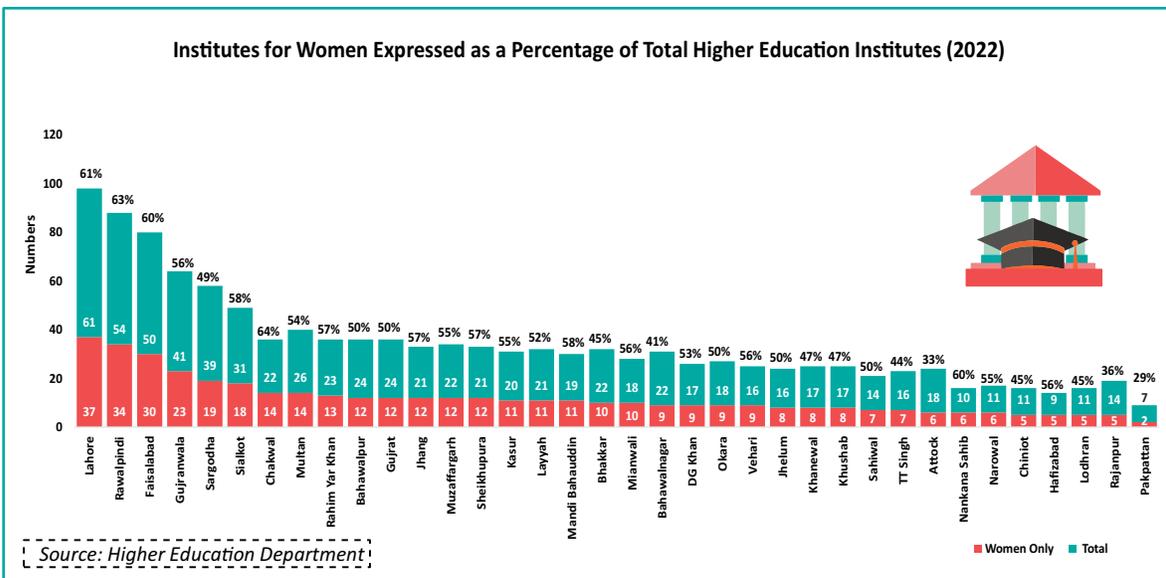


Figure 5.47

5.3.11.1 Enrolment in Higher Education Institutes

In 2022, the public higher education institutes in Punjab enrolled a total of 693,927 students. Of these students, 39 percent were men and 61 percent were women as shown by figure 5.48.

169 For a more robust analysis a contrast between gender wise population of each district and the higher education opportunities available for each gender can be made, given availability of data.

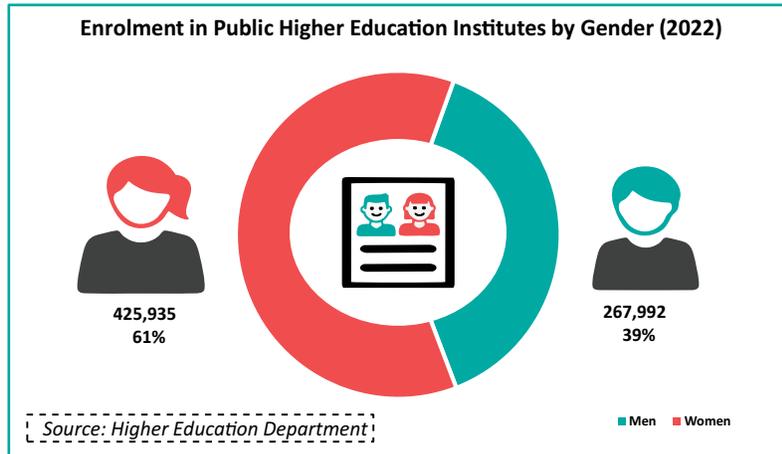


Figure 5.48

The following analysis has been done division wise, studying data on all 9 divisions across Punjab. Rawalpindi and Gujranwala division had the highest level of female enrolment with 41,231 and 76,933 female students enrolled in higher education institutes respectively. It is encouraging to report that the division of Sahiwal, that may have statistically achieved the lowest level of enrolment of women, still achieved gender parity and stood at a GPI of 1.04. This reflects a growth since 2021, when Sahiwal was below gender parity, at 0.92 with 52 percent of students being men and 48 percent women.¹⁷⁰

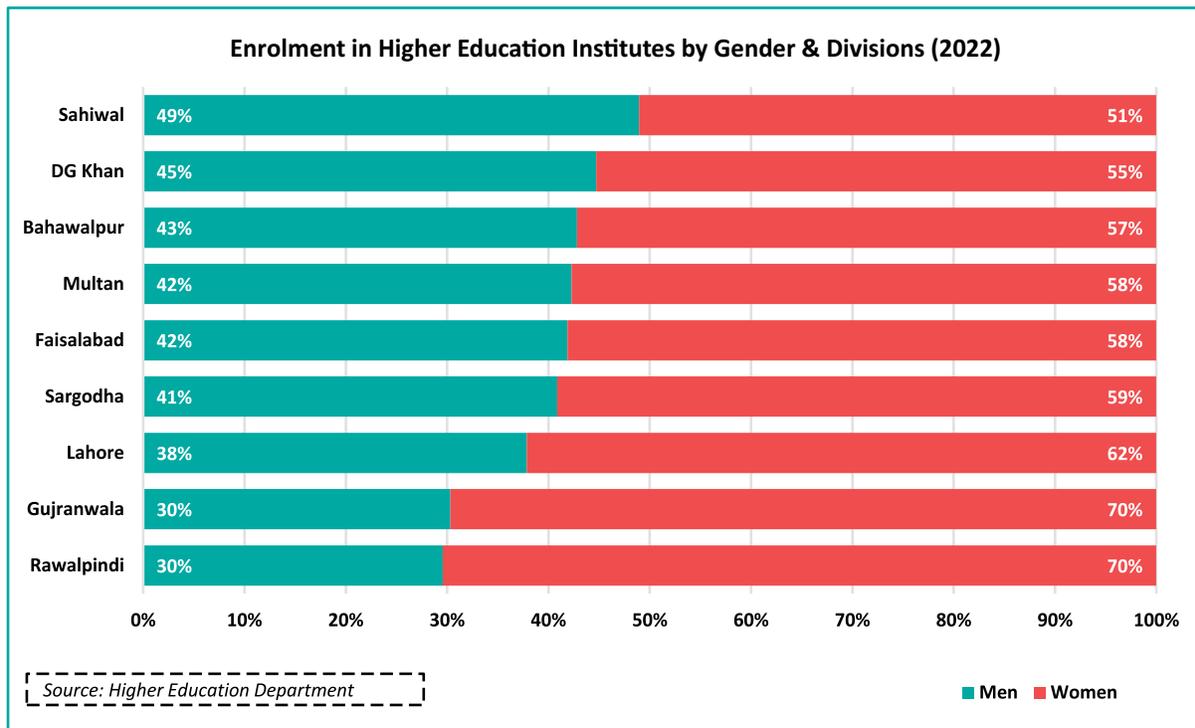


Figure 5.49

Further, the above data reflects that all divisions of Punjab achieved gender parity in terms of enrolment of women in higher education and crossed the GPI threshold such that enrolment for women was greater than that for men. This is in line with international trends where a reversal of the gender gap in education is seen, resulting in women outnumbering men in attaining higher education.¹⁷¹

170 (Punjab Workers Welfare Fund, 2023)

171 (UNESCO International Institute for Higher Education in Latin America and the Caribbean, 2021)

This reversal of the gender gap in public higher education in Punjab and the overall increase in women's attainment of high education is termed as the "female advantage" or the rise of women. It is attributed towards a global shift in policy to promote women's economic participation and education attainment. It is further supported by cultural changes such that the society is more accepting of women receiving education as compared to decades before when it was not given importance.¹⁷²

However, while the female advantage suggests that women's position in higher education attainment has improved, the statistics alone cannot be taken as a positive indication. Firstly, this is because, men are now underrepresented in higher education attainment and secondly, there are deeper inequalities that continue to negatively impact women. Examples of such gender imbalances include dearth of women in STEM programs while an excess of women in health, humanities, social sciences, and arts. This gender segregation along education and occupational fields is termed as the "care-technical divide". Being a product of social influences and having learned gender stereotypes from an early age, men and women tend to gravitate towards certain fields. Men, who opt for technical degrees, are favoured in the work force, and consequently receive higher earnings as compared to women. Women, on the other hand enter care giving or similar jobs that require soft skills and have a relatively low pay scale. These disparities suggest that while the "female advantage" results in more females attaining higher education than men, it does not necessarily translate into a socioeconomic advantage.¹⁷³

5.3.12 Overview of Enrolment

Overall enrolment figures show that there was gender parity in terms of enrolment at public education institutes in Punjab. However, a study of individual education institutes revealed a gender gap such that girls' enrolment was reportedly less in PEF schools, Special Education Schools, and CoEs. On the other hand, educational institutes with a higher percentage of girls enrolled than boys included public sector formal schools, NFEIs, PVTC, Punjab Workers' Welfare Fund Schools and Punjab Higher Education Institutes. Additionally, Daanish Schools and TEVTA achieved gender parity by having an equal number of boys and girls enrolled, while no adult literacy centres were reported for women in jails.

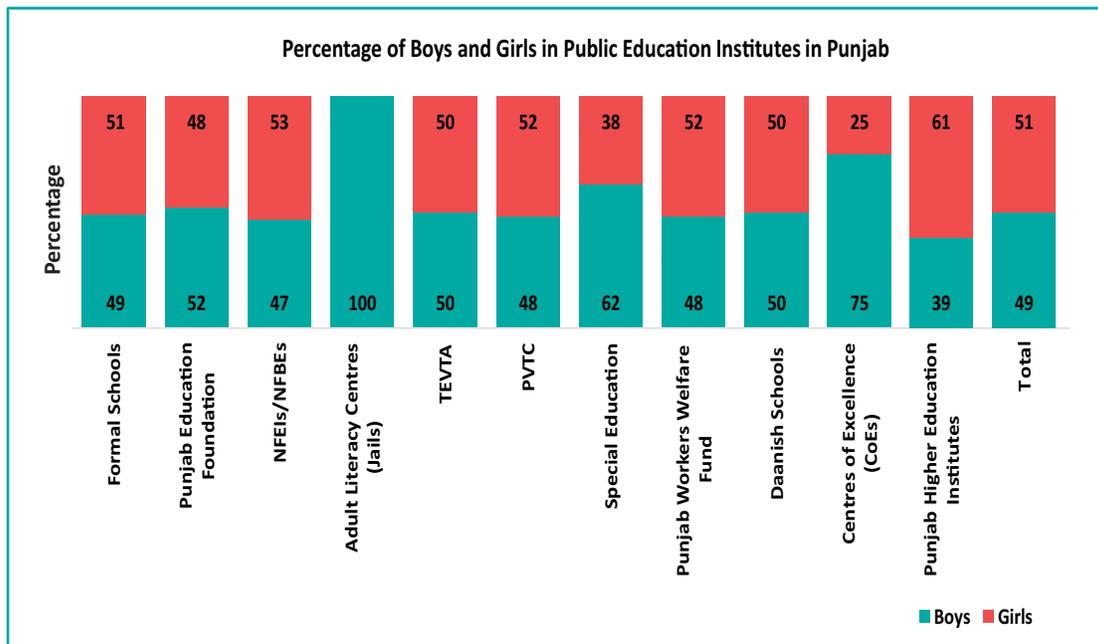


Figure 5.50

172 (UNESCO International Institute for Higher Education in Latin America and the Caribbean, 2021)
 173 ibid

5.4 Quality

The following section provides information about basic facilities, student retention, learning levels and teacher availability in formal and non-formal schools.

5.4.1 Basic Facilities in Formal Schools

The number of boys' schools without a boundary wall increased by 7 percent from 2021-2022 while those for girls increased by 22 percent. There were a total of 126 boys' and 41 girls' schools without a building. Additionally, 95 boys' and 77 girls' schools did not have drinking water. The number of boys' schools without electricity increased by 16 percent while that for girls' schools increased by 12 percent. The number of schools without sewerage also increased with 3,881 boys' schools without sewerage in 2021 to 3,965 in 2022. Similarly, the number of girls' schools without sewerage increased from 1,849 to 1,890. Lastly, 98 boys' schools and 41 girls' schools did not have a toilet facility. The number of missing facilities in all categories increased from 2021 to 2022 which reflects deterioration of quality of public schools in Punjab. This is despite of the government's resolution to provide functional and adequate school facilities in schools by 2024.¹⁷⁴

Figure 5.51

Missing Facilities in Formal Schools in Punjab							
Missing Facilities	Gender	H.Sec.	Sec	Middle	Primary	Total in 2022	Total in 2021
Without Boundary Wall	Female	1	23	21	151	196	161
	Male	3	58	49	566	676	633
Without Building	Female		4	1	36	41	21
	Male		1	1	124	126	105
Without Drinking Water	Female		1	5	71	77	60
	Male		10	6	79	95	64
Without Electricity	Female		4	15	124	143	128
	Male		5	9	218	232	200
Without Main Gate	Female	2	11	12	97	122	121
	Male	1	14	22	461	498	490
Without Sewerage	Female	17	266	262	1345	1,890	1,849
	Male	45	737	482	2701	3,965	3,881
Without Toilet Facility	Female		2	2	37	41	26
	Male		4	4	90	98	73

Source: Punjab Education Sector Reform Programme (PESRP)

Overall statistics of missing facilities depict that there were more boys' schools with missing facilities than girls' schools. Facility-wise data of missing facilities in schools is given below as a percentage of total schools with missing facilities. For instance, of all formal schools without a main gate, 80 percent were boys' schools and 20 percent were girls' schools.

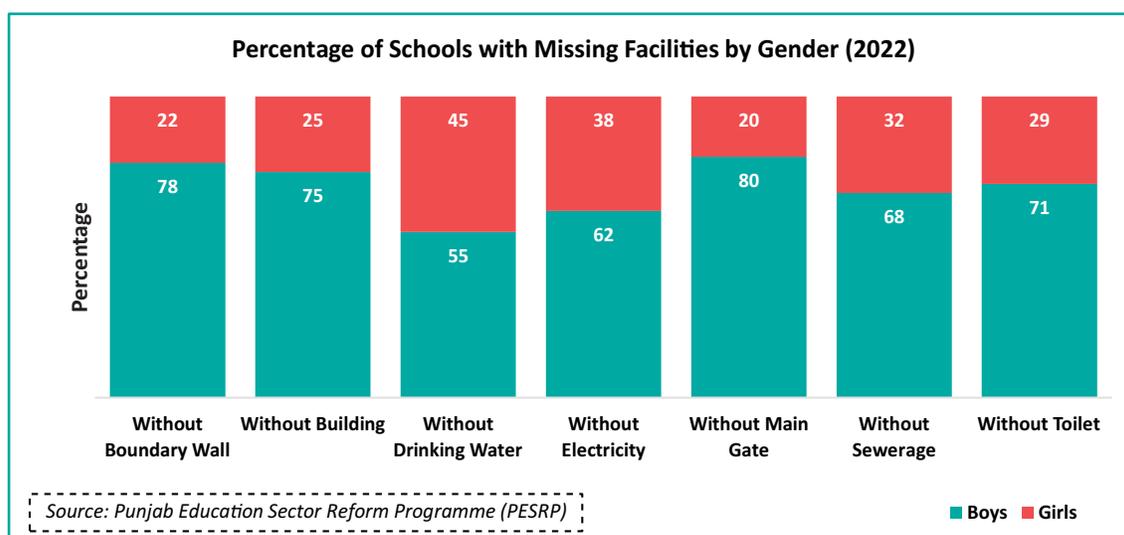


Figure 5.52

5.4.2 Teachers Availability

5.4.2.1 Teachers in Formal Public Schools

Formal schools employed 343,755 teachers in 2022 thus decreasing the number of teachers by 4 percent since 2021. However, the percentage of male and female teachers remained consistent in both years, with 44 percent being male and 56 percent staff being female.

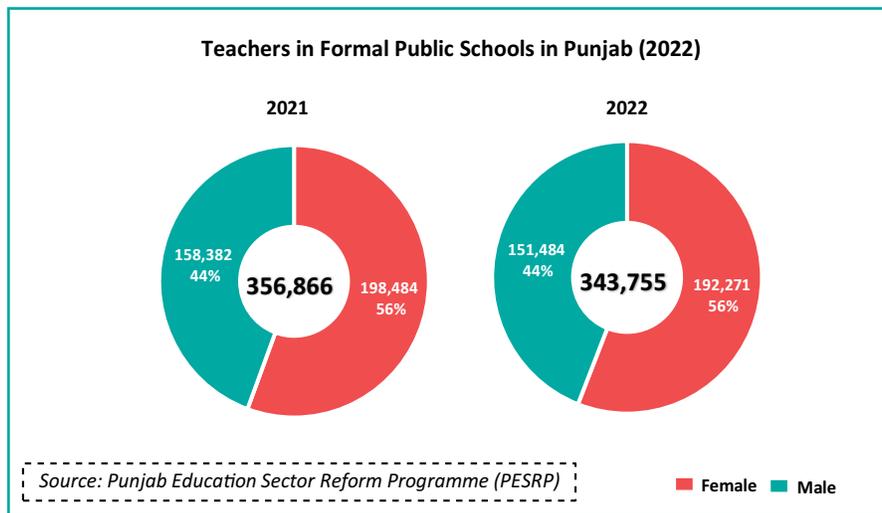


Figure 5.53

29 out of 36 districts had more female teachers than male with Faisalabad having the highest number of female teachers (11,984) and Rawalpindi having the highest GPI (2.33) indicating that the number of female teachers far exceeded that of male teachers. Rajanpur, on the other hand had a GPI of 0.73, with 2,377 female and 3,214 male teachers in the district.

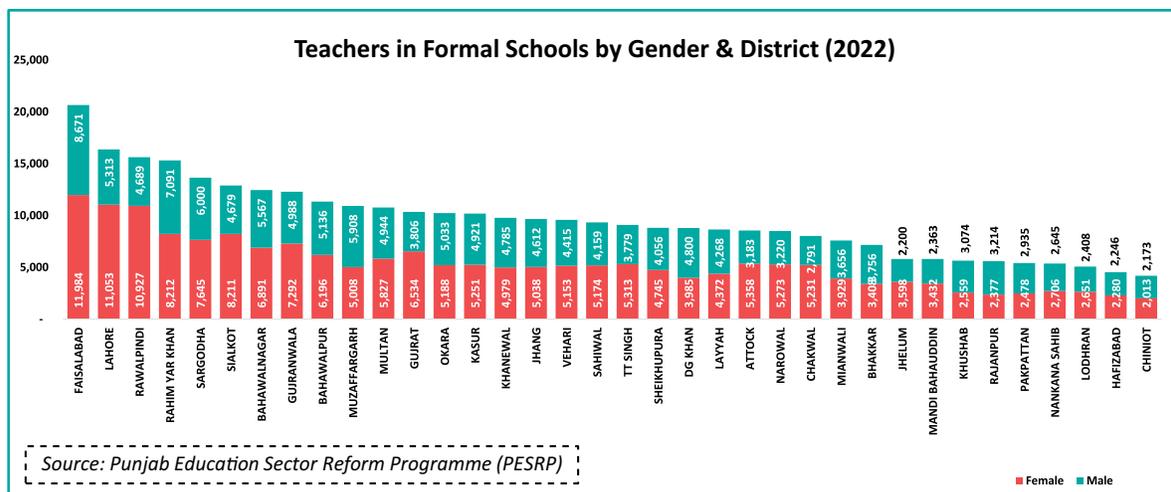


Figure 5.54

5.4.2.2 Teachers in Punjab Education Foundation Schools

PEF schools had 78,317 female and 26,952 male teachers. From 2021 to 2022, the number of female teachers increased while the number of male teachers decreased. Overall, in 2022, 26 percent of the teachers employed by PEF were male and 74 percent were female as shown by figure 5.56.

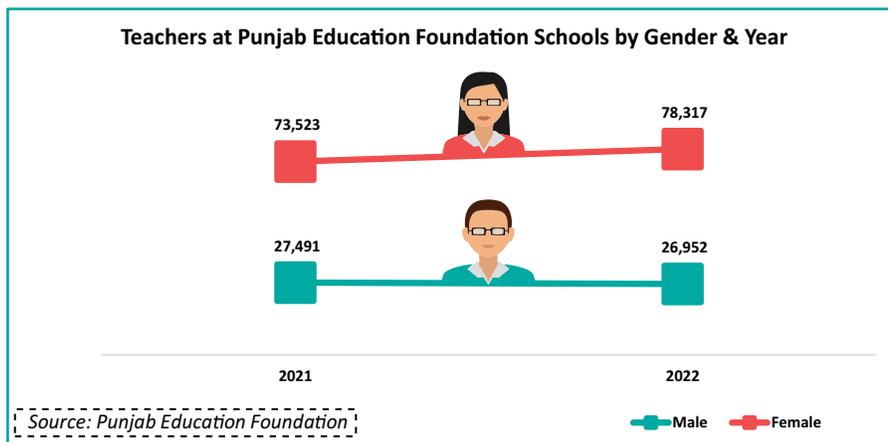


Figure 5.55

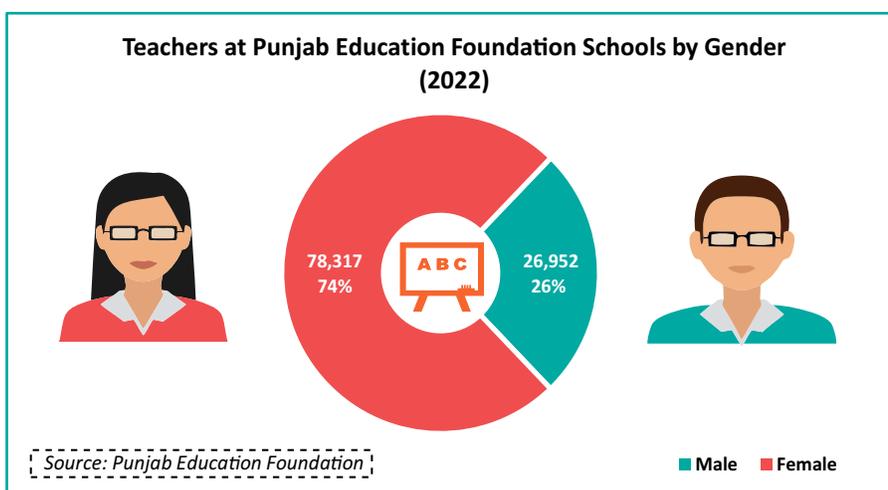


Figure 5.56

5.4.2.3 Teachers in Non-Formal Education Institutes (NFEIs)

In 2022, there were 18,518 teachers employed at NFEIs. Of these 14 percent were men and 86 percent were women.

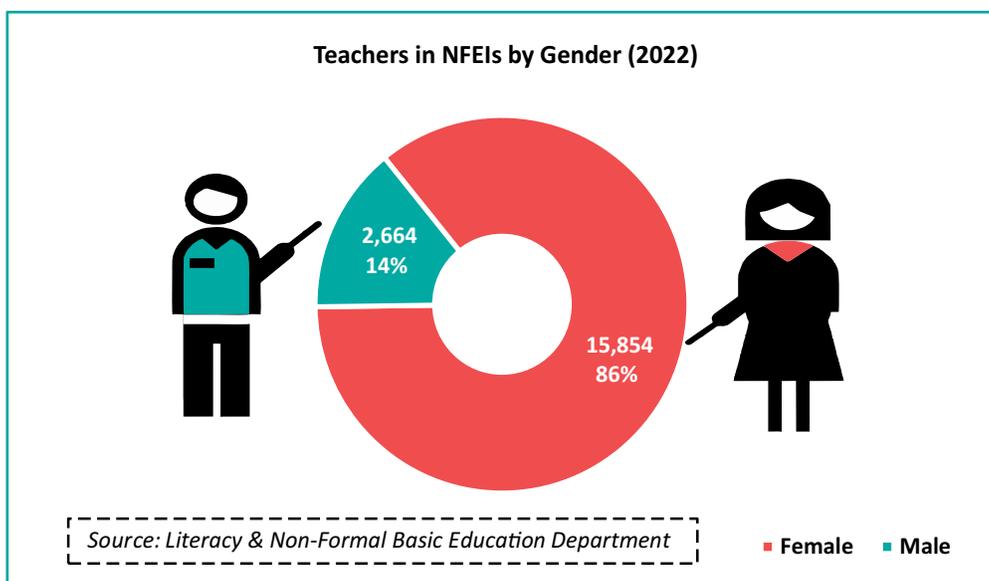


Figure 5.57

5.4.2.3 Teachers in Non-Formal Education Institutes (NFEIs)

In 2022, there were 18,518 teachers employed at NFEIs. Of these 14 percent were men and 86 percent were women.

Further, a district wise analysis shows that Sialkot had the highest percentage of female teachers (98 percent) while Rahim Yar Khan had the lowest (72 percent). Multan had the highest number of female teachers (754), and Mandi Bahauddin had the lowest i.e., 265. This information reflects a great disparity between the number of male and female teachers, such that the number of female teachers far exceeded the number of male teachers in all districts. To achieve gender parity in this regard it is essential to increase the number of male teachers in the system.

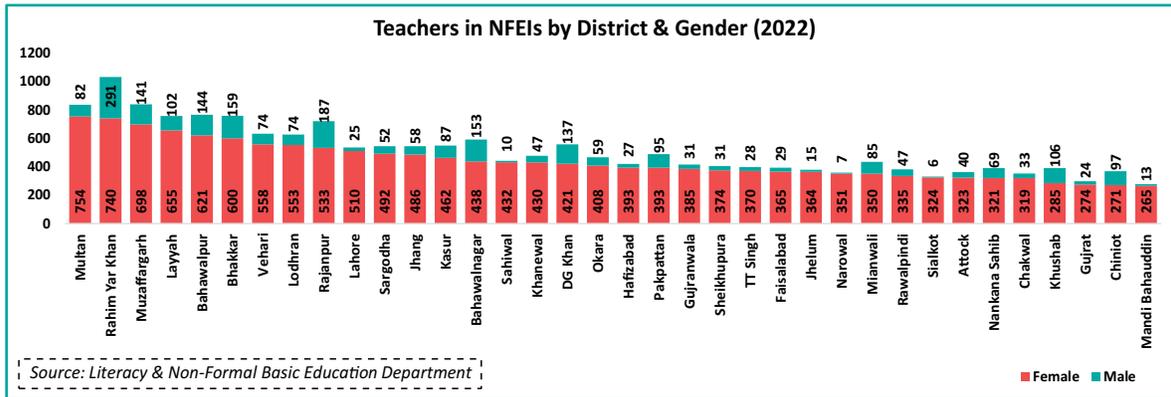


Figure 5.58

Teachers are the backbone of any educational institutes. Their direct interaction with students puts them in the best position to ensure their learning and developmental growth. Understanding the importance of well-trained teachers, the Literacy and Non-Formal Basic Education Department of Punjab, initiated the Non-Formal Education Human Resource Development Institute in July 2020. The Rs 84.832 million project is set to end in October 2023, after running for 40 months with the objective to provide capacity building trainings to teachers at NFE schools, district field staff and directorate staff.¹⁷⁵

5.4.2.4 Teachers in TEVTA Institutes

In 2022, there were a total of 4,391 teachers in TEVTA institutes of which 74 percent were male and 26 percent were female. Lahore came out as the district with the highest number of female teachers by employing 192 teachers while Pakpattan had no female teachers and thus stood at the lowest end of the spectrum. Of all districts with female teachers, Mandi Bahauddin had the highest proportion of female teachers i.e., 75 percent of entire teaching staff and Sialkot had the lowest proportion (11 percent). Only 2 districts, Mandi Bahauddin and Lodhran, had a higher number of female teachers than male while the other 34 districts had a larger number of male teachers than female.

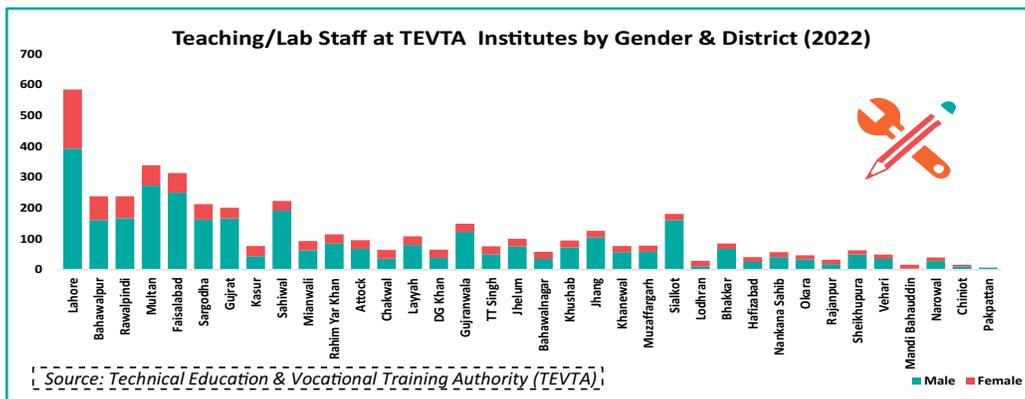


Figure 5.59

175 (Literacy & Non Formal Basic Education Department, 2023)

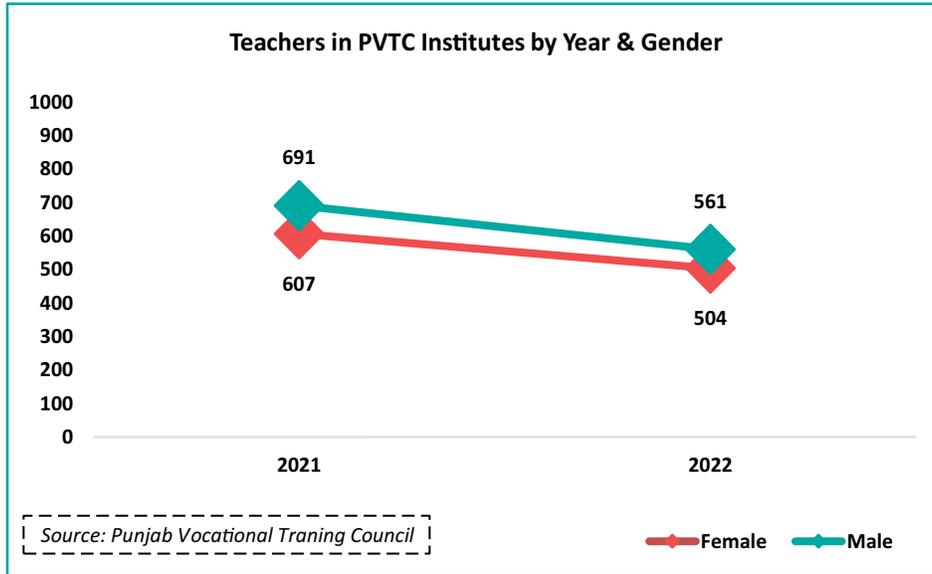


Figure 5.60

A district wise analysis shows that Lahore had the highest number of female teachers (45) while Gujrat had the lowest i.e., 4. Overall 15 districts had more female teachers than male, two achieved gender parity by having an equal number of male and female teachers and the remaining had more male teachers than female. Sialkot ranked the lowest with regards to the GPI with a score of 0.26 while Chakwal and Mandi Bahauddin were successful in achieving a perfect score of 1.

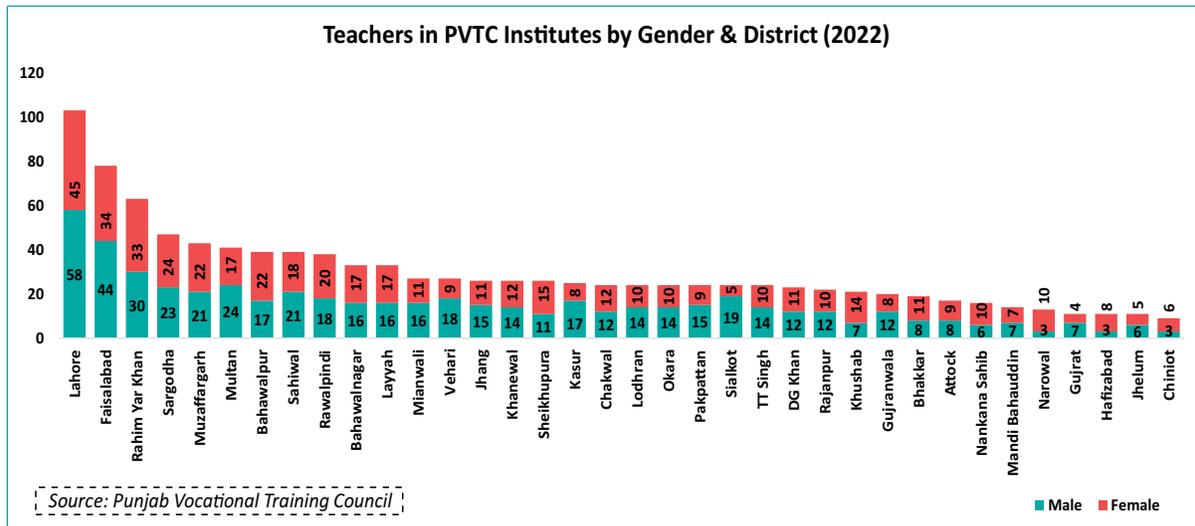


Figure 5.61

Of all 36 districts, there were only 10 that had female principals. This shows that even though 47 percent of teachers in PVTC institutes were female, only 11 percent of the principals were female. On the other hand, 89 percent of the positions for principals are held by men. This reflects the lack of women in leadership roles in academia. To achieve gender parity, it is essential to encourage women to take up leadership roles by creating opportunities for their capacity building and removing any barriers for their professional growth.

5.4.2.6 Teachers in Punjab Workers Welfare Fund Schools

In 2022, there were 450 male teachers and 1,036 female teachers. The overall number of teachers fell from 1,558 in 2021 to 1,486 in 2022 resulting in an 11 percent decrease in male teachers and a 1 percent decrease in female teachers.

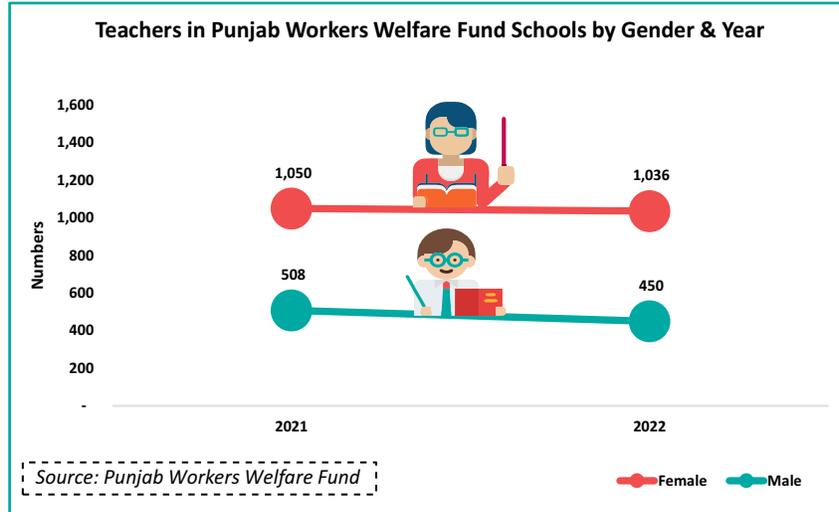


Figure 5.62

5.4.2.7 Teachers in Punjab Daanish Schools

In 2022, there were a total of 490 teachers in Daanish Schools, with 258 being female and 232 being male. Attock had the highest number of female teachers i.e., 37 while Vehari had the lowest i.e., 19. Mianwali had achieved gender parity such that the number of male and female teachers at schools were equal. All other districts, except for DG Khan, had a higher number of female teachers than male.

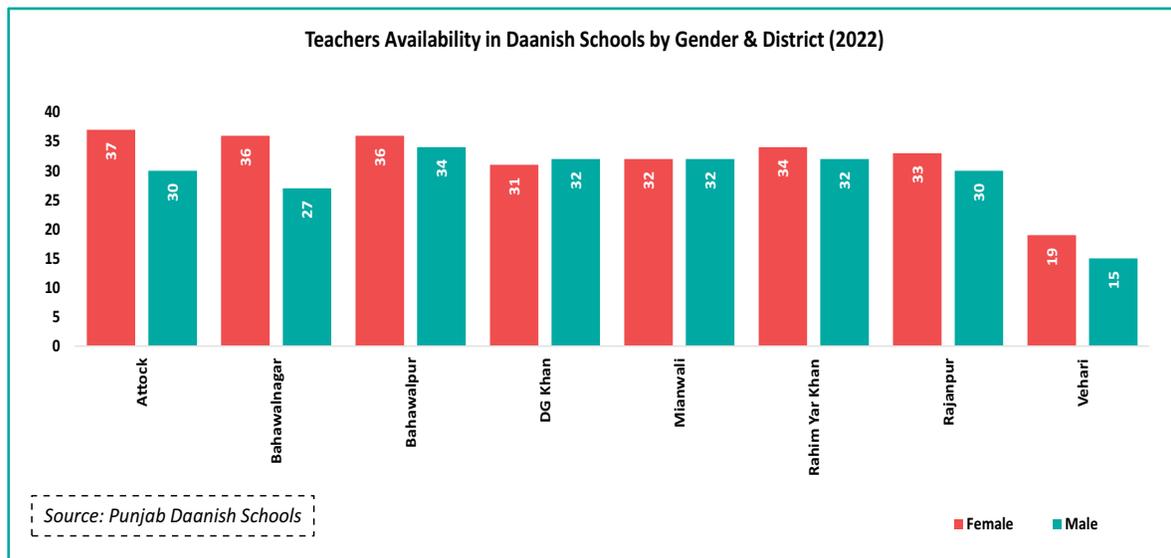


Figure 5.63

5.4.2.8 Teachers in Centres of Excellence

There were 562 teachers available at COEs with 48 percent being male and 52 percent female. A district-wise analysis of the teachers at COEs given in figure 5.64 shows that Muzaffargarh had the highest number of female teachers (66), while Nankana Sahib had the lowest i.e., 15. However, while it may have had the lowest number of female teachers in the province, Nankana Sahib achieved gender parity with regards to number of teachers by having an equal number of male and female teachers.

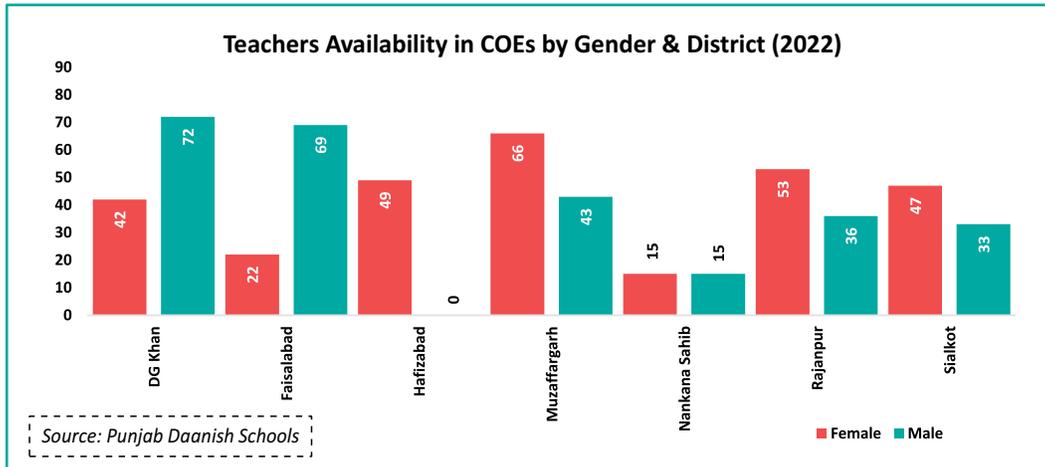


Figure 5.64

5.4.2.9 Teachers in Special Education Schools

From 2021 to 2022, the number of teachers in special education schools increased by 37 percent. The number of male teachers increased by 36 percent, from 3,499 in 2021 to 3,676 in 2022 while the number of female teachers went up by 37 percent from 2,572 in 2021 to 2,681 in 2022.

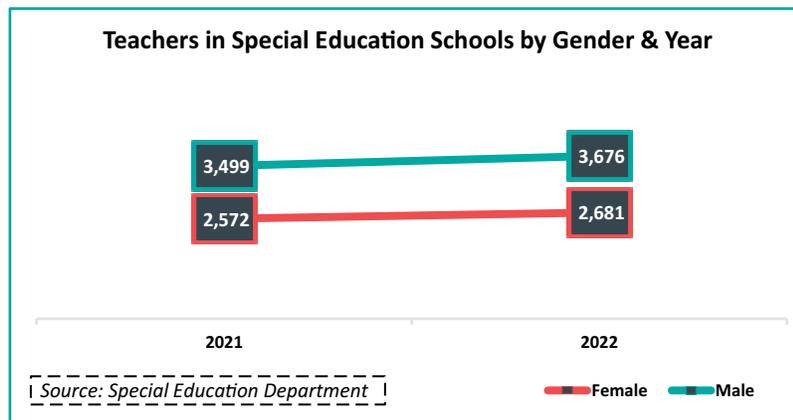


Figure 5.65

5.4.2.10 Teachers in Deeni Madaris

According to Pakistan Education Statistics 2020-21, there were 82,114 teachers in Deeni Madaris of which 66,453 were male and 15,661 were female teachers.

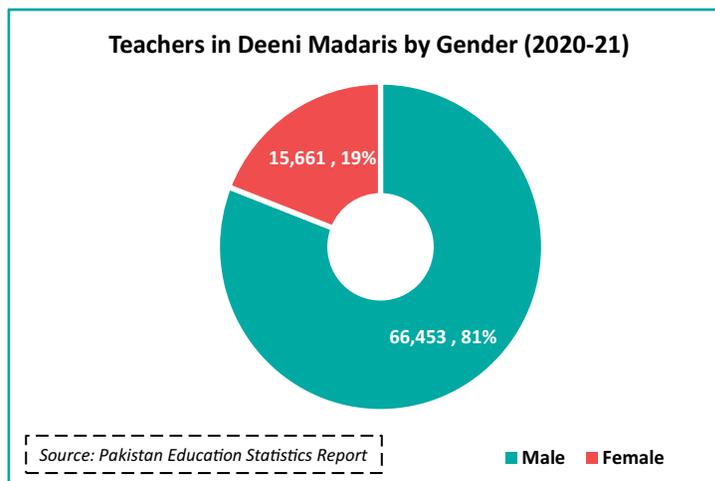


Figure 5.66

5.4.2.11 Teachers in Public Higher Education Institutes in Punjab

In the 803 public high education institutes operating in Punjab, there were approximately 50 percent male and 50 percent female teachers, indicating that the province was close to achieving gender parity in this aspect. A district wise analysis shows that Rawalpindi, Lahore, Faisalabad, Sheikhupura, Bahawalpur, Chakwal, Multan, and Sargodha had a higher number of female teachers than male. Gujrat had a GPI of 0.99, while the remaining districts were all below gender parity with Bhakkar being at the lowest level scoring a GPI of 0.38.

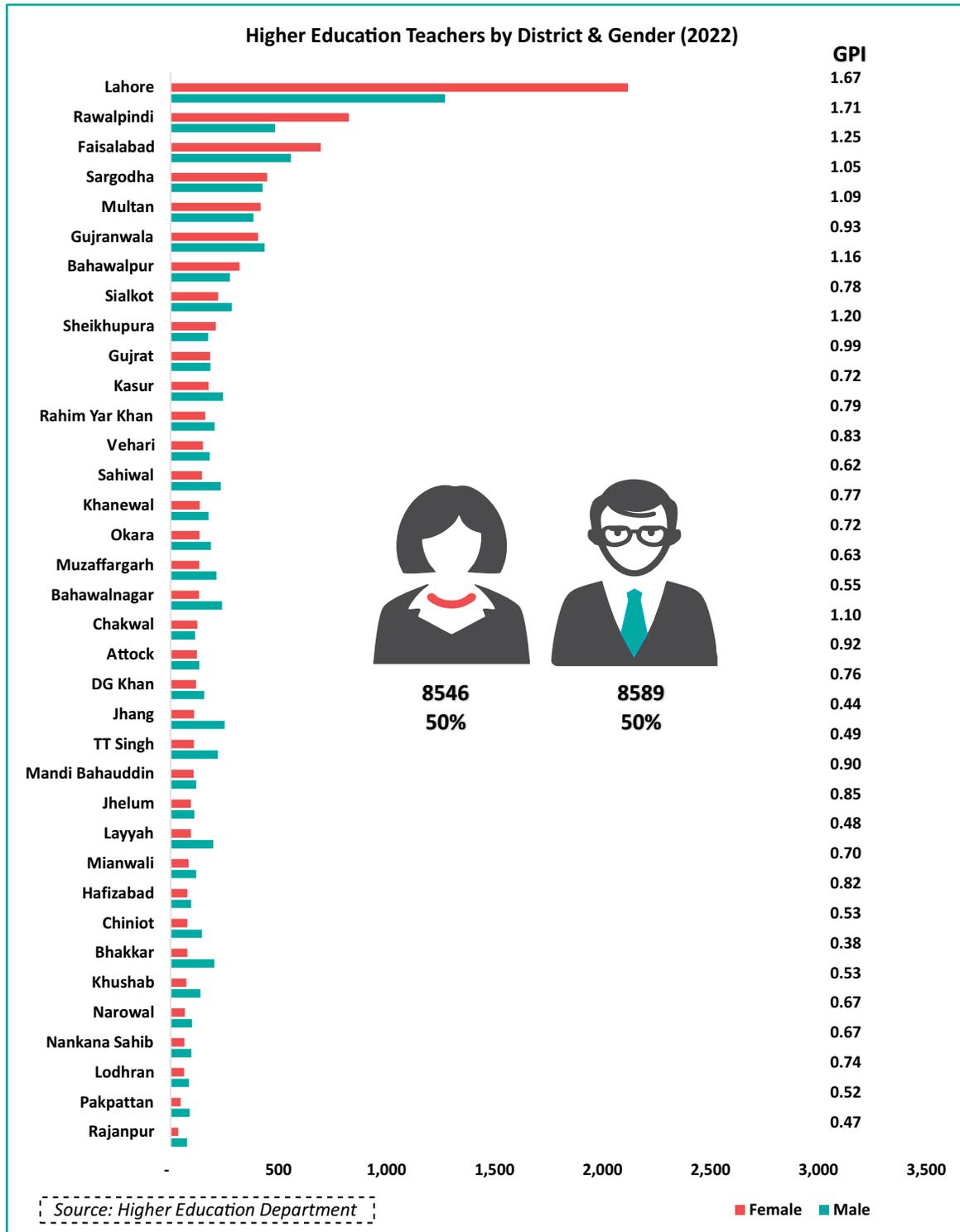


Figure 5.67

5.4.2.12 Vice Chancellors in Higher Education

In 2022, there were 32 public universities spread across 18 districts of Punjab. Of these 75 percent had male vice chancellors while 25 percent had female vice chancellors.

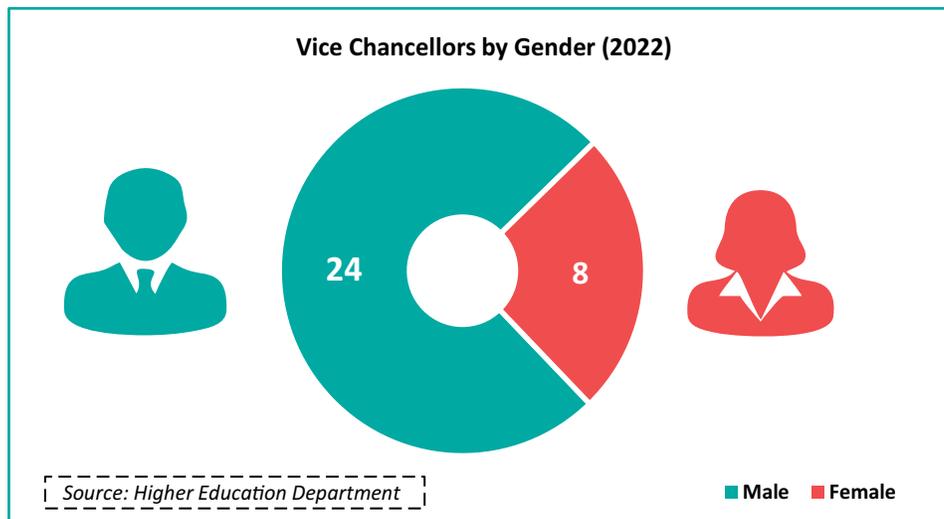


Figure 5.68

Table 5.2

Bahawalpur and Faisalabad achieved gender parity in this respect such that in the two universities that they each housed, one vice chancellor was male and the other was female. Sahiwal was an exception, having a female vice chancellor for the only public university it had, while in the remaining 15 districts, there were more male vice chancellors than female. This is reflective of the gender gap in higher education and serves as an example of how the "female advantage" does not translate into socioeconomic benefit. Women continue to be underrepresented in leadership and decision-making positions despite acquiring higher education.¹⁷⁶

Vice Chancellors in all Public Universities by District		
District	Male	Female
Lahore	5	2
Rawalpindi	2	2
Bahawalpur	1	1
Faisalabad	1	1
Multan	3	1
Sialkot	0	1
Bhakkar	1	0
Chakwal	1	0
DG Khan	1	0
Gujrat	1	0
Jhang	1	0
Mianwali	1	0
Nankana Sahib	1	0
Narowal	1	0
Okara	1	0
Rahim Yar Khan	1	0
Sahiwal	1	0
Sargodha	1	0

Source: Higher Education Department

5.4.2.13 Overview of Teacher Availability

Data of teachers at various public education institutes in Punjab shows that there were more female teachers employed than male teachers. Among the various education providers, NFBE/ NFEIs, PEF, and Punjab Workers' Welfare had the highest percentage of female teachers; 86 percent, 74 percent, and 70 percent respectively. On the other hand, female teachers at TEVTA and PVTC institutes comprised of less than 50 percent teachers (26 percent and 47 percent respectively). Further, Adult Literacy Centres in jails had all male teachers.

176 (UNESCO International Institute for Higher Education in Latin America and the Caribbean, 2021)

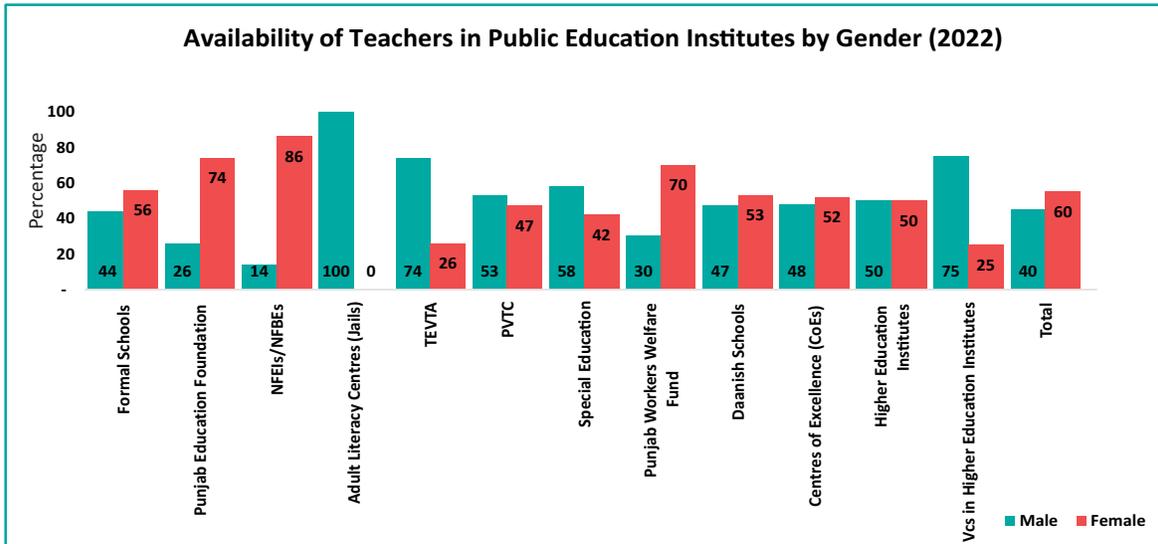


Figure 5.69

5.5 Key Educational Indicators

The following subsection includes the survival rate, effective transition rate and pupil-teacher ratio of educational institutes in Punjab. These indicators show the capacity at which education institutes were operating and provide a high-level overview of the education system.

5.5.1 Effective Transition Rates (ETR)

As per results of the Pakistan Education Statistics Report 2020-21, the effective transition rate of private and public schools between primary to middle was 78 percent for boys and 80 percent for girls and therefore higher for girls than boys.

On the other hand, the effective transition rate between middle to secondary was higher for boys than girls, with a 93 percent ETR reported for boys and 86 percent ETA for girls.

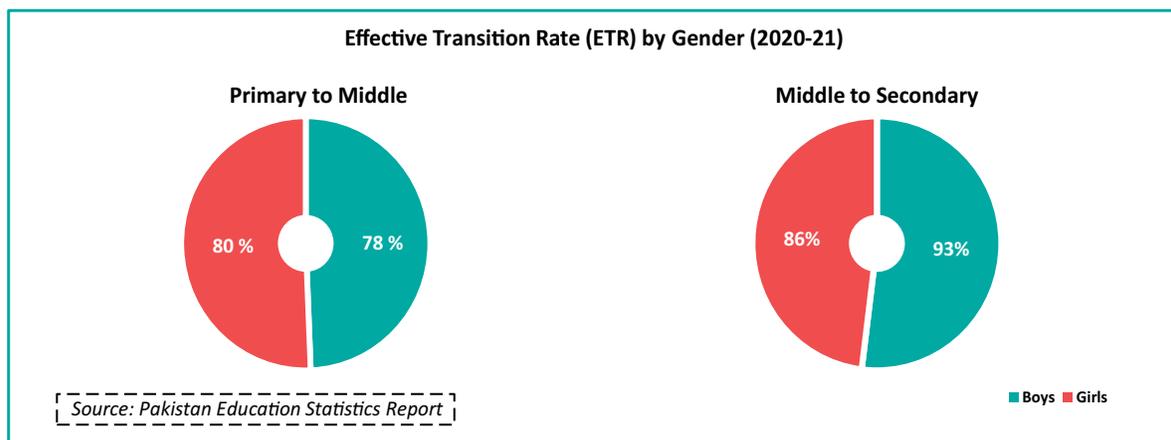


Figure 5.70

5.5.2 Survival Rate

The survival rate in education is calculated at three major levels: up to grade 5, up to grade 8, and up to grade 10. According to the data in the Pakistan Education Statistics Report 2020-21, survival rate at education institutes in Punjab was better for girls than for boys at all three levels. Overall, a steady decline was recorded in the survival rate from grade 5 to grade 10 such that at grade 5 it was 75 percent for boys and 76 percent for girls and it decreased to 46 percent for boys and 47 percent for girls at grade 10.

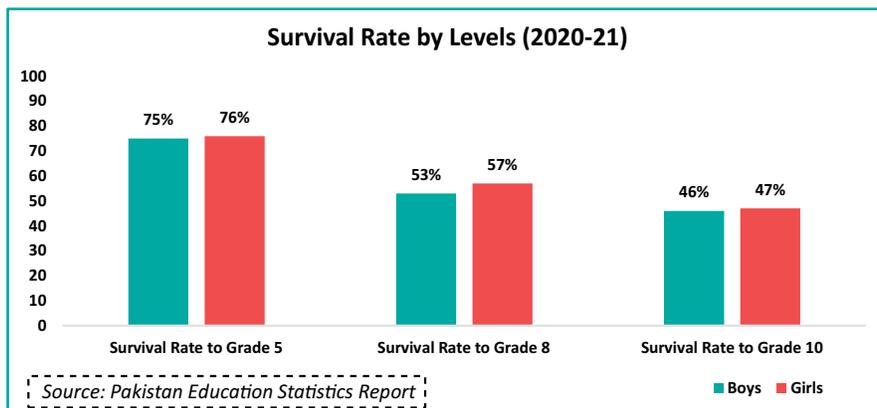


Figure 5.71

5.5.3 Pupil-Teacher Ratio (PTR)

In 2022, Punjab had a PTR of 34 such that on average there were 34 students per teacher. For each female teacher there were 31 female students and for every male teacher there were 38 male students. Lahore had the highest PTR for girls in Punjab whereby there were 52 female teachers per female student. Pakpattan on the other hand had the highest PTR for boys such that there were 43 male teachers per male student. Overall, to maintain high quality of education it is important to have a low PTR. This allows teachers to focus on students' individual needs and thus help them achieve their educational targets.¹⁷⁷

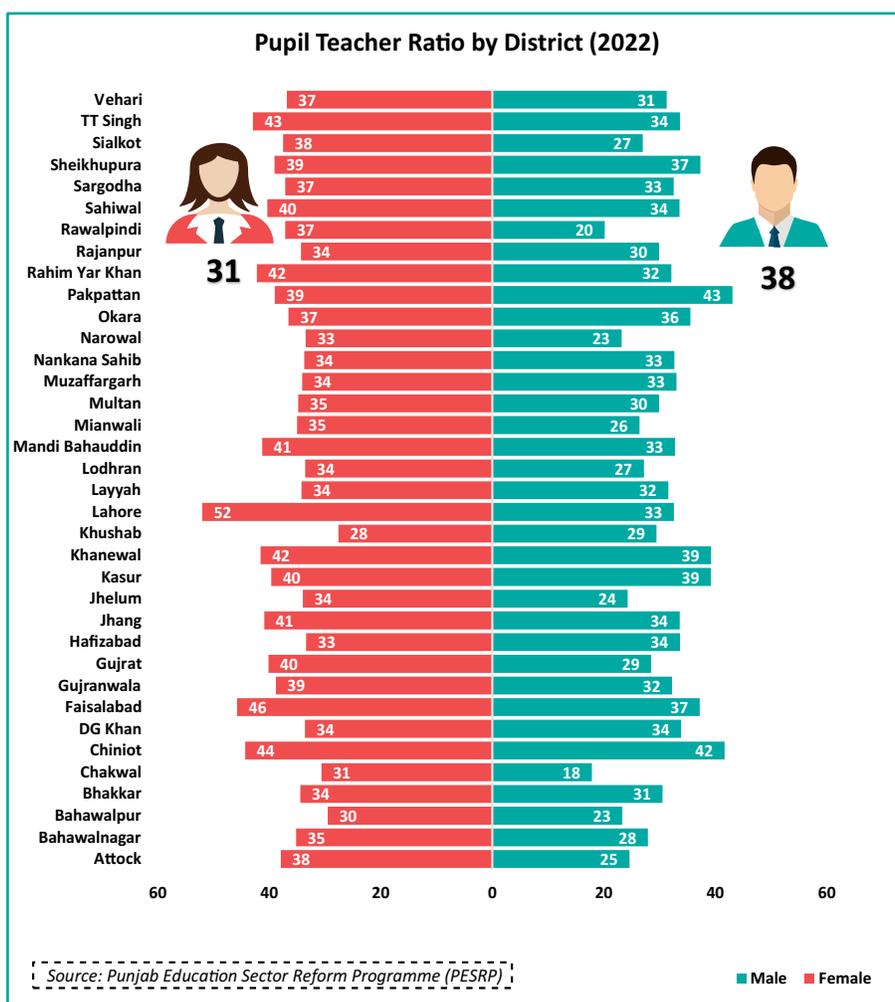


Figure 5.72

5.5.4 Learning Levels

According to the Annual Status of Education Report (ASER) 2021, learning levels of learners aged 5-16 years enrolled in public and private schools in rural Punjab were generally low, reflecting the state of "learning poverty" in institutes. Further, gender-wise scores of learning achievements in Urdu, English, and Arithmetic show that learning levels were slightly better for boys than for girls.

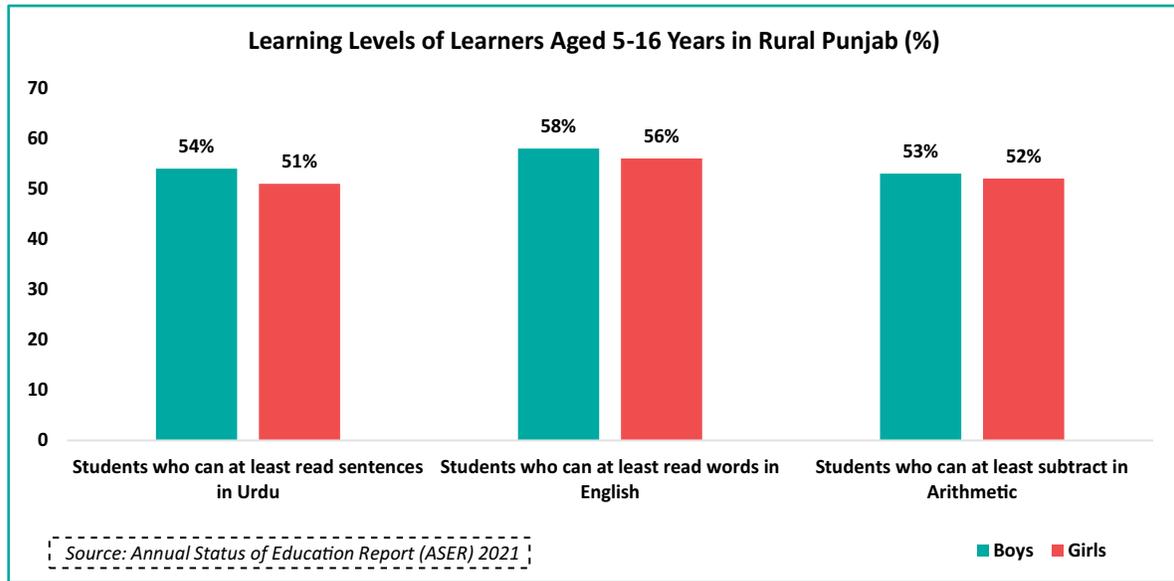


Figure 5.73

5.6 Conclusion

Education plays an important role in taking a nation forward and in driving progress. Given its large youth population, Pakistan has the potential of exponential growth if the education sector is given its due importance and equal access to quality education is guaranteed for all citizens. Punjab has taken many initiatives to develop its education sector, providing literacy, numeracy, and vocational skills to students. It stands tall with the highest literacy rate amongst all provinces and has various education initiatives to impart knowledge to its citizens.

However, a gender gap was observed in various education indicators such as rural literacy rates whereby women's literacy was less than male literacy for population aged 15 years and older. Similarly, data for school attendance and out of school children confirmed that more girls were out of schools as compared to boys. These findings reflect the need to remove barriers to girls' education and to raise awareness about the importance of educating girls.

Additionally, while schools for girls had more facilities than schools for boys, the overall standard of facilities decreased in the last year, reflecting the need for improvement in this regard. Further, data on learning achievements at foundational level shows that boys outperformed girls in English, Urdu, and Arithmetic in public and private schools.

Overall, while there has been improvement in various indicators pertaining to equal access to and quality of education, there is a need for consistent and long-term efforts to improve the quality of education being providing. Not only will this ensure the creation of well-rounded citizens but will also promote economic growth by developing students into contributing members of society.

5.7 Recommendations

5.7.1 Policy

Capacity Building of Teachers

- Invest in teacher's training enabling women to provide vocational trainings in various trades and increasing the number of female teachers in VTCs.
- Build capacity of teachers to take up leadership roles at their respective educational institutes.
- Offer mentoring and coaching services to women by connecting them to successful women in leadership.

Equitable Access to Education

- School Education Department to conduct surveys/focus group discussions at grassroots level to understand why girls drop out of schools and address barriers to their schooling.
- Arrange awareness sessions for parents to convey the importance of education specially targeting households falling in the poor wealth category and parents of girls, transgenders, and children with disabilities.
- Ensure equitable access to quality education by removing barriers to education for minorities, rural residents, and low-income households. Examples of such interventions include linking deserving children with income generation programmes/social safety nets such as BISP, Bait-ul-maal, providing transportation facilities for students and introducing distance learning models where needed.
- Introduce foundational literacy programs for rural women by engaging school councils (SCs) and local public-school teachers.
- Provide non-academic support to fulfil students' basic needs such as hunger thus creating an environment for them to perform well academically.
- Initiate advocacy campaigns and public private partnerships to create awareness about menstruation health and provide necessary WASH facilities at educational institutes to decrease dropout rate of girls.
- Make education inclusive and ensure that learning opportunities are available for children with disabilities, for example school textbooks to use a theme that is colour blind-friendly, ensure that ramps are available in all schools and doors are wide enough to allow wheelchairs to pass.
- Weekend and afternoon school programs offering both literacy and vocational skills must be instituted targeting districts posting high rates of OOSC.
- Introduce student retention programs to ensure that 100 percent students transition from one school level to the next instead of dropping out specially from primary to middle.

Awareness

- Targeted campaigns and interventions to increase girl's enrolment in rural areas and in low-income households.
- Encourage men in the teaching profession to increase the number of male teachers and ensure that the number of male and female teachers is equal.

Quality of Education

- Introduce phonics-based learning methods in schools to bridge learning gaps between boys and girls.
- Offer sports and recreational activities in schools to increase student interest and wellbeing thereby improving survival and transition rates.

Safety and Security

- Build reliable day care facilities at educational institutes for staff and students.

5.7.2 Procedural

Capacity Building of Teachers

- Conduct periodical impact assessments of the trainings provided to education sector stakeholders including teachers, institute staff and directorate staff.

Equitable Access to Education

- Engage at least 50 percent of female prisoners in Adult Literacy Centres in jails, by first understanding the barriers to their education attainment and then introducing interventions to eliminate the hurdles.
- Focus on increasing induction of children aged 5 to decrease the number of out of school children of this age (OOSC) and to increase overall enrolment of children in schools.
- Run recovery programs to bring students who have dropped out of school back into the education system and establish alternative and accelerated learning programmes (ALPs) to address their educational needs.

Quality of Education

- Regularly collect and publish data on key indicators of education to monitor progress towards international treaties including indicator 4.1.1 of the SDGs capturing proficiency levels in reading and mathematics, by gender.
- Offer market competitive salaries to teachers to attract best talent towards this field which can in turn provide quality education to students.
- Collect gender disaggregated data on student repetition and dropout rates to address gaps in education.
- Increase teacher accountability by conducting regular performance evaluations to determine their level of interest in student wellbeing and learning.
- Ensure that the PTR does not exceed 30 for both male and female teachers by balancing hiring of teachers and enrolment of students accordingly.
- Enhance professional capacity of teachers on interactive and child friendly teaching methods to increase quality of education.
- Ensure that functional and adequate facilities are provided in all schools especially proper toilet facilities and boundary walls for schools catering to girls.

Safety and Security

- Ensure that every educational institute has an updated sexual harassment policy and mechanisms in place to implement it without delays.

Budget Allocation

- Review allocation of education budget with gender lens and ensure that education spending is given high priority.

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ECONOMIC PARTICIPATION & OPPORTUNITIES

KEY FINDINGS

-  In 2020-21, the male LFPR for Punjab, in comparison to 2018-19, increased from 71.9 percent to 72.2 percent, the female LFPR decreased from 28.1 percent to 27.8 percent. Rural female LFPR, at 33.6 percent was considerably higher than the urban female LFPR at 15.4 percent.
-  4.41 percent of the total LF or 65.24 percent of the total unemployed were men. Similarly, 2.35 percent of the total LF or 34.7 percent of the total unemployed were women.
-  LFS 2020-21 reveals that 8.07 percent of the total employed male and 15.17 percent of the total employed females in Punjab were contributing family workers.
-  20.42 percent of men and 18.54 percent of women were employed in the agriculture sector. The non-agriculture sector employed 52.29 percent of men as compared to 8.75 percent of women.
-  In 2022, of the total registered Brick Kiln workers with the Labour & Human Resource department, 32,171 (98 percent) were male and only 542 (2 percent) were female.
-  According to the LFS, female employees received 16.6 percent less wages than males. Whereas, women earned only 26.8 percent of men's average monthly earnings.
-  As per the Punjab Child Labour Survey 2019-20, out of all 5–17 year-olds, 21.3 percent were reported to be working in the past 12 months (including the past week) of which 14% were boys and 7 percent girls.
-  In 2022, there were 83,444 (66 percent) male participants and 42,748 (34 percent) female participants who completed the training under Digi skills, Innovation, Incubation and other training programmes.
-  There exists a significant disparity in landownership in Punjab where 18.3 million (68.5 percent) landowners were men and 8.4 million (31.5 percent) were women.
-  In 2022, 532,702 (98.3 percent) vehicles were registered by men and only 9,113 (1.7 percent) were registered by women. While 106,146 (93 percent) driving licenses were issued to men and only 8,386 (7 percent) to women.
-  The number of male-owned deposit accounts with the State Bank of Pakistan are 115.8 million (71.6 percent) in contrast to 45.9 million (28.4 percent) female-owned accounts.
-  ZTBL issued 206,283 loans (94 percent) to men and 9,718 (4 percent) to women borrowers in 2022. Loans of Rs 56,295 million (94 percent) were issued to male and Rs 3,003 million (5 percent) to female borrowers.
-  In Punjab, the number of active borrowers with Pakistan Microfinance Network had increased by 12 percent in 2022. Of the total active borrowers, 4.8 million (56 percent) were men and 3.8 million (44 percent) were women.
-  In 2022, there were 31,673 (90.7 percent) male beneficiaries and 3,233 (9.3 percent) female beneficiaries of the PESSI. The share of male employees in the disbursed amount by PESSI was Rs. 332 million (87 percent) and Rs 47.5 million (13 percent) of women.
-  There were a total of 43 couches employed by Punjab Sports Board for different sports in 2022, of which 39 (90.7 percent) were men and only four were women (9.3 percent).

INTRODUCTION

Pakistan's economic landscape is punctuated by numerous socio-cultural and fiscal challenges in addition to regional dynamics and historical legacies that interweave with opportunities, creating a terrain that demands thoughtful interventions. Central to this landscape is the substantial yet undervalued human capital, almost half of the population; i.e., women.

Research¹⁷⁸ has long pointed out that investment in human capital is essential for economic advancement in struggling countries. Human capital, a concept pioneered by Becker¹⁷⁹, represents the inherent abilities, knowledge, and skills that drive labour productivity. Through strategic use of this paradigm, a nation's growth potential hinges significantly on its investments in nurturing and enhancing these traits, primarily through sectors like education and health.

The Pakistan Human Capital Review 2023 paints a sobering picture of the country's current state of human capital. Despite its vast potential, Pakistan's Human Capital Index (HCI) stands at a modest 0.41, lagging behind its South Asian peers like Bangladesh and Nepal. This score reflects Pakistan's subdued progression over the past three decades and accentuates stark disparities based on wealth, gender, geography, and among provinces.¹⁸⁰

The gravity of the human capital situation in Pakistan becomes even more stark when juxtaposed with utilisation of human capital.¹⁸¹ Once labour market utilisation is taken into account, Pakistan's HCI value drops from 0.41 to 0.20. Moreover, there exists a gender disparity in the utilisation of human capital where adjusted HCI value stands at 0.31 for men, while women lag significantly behind with a mere 0.08. This underscores the troublingly low female labour force participation rate in Pakistan, which hovers just above 20 percent, and is even lower for those aged 15–24.¹⁸²

Pakistan grapples with a concerning gender disparity in the economic conditions of women mirrored in the low labour force participation rates and widening gender wage gaps. The youth (ages 15-24) not in employment, education and training (NEET) rate of women in Pakistan is at a concerning level of 48 percent.¹⁸³ As per the Global Gender Gap Report (GGGR) 2023, Pakistan's position regarding economic participation and opportunity is alarmingly placed at 135. This low ranking isn't unprecedented; in fact, the GGGR from 2015 underscored the persistent issue by ranking Pakistan second to last, at 144 out of 145 countries, in terms of gender disparity.

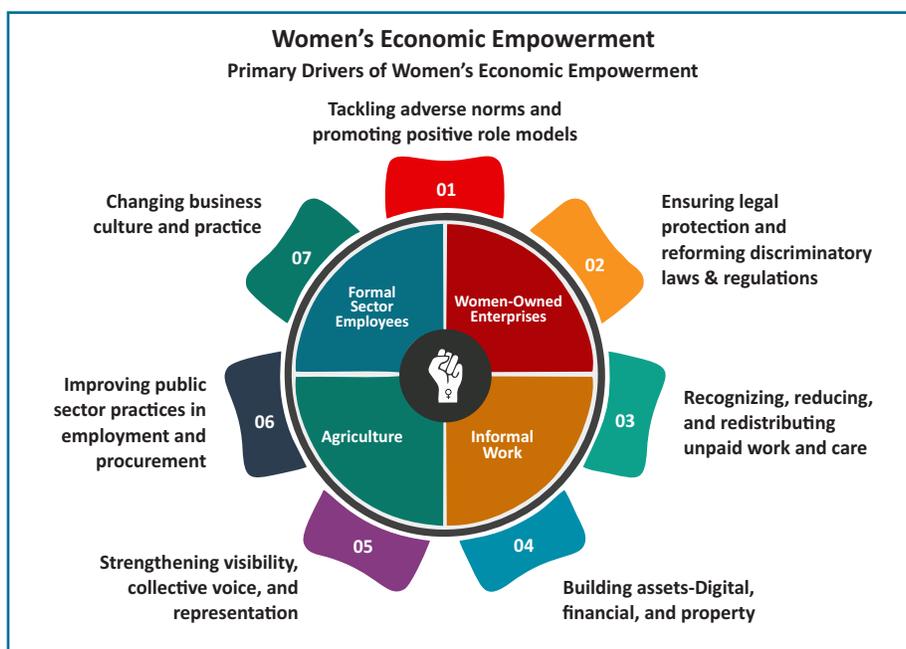


Figure 6.1

178 (Erlын et al., 2022)

179 (Becker, 1994)

180 (Pakistan Human Capital Review, 2022)

181 The economic gains from this capital can only be realised if people can utilise their skills and add to gainful employment in the labour market.

182 (Pakistan Human Capital Review, 2022)

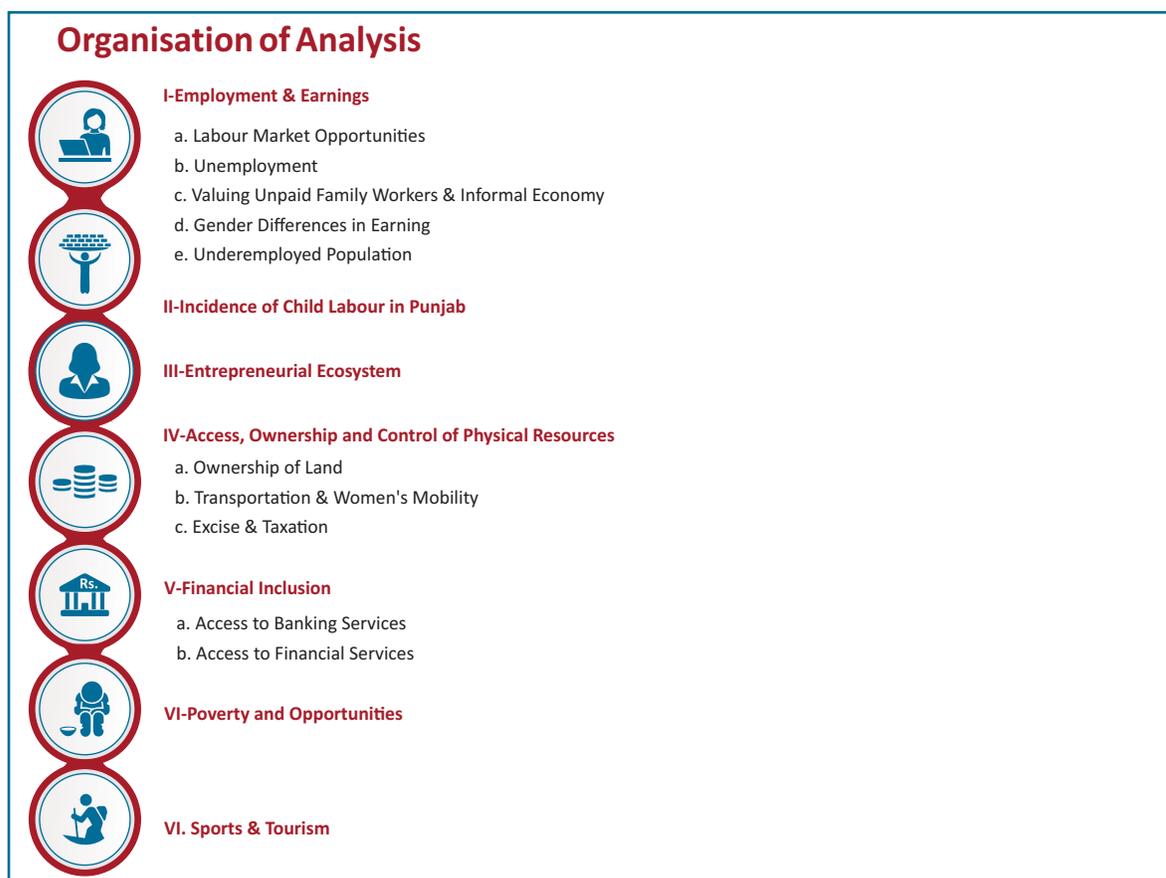
183 (Young Women in Pakistan, 2020)

The Women Economic Empowerment Index¹⁸⁴ spotlighted the imbalances women face in aspects like labour force participation, education, decision-making, health, and political involvement. Punjab outpaces other provinces with a score of 0.52, indicating a relative advancement in women's economic empowerment but also suggesting underlying disparities even within its bounds. For instance, an area of concern is the limited agency women exhibit in decision-making related to education and paid employment, even in Punjab.

The labour force participation rate for women in Pakistan stands at a mere 21.4 with only a meagre change from previous years.¹⁸⁵ The figure is significantly lower than the global average and highlights the limited opportunities for women to engage in productive work. Out of the 16.8 million women in the labour force, a substantial portion of them, approximately 9.4 million, are engaged as contributing family workers. Unfortunately, their valuable contributions often go unrecognized and unpaid.¹⁸⁶ Furthermore, the gender wage gap has been widening, with women earning only 81.6 percent (on average) of what men earn as per LFS 2020-21. The disparity not only hampers women's economic prospects but also propagates socio-economic inequalities.

The underutilization of women's economic potential in Pakistan is not just a matter of gender equity but also a noteworthy developmental concern. Research by IGC indicates that if women's participation in the economy were on par with men, Pakistan's GDP could potentially increase by 60 percent by 2025.¹⁸⁷ Similarly, bridging the gender gap in the labour market can bring about a 30 percent boost in the GDP. These statistics stress the economic gains that could be realized by empowering women and ensuring their equal participation in economic activities.

Furthermore, the nation contends with alarming poverty levels, with statistics from The World Bank's Poverty & Equity Brief for 2023 emphasizing the critical need for interventions, especially in addressing rural poverty and boosting women's labour force participation. The increased participation of women in the economic sector will elevate Pakistan's GDP by exploiting the skills and talents of a population that has significantly remained underutilized.



184 (Women Economic Empowerment Index, 2023)

185 (Labour Force Survey of Pakistan, 2020-21)

186 ibid

6.1 Employment and Earnings

The dynamics of employment and earnings in Pakistan paint a multi-faceted picture of its economic landscape. Around 44.4 percent of total employment in Pakistan is comprised of wage and salaried workers.¹⁸⁸ Coupled with this, the employment-to-population ratio (labour force participation rate), as revealed in the Labour Force Survey 2020-21, stands at 42.1 percent. This metric represents the proportion of the working-age population that is gainfully employed. However, this figure reveals a pronounced gender disparity, with the ratio being considerably higher for males (64.1 percent) than females (19.4 percent).¹⁸⁹ Such a discrepancy accentuates the systemic and societal barriers faced by women in accessing employment opportunities, thus necessitating targeted interventions to foster gender inclusivity in the workforce.

Examining the provincial landscape, Punjab leads the way with an employment-to-population ratio of 44.2 percent, followed by Sindh (42.1 percent), Balochistan (38.6 percent), and KP (36 percent), respectively.

Despite these figures, Pakistan grapples with an overall unemployment rate of 6.3 percent, with an alarmingly high youth unemployment rate of 12.2 percent for individuals aged between 20-24 years.¹⁹⁰ Strategic initiatives such as improvement in infrastructure and skill development programs can serve as powerful catalysts for job creation and earnings enhancement.¹⁹¹

6.1.1 Labour Market Opportunities: Access and Quality

The labour force participation rate (LFPR) is a measure of the proportion of a country's working-age population that actively participates in the labour market, either by working or looking for work; it provides an indication of the size of the labour supply available to participate in the production of goods and services, compared to the working-age population.¹⁹²

The breakdown of the labour force by gender and age group or employed and unemployed population provides a profile of the labour force distribution within a country. For this subsection, data and computations from the most recent Labour Force Survey (LFS) 2020-21 are presented;

Compared to the LFS 2018-19 data, in 2020-21, the male labor force participation rate (LFPR) in Punjab increased slightly from 71.9 percent to 72.2 percent, while the female LFPR decreased slightly from 28.1 percent to 27.8 percent. However, there are notable differences when looking at rural and urban areas separately. In rural areas, the male LFPR is 66.4 percent, significantly higher than the female LFPR of 33.6 percent. This higher female LFPR in rural areas is primarily due to increased female participation in the agriculture sector. In contrast, in urban areas, the male LFPR is much higher at 84.6 percent, whereas the female LFPR is only 15.4 percent.

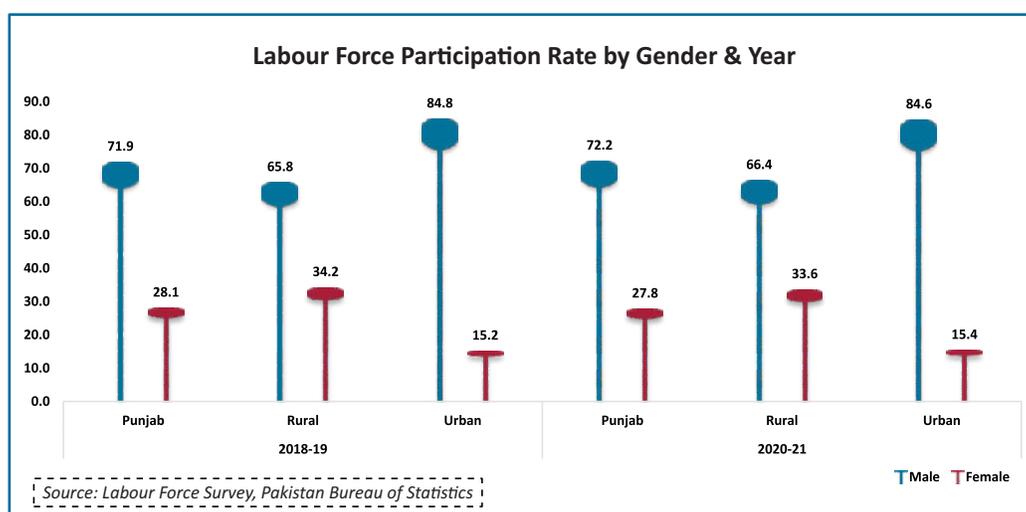


Figure 6.2

188 (Labour Force Survey of Pakistan, 2020-21)

189 (Labour Force Survey of Pakistan, 2020-21)

190 Ibid

191 (Baig, 2016)

District wise analysis of the female labour force participation reveals that district Khanewal has the largest female population (41.8 percent of the total working age female population) actively participating in the labour force followed by Muzaffargarh (39.2 percent). However, district Lahore has the lowest female labour force participation (13.5 percent).

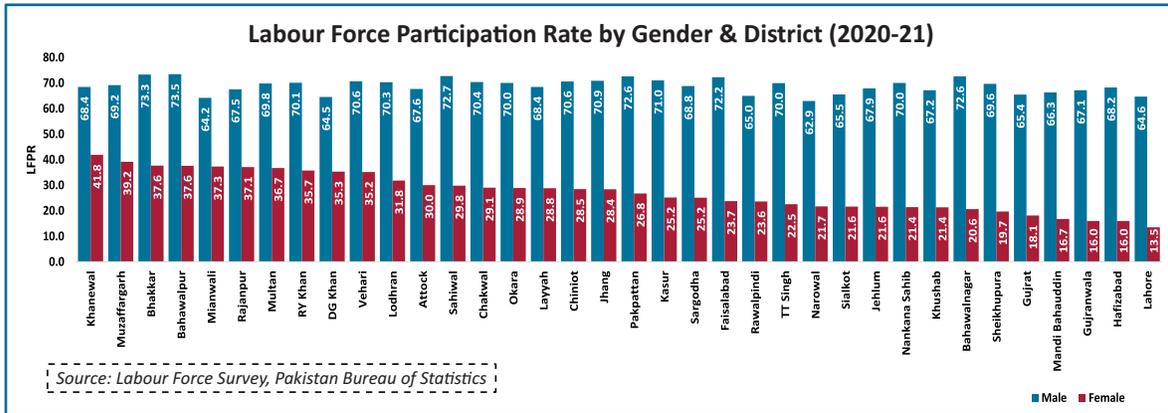


Figure 6.3

6.1.2 Unemployment in Punjab

As defined by LFS, an unemployed worker is 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.

According to LFS 2020-21, 4.41 percent of the total LF or 65.24 percent of the total unemployed were men. Similarly, 2.35 percent of the total LF or 34.7 percent of the total unemployed were women which is almost 2 percent higher than in 2018-19.

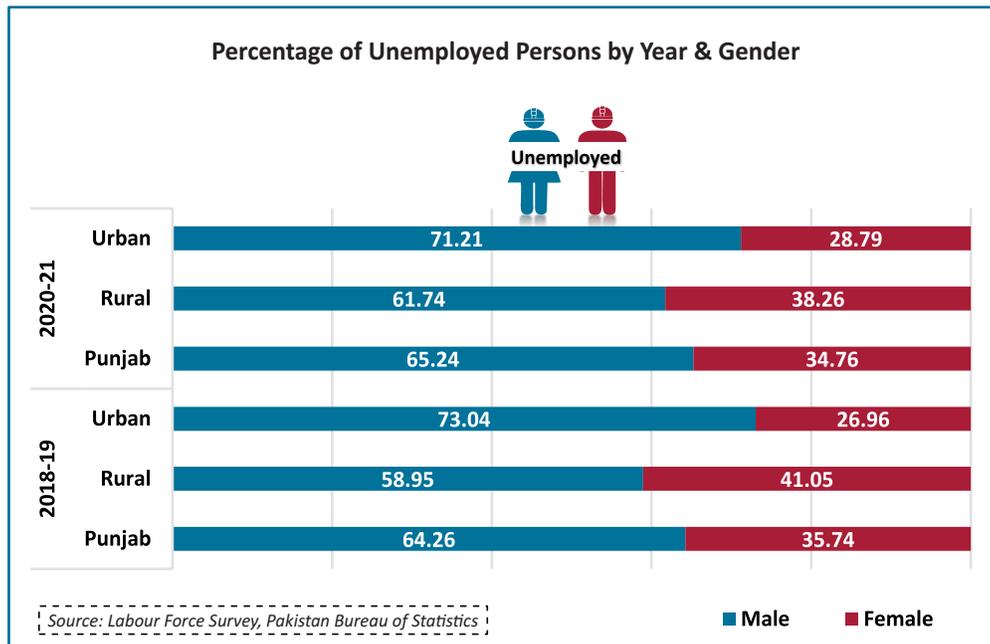


Figure 6.4

A district-wise distribution of unemployed labour force suggests that Lahore had the highest share of unemployed persons in Punjab (29 percent) of which 7.3 percent were male and 21.5 percent were female, followed by Multan & Rawalpindi.

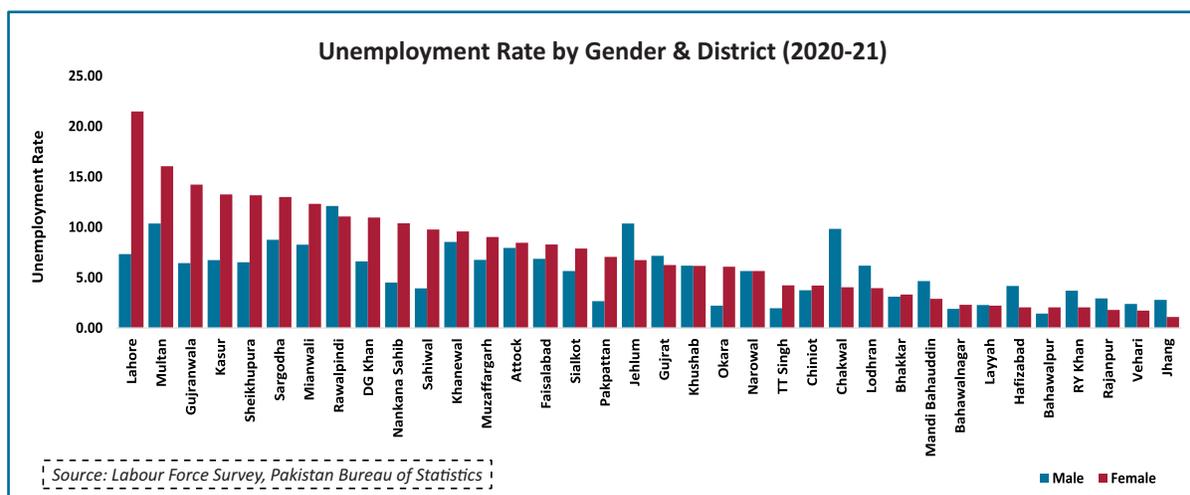


Figure 6.5

6.1.3 Valuing Unpaid Family Workers and Informal Economy

According to the estimates, the percentage share of wage and salaried workers in Pakistan is 44.4 percent of the total employment.¹⁹³ This indicates the substantial presence of unpaid family workers and persons working in the informal (non-documented) sectors in Pakistan's employment landscape and the critical role this cohort plays in the nation's economy. The percentage of employed population in the informal sector of Pakistan is 72.5 percent.¹⁹⁴

However, it simultaneously highlights a significant yet undervalued human capital resource. Unpaid work is conceptualised as labour that contributes to the well-being of individuals and society but is often overlooked in economic analyses due to its non-monetary nature.¹⁹⁵ Similarly, the statutory minimum wage in Pakistan excludes both domestic and agricultural workers. Although minimum wage law does not expressly exclude workers from the informal sectors, historically and universally, legal protections are assumed to be applied to the formal sectors of the economy.¹⁹⁶

Investing resources into this large, often overlooked, section of the workforce can prove beneficial in unlocking latent productivity and fostering inclusive growth. Undeniably, the recognition and subsequent integration of unpaid family work and informal economy into formal economic measures can present challenges, mainly because it does not fall within conventional, monetarily quantifiable employment parameters. Yet, the scale at which it operates within Pakistan, constituting almost half of the employment, merits its acknowledgement and understanding as a significant contributor to the economy. Thus, strategizing measures to accurately value this unpaid work becomes pertinent.

6.1.3.1 Informal Employment

The sector-wise percentage distribution of employed persons in LFS reveals that almost 40 percent of the total employed persons were associated with the agriculture sector (formal & informal) in Punjab. Of these, 37 percent belonged to rural areas (19 percent male & 17.9 percent female) and only 1.9 percent belonged to urban areas (1.34 male & 0.6 percent female).

The share of employed persons working in the informal sector (44.3 percent) is quite large where 20.6 percent male and 3.4 percent female belong to the rural areas and 18 percent males and 2.24 percent females belonged to urban areas of Punjab.

193 (Wage And Salaried Workers, 2023)

194 (Labour Force Survey of Pakistan, 2020-21)

195 (Folbre, 2013)

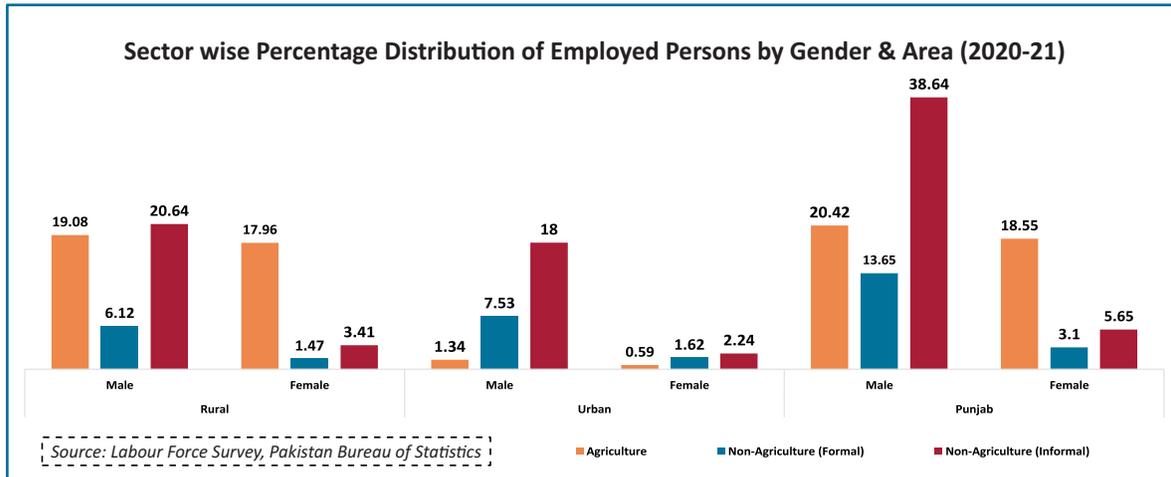


Figure 6.6

District wise data reveals that district Attock has the highest percentage (80.7 percentage) of employed female population working in the informal sector followed by district Bahawalnagar (80.4 percent). However, Vehari and TT Singh have almost equal shares of female employed population in both the sectors.

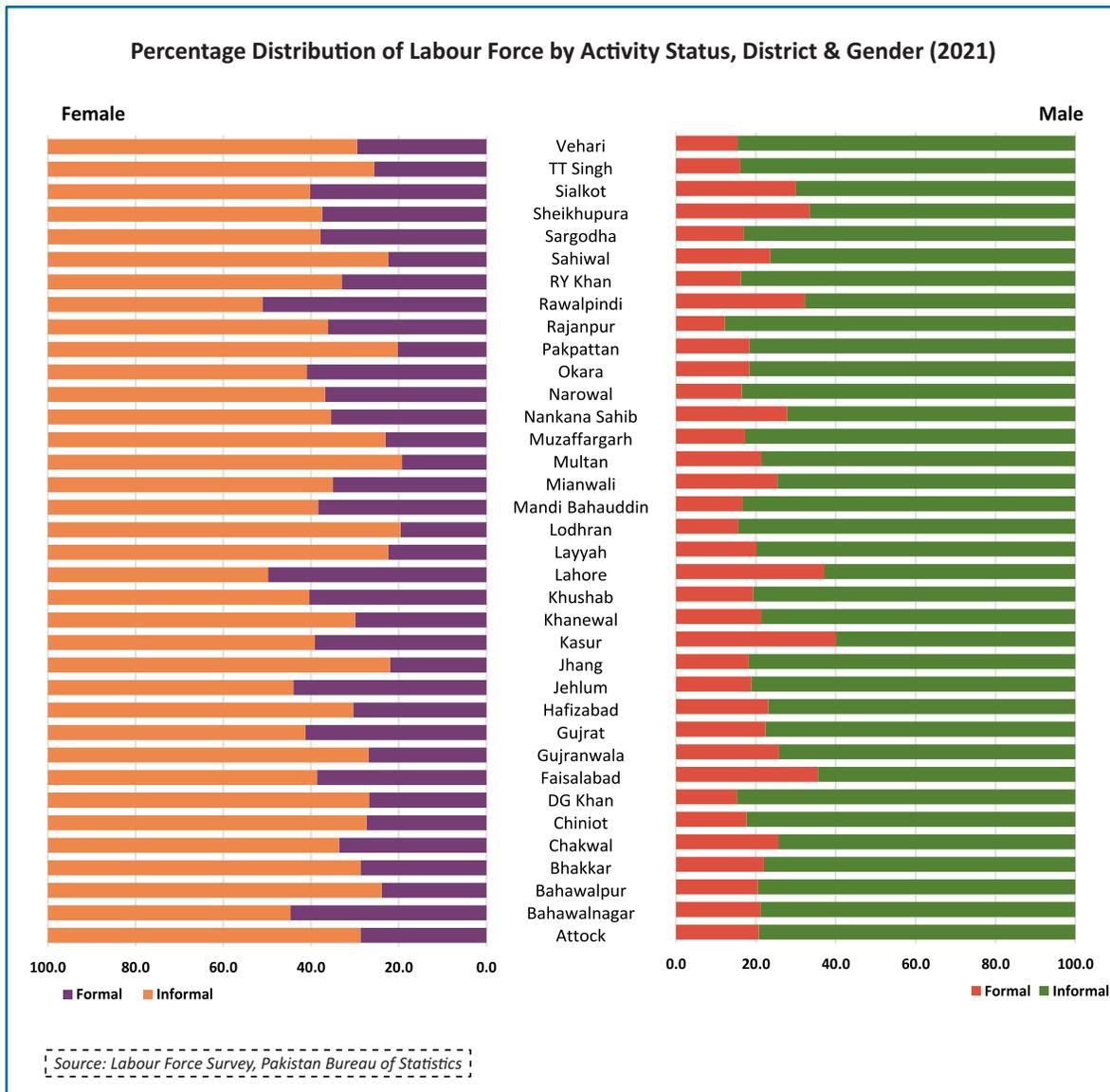


Figure 6.7

6.1.3.2 Unpaid Family Work

The Labour Force Survey (LFS) defines a contributing family worker as "someone who works without pay in cash or in kind on an enterprise operated by a member of her/his household or other related persons".¹⁹⁷

Table 6.1

The table presents the data of employed persons in Punjab by their employment status. The data reveals that 8.07 percent of the total employed male and 15.17 percent of the total employed females in Punjab were contributing family workers. The gap is much wider in rural areas, where 8.79 male and 21.01 percent female employed persons contribute as family workers. However, data for urban areas present an opposite trend where 6.5 percent of male and 2.35 female workers contribute to family work.

Employment Status (%)	Punjab		Rural		Urban	
	Male	Female	Male	Female	Male	Female
Employers	1.41	0.02	0.53	0.02	3.36	0.03
Own account workers	29.97	5.33	30.23	6.46	29.41	2.85
Contributing Family Workers	8.07	15.17	8.79	21.01	6.5	2.35
Employees	33.24	6.77	27.19	5.76	46.53	8.98

The substantial involvement of women in their family's agricultural farms is a primary reason for the high share of female employed population as contributing family workers in rural areas.¹⁹⁸

District wise analysis showed that the percentage distribution of men categorized as own account workers was higher in all districts compared to women. Likewise, men categorized as employees had higher percentage distribution in all districts compared to women with the exception of District Lahore. The percentage distribution of women as contributing family workers was higher in all districts compared to men.

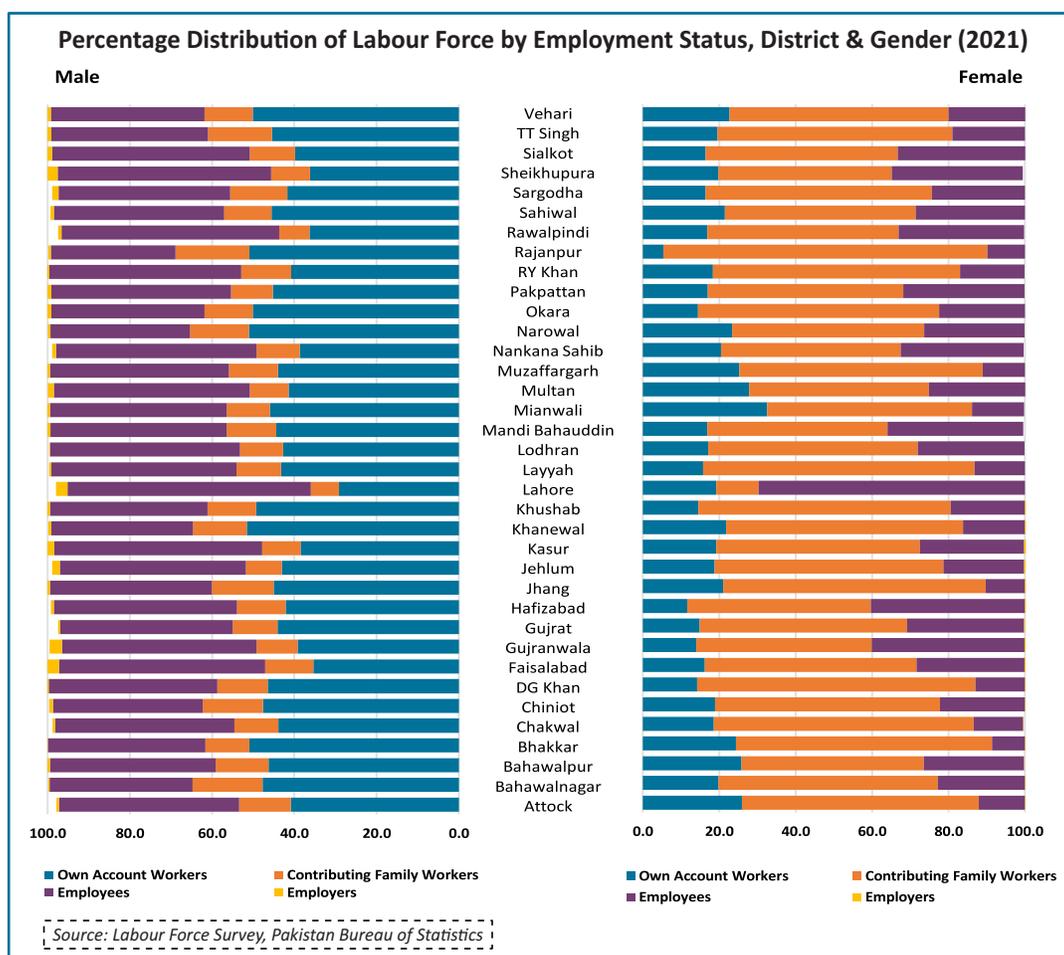


Figure 6.8

197 Labour Force Survey (LFS)

198 (Facts & Figures: Rural Women and the Millennium Development Goals, 2023)

6.1.3.3 Brick Kiln Workforce

The brick kiln industry, an unorganized sector, employs a significant number of underpaid and undervalued workers in Pakistan. Facing brutal working conditions, including temperatures that can reach up to 120 degrees Fahrenheit, families are compelled to produce over 1,500 bricks daily to repay loans to kiln owners. They are kept in the dark about the exact amount owed, the duration of their labour, and the interest accruing on their debts.¹⁹⁹

In 2022, the number of registered Brick Kiln workers with the Labour & Human Resource Department reduced to 32,713 from 36,265 in 2021. Of the total registered workers, 32,171 (98 percent) were male and only 542 (2 percent) were female.

There are multiple reasons for this low registration; for instance; brick kiln workers are systemically denied the opportunity to register with social welfare and the labour department, depriving them of access to old-age benefits and social security. Female workers, in particular, have no rights as the majority of them do not even possess a national identity card.²⁰⁰ Furthermore, when working as a family, the male head of the family is registered with the kiln owner while women work as contributing family members. Women often do not receive their wages directly, as brick kiln owners traditionally pay their wages directly to their male family members.²⁰¹

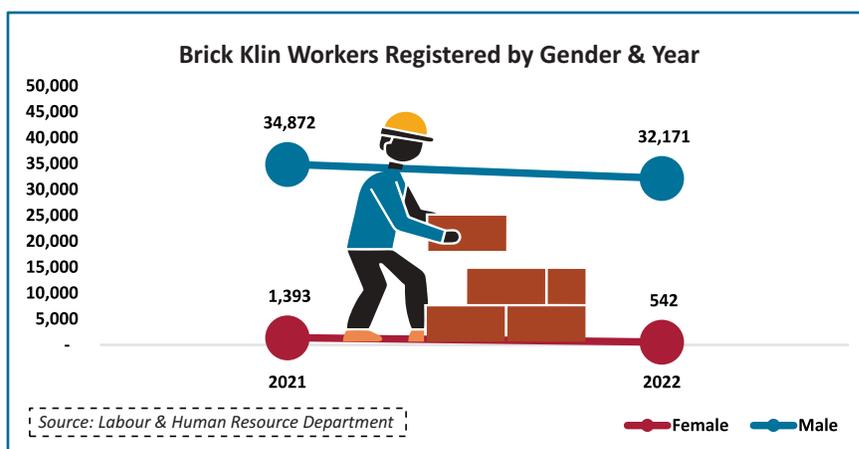


Figure 6.9

The district-wise data reveals that district Sheikhupura had the highest number (120) of registered female bricks kiln workers followed by Muzaffargarh (119). District Gujrat and Hafizabad had only one registered female worker, however, the remaining 22 out of 36 districts had no registered female worker.

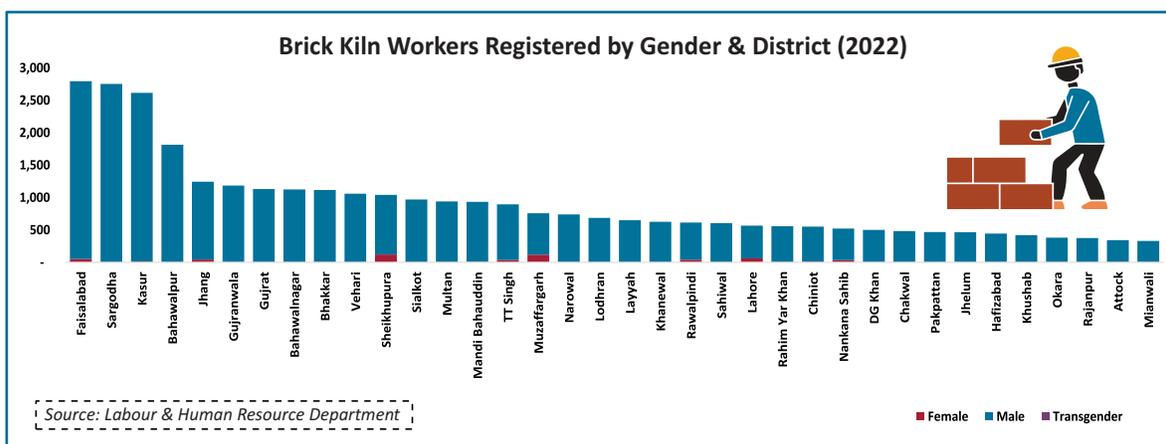


Figure 6.10

199 (Reynolds, Nemic, Cooper, & Khan, 2023)
 200 (Women in the Brick Kiln Industry in Pakistan, 2023)
 201 (Conradt & Winzenried, 2021)

The age-wise presentation of the registered bricks kiln workers suggests that most of the men and women working in the kilns belonged to the age bracket of 31-40 years.

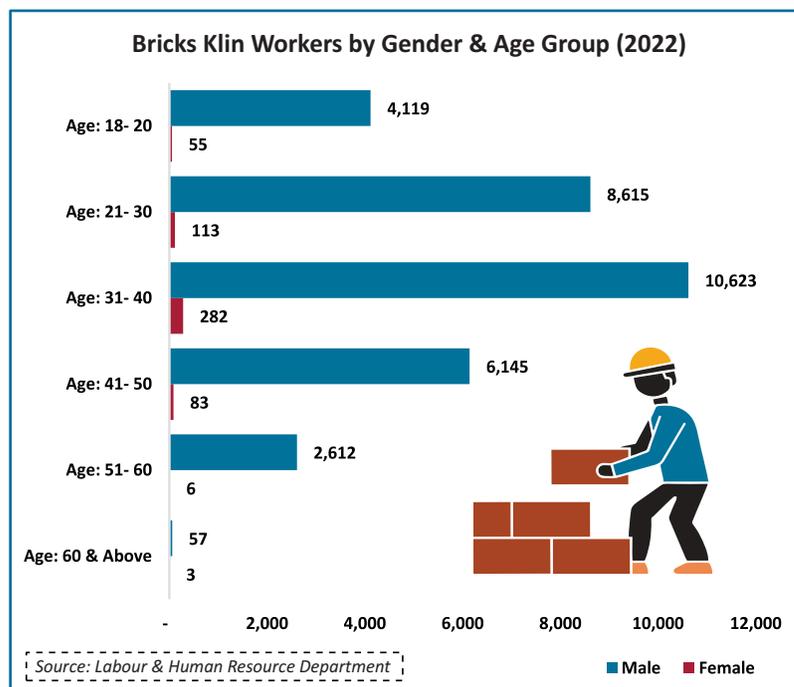


Figure 6.11

6.1.4 Gender Differences in Earnings

The persistent gender disparity in economic circumstances, vividly apparent in Pakistan, is a disquieting reality that requires earnest attention. The indicators such as a low labour force participation rate and an escalating gender wage gap shed light on the economic hardships faced by women. The limited inclusion of women in the labour force and the stark wage disparity in Pakistan pose a challenge not only to gender equity, but also to the nation's overall development potential.²⁰²

According to the LFS, a male employed person received an average of Rs 24,043, however, female employees received an average of Rs 20,047 in 2020-21. Female employees received 16.6 percent less wages than males.

The gender wage gap is lesser in urban areas where female employees receive 2.8 percent less than the average monthly wages of male employees. However, female employees in rural areas receive only 71.5 percent of their male counterparts.

On average, women earn 77 cents for every dollar earned by men. At the current rate, it is estimated that it will take 257 years to close the global gender pay gap.

Gender Pay Gap Statistics, Forbes

The national average gender wage gap is 18.4 percent.

Labour Force Survey 2020-21

Table 6.2

Average Monthly Wages of Employees (Rs.)			
	Male	Female	Gender Wage Gap (Male=Rs 100)
Punjab	24,043	20,047	83.4
Rural	20,958	14,988	71.5
Urban	27,999	27,177	97.1

202 (Women Economic Empowerment is key to Pakistan's Development, 2023)

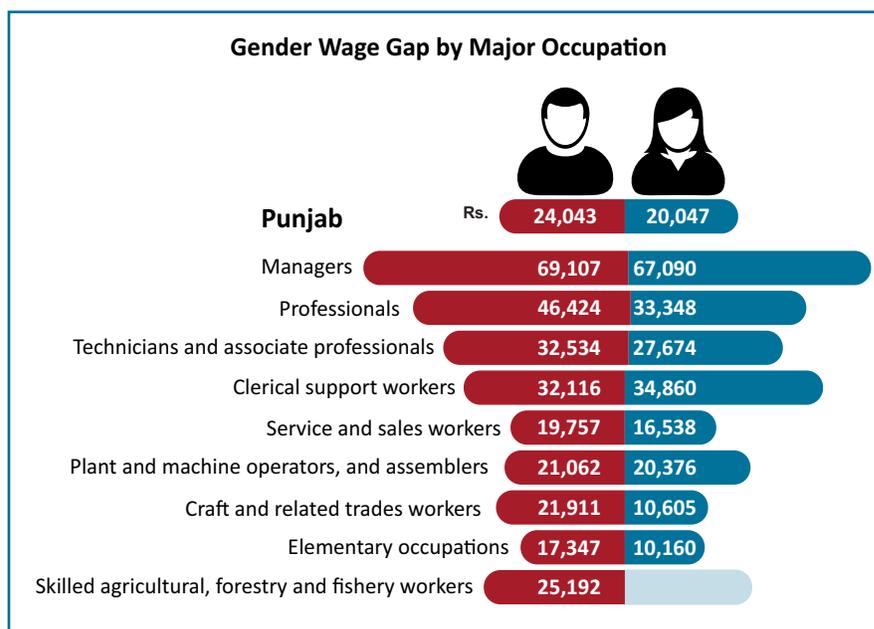


Figure 6.12

The gap is more profound in case of self-employed individuals, where women earn only 26.8 percent of men's average monthly earnings. In contrast to the gender wage patterns, the difference in the monthly income of rural women was lesser (29 percent of men's earnings) as compared to that of urban women which was only 25 percent.

Table 6.3

Average Monthly Income of Self-Employed (Rs.)			
	Male	Female	Gender Income Gap (Male=Rs 100)
Punjab	29,042	7,782	26.8
Rural	26,138	7,588	29.0
Urban	35,025	8,742	25.0

The gender earnings gap in self-employment persists due to a complex interplay of factors. Women often grapple with the challenge of balancing their business pursuits with family responsibilities, which can impact the time and energy they can invest in their businesses. Moreover, the unequal distribution of caregiving responsibilities, societal expectations, and limited access to affordable childcare further exacerbate this imbalance.²⁰³ Additionally, women may face discriminatory practices, such as gender bias in access to funding, networks, and opportunities, which can hinder their entrepreneurial success.²⁰⁴ Addressing these multifaceted issues is crucial to narrowing the gender earnings gap in self-employment and fostering a more equitable entrepreneurial landscape.

6.1.5 Underemployed Population in Punjab

LFS defines underemployment as a situation in which individuals who are employed either: a) work fewer than 35 hours per week, or b) actively seek or are available for additional alternative work opportunities.

The figure 6.13 shows that the share of men in underemployment was almost twice (66.7 percent) as compared to women (33.3 percent). Area-wise distribution of the underemployed population reveals that the gap is significantly higher in urban areas where almost 21 percent were men and 9.3 percent were women. However, in rural areas, underemployed male population was 45.28 percent and female underemployed population is almost 24 percent.

203 (Lechmann, 2012)

204 (Gender Gap In Self-Employment Rises With Age, 2023)

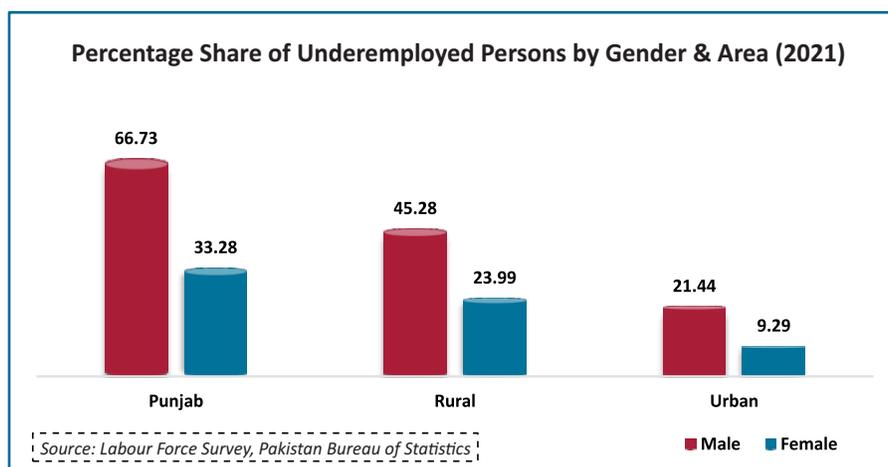


Figure 6.13

A cohesive look into the densities of employment sectors in Punjab sheds light on the vulnerabilities of the employment sector mainly due to the large share of informal and unpaid family workers, and a visible shift of workforce from agriculture towards the industry and burgeoning services sector (37.2 percent of employment). While the transition of workers towards industry and services appears promising, it also brings in the potential exploitation and vulnerabilities, particularly for those with inadequate skills, emphasizing the need for protective measures for the transitioning workforce. Turning the focus towards the youth employment scenario reveals another layer of vulnerability. With a high unemployment rate of 12.2 percent among the 20-24 age group, the youth segment grapples with significant employment challenges.

To address this, a roadmap must be laid down emphasizing improved governance, multi-source funding, employable skills enhancement, and quality assurance, in line with the SDG's Goal 8 - Decent Work and Economic Growth.

6.2 Incidence of Child Labour in Punjab

The term 'child labour' refers to work that "children are too young to perform and/or work that, by its nature or circumstances, is likely to harm children's health, safety or morals. In more technical terms, child labour encompasses work performed by children in any type of employment, with two important exceptions: permitted light work for children within the age range specified for light work; and work that is not classified as among the worst forms of child labour, particularly as hazardous work".^{205 206}

The United Nations adopted the Sustainable Development Goals (SDGs) in 2015, one of which is target 8.7, which aims to end all forms of child labour by 2025. Child labour interweaves with several other SDGs, including those related to education, gender equality, inequality reduction, and the promotion of peaceful and inclusive societies (SDGs 4, 5, 10, and 16).

Pakistan is a signatory of international agreements like the United Nations Convention on the Rights of the Child, ILO Convention 138 (the Minimum Age Convention), ILO Convention 182 (the Worst Forms of Child Labor), and the International Covenant on Economic, Social, and Cultural Rights treaty.

The provincial labour laws in Punjab such as the "Punjab Restriction on Employment of Children Act, 2016" and the "Punjab Prohibition of Child Labor at Brick Kilns Act, 2016" prohibit the employment of children under 15 years of age.

Two out of five adolescents (aged 15-17 years) are engaged in some type of work.
Punjab Child Labour Survey 2019-20

However, despite these commitments to eliminate child labour, the lack of comprehensive surveys measuring child labour and hazardous work among children and adolescents between 1996 and 2019 represents a significant gap in understanding the extent of the problem.²⁰⁷

²⁰⁵ (What is Child Labour, 2023)

²⁰⁶ (Child Labour Statistics (CHILD database), 2023)

The worst forms of child labour involve children being enslaved, separated from their families, exposed to serious dangers and illnesses, or left to fend for themselves on the streets of large cities, often at a very young age.

It's important to note that not all work performed by children should be considered child labour, which must be eliminated. The participation of children or adolescents above the minimum age for employment in work that doesn't harm their health, personal development, or education is generally seen as positive.²⁰⁸



Figure 6.14

The next subsection presents the findings of the Punjab Child Labour Survey 2019-20 carried out between November 2019 and March 2020 in all 36 districts.

6.2.1 Activity Status of Children and Adolescents (Aged 5-17)

PCLS 2019-20 presents the number and percentage of children and adolescents. Out of all 5–17 year-olds, 21.3 percent reported working in the past 12 months (including the past week) of which 14 percent were boys and 7 percent were girls.

6.2.2 Working Children by Age Group

Engagement in work increased with age, and went from 5.2 per cent for aged 5–9, to 22.3 percent for those 10–14 years old and up to 39.8 percent for those aged 15–17. More boys were engaged in work than girls for all age categories and this difference was especially pronounced in the age group 15–17 where the prevalence is almost twice as high for boys compared to girls (52.2 percent vs 26.6 percent).

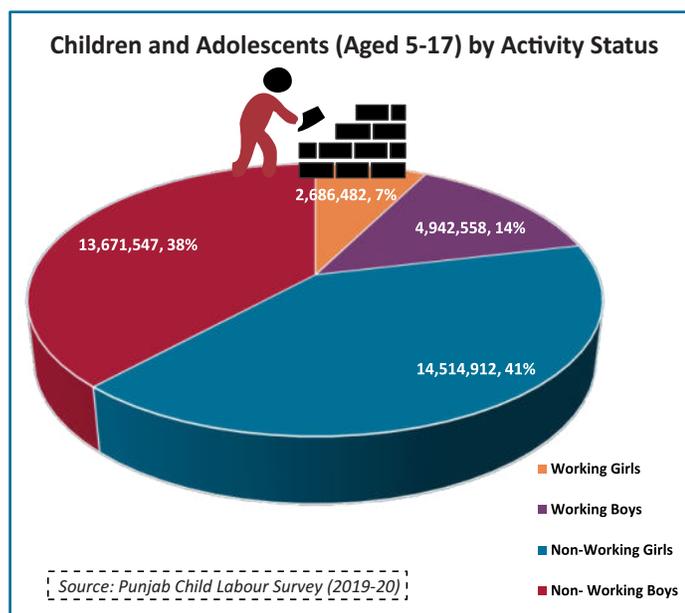


Figure 6.15

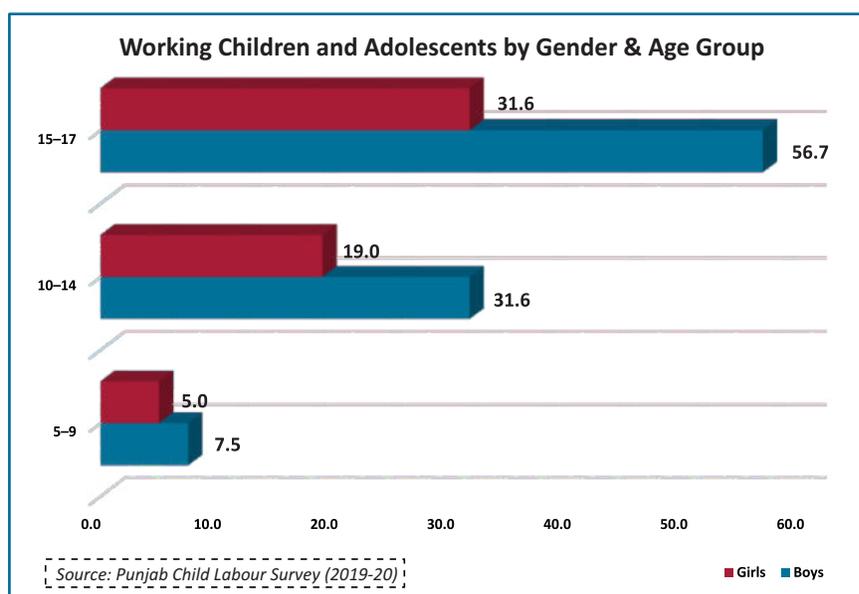


Figure 6.16

6.2.3 Working Children By Industry

Examining the sectors in which children are employed is crucial when assessing their working conditions. The following figure presents the main industries where children and adolescents work. Among 5 to 17-year-olds, the proportion of boys engaged in water collection (14.5 percent), construction (3.7 percent), and wholesale and retail (12.4 percent) is significantly higher in comparison to girls. On the other hand, girls more inclined to participate in agriculture, forestry, and fishing (65.7 percent vs. 49.5 percent), manufacturing (17.7 percent vs. 11.7 percent), and domestic work (3.9 percent vs. 0.6 percent).

Both boys and girls, across all regions, are likely to be involved in child labour at an equal level. Nonetheless, gender disparities frequently emerge in the specific tasks undertaken, with girls being considerably more involved in unpaid household services.²⁰⁹

209 (Child Labour, 2023)

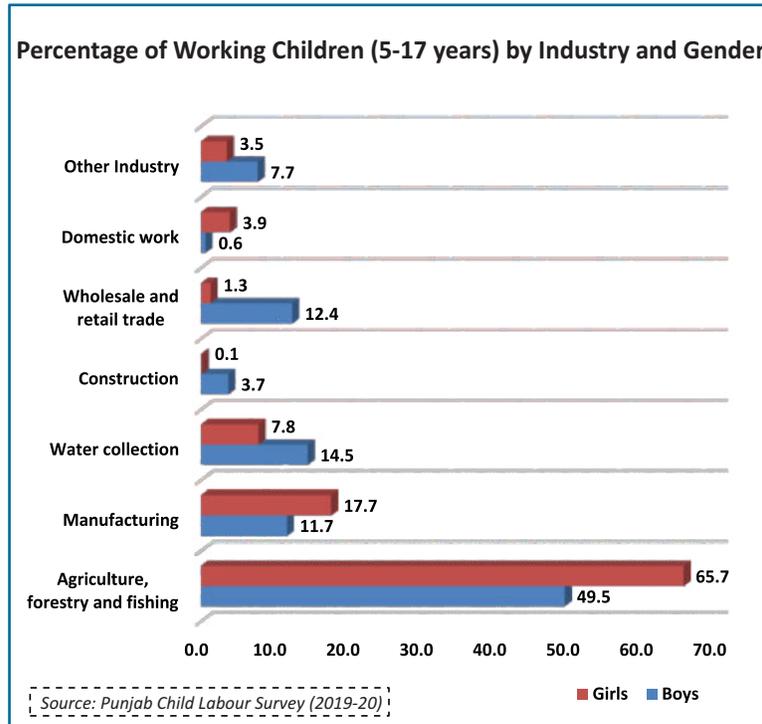


Figure 6.17

6.2.4 Working Children by Employment Status

Most children, 81.1 percent for 5–14 year-olds and 56.9 percent 15–17 year-olds, were unpaid family workers followed by those doing an apprenticeship. Most of the girls aged 5-17 (79 percent) were engaged as unpaid family workers compared to boys (66.6 percent).

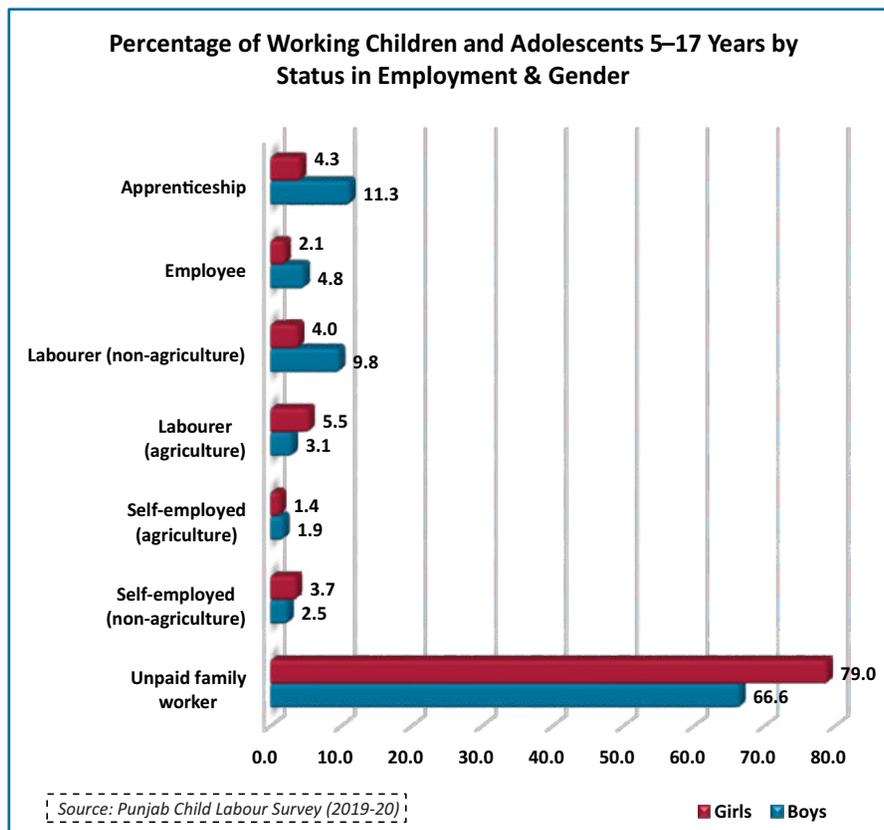


Figure 6.18

6.2.5 Children and Adolescents by Activity Status and Marital Status

Children and adolescents aged 10–17 who have ever been married were less likely to be engaged only in school (19.7 percent boys of the cohort and only 7.4 percent girls) compared to never-married children and adolescents (56.3 percent boys and 65.7 percent girls).

There were further considerable differences between ever-married boys and girls, where girls were more likely to be in neither employment nor school (12.2 percent boys vs 53.9 percent girls) than those never married (7.6 percent boys vs 14.8 percent girls).

Never-married children and adolescents were to a greater extent more engaged both in employment and school (18.7 percent boys vs 6.6 percent girls).

Table 6.4

Number & Percentage of Children and Adolescents 10-17 years by Activity Status and Marital Status				
	Never Married		Ever married (or Nikah)	
	Boys	Girls	Boys	Girls
Number	10,845,299	9,862,041	33,549	81,415
Only in School (%)	56.3	65.7	19.7	7.4
Only in employment (%)	17.4	12.9	52.8	36.6
In employment and School (%)	18.7	6.6	15.2	2.2
Neither in Employment nor in School (%)	7.6	14.8	12.2	53.9

Source: Punjab Child Labour Survey (2019-20)

6.2.6 Children Involved in Household Chores

The time spent on household chores increased with age. 94.1 percent of the children (aged 5-9) spent 7 hours or less number of hours in a week as compared to 81.0 percent (aged 10–14) and 63.5 percent (aged 15–17). However, there were significant gender differences, where girls were more likely to devote an additional 8 hours per week to household chores than boys. While 58.4 percent of girls (aged 15–17) devoted 8 or more hours per week, the percentage was 11.4 for boys doing household chores.

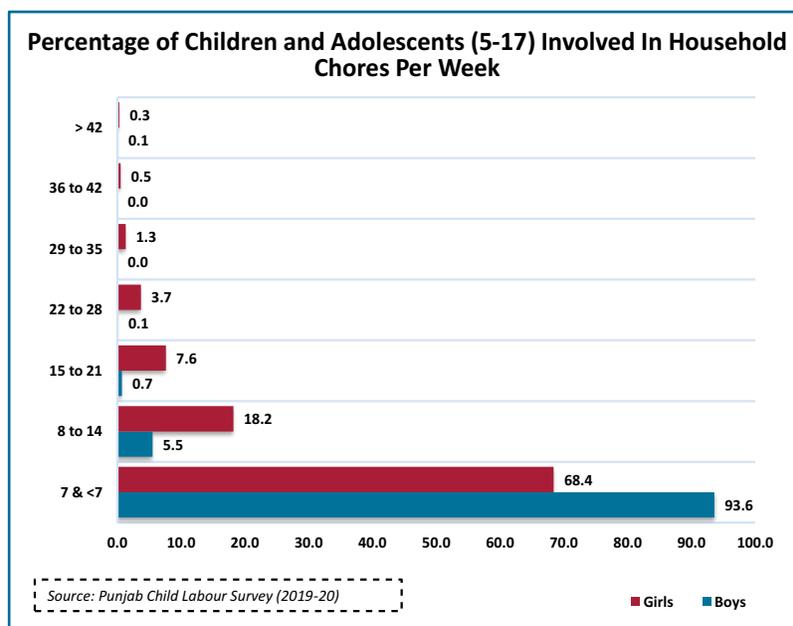


Figure 6.19

6.3 Entrepreneurial Ecosystem

The integration of women into business and entrepreneurial activities in Pakistan holds immense potential for mitigating vulnerabilities in employment. To harness this potential effectively, it is crucial to implement multi-source funding, employable skills enhancement, quality assurance, comprehensive training and skill development programs tailored to the needs of aspiring female entrepreneurs and the existing female workforce.²¹⁰ These initiatives can not only empower women with the knowledge and capabilities necessary to establish and manage successful businesses but can also help in reskilling the existing workforce thereby enhancing their economic independence and resilience.

Pakistan repealed discriminatory provisions on registering a business, and a married woman no longer needs to present her husband's name when registering a business. This amendment concluded Pakistan's previous reform efforts to remove the restriction.

[Women, Business & Law 2023]

6.3.1 National Incubation Centre

The National Incubation Center (NIC) is a dynamic hub for fostering innovation and entrepreneurship in the country. It provides a supportive ecosystem for startups, entrepreneurs, and innovators to nurture their ideas and turn them into successful businesses. NIC offers a range of programs and resources, including incubators for start-ups, mentorship, workspace, funding opportunities, and training sessions.²¹¹

In 2022, the number of participants who had undergone training programs organized by NIC increased by 108 percent to 7,642. Of the total, 5,407 (66 percent) were males and 2,533 (34 percent) were females.

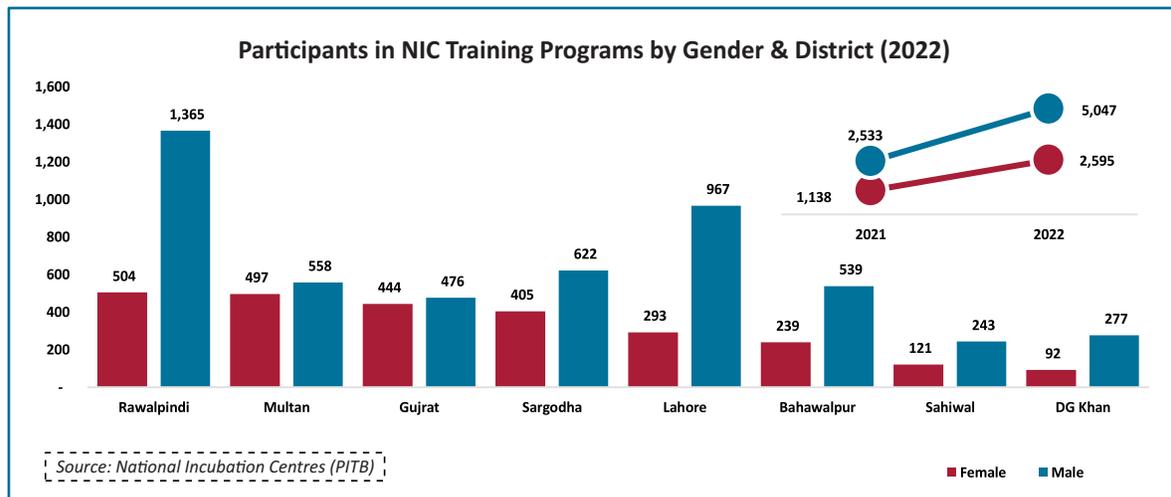


Figure 6.20

District representation of data reveals that a significant number of participants were from Rawalpindi district which could be attributed to the proximity of Rawalpindi with Islamabad.

6.3.1.1 Incubated Startups

In 2022, 98 startups were incubated of which, 79 (80.5 percent) were started by males and 19 (19.4 percent) by females. The previously incubated which graduated in 2022 were 79, of the graduated startups, 56 (71 percent) were run by males and 23 (29 percent) were run by females.

210 (Kurosaki, 2015)

211 (National Incubation Centres, 2023)

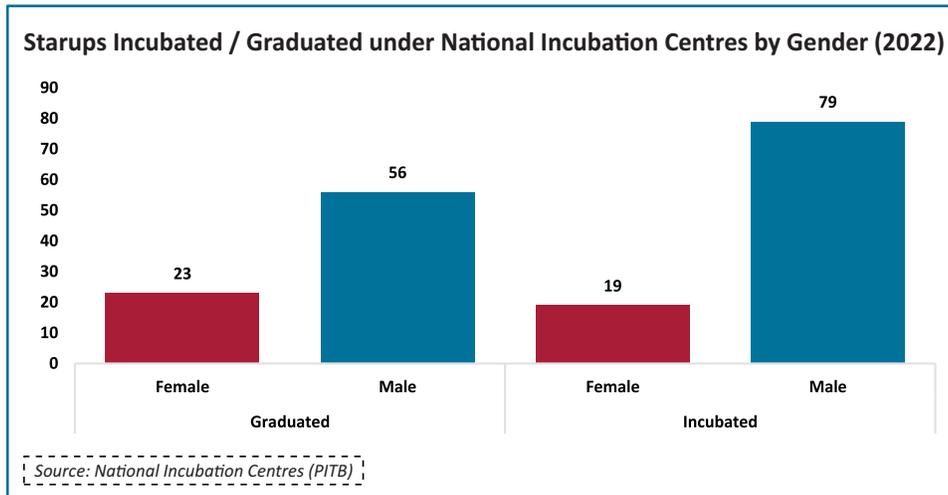


Figure 6.21

6.3.1.2 Digi Skills

In 2022, a total of 456,487 persons enrolled themselves in different courses offered by Digi Skills, of which, 311,724 (68 percent) were men, 144,710 (32 percent) were women and only 53 were transgender persons.

Similarly, 115,864 graduated from courses offered by Digi Skills, of which, 76,406 (66 percent) were men, 39,441 (34 percent) women and only 17 transgender persons.

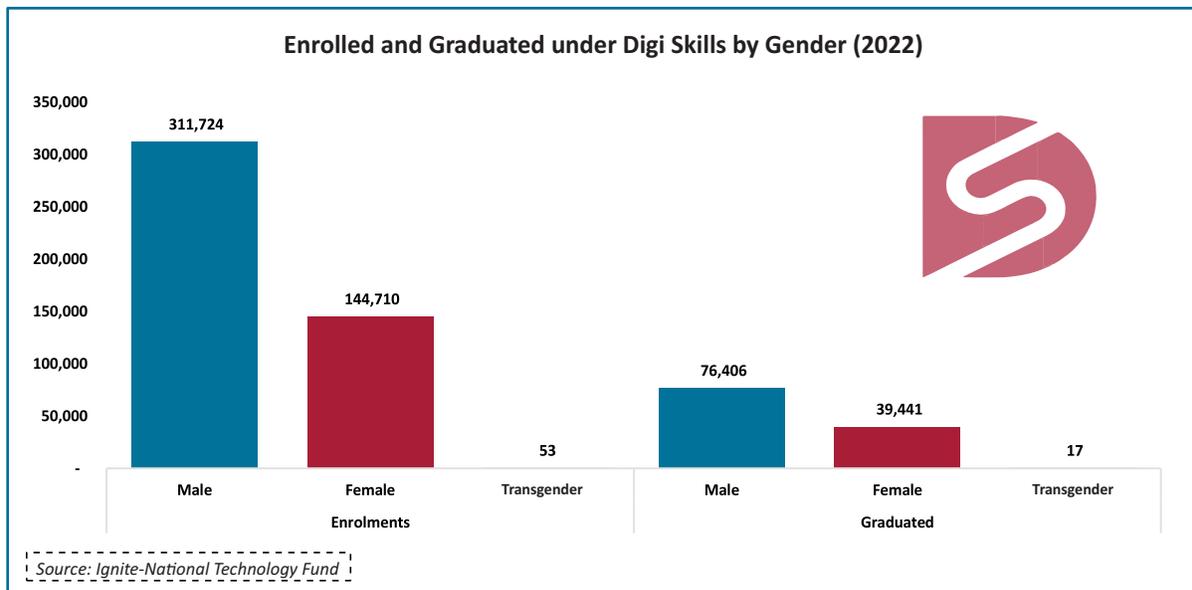


Figure 6.22

6.3.2 Punjab Skills Development Fund (PSDF)

PSDF funds a number of demand-driven on-site and online training for youth every year with the help of the private sector. They provide the skills needed to pursue their careers of choice.²¹²

In the year 2022, PSDF initiated training under different programs namely E-Tayyar, Haryali, Mahir and Umeed. Of the total 23,049 participants in the training sessions, 7,256 (31.5 percent) were male participants and 15,793 (68.5 percent) were female.

212 (Skills for Success, 2023)

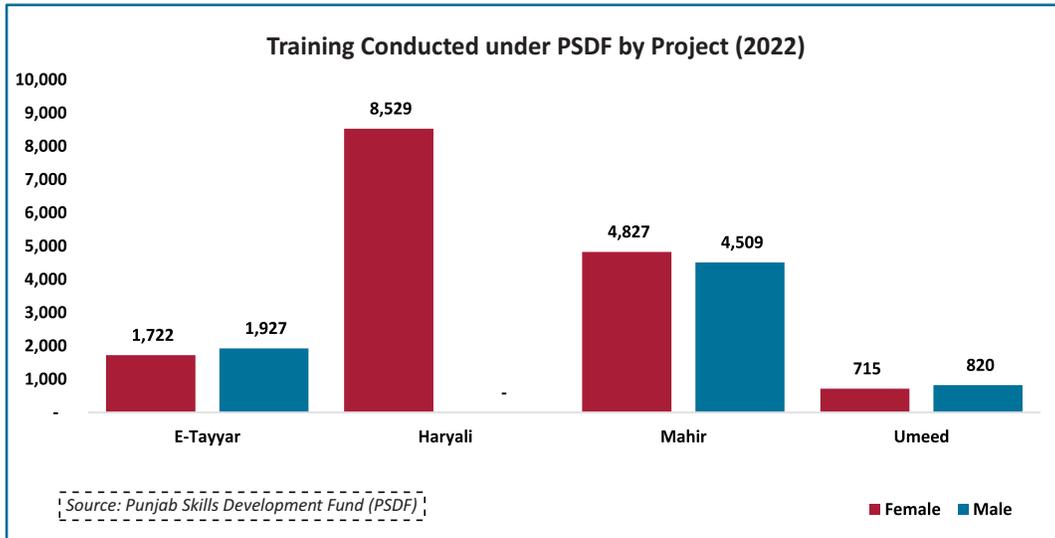


Figure 6.23

Uraan is a project by PSDF that focuses on women. Women are provided with demand-driven entrepreneurship training on freelancing services, e-commerce and popular trade and skills.²¹³ The following figure presents a picture of the number of participants from different districts of Punjab.

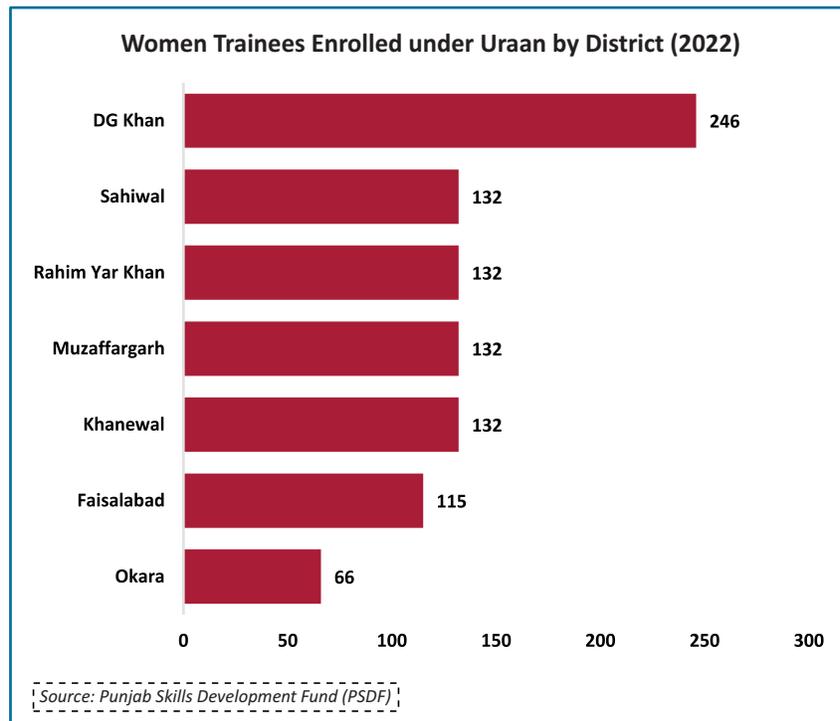


Figure 6.24

6.3.3 Small & Medium Enterprises Development Authority (SMEDA)

In 2022, SMEDA conducted 82 training sessions. The number of participants were 2,605 of which 1,912 (73.4 percent) were male and 693 (26.6 percent) were female.

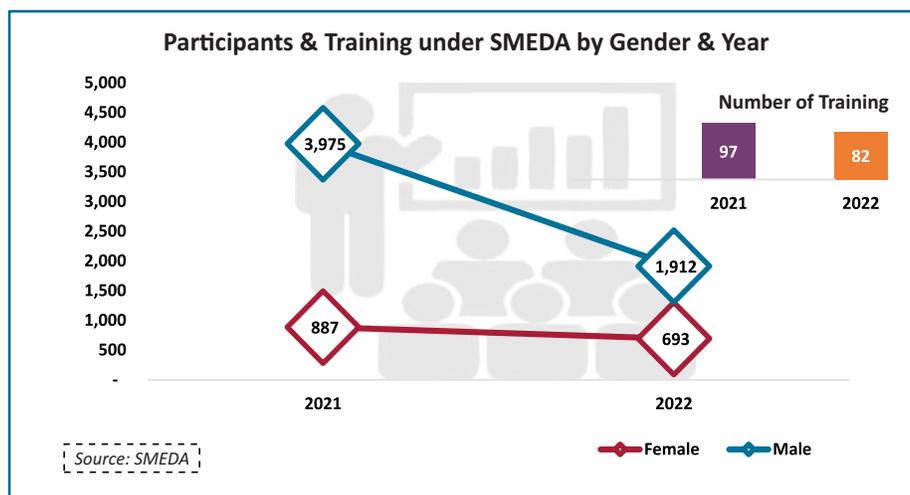


Figure 6.25

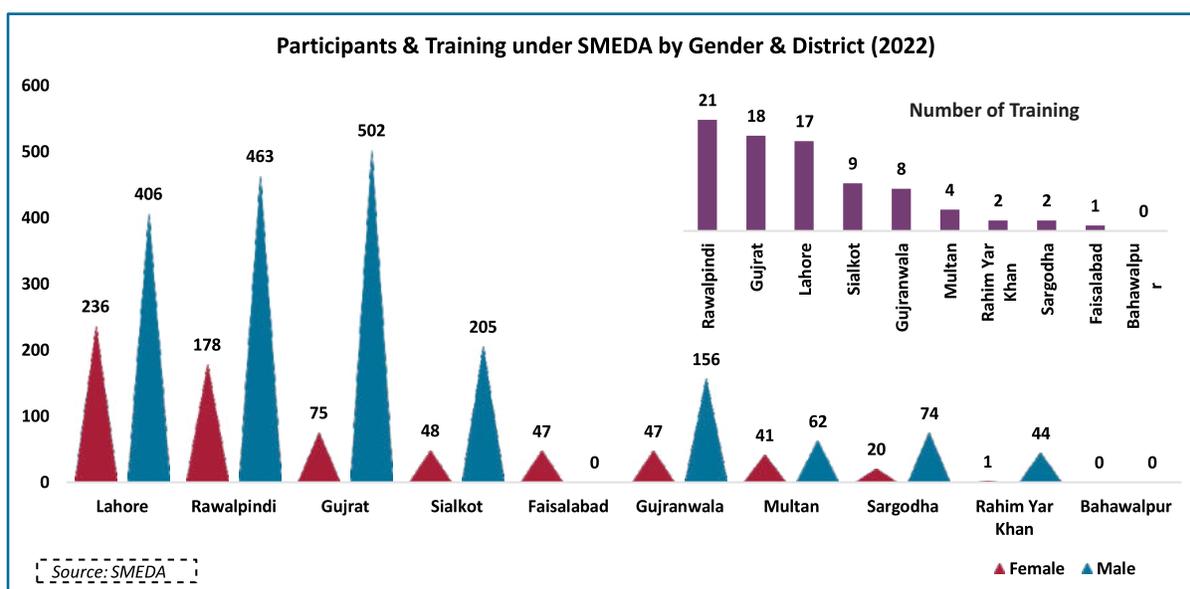


Figure 6.26

6.4 Access, Ownership and Control of Physical Resources

The status of women's access, ownership, and control of physical assets is characterized by significant gender disparities in Pakistan. Traditional gender norms and discriminatory legal and cultural practices often limit women's ability to own and manage property, land, and other assets.²¹⁴ Owning and controlling physical assets is crucial for women as it provides them with financial security, the ability to generate income, and a means to escape poverty. It also enhances their social status and decision-making power within households and communities.²¹⁵ Addressing these disparities is essential for promoting women's economic empowerment and fostering more inclusive and equitable societies.

6.4.1 Ownership of Land

According to the data received by the Punjab Land Revenue Authority (PLRA), the number of land owners in Punjab increased from 25.8 million in 2021 to 26.7 million in 2022. Of the total owners, 18.3 million (68.5 percent) were men and 8.4 million (31.5 percent) were women.

214 (Gaddis, Lahoti, & Swaminathan, 2020)

215 Ibid

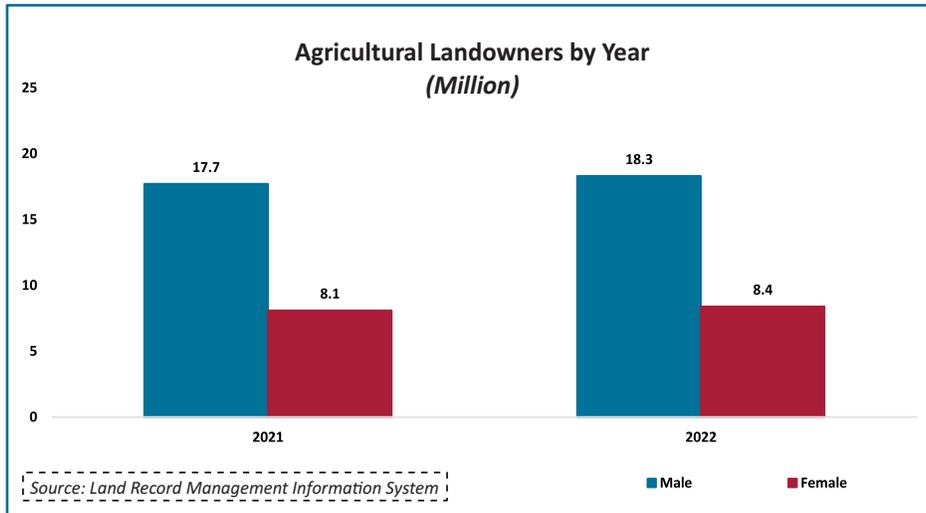


Figure 6.27

A district wise representation of data reveals that Chakwal district had the highest share of female land owners with a GPI of 0.68 followed by Rawalpindi (GPI 0.65). On the contrary, district Gujranwala, Jhang and Kasur had a GPI of 0.35 presenting a very weak position in female land ownership.

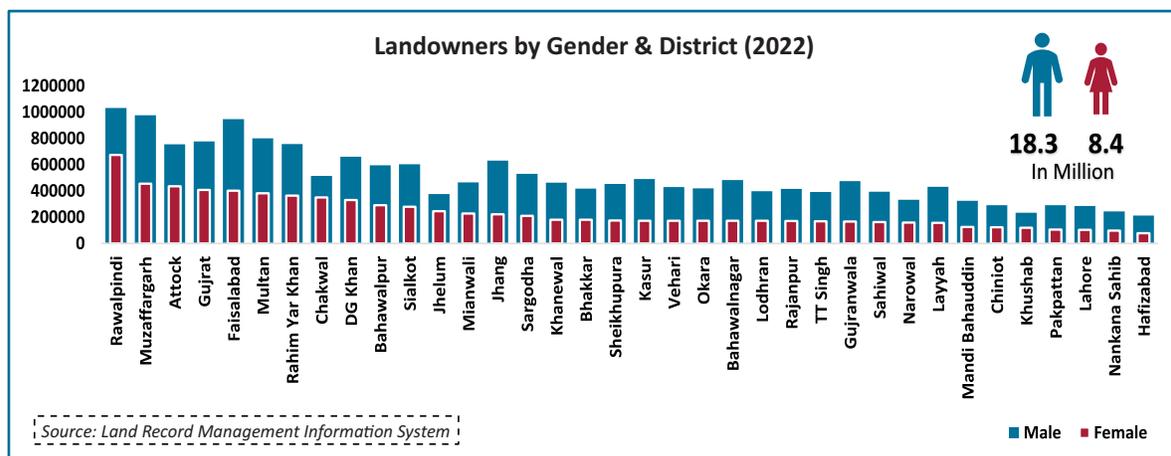


Figure 6.28

6.4.1.1 Average Landholding

The average land holdings in the province decreased from 2021 where the average landholding by males had decreased from 5,783 in 2021 to 5,585 sq meters in 2022. The female landholding decreased from 2,216 in 2021 to 2,150 sq meters in 2022.

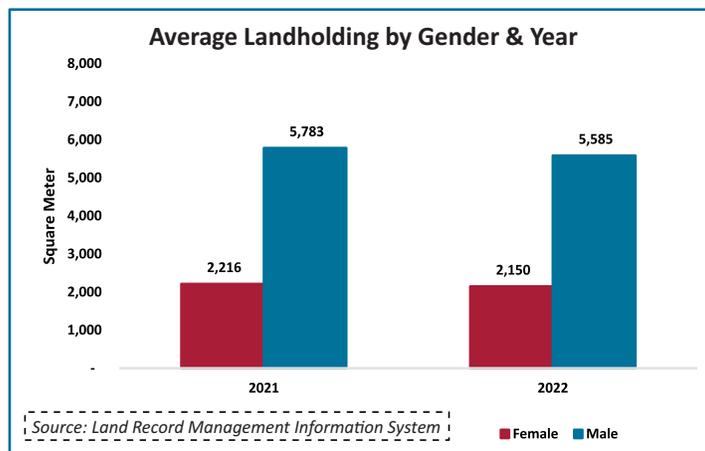


Figure 6.29

District Bahawalpur had the highest average land holding of 4,708 sq meters, followed by Rajanpur (3,798 sq meters). District Rawalpindi, on the other hand, had the lowest average land holding of 788 sq meters.

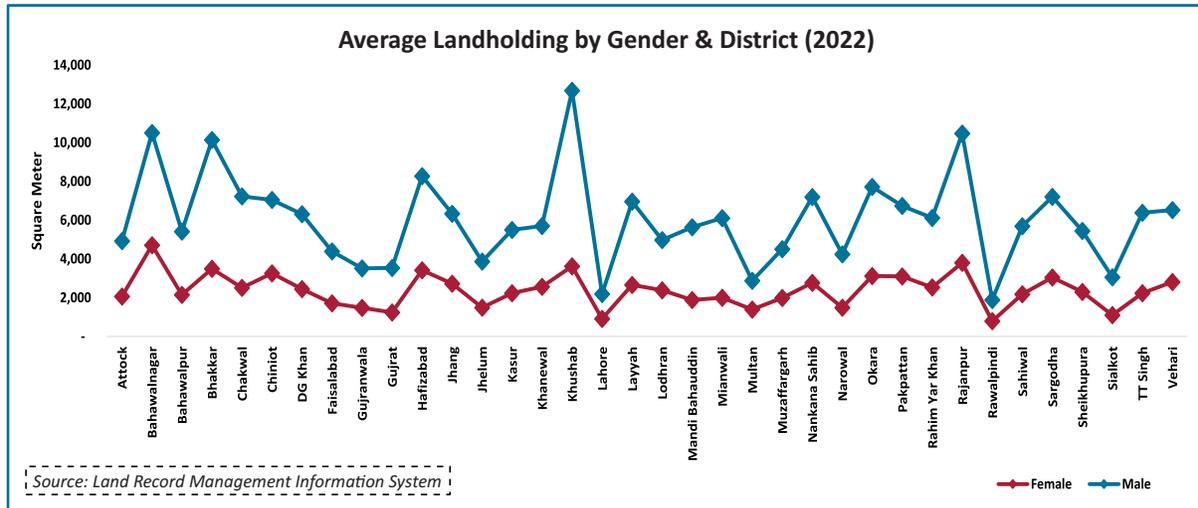


Figure 6.30

6.4.1.2 Mutations (Non Warasati Intiqal)

In 2022, a total of 3,938,511 non-warasati Intiqals (Transfers) were recorded with PLRA, the number was almost equal to the transfers recorded in 2021. Of the total, 3,093,432 (79 percent) transfers, buying & selling, were made by men and 845,079 (21 percent) by women.

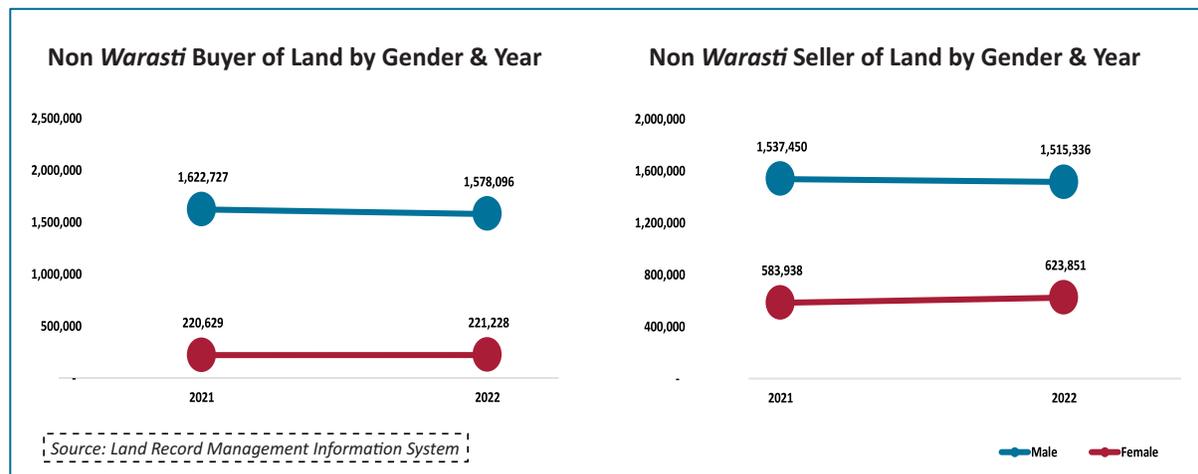


Figure 6.31

6.4.1.3 Inheritance Mutations (Warasati Intiqal)

In 2022, around 2.5 million people inherited land from 466,335 deceased, of which 333,677 (71.5 percent) were male and 132,658 (28.5 percent) were female. However, there existed some sort of gender parity in the ratio of legal heirs where 1,285,225 (50.3 percent) were male heirs and 1,268,218 (49.6 percent) were female heirs.

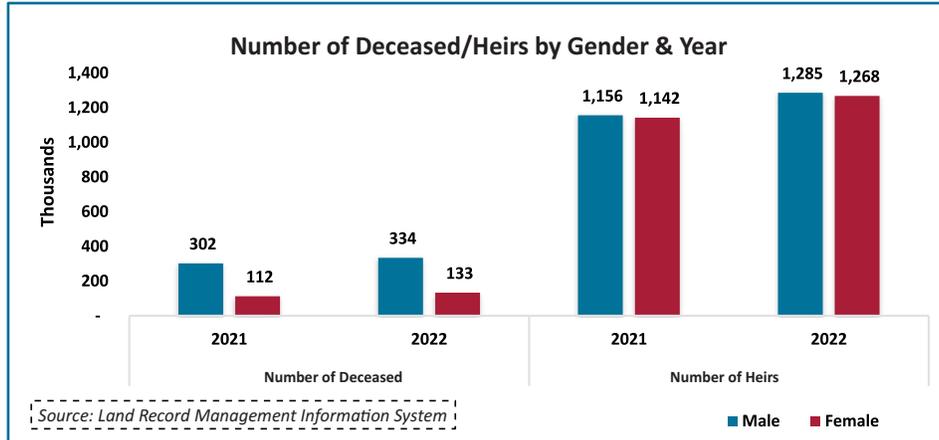


Figure 6.32

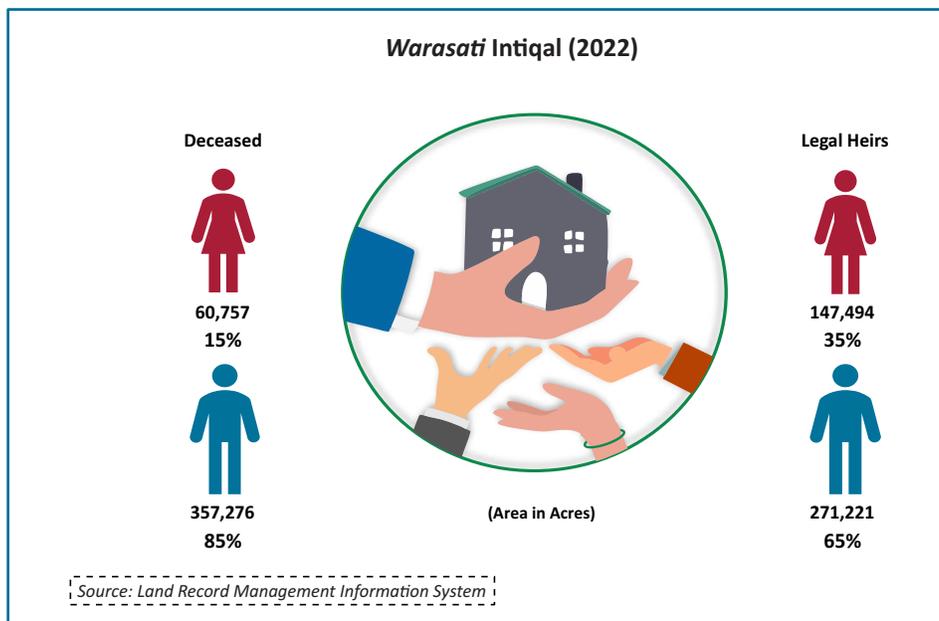


Figure 6.33

6.4.1.4 Mortgage Mutations

In 2022, PLRA registered a 7 percent increase in the registered mortgage-mutations as compared to last year. Of the total 143,684 mutations, 135,186 (94 percent) were male mortgagers and only 8,498 (6 percent) were female mortgagers with a GPI of 0.06.

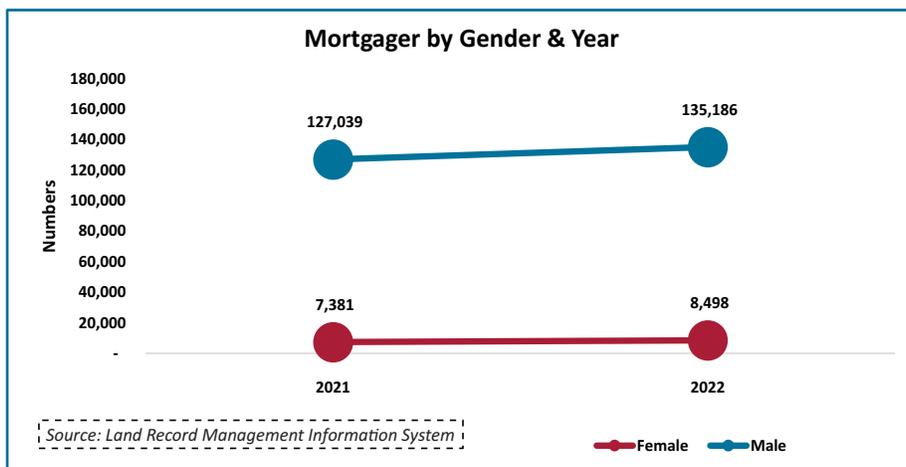


Figure 6.34

District wise data reflect a very poor picture where district Multan with the highest female participation had only 0.12 GPI, followed by Lahore (0.11) and Bahawalpur (0.10). Khushab district had a GPI close to zero.

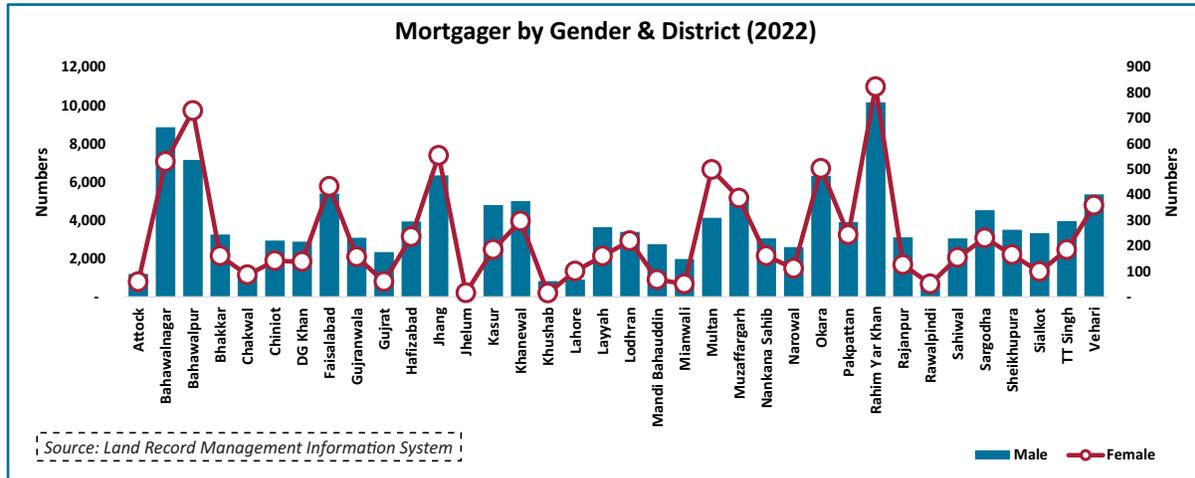


Figure 6.35

The area of mortgaged land had increased by 2.2 percent to 280,050 acres in 2022. Of the total area mortgaged 264,438 acres (94.4 percent) were mortgaged by men and 15,612 (0.6 percent) by women.

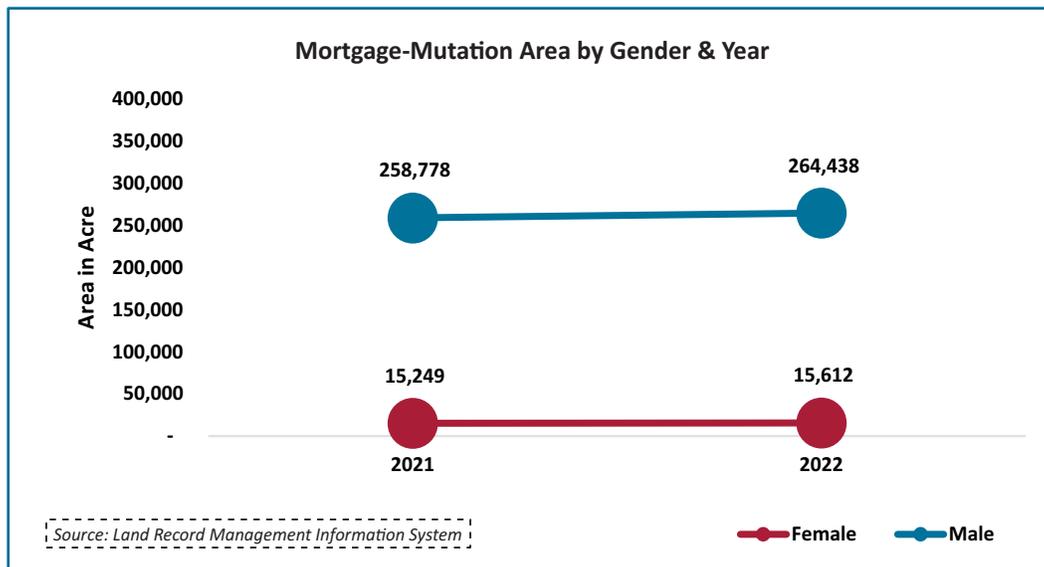


Figure 6.36

6.4.1.5 Land Disputes

The reported cases of disputes over ownership of the land significantly increased by 24.7 percent to 404,318 in 2022. Of the total disputes, 295,193 disputes (73 percent) were reported by men and 109,125 (27 percent) were reported by women.

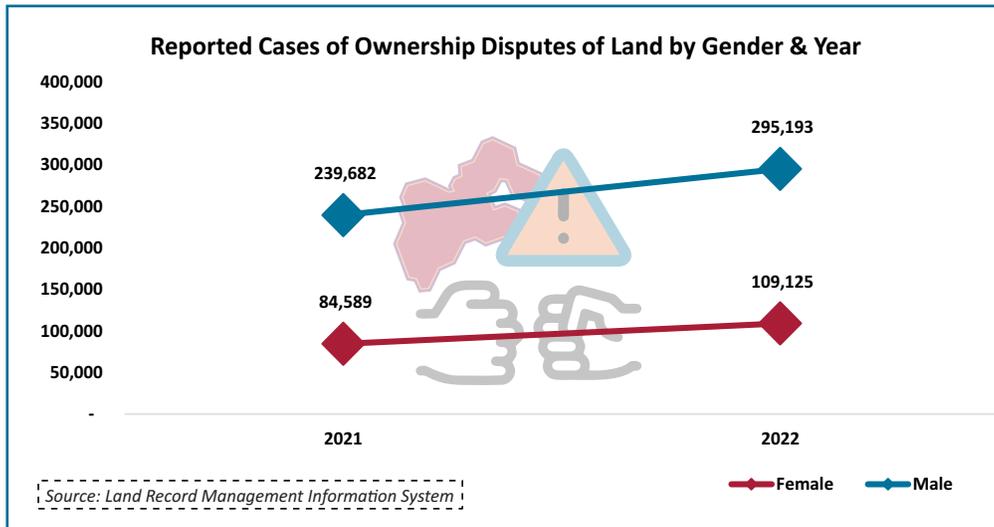


Figure 6.37

The number of reported cases of land disputes to PLRA decreased over the year. In 2022, 234,652 persons reported a dispute over land of which 183,891 (78.4 percent) were men and 50,761 (21.6 percent) were women.

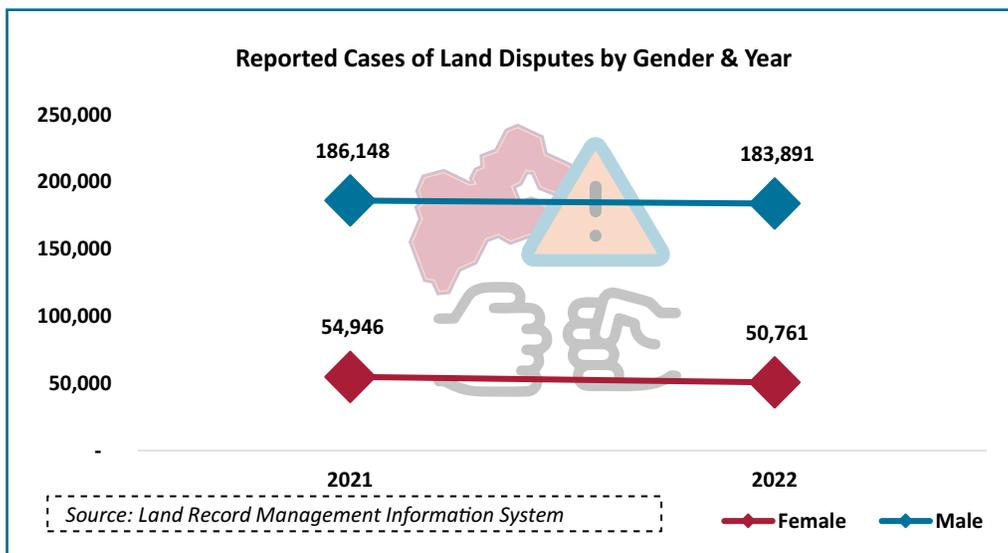


Figure 6.38

6.4.2 Transportation & Women's Mobility

6.4.2.1 Vehicle Registration in Punjab

The total number of vehicles registered in Punjab has decreased by almost 41 percent to 532,704 registrations in 2022. Of the total registrations, 532,702 (98.3 percent) were registered by men and only 9,113 (1.7 percent) were registered by women with 0.02 GPI.

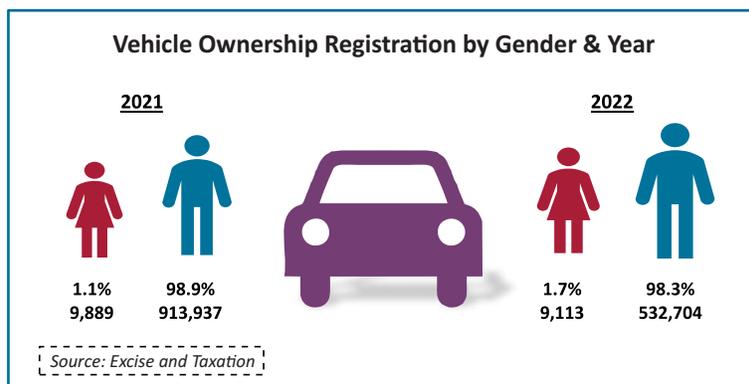


Figure 6.39

Multan had the highest number (2,006) of vehicle registration by women, followed by Sahiwal (1,998) and Faisalabad (1,620). Whereas district Chiniot had the highest GPI of 0.04.

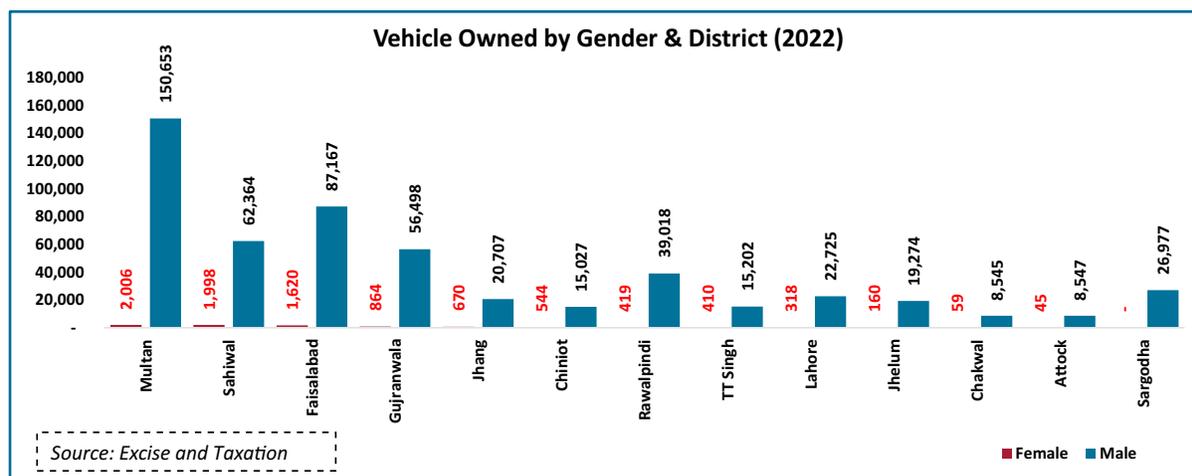


Figure 6.40

6.4.2.2 Driving Licenses

In 2022, the traffic department of Punjab issued 114,532 licenses (30 percent less than 2021) of which 106,146 (93 percent) were issued to men [motor car and bike combined]. While only 8,386 (7 percent) were issued to women with a very low GPI of 0.08.

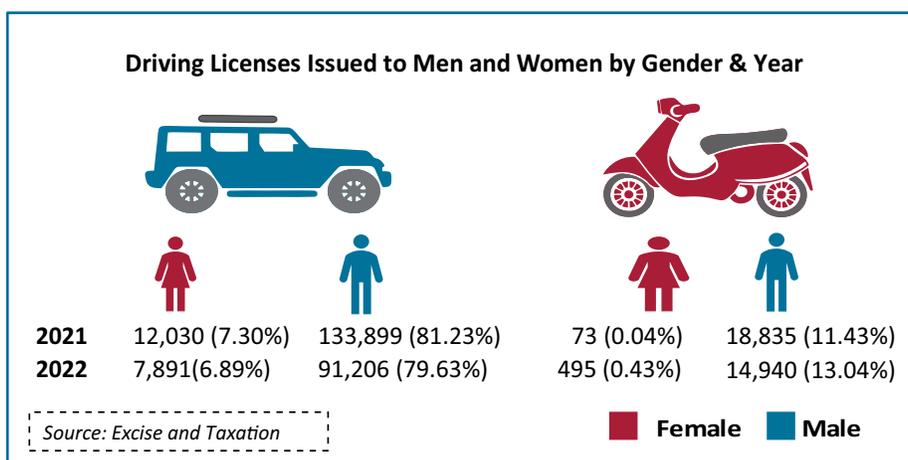


Figure 6.41

District wise distribution of the data reveals that although Lahore had the highest share of female driving licenses (4,423) issued in 2022 yet the GPI is very low (0.16). However, Rajanpur had the least number of driving licenses issued with zero female license.

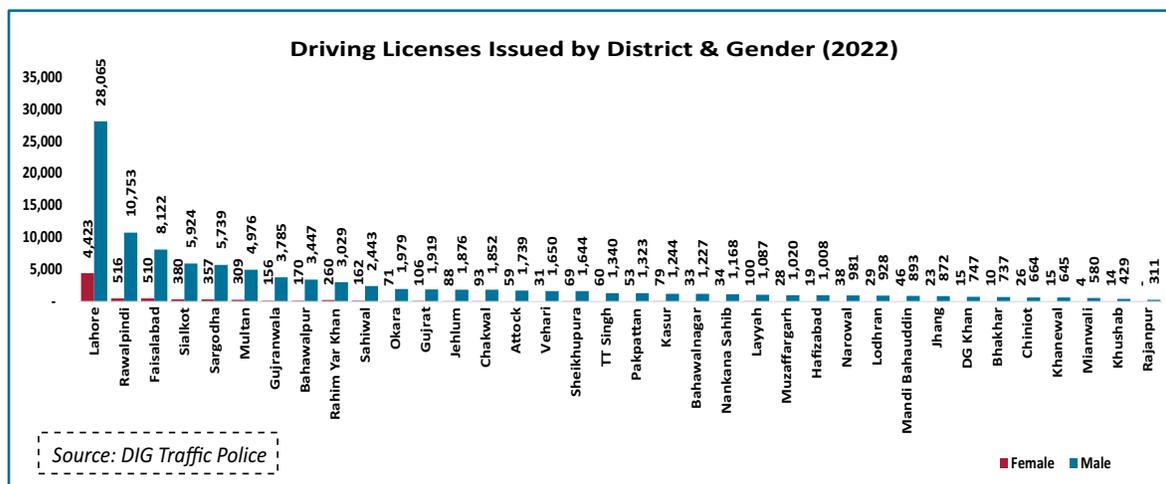


Figure 6.42

6.4.3 Excise & Taxation

6.4.3.1 Registered Factories

The registration of factories in 2022 witnessed a slight increase of 8.3 percent to 38,044 registrations of which 37,658 (99 percent) were male owners and only 386 (1 percent) were females with a GPI of 0.01.

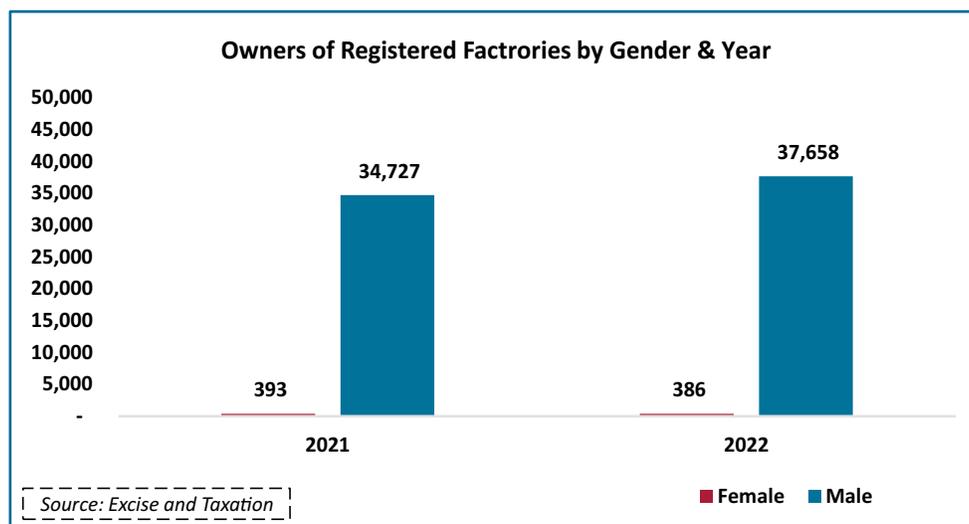


Figure 6.43

6.4.3.2 Professional Tax Registrations

Professional tax registration is a mandatory requirement for individuals engaged in various professions, trades, or employment within the province. This tax is levied on earnings of above a specified income threshold as a contribution to the provincial revenue.²¹⁶

In 2022, 240,606 professionals were registered with the Excise department of Punjab of which 191,904 (79.8 percent) were male professionals and 48,702 (20.2 percent) were female professionals.

216 (Professional Tax, 2023)

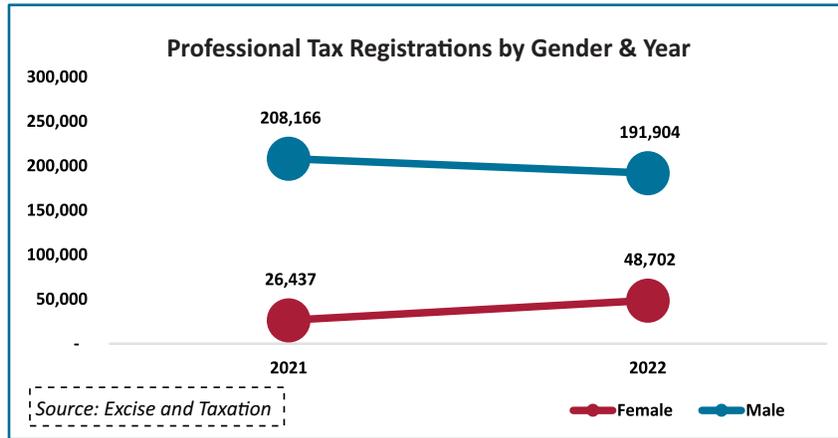


Figure 6.44

While most of the districts had zero female professional tax registrations in 2022, Faisalabad had the highest share of female professional tax registrations with a GPI of 0.19.

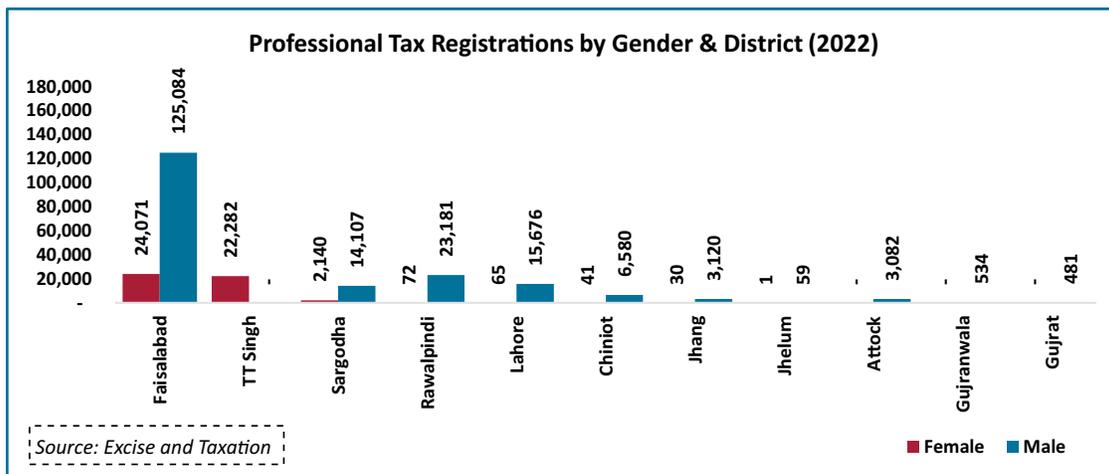


Figure 6.45

6.4.3.3 Property Tax Registrations

In 2022, a total of 1,148,280 property taxes were registered with the excise department of Punjab. Of the total registrations, 872,898 (76 percent) properties were owned by men, 275,362 (24 percent) by women and only 20 properties were owned by transgender persons.

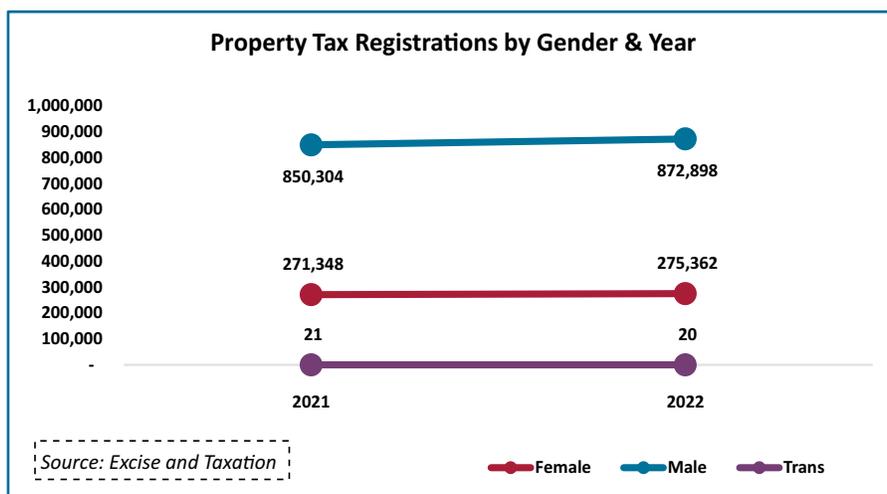


Figure 6.46

6.4.3.4 Tax Exemptions Granted to Widows/Divorced Women

Tax exemptions granted to widows/divorced women witnessed a significant decline of almost 92 percent from 8,004,025 in 2021 to 647,840 in 2022.

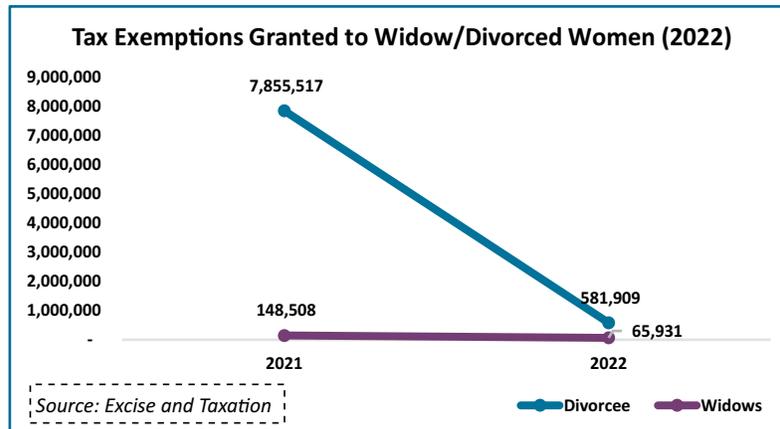


Figure 6.47

6.4.4 Registered Importers & Exporters

Excise & Taxation Department

In 2022, 486 importers & exporters registered themselves with the excise department of which 474 (97.5 percent) were men and only 12 (2.5 percent) were women.

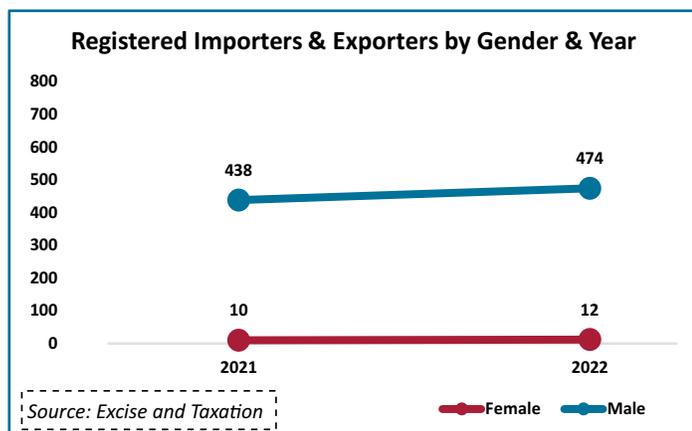


Figure 6.48

Forestry, Wildlife and Fisheries Department

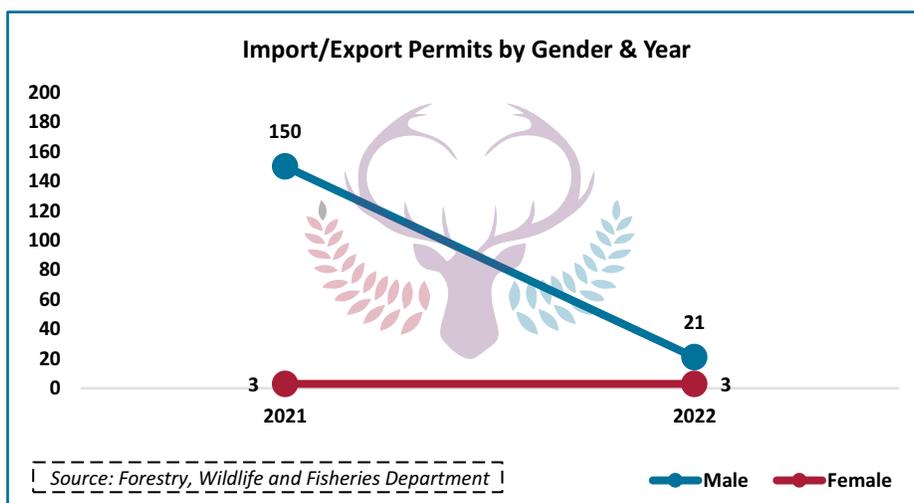


Figure 6.49

6.5 Financial Inclusion

The imbalances in women's economic empowerment manifest prominently in the financial sector of the country. A pronounced disparity exists between the financial inclusivity of men and women in Pakistan. Specifically, men are nearly twice as likely as women to possess full-service accounts, a fact emphasized by the 11 percent of men being financially included, as opposed to only 6 percent of women.²¹⁷

When one dives deeper into the digital financial realm, the divide becomes even starker. A mere 0.3 percent of women held a mobile money account, while men stood at a significantly higher 2.1 percent. For context, such gender disparity contrasts sharply with nations like Kenya, where mobile money service registration sees 68 percent of women and 75 percent of men actively engaged.²¹⁸ The data highlights the pressing need to address these economic and financial discrepancies between genders in Pakistan.

Pakistan has one of the lowest financial inclusion rates in the world, with 79 percent of its 231 million people operating outside of the formal banking system. (Joles, 2023)

This subsection will present data of account holders with the State Bank of Pakistan and other microfinance institutions.

Access to Banking Services

6.5.1 State Bank of Pakistan

6.5.1.1 Deposit Accounts in Punjab

According to the data received from the State Bank of Pakistan, the total number of deposit accounts in Punjab increased from 141 million in 2021 to 161 million in 2022. However, this increase was significantly reflected in the female-owned accounts (21.9 percent increase) across the province. Of the total deposit accounts in 2022, 115.8 million (71.6 percent) accounts were owned by men, 45.9 million (28.4 percent) by women and only 7,463 by transgender persons. The GPI of deposit accounts were 0.4.

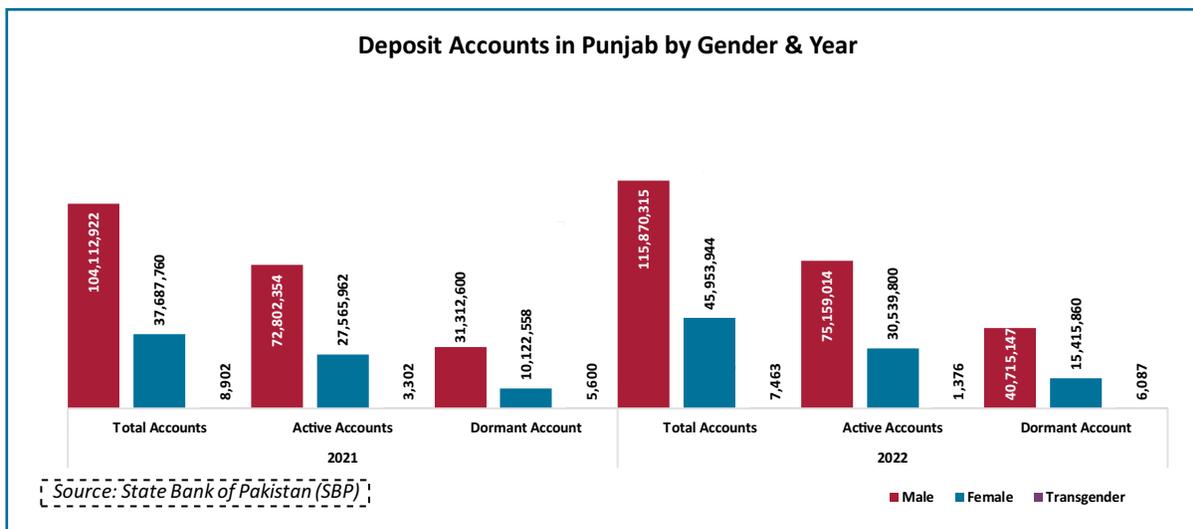


Figure 6.50

217 (Khan, 2023)
218 Ibid

6.5.1.2 Depositors

In 2022, the number of female depositors with the banks increased by 14.6 percent from the previous year. Of the total 80.2 million depositors, 52.2 million (65 percent) were men and 28 million (35 percent) were female while only 638 were transgender persons with a GPI of 0.54.

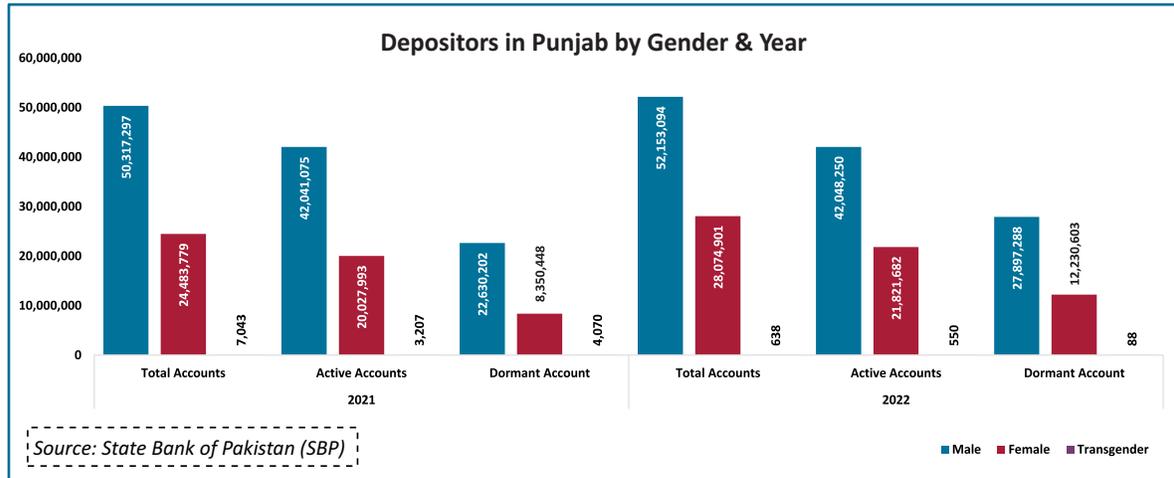


Figure 6.51

6.5.1.3 Card Holders

The following data presents a picture of existing debit, credit, prepaid and social welfare card holders in Punjab.

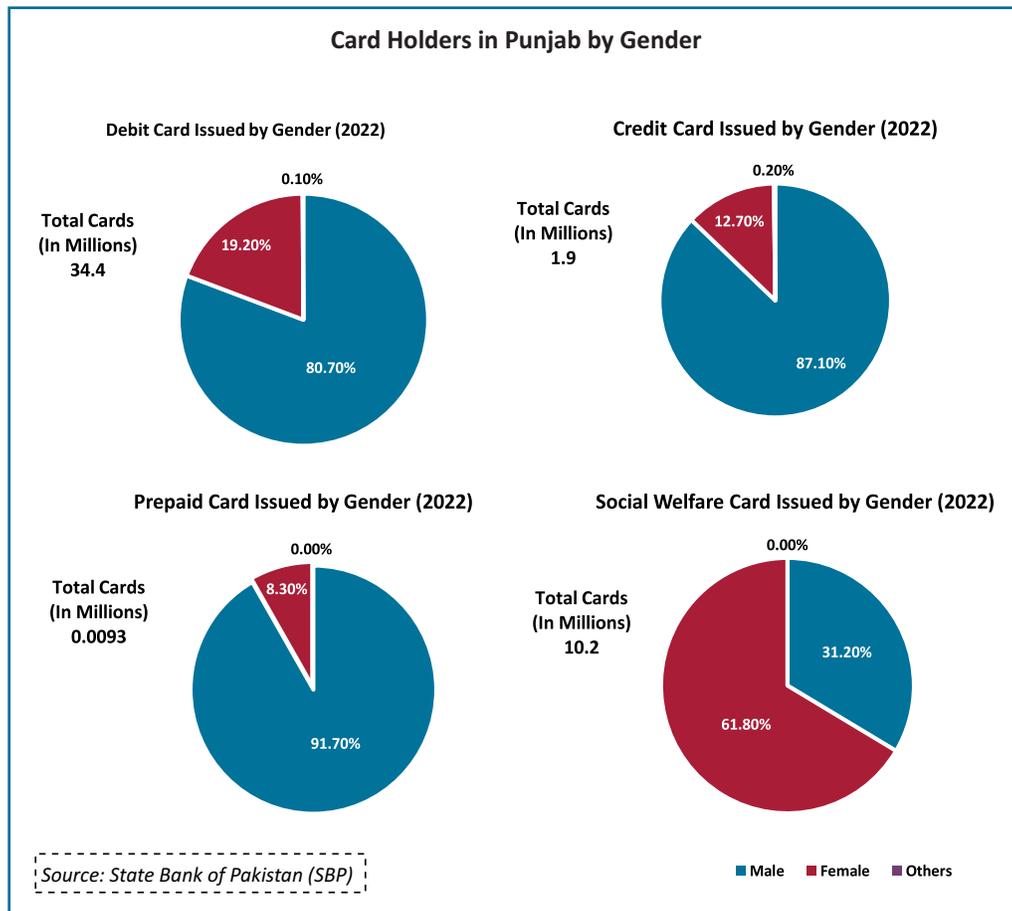


Figure 6.52

6.5.2 First Women Bank Limited (FWBL)

6.5.2.1 Ownership of Accounts

As per the data received by FWBL, the number of account holders decreased by 35 percent from 1,963 in 2021 to 1,275 in 2022. Of the total accounts in 2022, there were 634 male-owned accounts (49.7 percent) and 641 female-owned accounts (50.3 percent) with a GPI of 1.01.

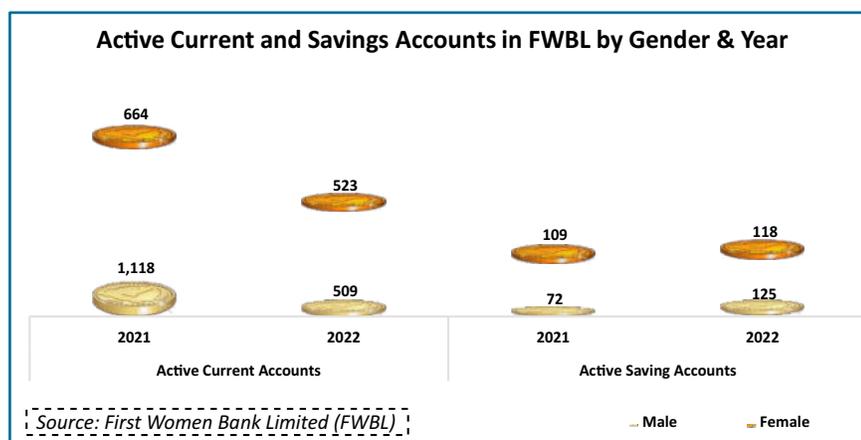


Figure 6.53

6.5.2.2 Active Loan Accounts

In contrast to the current & saving accounts, the share of female owned loan accounts was very low. Out of 671 loan accounts in 2022, 487 accounts were owned by men and only 184 by women with a GPI of 0.37.

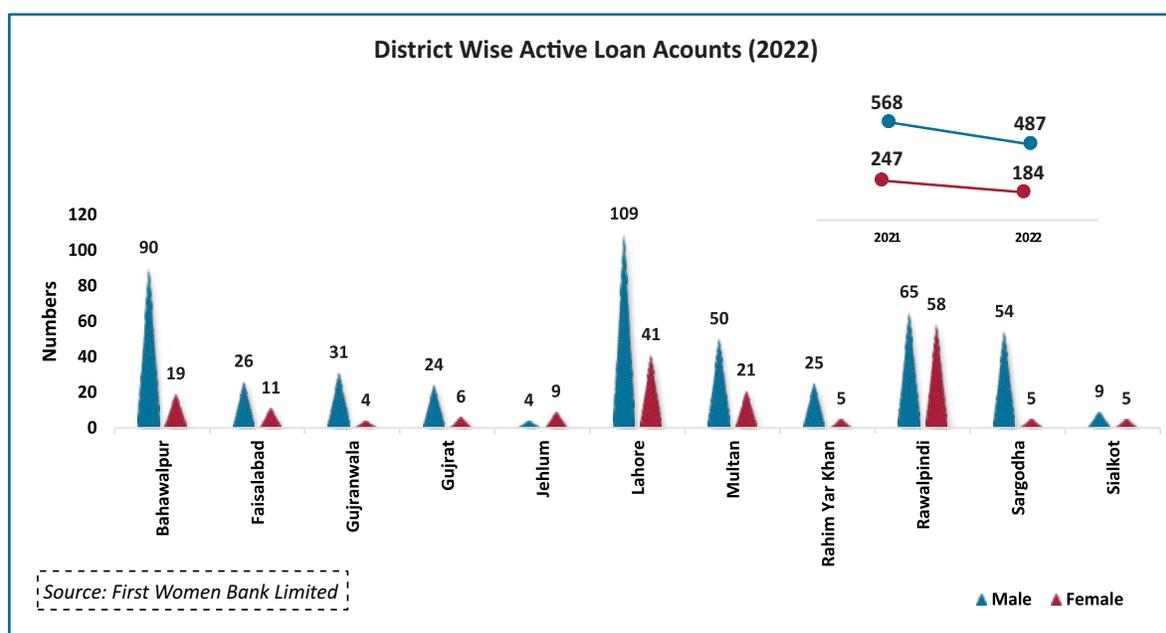


Figure 6.54

While women own 27.4 percent of the total loan accounts with FWBL, the share of women in the value of loan amount was only three percent of the total amount issued to men and women.

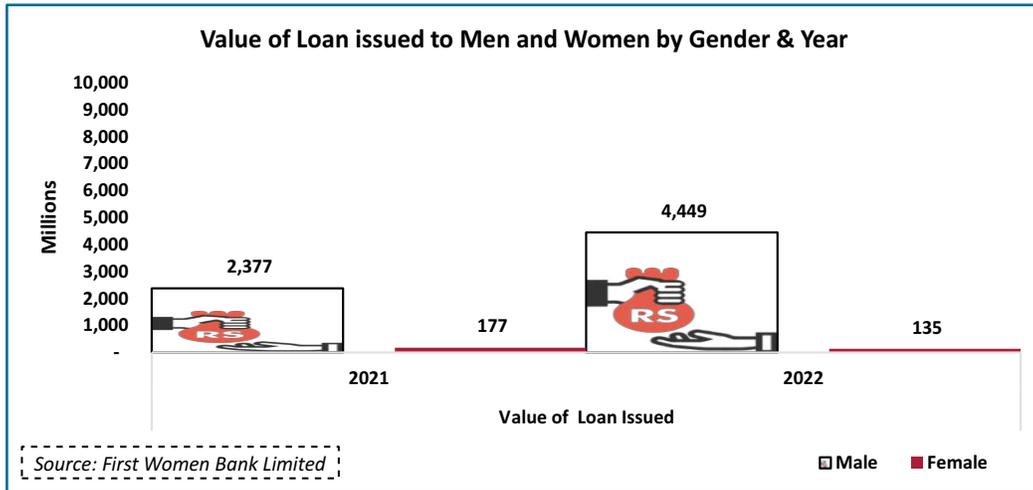


Figure 6.55

6.5.2.3 Card Holders

Contrary to the women's share in the account ownership, their share in the number of debit cards issued was much higher. In 2022, 549 debit cards were issued, of which 243 (44 percent) were issued to men and 306 (56 percent) to women with a GPI of 1.26.

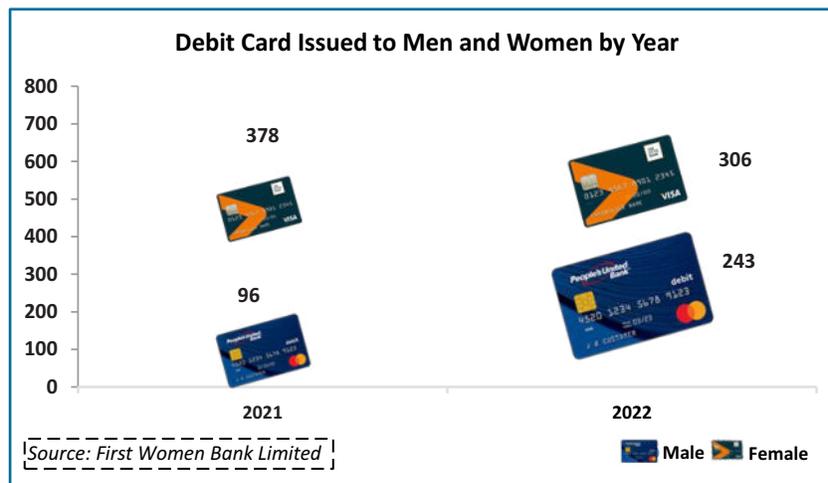


Figure 6.56

Access to Financial Services

6.5.3 Zarai Taraqiyati Bank Limited

6.5.3.1 Borrowers

In 2022, ZTBL issued 16 percent less loans as compared to the previous year. Of the total 218,647 loans issued, 206,283 loans (94 percent) were issued to men and 9,718 (4 percent) were issued to women with a very low GPI of 0.05.

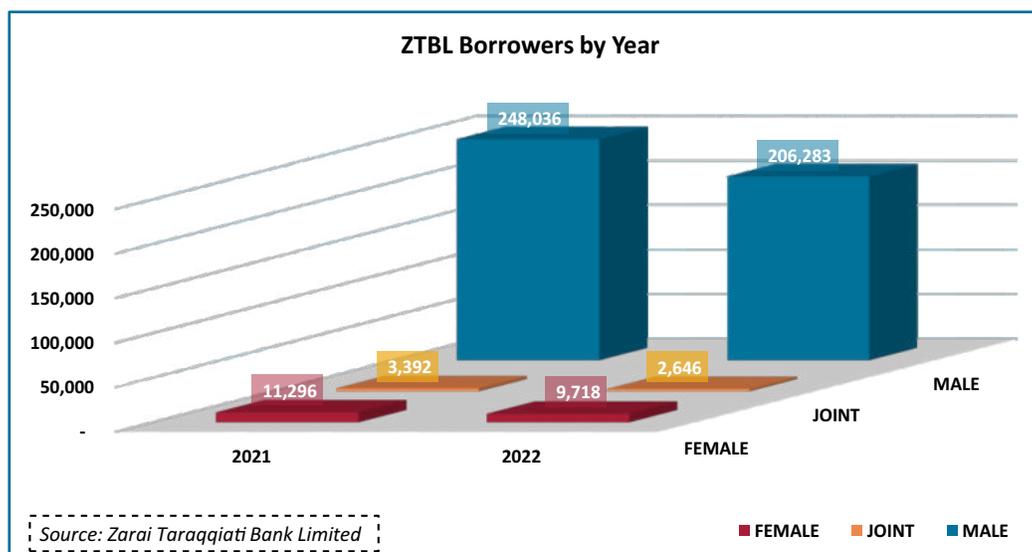


Figure 6.57

District Okara had the largest share of women in the total number of borrowers where 1,121 loans were issued to women followed by Rahim Yar Khan 1,096. However, Bahawalpur had the highest GPI of 0.08 (which is still very low) followed by Lodhran.

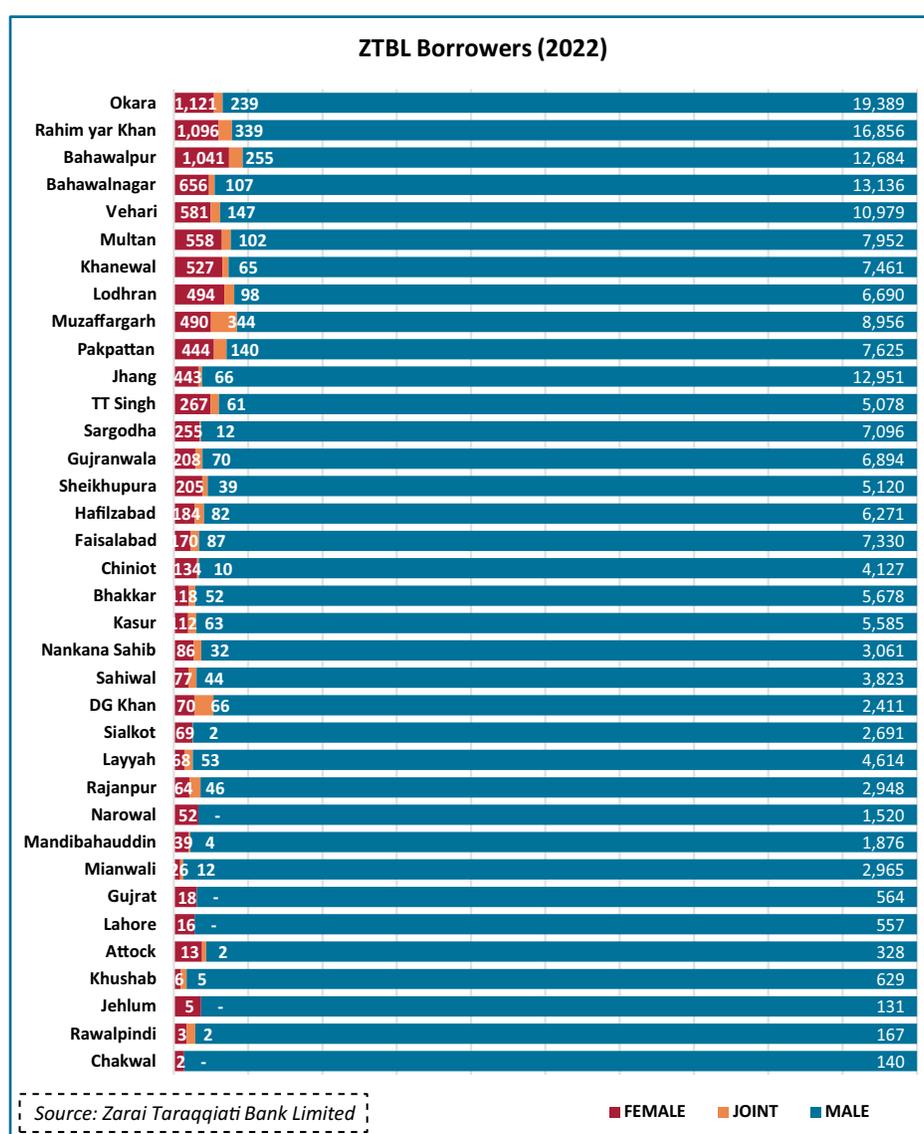


Figure 6.58

6.5.3.2 Disbursement Amount

The share of men and women in the amount disbursed in 2022 remained the same as that of the number of loans issued in the year. Of the total Rs. 59684 million disbursed, Rs. 56,295 million (94 percent) were issued to men and Rs 3,003 million (5 percent) were issued to women with a GPI of 0.05.

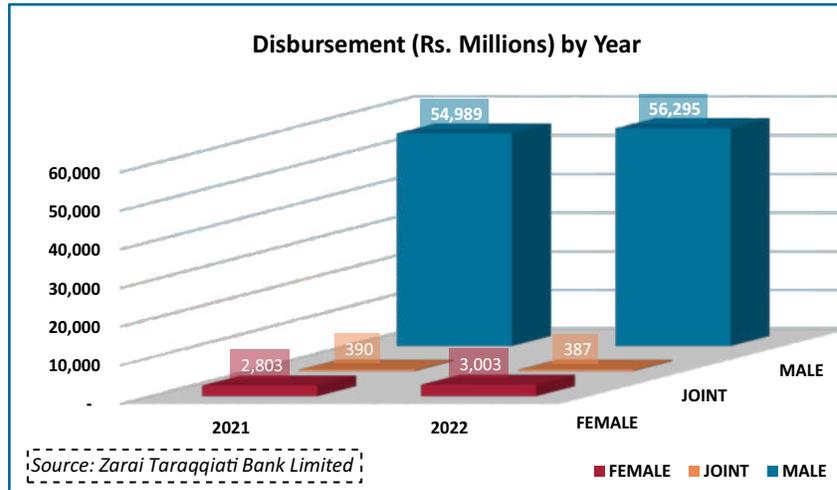


Figure 6.59

Bahawalpur had the highest GPI of 0.1 in regards to the value of loan disbursed to the district, followed by Khanewal and Lodhran. Whereas, Chakwal, Mianwali and Lahore had the lowest GPI of 0.01.

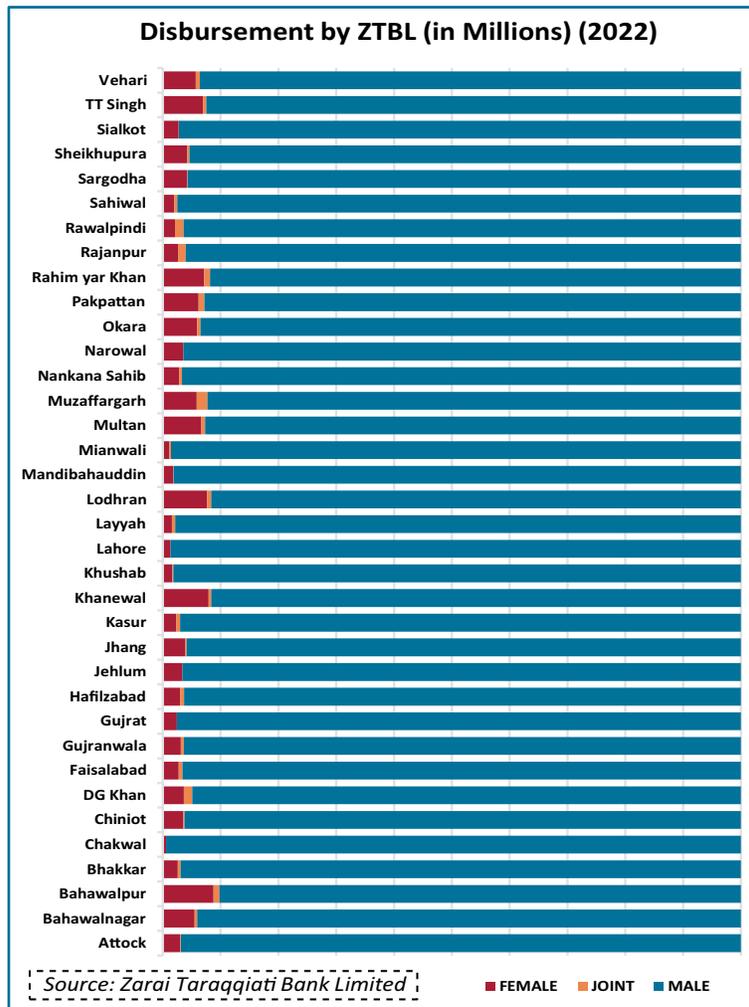


Figure 6.60

6.5.4 Pakistan Microfinance Network

6.5.4.1 Active Borrowers in Punjab

In Punjab, the number of active borrowers with PMFN increased by 12 percent from 7.7 million in 2021 to 8.7 million in 2022. Of the total active borrowers in Punjab, 4.8 million (56 percent) were men and 3.8 million (44 percent) were women with a GPI of 0.78.

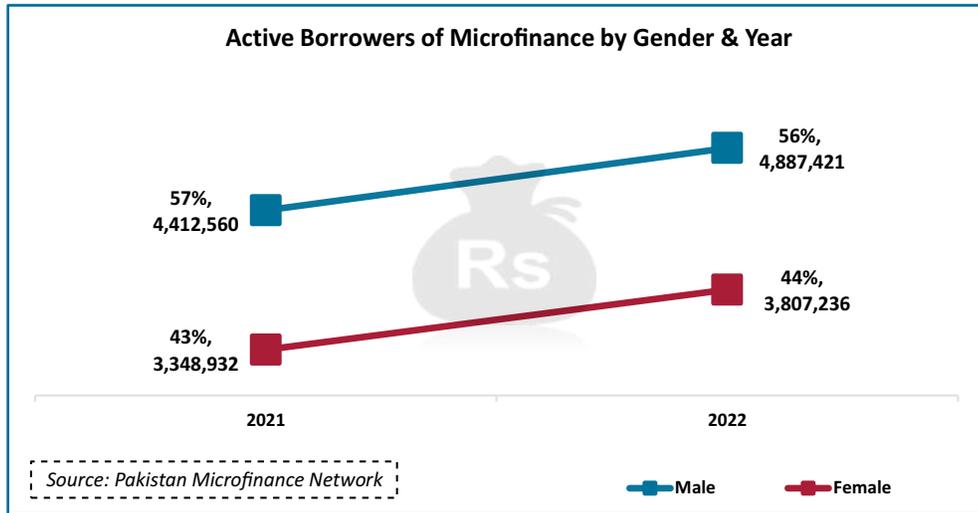


Figure 6.61

6.5.4.2 Gross Loan Portfolio of Borrowers

The gross loan portfolio of borrowers, however, reveals that the share of women in the total amount of loan borrowed from microfinance institutions was even lesser than their share in the number of borrowers. In 2022, a sum of Rs 475 billion was borrowed through PMFN institutes, of which, Rs 320 billion (67 percent) were borrowed by men and Rs 156 billion (33 percent) by women with a GPI of 0.49.

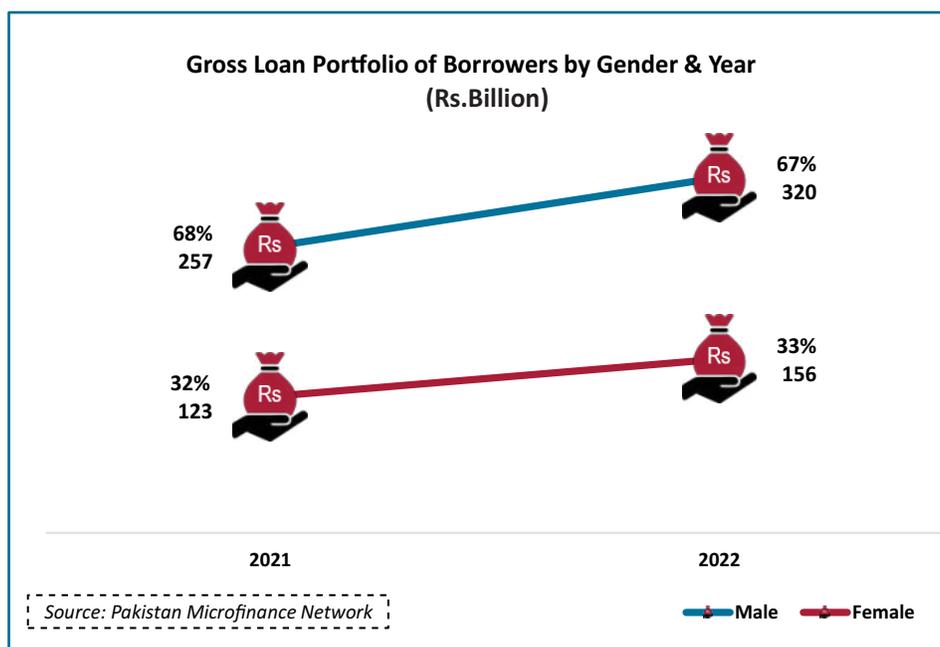


Figure 6.62

6.6 Poverty and Opportunities

"The World Bank's Poverty & Equity Brief Pakistan 2023" provides alarming data on the state of poverty and inequality in Pakistan, pointing towards pressing challenges and potential opportunities.²¹⁹ As of 2022, the national poverty rate, which is based on the local cost of basic needs, stands at 21.9%, whereas the international poverty line, defined as \$2.15 per day per capita, indicates a much larger section of the population living in poverty.²²⁰

The Gini Index, which serves as a measure of inequality, has exhibited a consistent stability at 29.6.²²¹ This suggests that despite a decade of economic growth, substantial regional disparities have not significantly diminished. The labour market continues to be the main source of earnings for households, but progress in poverty reduction is hampered by a low labour force participation rate and the lack of highly productive and formal jobs. A large portion of the employed population, over 40 percent, is engaged in low-productivity agricultural jobs.²²² Moreover, significant gender disparities persist with only one out of four working-age women participating in the labour force and almost 80 percent of them working in agriculture suggesting that the economic burden of poverty and inequality falls disproportionately on women. The engagement of women in the informal sector, unpaid care and domestic work keeps them out of the formal financial system because they do not earn in most of these roles.²²³

The non-financial aspects of poverty, encompassing access to nutrition, education, and fundamental services, also pose significant challenges. Current economic struggles and the fallout of natural disasters have likely intensified these poverty facets, especially in women.

A difficult macroeconomic environment, marked by a deteriorating labour market, declining remittances, rapid inflation, and the effects of natural disasters, has led to a decrease in household incomes and slowed progress in poverty reduction. Subsequently, this reflects the crucial need for increased social spending to prevent the reversal of hard-won poverty reduction gains over the past two decades and to safeguard the incomes of the poorest households.

6.6.1 Benazir Income Support Programme (BISP)

6.6.1.1 BISP Kafalat Programme

The BISP Kafalat Programme is a social safety net initiative in Pakistan that provides financial assistance to low-income families. It primarily focuses on empowering women by giving them a monthly stipend.

The beneficiaries of Kafalat Programme increased by 34.6 percent over the years from 3,267,771 in 2021 to 4,398,658 in 2022. Women made up most of the beneficiaries of the Kafalat Programme.

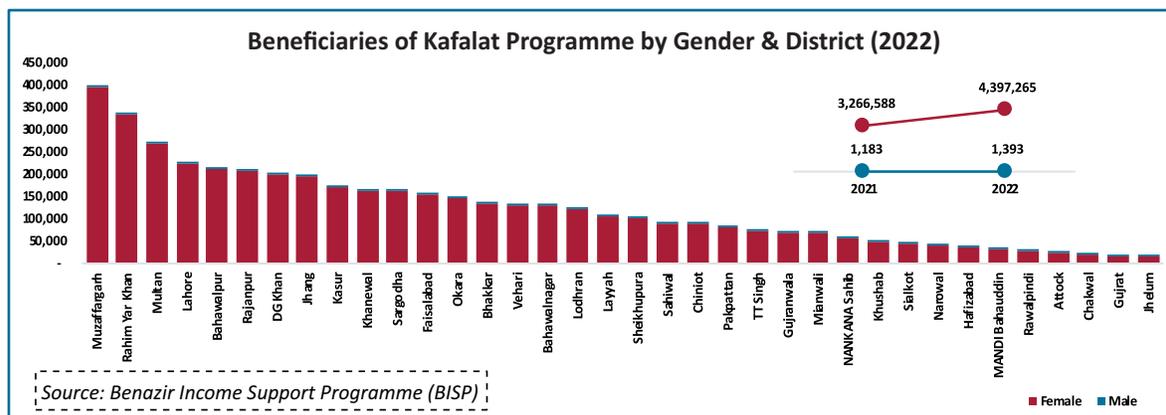


Figure 6.63

219 (Poverty & Equity Brief; Pakistan, 2023)
 220 Ibid
 221 Ibid
 222 Labour Force Survey (LFS) 2020-21
 223 (Joles, 2023)

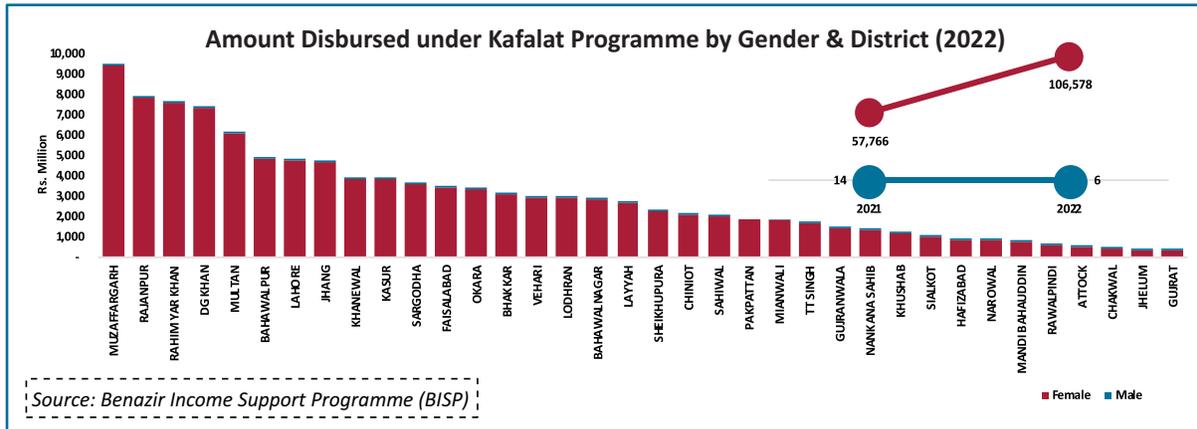


Figure 6.64

6.6.1.2 Emergency Cash Programme

The BISP Emergency Cash Programme was launched in response to the COVID-19 pandemic. It aimed to provide immediate financial relief to the most vulnerable segments of society affected by lockdowns and economic disruptions. Through this initiative, cash grants were distributed to families in need across Pakistan.

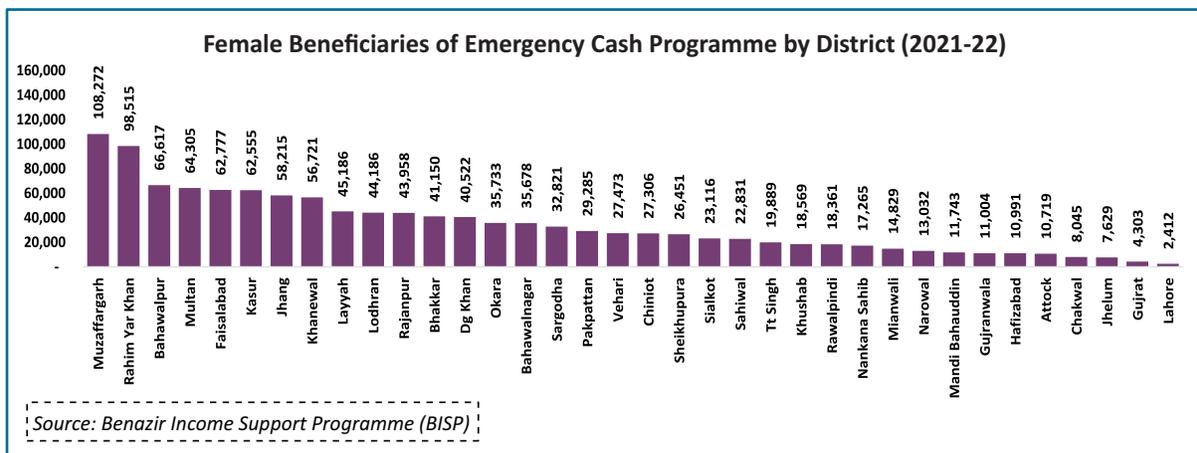


Figure 6.65

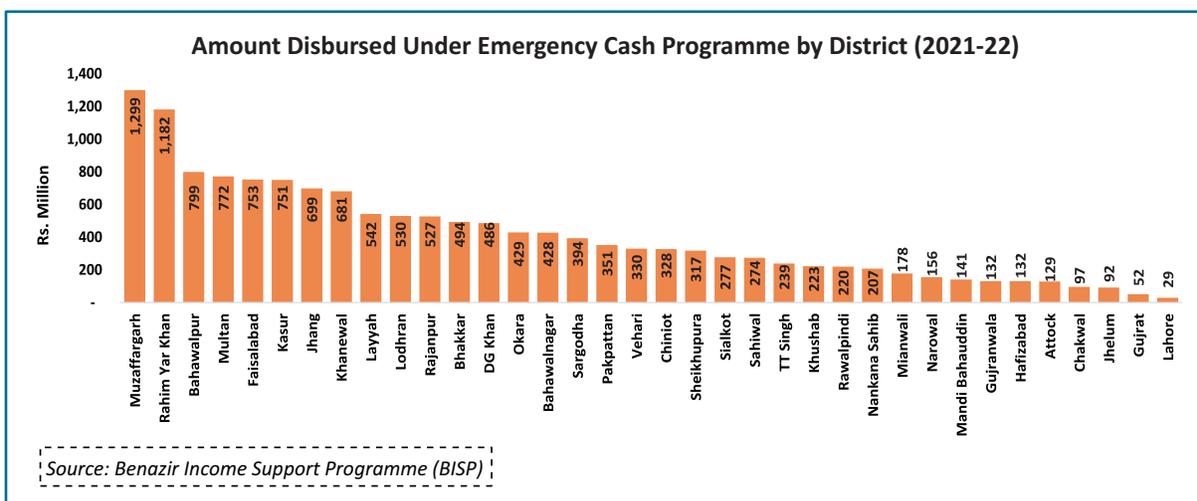


Figure 6.66

6.6.1.3 Benazir Nashonuma Programme

The Benazir Nashonuma Programme is designed to address malnutrition among pregnant and lactating women and young children in Pakistan. It provides essential nutrition services and supplements to ensure healthy growth and development during the crucial early years of life.

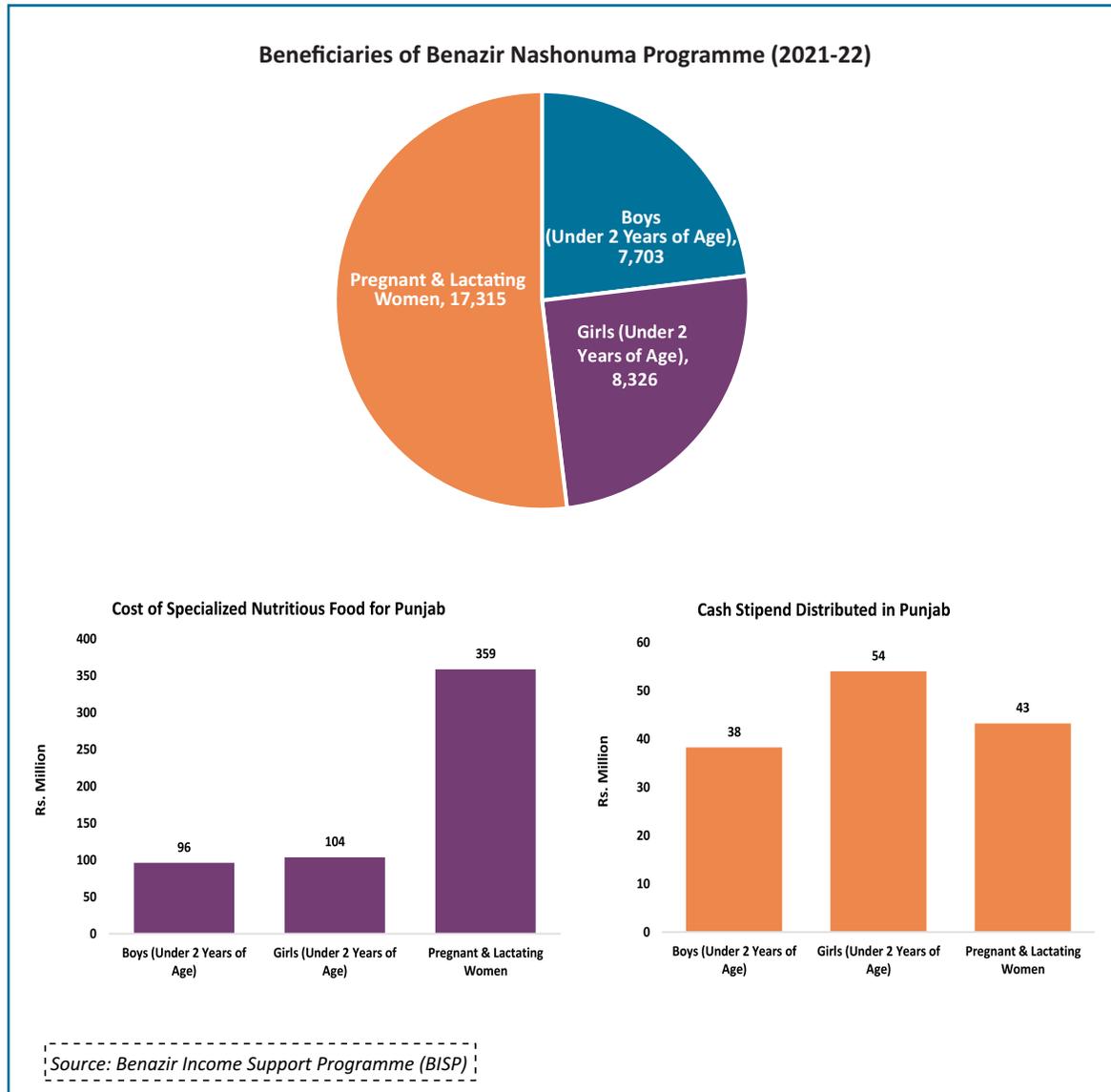


Figure 6.67

6.6.1.4 Taleemi Wazaif & Benazir Undergraduate Scholarship Programme

These programs focus on improving education opportunities for disadvantaged students. The Taleemi Wazaif Programme provides financial assistance to students pursuing higher education, while the Benazir Undergraduate Scholarship Programme specifically targets undergraduate students, enabling them to access quality education and build a brighter future.

The number of students provided with the financial assistance significantly increased from 663 in 2021 to 3,386 in 2022. Of the total students, 1,772 (52.3 percent) were boys and 1,614 (47.6 percent) were girls.

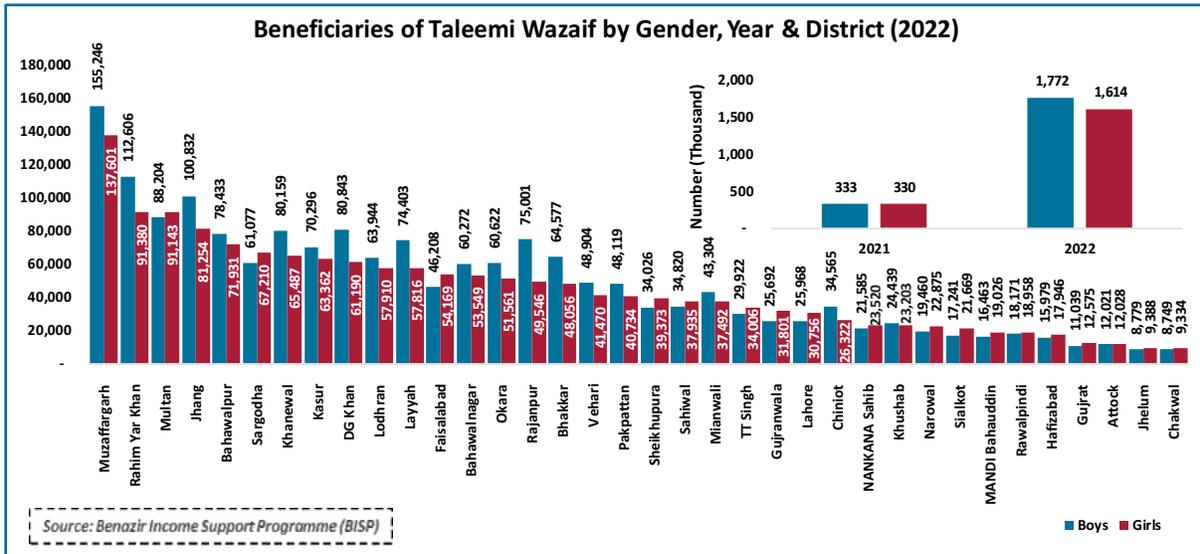


Figure 6.68

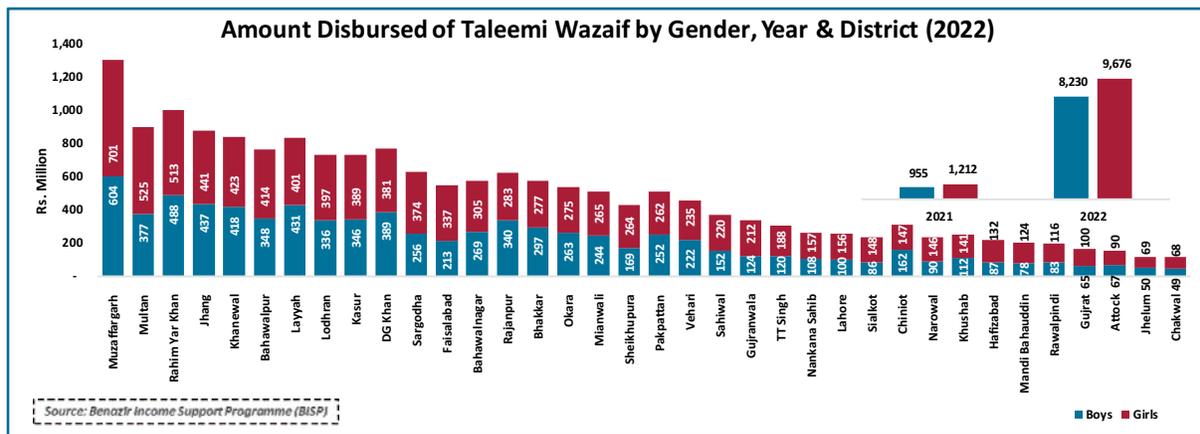


Figure 6.69

A total of 38,042 students were awarded with the Benazir Undergraduate Scholarships in 2021-22, of which 20,370 (54 percent) were boys and 17,672 (46 percent) were girls.

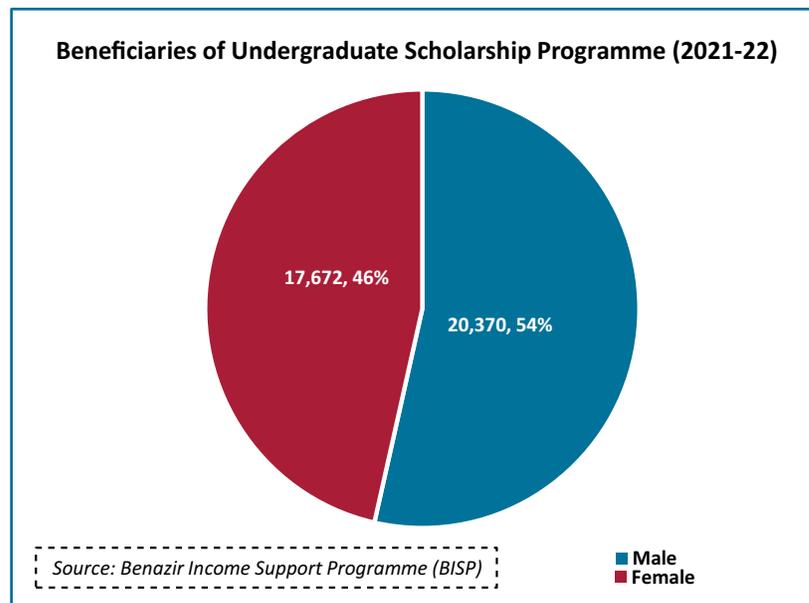


Figure 6.70

6.6.1.5 Flood Relief Programme In Punjab

The 2022 floods affected 1.6 million women of reproductive age, including 130,000 pregnant women who required urgent medical attention and had little or no access to basic healthcare. The floods aggravated the socioeconomic and educational vulnerabilities for people, particularly school-going girls and employed women.²²⁴

BISP initiated a Flood Relief Programme for the flood-affected persons and distributed cash stipends among 340,252 beneficiaries of which 5,237 (1.5 percent) were men and 335,015 (98.5 percent) were women.

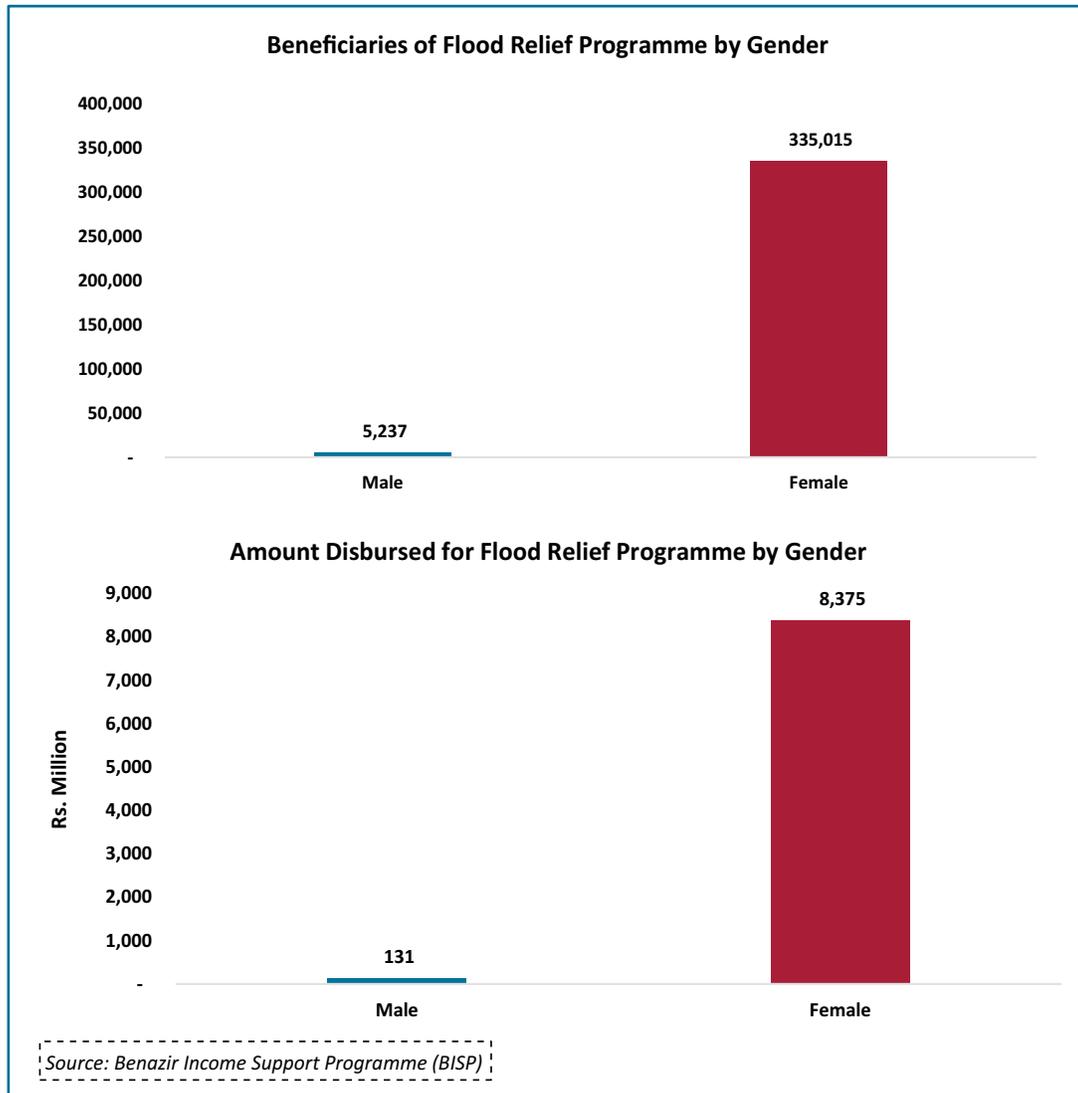


Figure 6.71

6.6.2 Punjab Social Protection Authority (PSPA)

Punjab Social Protection Authority (PSPA) runs different conditional and unconditional cash transfer and cash assistance programs such as

- i. Ba Himmat Buzurg dedicated to supporting senior citizens
- ii. Hamqadam, a program that focuses on improving the well-being of vulnerable communities

- iii. Nayee Zindagi: aiming at empowering Acid Attack Victims.
- iv. PWD-KCB: addresses the needs of persons with disabilities (PWDs).
- v. Masawaat Programme for Transgender Persons

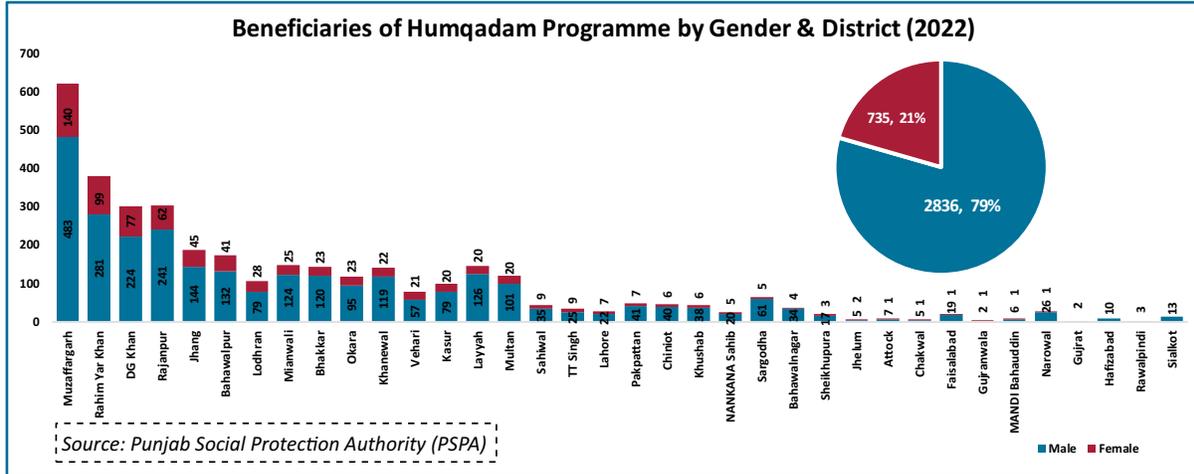


Figure 6.72

The Masawaat Programme by PSPA is committed to promoting social justice and equality in Punjab. It seeks to address issues related to discrimination, intolerance, and social inequalities. Through awareness campaigns, advocacy, and community engagement, it aims to create a more inclusive and equitable society where every individual's rights and dignity are respected.

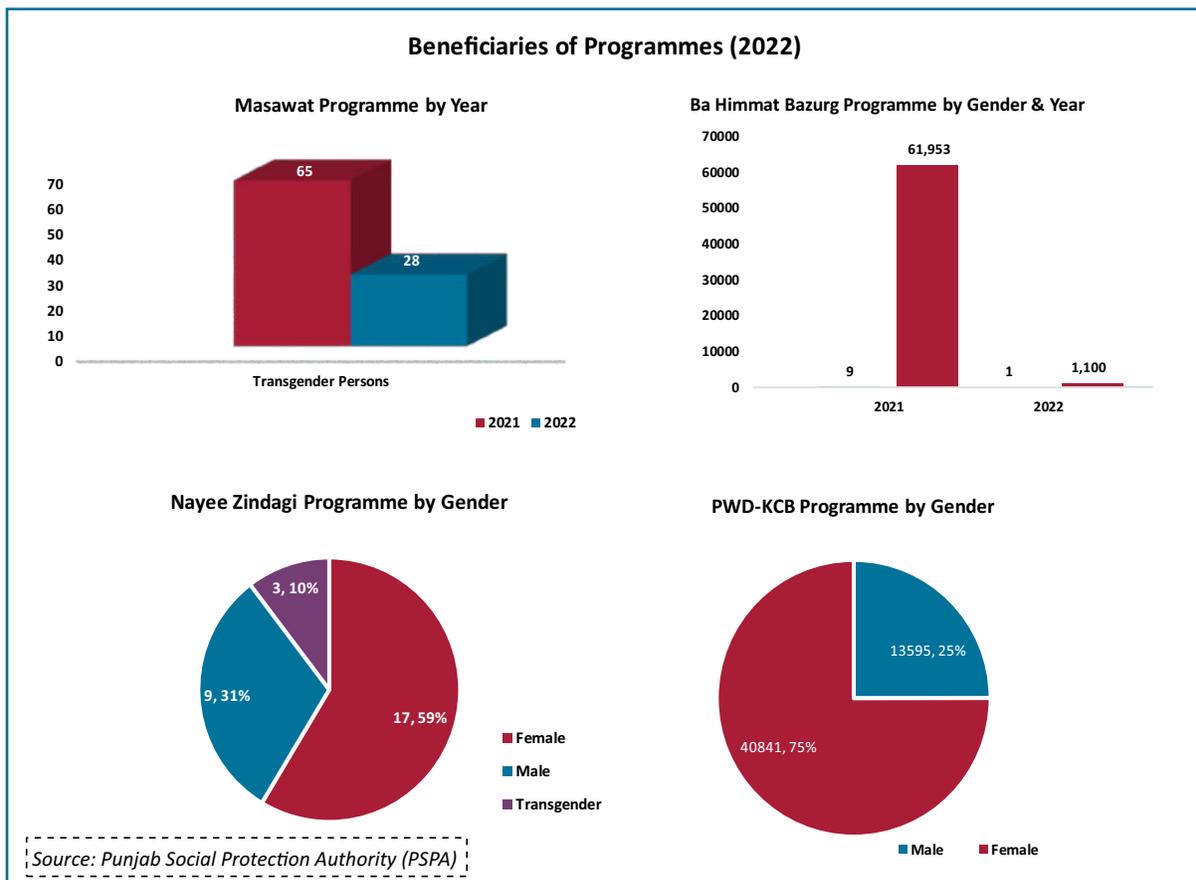


Figure 6.73

6.6.2.1 Punjab Human Capital Investment Programme (PHCIP)

Aagosh is part of the Punjab Human Capital Investment Programme and focuses on providing quality childcare services to working mothers. It ensures a safe and nurturing environment for children, allowing mothers to pursue employment or education.

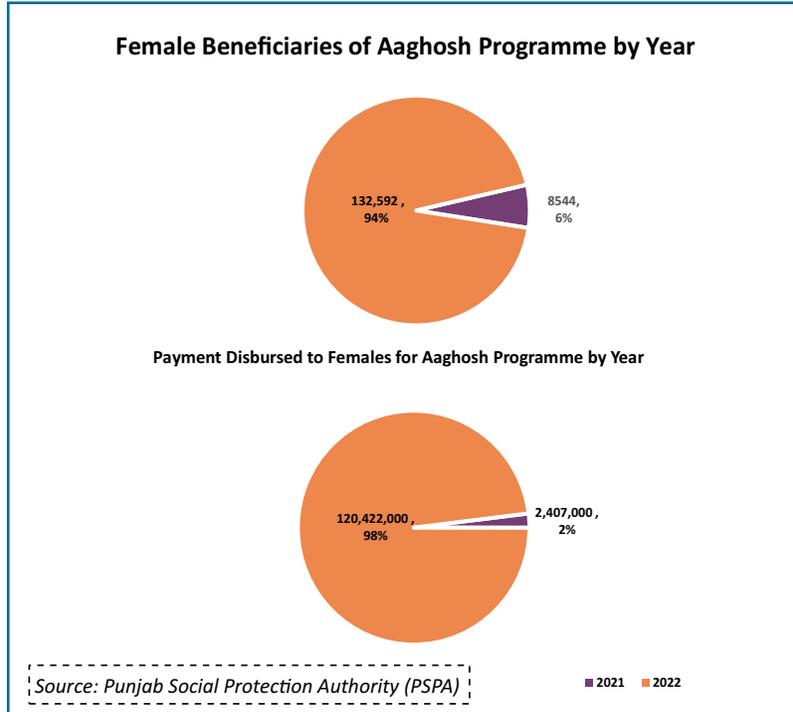


Figure 6.74

Khud Mukhtar empowers women through skill development and entrepreneurship training. It enables women to become financially self-sufficient and contribute to their families' economic well-being.

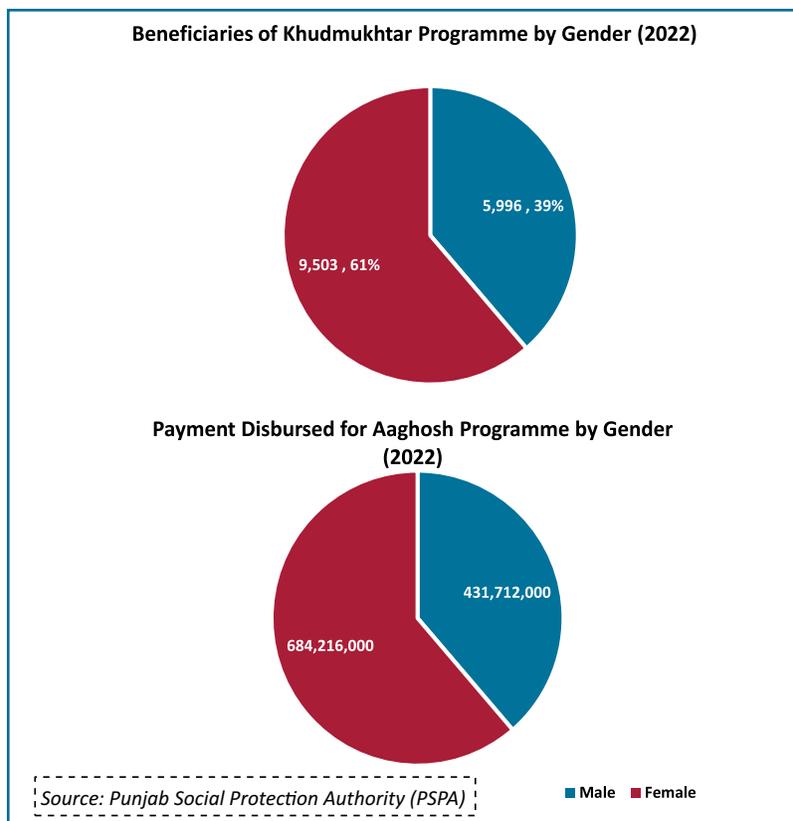


Figure 6.75

Sila e Fun is an unconditional cash transfer programme, providing cash assistance to elderly artists, writers, poets and media persons.

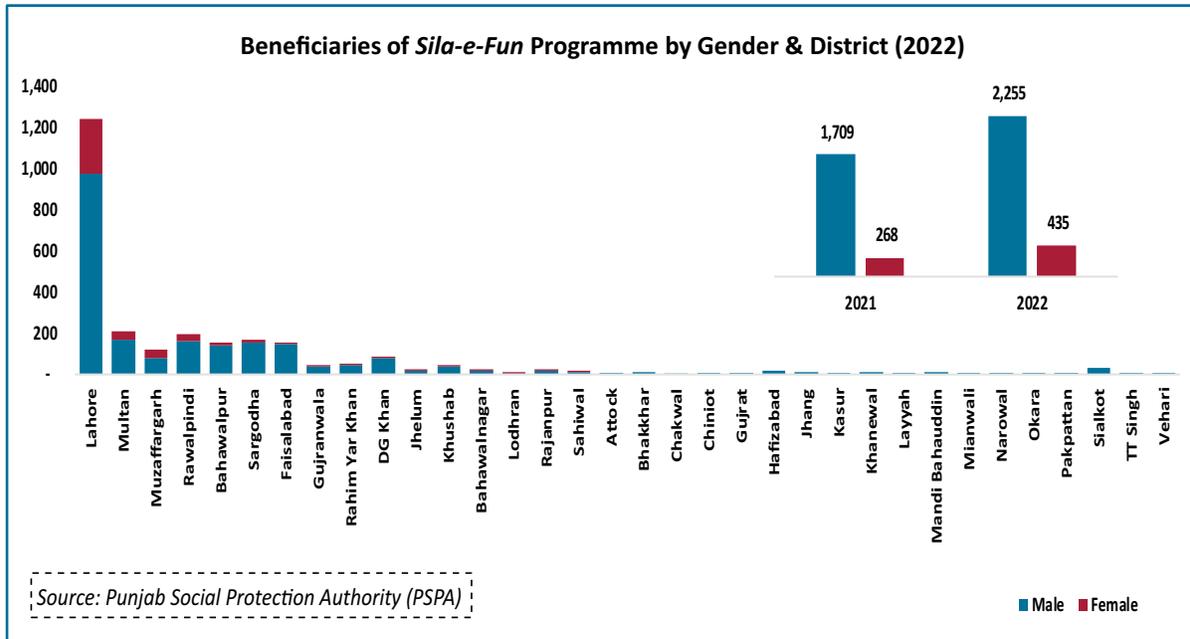


Figure 6.76

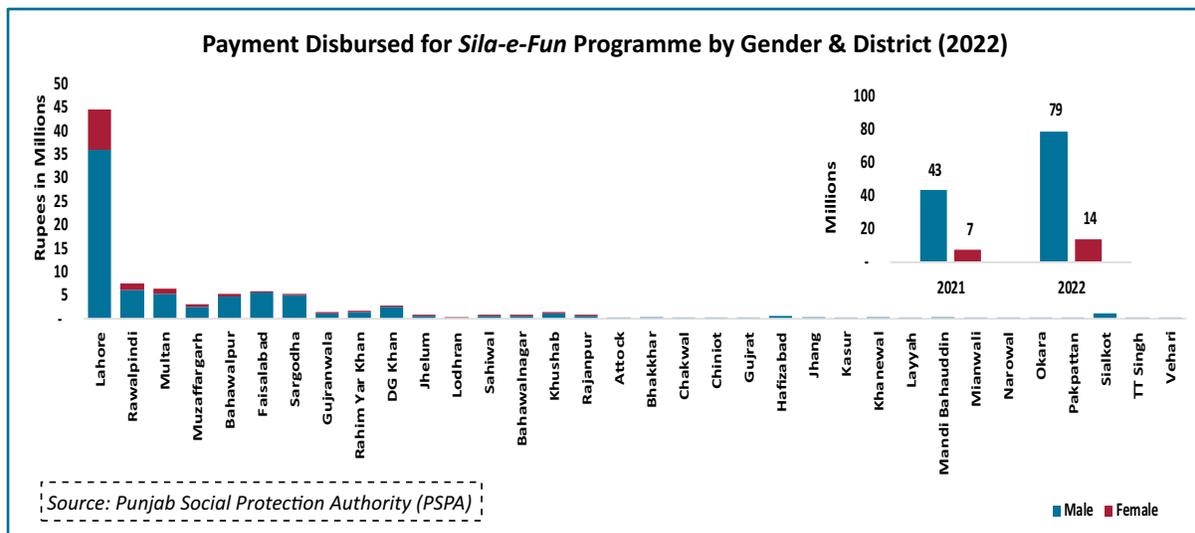


Figure 6.77

6.6.3 Zakat & Usher Department

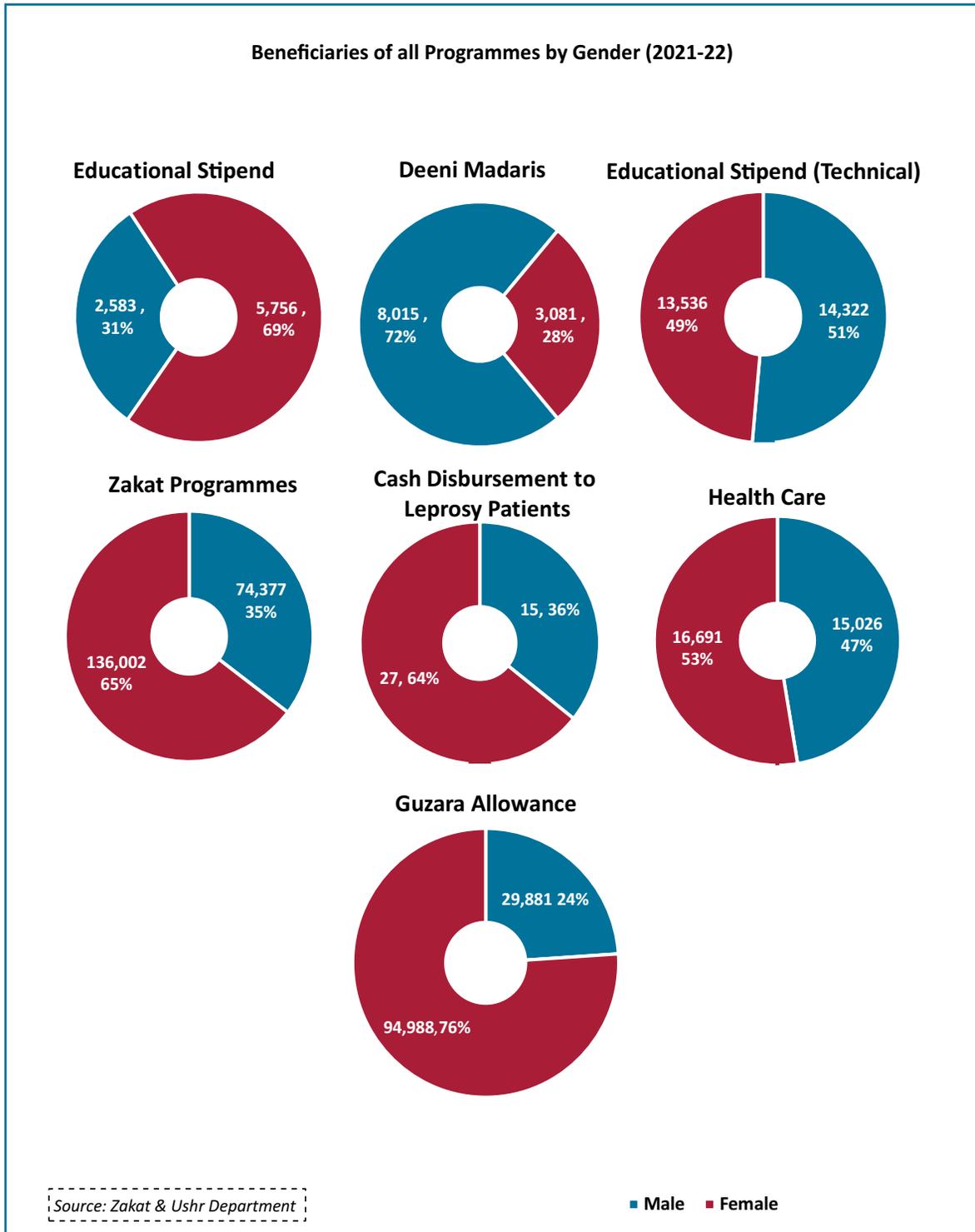


Figure 6.78

6.6.4 Punjab Employees Social Security Institution (PESSI)

6.6.4.1 Beneficiaries of PESSI

The Punjab Employees Social Security Institution (PESSI) provides cash benefits to the secured workers in Punjab. In 2022, PESSI provided these benefits to 34,906 beneficiaries, of which, 31,673 (90.7 percent) were male beneficiaries and 3,233 (9.3 percent) were female with a very low GPI (0.10).



Figure 6.79

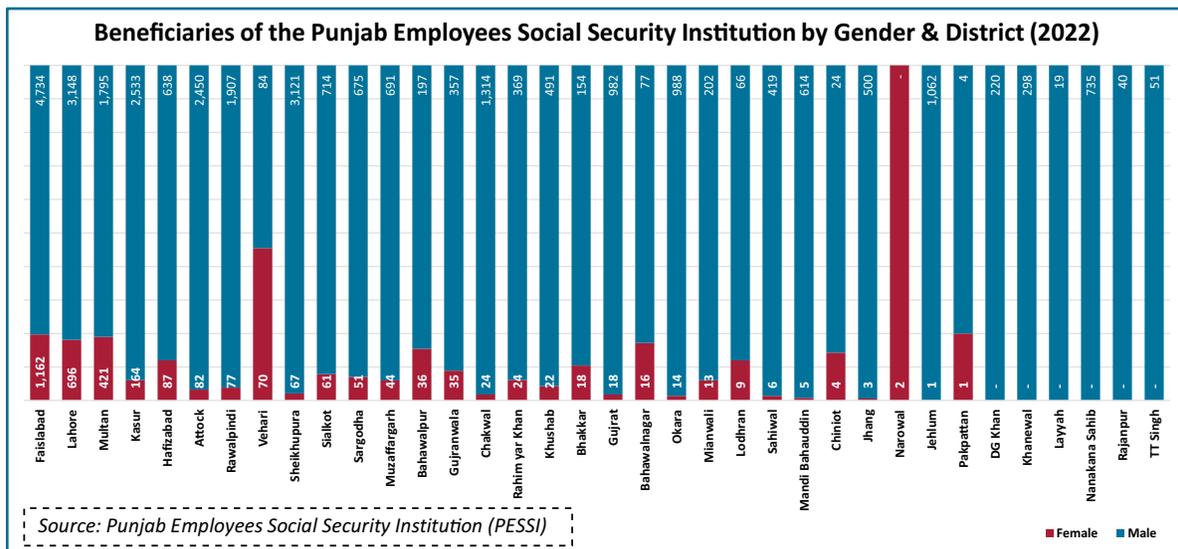


Figure 6.80

6.6.4.2 Amount Disbursed to Beneficiaries

In 2022, the disbursed amount decreased 5.4 percent to Rs. 379.5 million, however, the share of women in the disbursed amount significantly decreased by 16 percent. Of the total amount, Rs. 332 million (87 percent) was disbursed to men and Rs. 47.5 million (13 percent) to women with a very low GPI of 0.14.

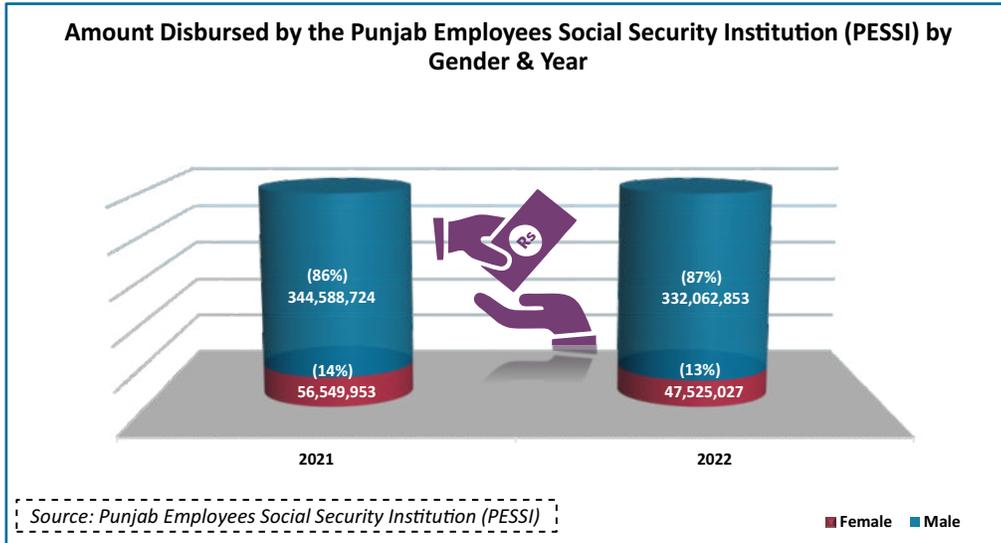


Figure 6.81

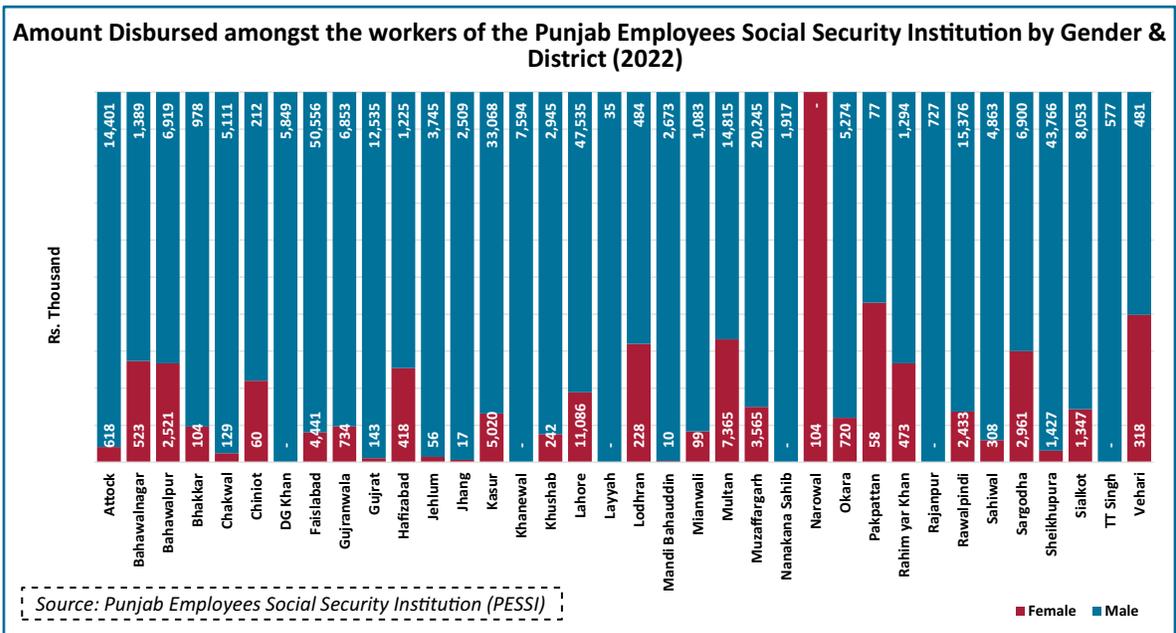


Figure 6.82

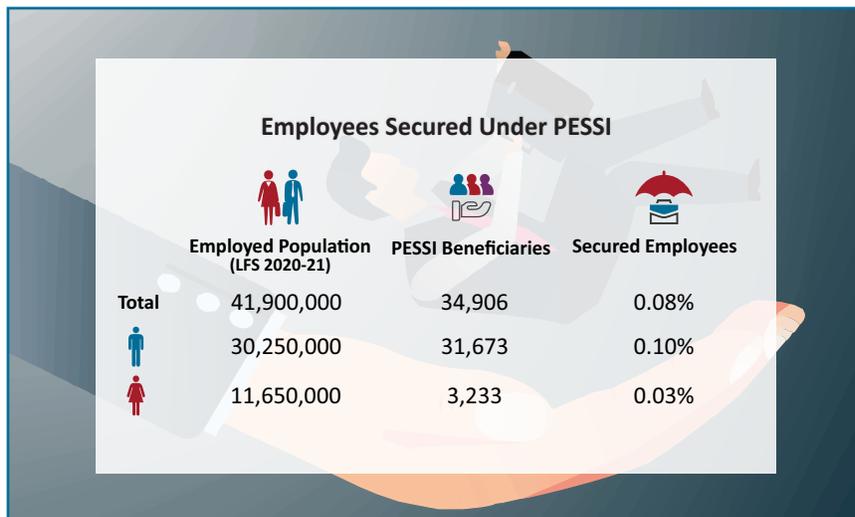


Figure 6.83

6.7 Sports & Tourism

Sports and tourism have the potential to become vibrant sectors in any country leading to significant economic growth. Sports events have the potential to generate substantial revenues, for example through sales of tickets and broadcasting rights, and helping local economy to grow through hospitality and other related services. Additionally, such events can also help improve sports infrastructure (stadiums, training centres etc.) in a country resulting in employment opportunities and development of sports industry. Like sports, tourism also helps a country's economy to flourish by attracting tourists to witness a nation's socio-cultural history, leading to growth of transportation and hospitality industry. The participation of women in sports can accelerate economic growth by higher demand for sports goods and services resulting in growth of sports industry in addition to creating multiple job opportunities for women in sports sector. Likewise, the involvement of women in tourism can result in a more inclusive as well as diverse range of facilities and services; for example, development of women owned and operated travel agencies, female tour guide facilities, and hospitality services.

Gender bias in sports is a significant issue for several reasons. It reinforces the false belief that men are inherently better at sports than women, which is untrue. Women are just as capable of excelling in sports as men. Moreover, this bias creates an environment where women may feel inadequate and unable to compete with men in sports, discouraging their participation and perpetuating gender inequality.²²⁵

Women in Pakistan have excelled in various sports such as swimming, skiing, hockey, cricket, tennis, squash, cycling, chess, athletics, martial arts, and more. However, the odds are stacked against girls who aspire to pursue sports in Pakistan. Even those with the best intentions and unwavering dedication struggle to find support in a predominantly male-oriented environment, often facing criticism instead of applause for their achievements.²²⁶

The data by Punjab Sports Board showed that there were a total of 43 coaches employed by Sports Board for different sports in 2022, of which 90.7 percent (39) were men and only four were women (9.3 percent). As can be seen in the below figure, female coaches were only present in following sports: table tennis, hockey, football and athletics. There was one male and one female coach for table tennis however, the disparity between male coaches and female coaches in hockey, football and athletics was prevalent as there were five male coaches for hockey compared to one female coach, six male coaches for football compared to one female coach, and 4 male coaches for athletics compared to one female coach. Of the 17 different sports, there was no female coach in 13 sports (see Figure 6.84 below).

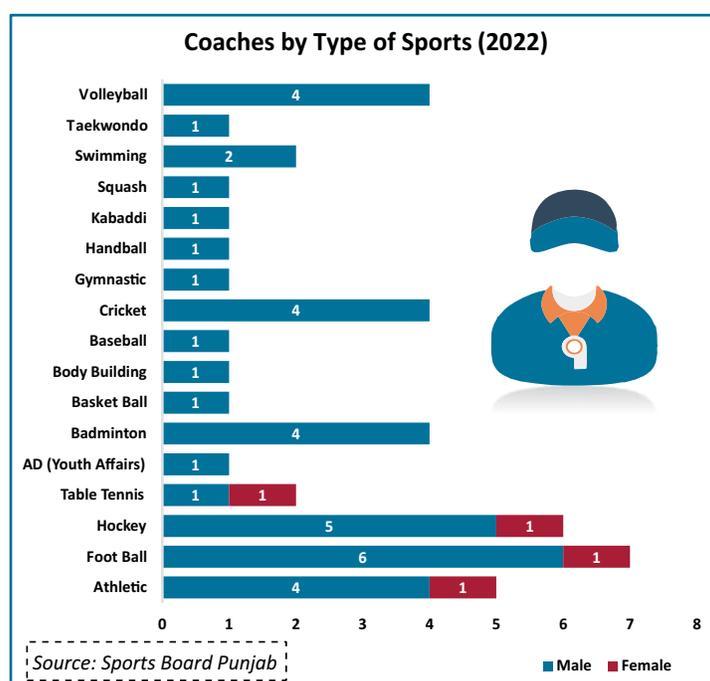


Figure 6.84

225 (Ge, 2022)
226 Ibid

There were a total of 54 temporary coaches and consultants appointed by Punjab Sports Board in 2022 compared to 41 temporary coaches in 2021. Of the 54 temporary coaches in 2022, 44 (81.5 percent) were males and 10 (19.5 percent) were females. The gender disparity slightly reduced in 2022 compared to 2021 as of the 41 temporary coaches in 2021, 37 were males (90.2 percent) and four (9.8 percent) was females. A comparison of temporary sports coaches employed in different sports in 2021 and 2022 can be seen below in figure which shows that more number of females were appointed as temporary physical trainers (4, 57.14 percent) compared to males (3, 42.86 percent) whereas in all other categories, the number of males was either higher or equal to females. Moreover, there were no females appointees in more than fifteen sports.

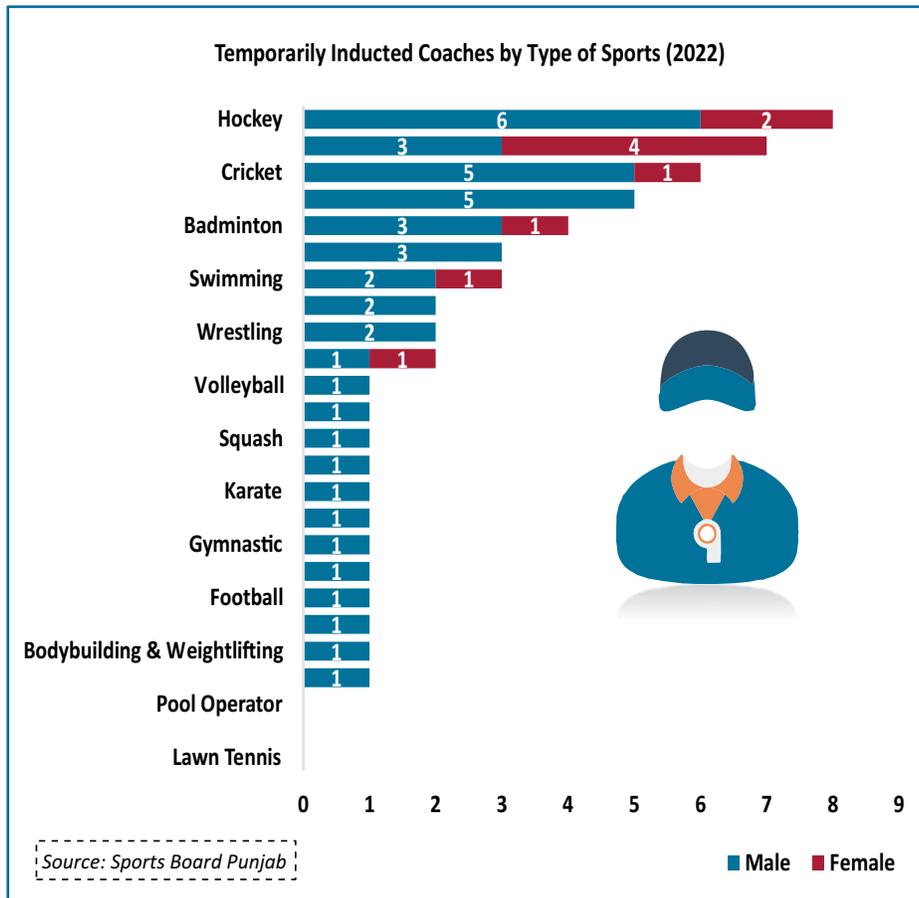


Figure 6.85

Tourism

When we look at the tourism and hospitality sector globally, we see that women made up 54 percent of the workforce. However, in Pakistan, their representation in the accommodation workforce was a mere 3.29 percent. Furthermore, while women are often employed in lower-level positions within this industry, there was a significant scarcity of women in higher management roles.²²⁷

The data from Tourism Development Corporation of Punjab showed that there were a total of 442 staff members working in the department in 2022, of which 428 (96.8 percent) were males and 14 (3.2 percent) were females. The number of male staff in 2021 was 401 (96.4 percent) and there were only 14 females (3.6 percent). This shows a 0.11 percent decline in female staff in 2022 compared to 2021.

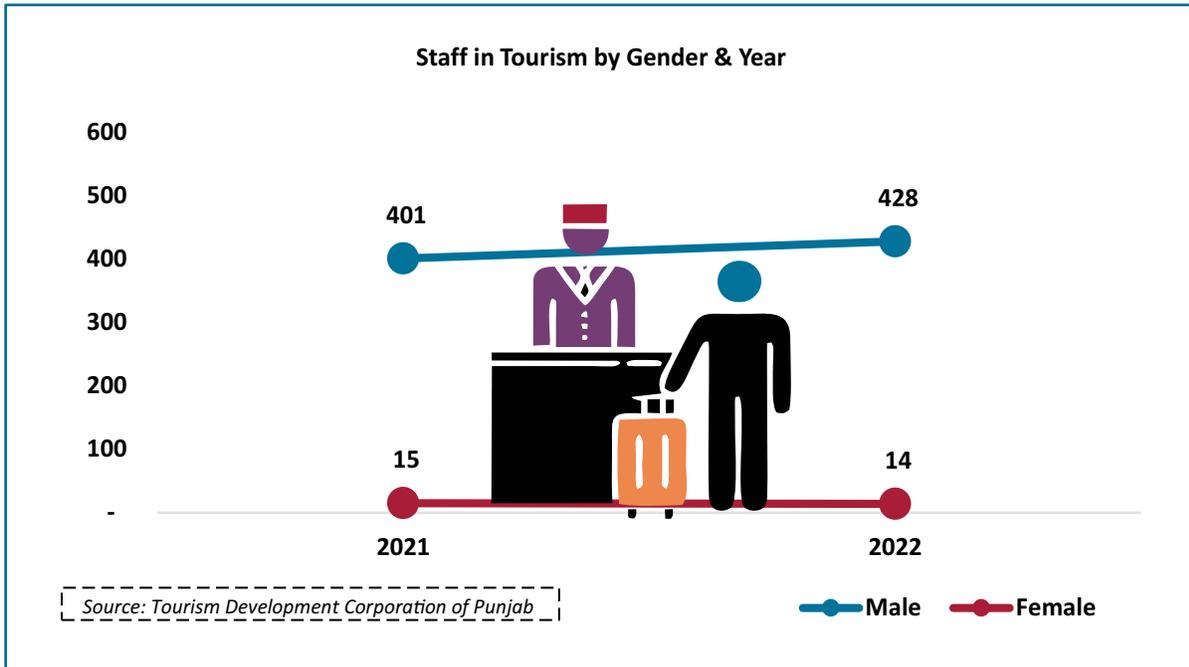


Figure 6.86

A total of 716,049 tourists were facilitated by Tourism Development Corporation in 2022 of which 99.14 percent were males and 0.86 percent were females. These results show the disparity in tourism between males and females which can be attributed to higher familial obligations for females compared to males. A comparison of tourists facilitated in 2021 and 2022 can be seen in below figure 6.87 which shows that the overall number of tourists declined in 2022 compared to 2021, with a higher decline in male tourists whereas the number of female tourists facilitated by Tourism Corporation slightly increased in 2022 compared to 2021 (6,156 vs. 6,139).

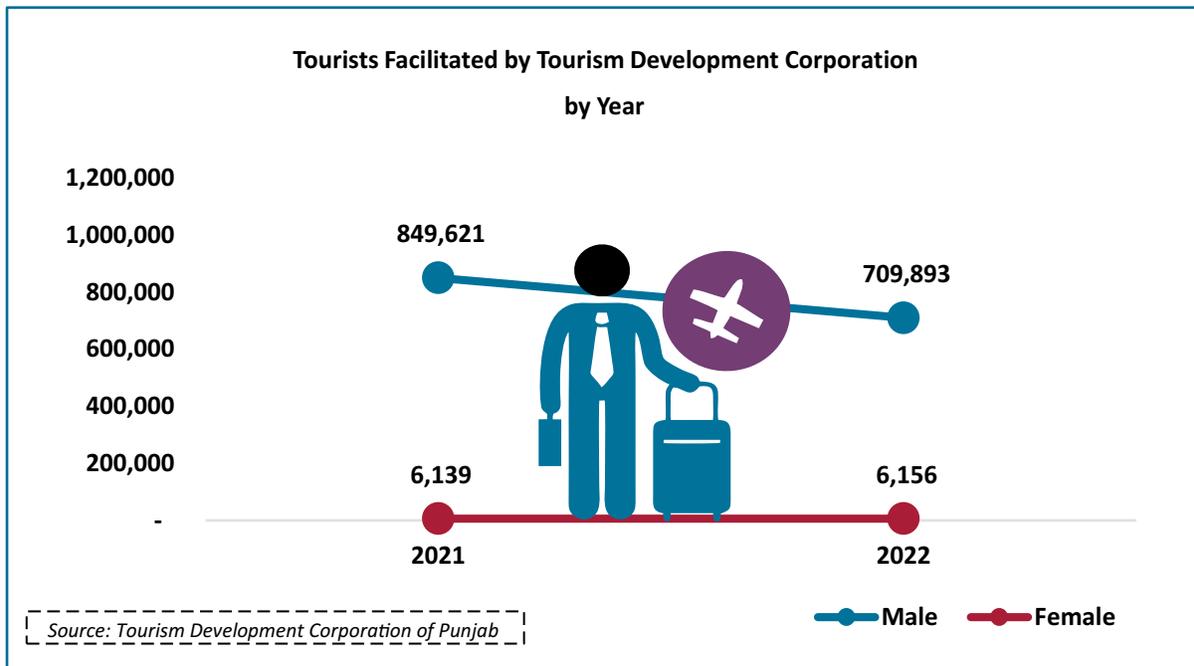


Figure 6.87

There were a total of five tourist guides, three males (60 percent) and two (40 percent) females, employed by Tourism Corporation in 2022 whereas, in 2021, there were four tourist guides, of which two (50 percent) were males and two (50 percent) were females.

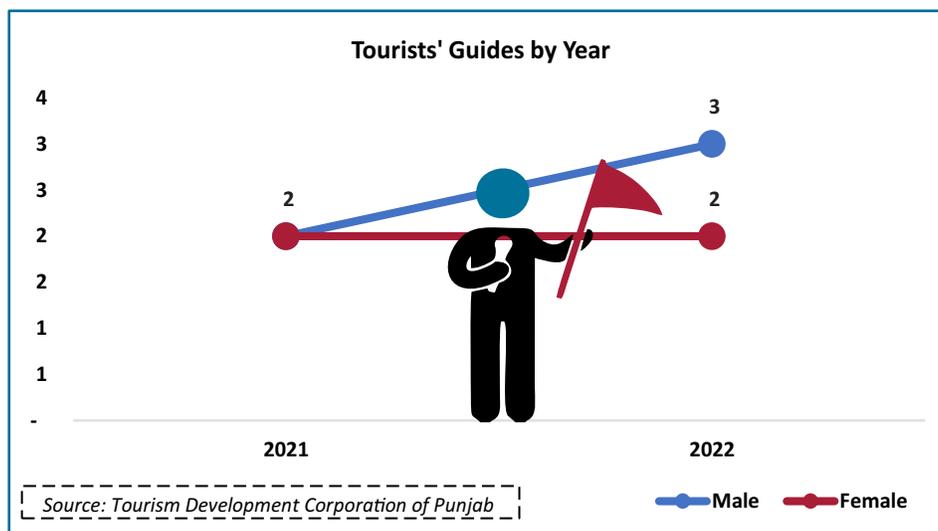


Figure 6.88

6.8 Conclusion

In this chapter, an effort has been made to shed light on the existing disparities between genders in terms of Economic Participation and Opportunities within Punjab. From a policy standpoint, particular attention has been devoted to analyzing gender gaps in various aspects, including the current labour market situation, women's access to both physical and financial resources, as well as the availability of social safety nets designed to assist women throughout Punjab.

The participation of women in the labour force is disappointingly low, with a significant proportion of employed women being part of the informal sector and unpaid family workers. When it comes to the entrepreneurial ecosystem, women's presence is far from being on par with that of men. This encompasses disparities in access to financial resources, control and ownership of physical assets, and the availability of institutional support.

The backdrop sets the stage for a carefully considered interrelated theme of integration of unpaid family work into formal economic frameworks, the bridging of the gender wage gap, and comprehensive strategies for poverty alleviation. Together, they paint a vivid picture of Pakistan's challenges and potential pathways to inclusive growth. A holistic approach, which combines economic policy innovation with social recognition, is essential to address the challenges faced by women and fully capitalize on their potential contribution to the economy.

Hence, effective strategies aimed at promoting skill development, encouraging entrepreneurial spirit among the youth, and augmenting infrastructural development are imperative for mitigating unemployment, boosting earnings, and driving sustainable economic growth in Pakistan.

6.9 Recommendations

6.9.1 Policy

1. Child Protection Laws & Systems

Strengthening child protection laws and systems ensuring identification, support, and school re-integration of children in child labour.

2. Legal recognition and Implementation Mechanisms

- Capacity building of provincial Labour Departments for effective monitoring and inspection;
- Ensure comprehensive and regular data collection on unpaid family workers and home-based workers

3. Improving the Mechanism for Registration of Brick Kilns

The government should revise the registration process, develop a robust strategy to expedite the registration of brick kiln workers by providing additional resources to the labour department.

4. Legal Provisions and Incentives for Buyers of Bricks

The government should develop an incentive plan for local brick buyers to promote socially-compliant brick-buying practices in the construction industry. The incentives can include a subsidized tax in return for buying bricks from those registered kilns that provide decent working conditions for workers.

5. 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.

6. 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.

6.9.2 Procedural

7. Expansion of Child-Sensitive Social Protection

Well-designed social protection is an effective strategy to reduce child labour. It is essential to increase coverage for children through social protection systems that can respond to the needs of children and their families thus lowering the number of children in labour force.

8. Quality of Education

Increased investments in programs to strengthen the availability and quality of education from primary through middle and secondary education.

9. Implementation of Minimum Wage

The wage boards must review the minimum wage regularly; government must enforce the minimum wage, and institute effective complaints' redressal and dispute resolution mechanisms.

10. Social security Coverage and Unemployment Fund

Universalisation of social security for employed and funds for workers without employment is imperative. For instance, the secured female employees with PESSI constitute only 0.03 percent of the overall employed female population.

11. Facilitation for Workers by NADRA

NADRA must coordinate to facilitate the NICs of brick kiln workers by providing additional mobile registration vans (MRVs) for brick kilns located in far-flung areas.

12. Reducing and Redistributing Unpaid Work

- Lower tax rates for secondary earners or a tax break for secondary earners will encourage female labour force participation and decline women's unpaid work.
- Unpaid work can also be reduced by institutionalizing child and elderly care. For instance, daycare centres for children and activity centres for elders.
- Governments can relieve the burden of unpaid work by investing in appropriate infrastructure and public services. In particular, investments in water, sanitation, electricity, and transport are critical enabling women to spend less time doing very low-productivity tasks (e.g., fetching water or performing other domestic household tasks).

13. Skills Training and Financing

Both the government and the private sector should provide skills training, and low-interest credit and facilitate opening bank accounts to promote entrepreneurial activities.

14. Documentation Of Small Businesses

Encourage and incentivize 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.

15. 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.

16. 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.

17. 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.

18. 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.
- Introduce gender responsive PC-1 checklist to ensure cross-ministerial gender integration in PSDP/ADPs in all new public sector programs and projects.
- Build institutional capacities for gender-responsive budgeting and financing systems, linked to financial management, reporting and PSDP progress reviews.



Peace Walk

Against Violence



JUSTICE

07

JUSTICE

KEY FINDINGS

-  34,854 cases of violence against women were reported in 2022 as compared to 35,518 in 2021. Kidnapping was the most commonly reported act of violence against women.
-  A total of 1129 domestic violence cases were reported in Punjab. This included 395 cases of murder, 157 cases of attempted murder and 577 cases of domestic beating. The highest number of domestic violence cases was reported in Lahore (200).
-  A total of 3914 cases of rape and 268 cases of gang rape were reported in Punjab. District Lahore reported the highest number of cases (682) in 2022.
-  41 cases of acid burning were reported in Punjab. District Lahore and Muzaffargarh reported the highest number of cases (7) in 2021.
-  176 women were killed in the name of honour in Punjab. Faisalabad reported the highest number of honour killing cases (19).
-  Of all VAW cases decided in Punjab; only 4 percent resulted in convictions and 96 percent resulted in acquittals. In 2021 too, the conviction rate was 4 percent.
-  The most recurrent complaints received by the VAWC in Multan in 2022 were of domestic violence (1283 complaints), a considerable increase (89 percent) from 2021. Whereas the least number of complaints were received for psychological violence (1 complaint), property dispute (2 complaints) and physical abuse (3 complaints).
-  Of the 1102 prosecutors working under the Public Prosecution Department only 140 (13 percent) were women; 962 (87 percent) were men.
-  There were 885 female prisoners incarcerated in Punjab Prisons in 2022. Of these, 103 were accompanied by children.
-  Of the 103 female prisoners with children, 78 (76 percent) are undertial and 25 (24 percent) are convicted.
-  1,733 judges served in the district Judiciary in 2022, of which 1,450 (83 percent) were men and 294 (17 percent) were women. In 2021, out of the same total of district judges, 1577 were male and 156 were female.

INTRODUCTION

The rule of law is the backbone of a functional society. It maintains order by protecting civil liberties and basic human rights. This means that justice is delivered timely by an impartial judicial system and other criminal justice actors through clear, and fair laws.²²⁸ Thus, all citizens must ideally be dealt a fair hand, regardless of their sex, ethnicity, religion and caste. This also applies to their health benefits, education, job opportunities, political participation and access to justice.

However, systematic prejudices and unlawful practices around the world have seeped into institutions and for every disadvantaged group of people to attain a level playing field an active struggle is required that spans over generations.

Perhaps the most disadvantaged group in this regard are women. Culturally seen as individuals tied to the house, their life in the public sphere is often clouded by stereotypes. Even within the household, their life is perpetually at risk. Many are physically and sexually abused from a young age and a large majority of these women are often forced to stay silent about it.²²⁹ They also have a far lesser understanding of their rights, and they face gender stereotypes, stigma, and harmful and patriarchal cultural norms if they decide to report a crime committed against them.²³⁰

As a result of such systemic abuse, women's access to justice is compromised and consequently, the rule of law is undermined. Fewer crimes are reported as victims fear intimidation, insensitivity of authorities, threats, and an unsuccessful prosecution.²³¹ Understandably then, when a large segment of society is failed by the justice system, public trust begins to erode, and lawlessness takes over.

Women's struggle is intensified by society's blind eye towards violence against women (VAW).²³² Decades-old laws and legal processes like the two-finger test, customary practices like badl-e-sunah, child and/or forced marriages have been ignored and often backed by states for years.²³³

However, advocating for legal reforms to protect women may be an oversimplification as women's rights need a structured apparatus to combat the injustice that has been perpetrated against their minds and bodies. Reforming women's access to justice also needs a responsive framework to complement the remedies. According to the Women's Legal Bureau, the enabling environment for access to justice is based on five important elements:²³⁴

1. Adherence to Human Rights standards and diligent fulfilment of state responsibilities.
2. Presence of democratic governance and the meaningful inclusion of women in citizenship.
3. Enhancement of women's political and economic standing in society, ensuring their complete entitlement to development by rectifying systemic disparities.
4. Acknowledgement of the interlinked, interdependent, and cumulative aspects of Violence Against Women (VAW).
5. Reinforced global and regional efforts and activism against Violence Against Women (VAW).

The United Nations (UN) has been campaigning for equal rights and sustainable development through various programmes. A significant programme for women's empowerment is the 2030 Agenda for Sustainable Development which is aimed at promoting "universal respect for human rights and human dignity, the rule of law, justice, equality and non-discrimination"²³⁵. The Agenda through its Sustainable Development Goals (SDGs)

228 (What is the Rule of Law?, 2023)

229 (Alexandra Figueredo, 2019)

230 (Gender and the rule of law, 2023)

231 (Kidd & Chayet, 2010)

232 (Pakistan's Femicide Crisis, 2023)

233 (Child Marriage And Other Harmful Practices; A Desk Review of Evidence from South Asia, 2020)

234 (Understanding Women's Access to Justice, 2023)

determines reform objectives while recognising that gender-based violence is a barrier to development. SDGs 5 and 16 in particular, relate to "achieving gender equality and empowering all women and girls, and "promoting peaceful and inclusive societies, providing access to justice for all and building effective, accountable and inclusive institutions at all levels", respectively.²³⁶

The World Bank also aims to eliminate obstacles to gender equality with a long-term approach that focuses on strengthening and expanding risk mitigation systems and collaborating with local stakeholders to enhance the effectiveness of actions.²³⁷

Over the years, countless efforts have been made to address VAW by different organisations. Unfortunately though, the overwhelming need to protect basic human rights for women is still unmet. According to the UN's Gender Snapshot 2022, more than 1 in every 10 women and girls aged 15-49 were subjected to sexual and/ or physical violence by an intimate partner in 2021.²³⁸ An estimated 81,100 women and girls were killed intentionally in the same year globally.²³⁹ The overall number of female homicides has remained largely unchanged over the past decade with most of them being gender motivated.

In 2021, around 45,000 women and girls worldwide were killed by their intimate partners or other family members.²⁴⁰ This means that, on average, more than five women or girls are killed every hour by someone in their own family. The issue of femicide, while concerning all around the globe, is statistically most prevalent in Asia which recorded the highest number of gender-related killings in the private sphere in 2021²⁴¹ making the very basic right 'to live' the most violated right of women. Apart from murder, women are perpetually at risk of rape, physical assault, unwanted pregnancies and mental torture.

In Pakistan, the state of women's rights desperately requires the state's attention. The Constitution of Pakistan defines the right to life under Article 9 as 'security of person' i.e., that "no person shall be deprived of life or liberty save per law". Women, however, continuously face discrimination in the application of this basic human right which is awarded at birth to everyone equally. Pakistan was ranked at 130 out of 139 countries on the Rule of Law Index of the World Justice Project. The Index consists of rule of law contributors like "accountability, corruption, fundamental freedoms, criminal and civil justice and views on women".²⁴² It is, therefore, particularly alarming that the law and justice system of the country is inadequate for its citizens.

Nevertheless, Pakistan continues to strive for the protection and empowerment of women in multiple ways and also invites international organisations to review its efforts and offer recommendations for improvement. Pakistan is a state party to the UN Convention on the Elimination of Discrimination against Women (CEDAW), which is the most comprehensive and significant global treaty on the rights of women. Having 189 state parties, the treaty condemns any form of discrimination against women and reaffirms the importance of guaranteeing equal political, economic, social, cultural and civil rights to women and men. The Convention urges state parties to implement policy measures to protect and empower women, including temporary special measures such as quotas and punishing trafficking, prostitution and other grievous crimes against women, as well as encouraging participation of women at the national and international level.²⁴³ CEDAW has been largely successful as an international legal instrument and watchdog for women. Its monitoring of state parties' progress is a constant reminder for the latter to pave the way for women's development. Pakistan submits periodic reports to the CEDAW Committee, highlighting improvements made for the prosperity of women. Pakistan's latest submission in 2020 (the 5th periodic report) was reviewed by the Committee which concluded that recent legal instruments for prosecuting violence against women such as the Anti-Rape Act are commendable, however, it advised that the state authorities must strive towards gender-sensitive budgeting, encouraging participation of women in economic opportunities and political sphere, especially women from low socio-economic strata or minority religious groups.

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's development²⁴⁴. Pakistan was also the first country to adopt the SDGs as part of its national development

235 (UN Agenda 2023, 2023)

236 (United Nations Department of Economic and Social Affairs Sustainable Development, 2023)

237 (Tackling Gender-Based Violence is a Development Imperative, 2023)

238 (PROGRESS ON THE SUSTAINABLE DEVELOPMENT GOALS THE GENDER SNAPSHOT 2022, 2023)

239 (Women And Girls Are More At Risk To Be Killed At Home, 2023)

240 (Five essential facts to know about femicide, 2022)

241 (Gender-related killings of women and girls (femicide/feminicide), 2021)

242 (The Rule of Law in Pakistan, 2017)

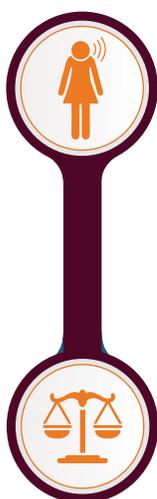
243 (CEDAW at a Glance, 2023)

agenda through a National Assembly Resolution in 2016. 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". A 2030 deadline has been set by the UN for the achievement of gender equality and the empowerment of all women and girls.

The Government of Pakistan has made legislative and policy changes to fight 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 specialized court was designed to be a speedy, sensitized redressal system for gender-based crimes. The Court allows for special protection measures, such as in-camera trials, testimony through video-link or pre-recorded video testimony, use of screens/curtain to ensure that the victims/survivors and vulnerable witnesses do not have to face the accused persons etc. The National Gender Policy Framework is an effort by the Planning Commission and a reaffirmation of the Government's commitment to provide women with a secure and enabling environment; and to ensure their rightful role in national development. This is also in recognition of Pakistan's standing against international gender development indices and a widening gender gap which is costing Pakistan PKR 500 billion annually and closing which can boost the country's GDP by 30 percent.²⁴⁵

It must be highlighted here that Pakistan has been the victim of recurrent natural catastrophes such as floods, droughts, heatwaves, and cyclones. And these calamities have further added to a woman's plight. Natural disasters increase the incidences and triggers for violence against women. Studies indicate that vulnerable populations, notably women and children, are disproportionately impacted by catastrophic events like cyclones and floods, primarily due to reduced access to resources and opportunities for women. Pakistan has been ranked as one of the top ten countries most affected (currently ranked 8th) by climate change in the past 20 years, with women being affected the most.²⁴⁶ This, in particular, is a red flag for the status of women in Pakistan and puts a great deal of responsibility on the shoulders of provincial and federal governments.

Organisation of Analysis



I. Violence Against Women

II. Reported Cases of VAW

III. Outcomes of Cases

IV. Access to Justice for Women

- a. Police Stations
- b. Prosecutors
- c. Prisons
- d. Judiciary
- e. Punjab Forensic Science Agency (PFSA)
- f. Punjab Safe City Authority (PSCA) Women Safety Mobile Application.
- g. Punjab Women's Helpline 1043
- h. Violence Against Women Centers (VAWCs)
- i. Child Protection and Welfare Bureau

244 (NATIONAL POLICY ON ENDING VIOLENCE AGAINST WOMEN & GIRLS, 2023)

245 (Launch of National Gender Policy Framework on the International Women Day , 2022)

246 (UNDP And NCSW Conduct The Last Of The Regional Consultations On Gender And Climate Change In Muzaffarabad, 2023)

7.1 Violence Against Women

The term 'violence against women' is defined as "any act of gender-based violence that results in, or is likely to result in, physical, sexual or mental harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life".²⁴⁷

The Declaration on Elimination of Violence Against Women captures the various types of violence against women including threats and coercion in private and public spheres and emphasizes that violence against women is a "manifestation of historically unequal power relations with men and women".²⁴⁸

Men are expected to show toughness and dominance²⁴⁹ at an early age and they pick up violence as a manner of control over women, often as a result of generational abuse of women around them. They tend to use coercion, threats, intimidation, economic and emotional abuse, gaslighting and isolation.²⁵⁰ Moreover, poverty can add to a woman's vulnerability to violence and often renders them unable to move out of an abusive household.²⁵¹

In Pakistan, women have continuously faced violence, generation after generation. The PDHS 2017-18 concluded that 32 per cent of women had experienced violence in Pakistan²⁵². Many women never seek help following the incident and therefore suffer in silence from post-traumatic stress disorder, broken or dislocated bones, sexually transmitted infections, diseases and sometimes unwanted pregnancies. It is also widely expected that the number of incidences are typically higher than those reported to the police.

7.2 Reported Cases of Violence Against Women (VAW)

This section sheds light on the reported incidences of VAW in Punjab. Data showcased here is obtained from the Office of the Inspector General of Police (IGP) which collects and collates the reported crimes across the province. The section shows the yearly comparisons for all categories of VAW. In most categories, the number of cases are shown to drop between 2022 and 2021. This however may only be indicative of low reporting and not low crime against women.

The figure below shows the total number of VAW Cases reported to the IG Punjab.

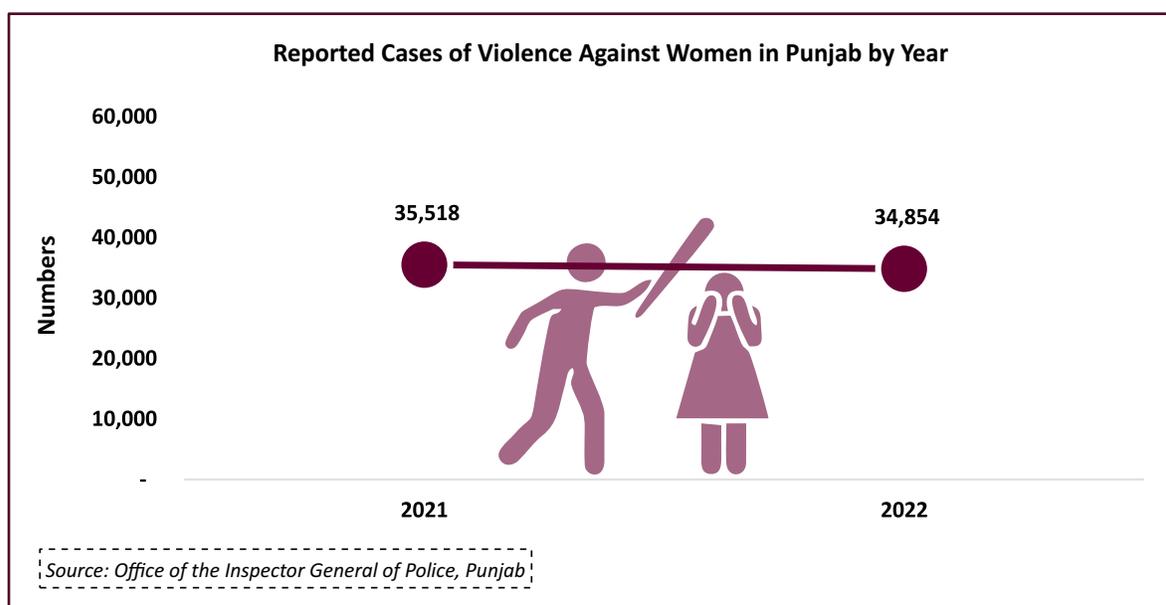


Figure 7.1

247 (WOMEN'S HUMAN RIGHTS, n.d.)
 248 (Countdown to Human Rights Day, n.d.)
 249 (Khurram, Factors that contribute to the violence against women: a study from Karachi, Pakistan, 2023)
 250 Power and control wheel, Pence and Paymar (1993)" (Johnason, 1995, p. 288).
 251 Ogrodnik and Borzutzky, 2011, p. 64
 252 (Time to vow to end violence against women , 2022)

As shown, the reported cases of violence against women in 2022 were 34,854 , which is a 1.8 percent decrease from 2021.

Below is a figure showing the number of reported crimes under categories of violence against women maintained by the IG office. Amongst all cases of violence against women, kidnapping had the highest number of reports (17,316) in Punjab.

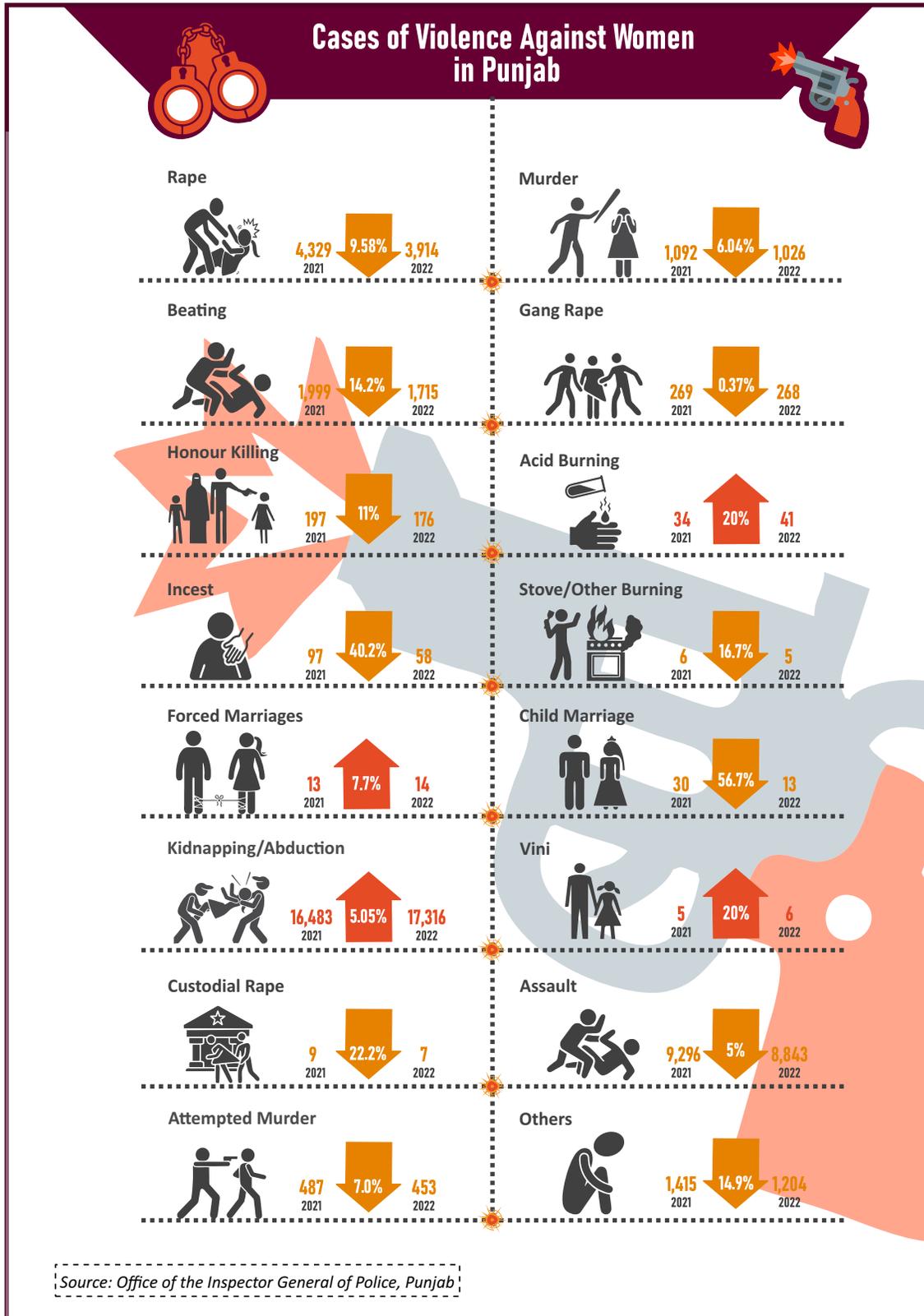


Figure 7.2

7.2.1 Murder

The gender-motivated murder of women is a frequent crime committed against women in Punjab. Unfortunately, the abuse of women who have suffered violence has created a dire situation in which women are losing their lives, and those who manage to survive are left without assistance. This is often a consequence of deeply imbedded notions that blame women for sexual violence based on their attire, or the portrayal of men as inherently aggressive and irate, implying that a woman unable to cope with her partner's abuse lacks the necessary patience.²⁵³

According to data received by the IG Office, the total number of murder cases involving women registered in 2022 were 1026, which is a slight drop (6 percent) since 2021 when the total number was 1092.

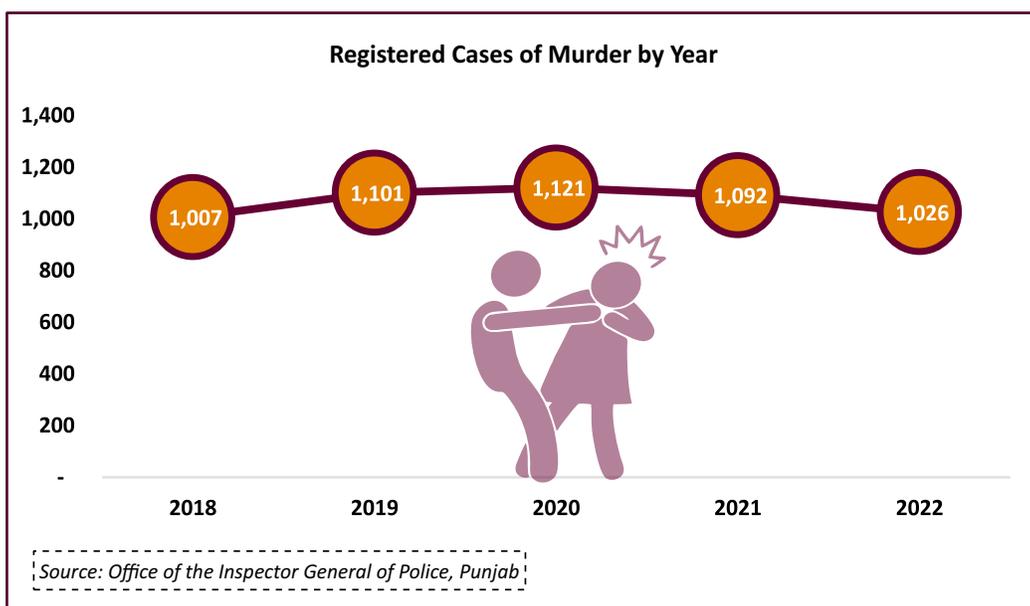


Figure 7.3

The figure below shows the types of murder i.e. murder in domestic violence, honour killing and others. As shown, murder in domestic violence and honour killing reduced were by a few numbers. Murder in domestic violence dropped by 11 percent as did honour killing. Other types of murder increased by 2 registered cases in total.

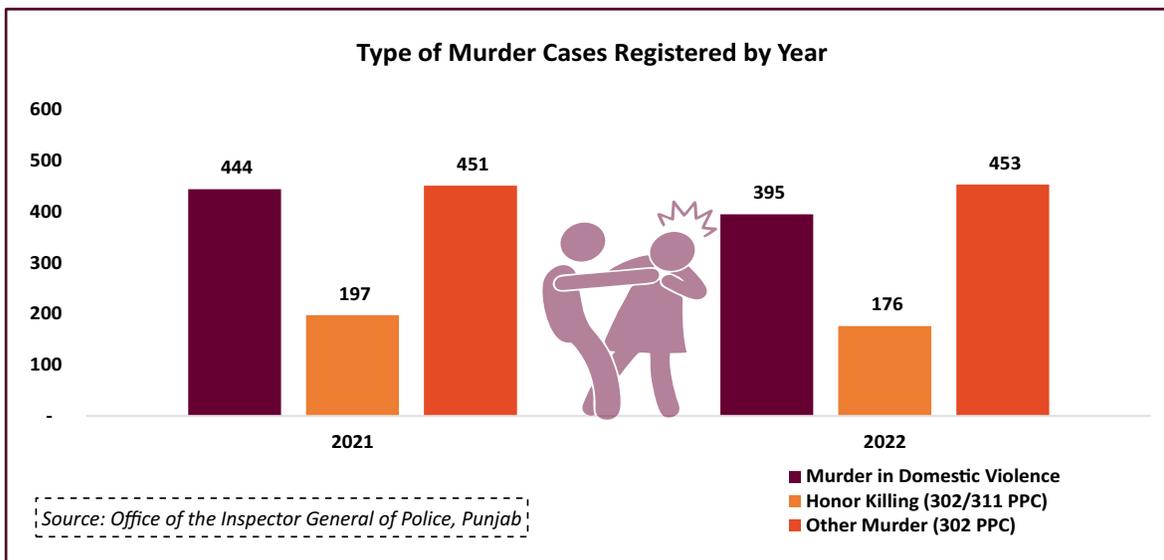


Figure 7.4

253 (Irfan, 2022)

The figure below shows the total number of registered cases of murder of women across all districts in Punjab in 2022. Lahore had the highest number of cases, followed by Faisalabad. There were no cases reported in Bhakkar and the district reporting the least number of cases was Layyah. It is important to note here that Lahore having the highest number of cases reported may be indicative of its demographics i.e. population size, sex ratio etc.

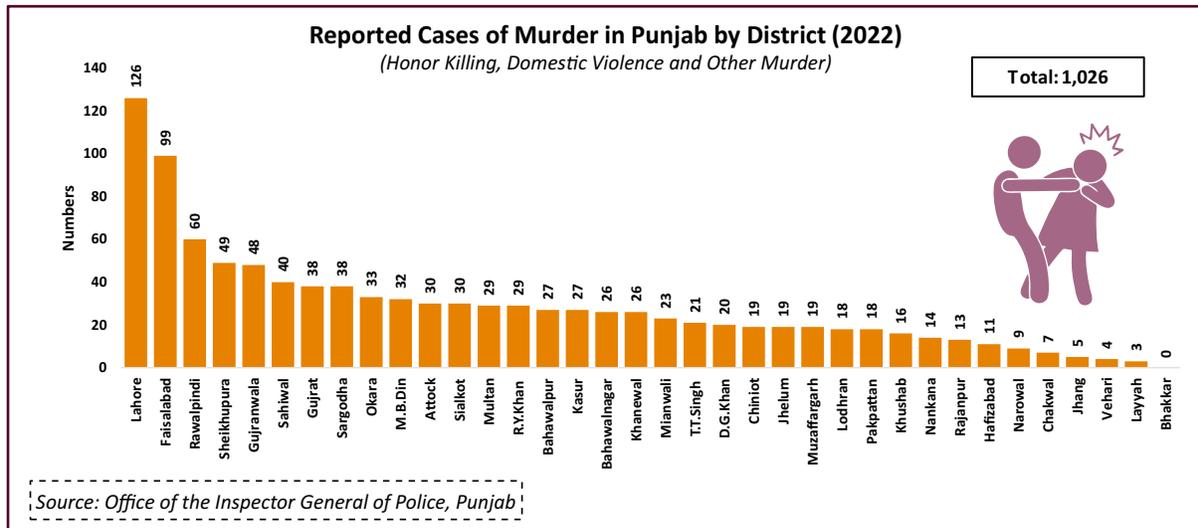


Figure 7.5

7.2.2 Domestic Violence

Domestic violence is arguably the most normalized type of violence in Pakistan. As it takes place within the private sphere, reporting is limited, often without adequate proof, followed by societal pressure and victim blaming for bringing it to light.²⁵⁴ Under the "Punjab Protection of Women Against Violence Act 2016"²⁵⁵ domestic violence is committed by the accused who resides with the victim currently or has been in the past when the two were related by consanguinity, marriage, adoption or in terms of employment.²⁵⁵ The Act is meant to be supplemented by the Domestic Violence Bill 2020- a procedural law that focuses on the prevention of and punishment for and rehabilitation after domestic violence.²⁵⁶ The enactment of the Bill has so far been suspended as it awaits approval from the Council of Islamic Ideology.

The figure below shows the number of reported cases of domestic violence in 2021 and 2022. According to data, the number of cases fell from 1,415 to 1,129 (20 percent).

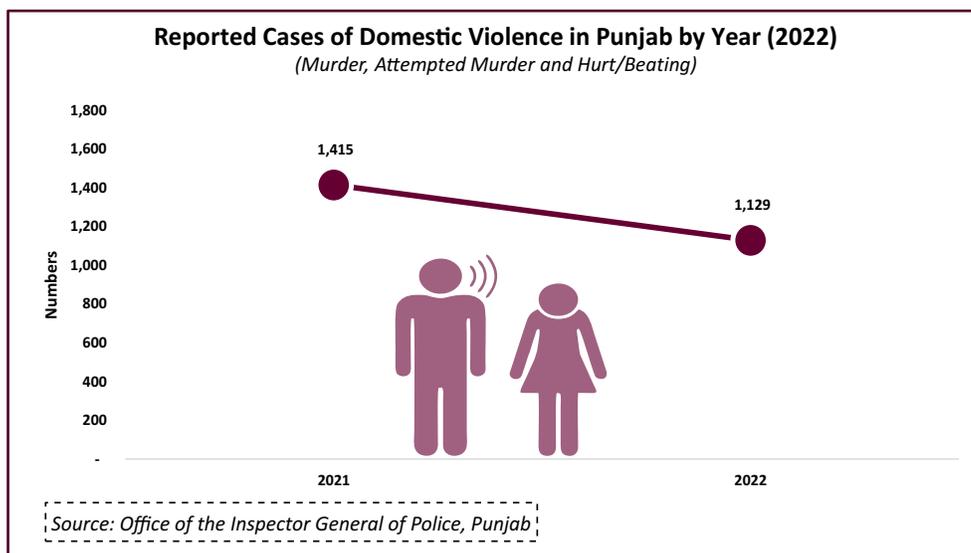


Figure 7.6

254 (Gracia)
255 (THE PUNJAB PROTECTION OF WOMEN AGAINST VIOLENCE ACT 2016, 2016)
256 (Jalil, 2022)

The figure below shows the contrast between 2021 and 2022 amongst the three types of domestic violence cases (beating, attempted murder and murder) reported.

The reported cases of domestic beating fell from 753 to 577(23 percent), the cases of domestic murder²⁵⁷ fell slightly from 444 to 395 (11 percent) and the cases of attempted domestic murder fell from 218 to 157 (28 percent).

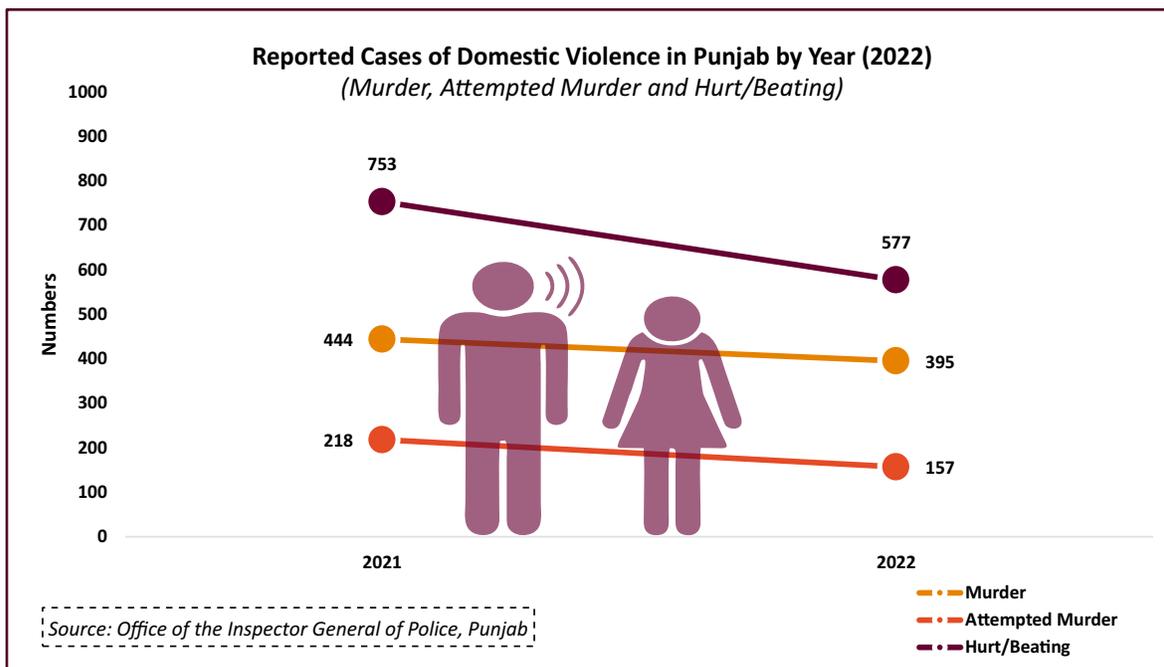


Figure 7.7

District-wise, Lahore had the highest number of reported cases of domestic violence (200), followed by Gujranwala (170) as shown in the figure below. The lowest number was recorded in Vehari, Rajanpur and Narowal (1). In 2021 as well, Lahore had the highest number of domestic violence cases, again followed by Gujranwala.

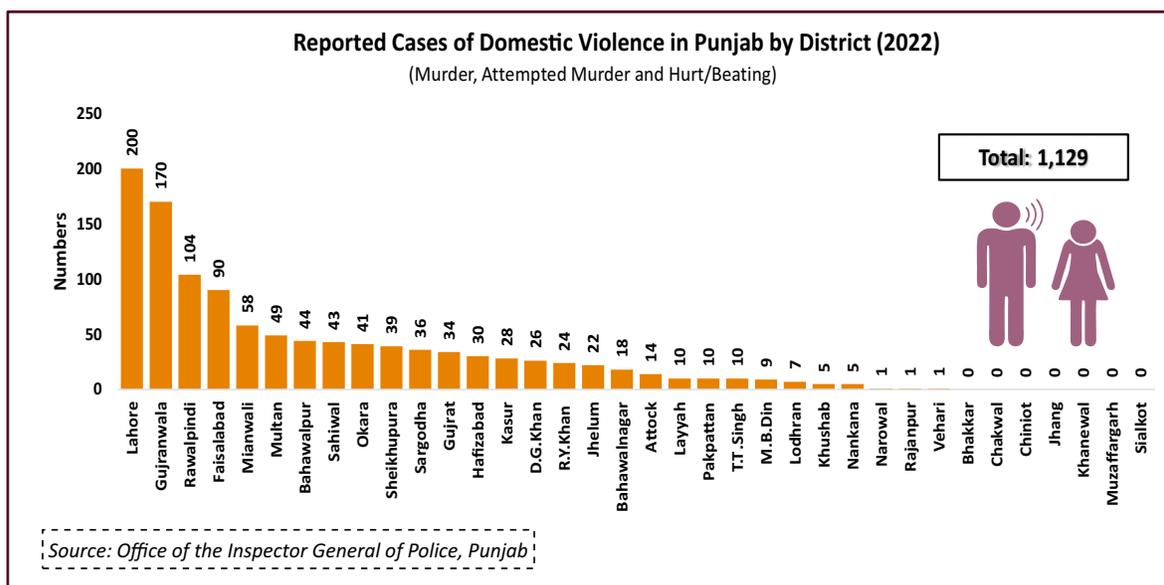


Figure 7.8

²⁵⁷ The Cases of Domestic Murder are mentioned with the Reported cases of Murder in Punjab (Figure:7.5). It is repeated in this section to provide an overview of the situation of domestic abuse in the province.

7.2.3 Sexual Violence against Women and Children

Sexual violence is forcing or manipulating the victim to engage in a sexual act including rape, sexual assault, sodomy and harassment.²⁵⁸ Sexual violence against women and children has been a recurrent challenge for the criminal justice of Pakistan due to the astounding number of incidences over the years. It is also important to note that survivors of sexual assault often do not report the crime due to the active "re-victimisation" during trial. The stigma attached to reporting and "exposing" the details of the incident to the court discourages many victims from filing a case. Although banned in 2021 through a landmark judgement²⁵⁹, the two-finger test was also a daunting experience for a victim, especially after having gone through the assault. The connotation attached to the test—that the chastity of a woman's character must be judged before believing her testimony, was particularly detrimental to successful prosecution against sexual violence cases and bred a culture of exoneration.

The State has identified patterns in sexual violence cases and has legislated on the issue in detail. The most recent legislation in this matter is the Anti-Rape (Investigation and Trial) Act 2020. The Act mandates the creation of Anti-Rape Cells (ARCCs), which are to be established within public hospital premises to provide survivors with legal aid, counselling and medical care.²⁶⁰ The aim of the Cells is to protect the victim from any further abuse or threat, provide timely medical aid and prepare medico-legal reports, as well as expedite the justice process. As of 2022, there has not been active implementation of the Act and as such no SOPs or Rules have been drafted to structure the implementation. Other notable Acts that have been passed include the Criminal Law (Amendment) Act 2021, the Zainab Alert, Response and Recovery Act 2020 and the Protection Against Harassment of Women at the Workplace Act 2014.

In Punjab, the number of reported cases of sexual violence cases dropped 10 percent from 4,704 in 2021 to 4,247 in 2022.

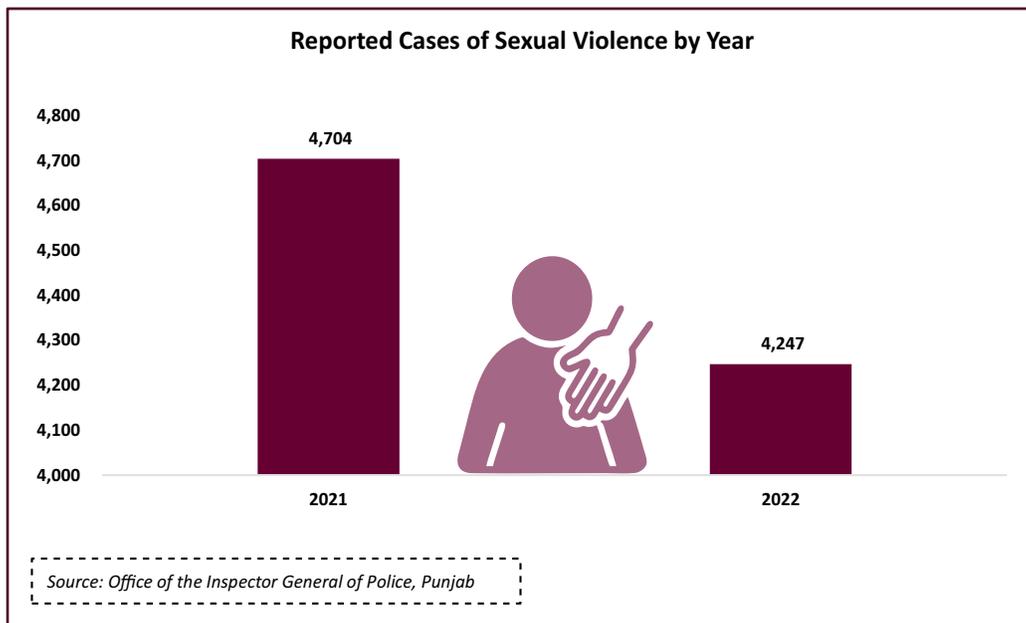


Figure 7.9

The IG office records four types of sexual violence that make up the total number of sexual violence cases in Punjab; custodial rape, gang rape, incest and rape. Out of these categories, rape was the most prevalent in 2022, similar to 2021. Reported cases under the categories of sexual violence decreased, albeit marginally.

In 2022, reported cases of rape decreased by 9.5 percent in comparison to 2021, gang rape decreased by 0.4 percent and incest decreased by 40 percent. Custodial rape had seven reported cases in 2022, whereas in 2021 there were nine reported cases. It is important to note here that with the enactment of the Torture and Custodial Death (Prevention and Punishment) Act, 2022, complaints of custodial rape may increase as the Act specifies a

258 (What is sexual violence?, n.d.)
 259 Atif Zareef v. The State
 260 (Anti-rape cell, 2023)

precise time for investigation by FIA and discourages unnecessary delays. It also allows any complainant to file the official complaint, whether or not they are the victim themselves.

The following graph shows the four types of sexual violence over the years.

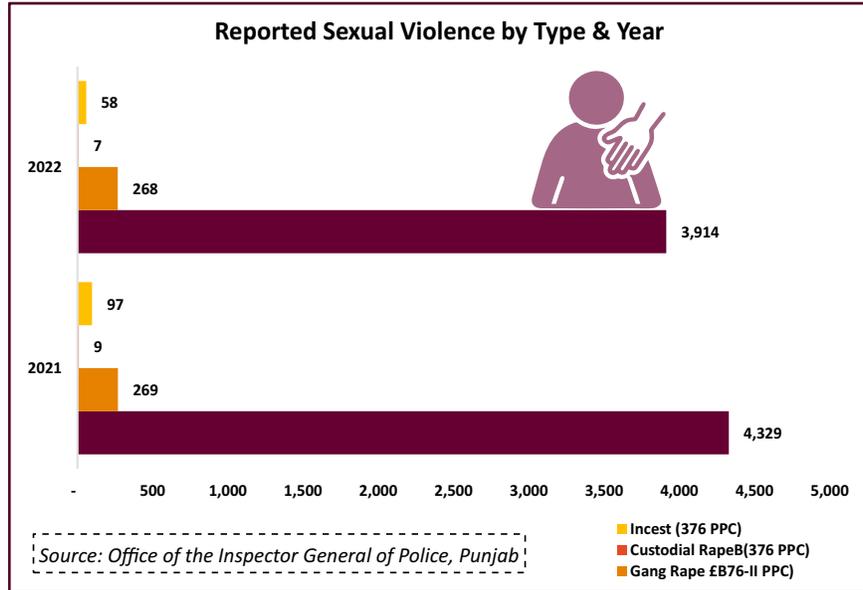


Figure 7.10

District-wise data shows that Lahore had the highest number (682) of sexual violence cases, followed by Faisalabad (323). Jhang had no reported cases and Vehari had the lowest number (1), followed by Narowal (23). In 2021, the same district trend was noted. Lahore had the highest number of cases (762), while Faisalabad was at the second number with a significant margin.

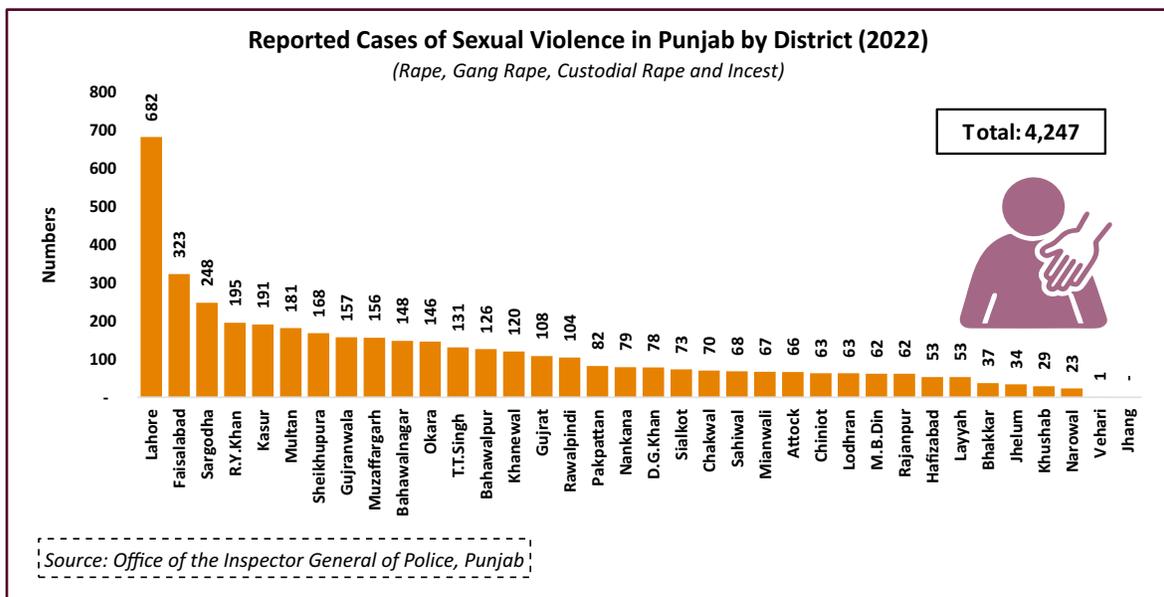


Figure 7.11

7.2.4 Honour Crimes

Historically, especially in the sub-continent, women have been considered responsible for upholding family honour. Their deeds, mistakes, or any life choices not approved by their male family members can lead to grave repercussions for them. Ancient cultural practices like Karo-Kari or Wani are prime examples of honour killing. These are mostly punishments decided by jirgas in villages, with many cases going unreported.²⁶¹

In 2022, the total number of honour crimes in Punjab was 176 which was lower than in 2021 when the total number reached 197.²⁶²

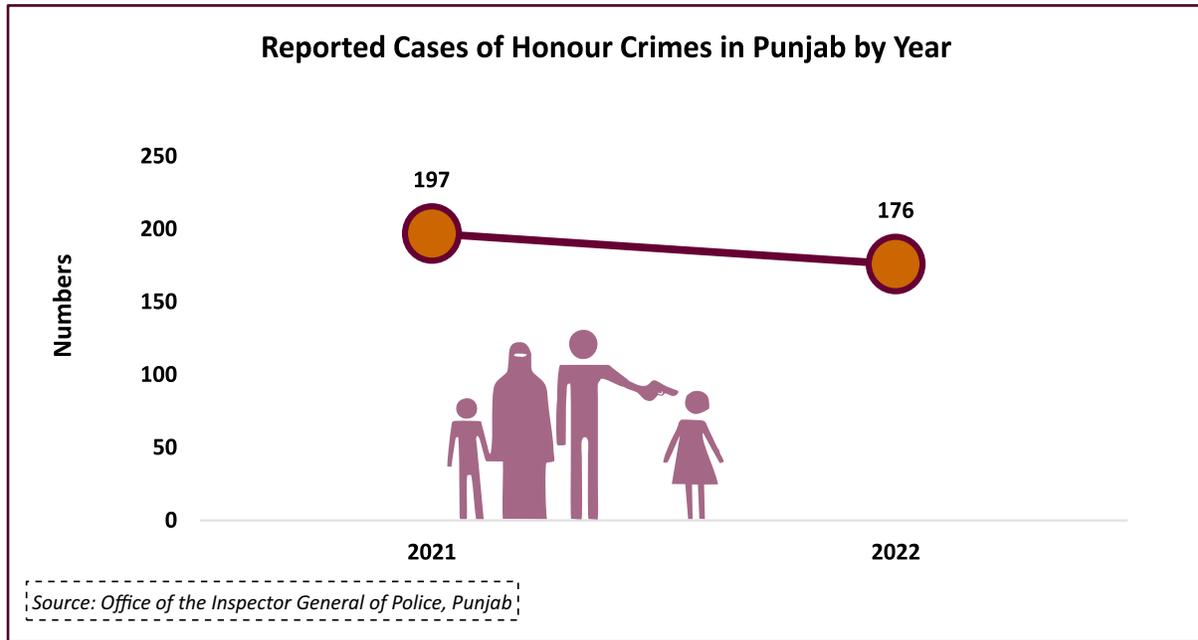


Figure 7.12

District-wise data for honour crimes, in the figure below shows that Faisalabad and Sargodha had the highest number (19) of honour crimes.

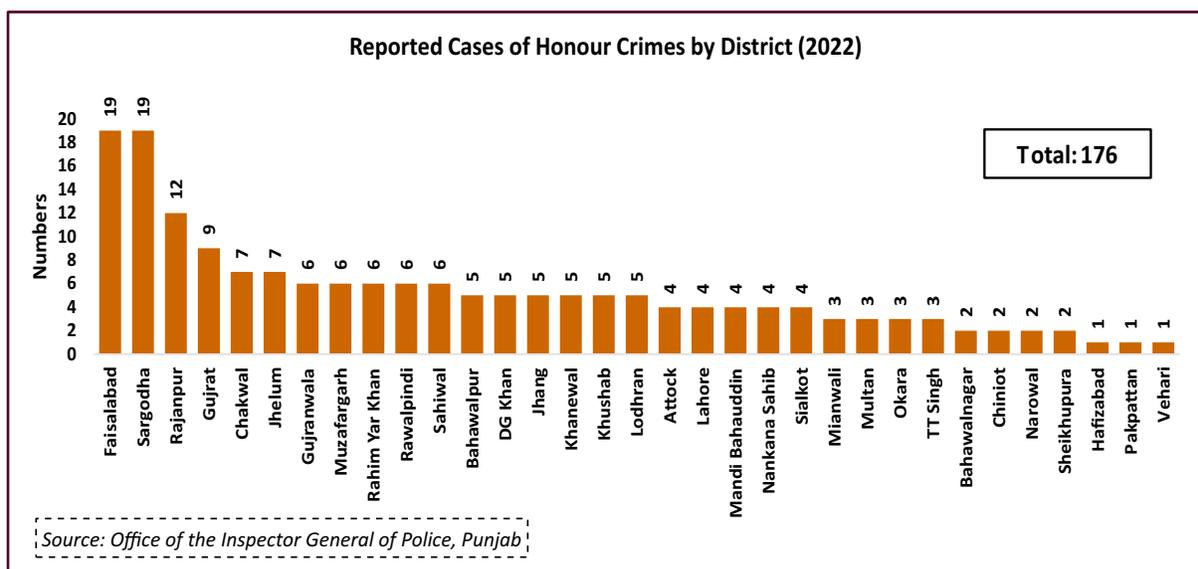


Figure 7.13

261 (Ali, 2020)

262 The Cases of Honour Killings are mentioned with the Reported cases of Murder in Punjab (Figure:7.5). It is repeated in this section to provide an overview of the situation of Honour Crimes in the province.

7.2.5 Acid Burning

Acid attacks are by definition assaults that involve throwing caustic substances such as acid on the victim to permanently disfigure their face/body. These types of crimes are often a result of the victim refusing to marry, convert, forgo inheritance etc. In Pakistan, acid attacks were recognised as a separate form of crime in 2011 under the Acid Control and Acid Crime Prevention Act of 2010. The Act became the Criminal Law (Second Amendment) Act, 2011 and mandates the sentencing of the convict with life imprisonment or at least 14 years with fine. In 2022, the number of acid attacks reported in Punjab was 41 (20 percent increase) as compared to 34 in 2021.

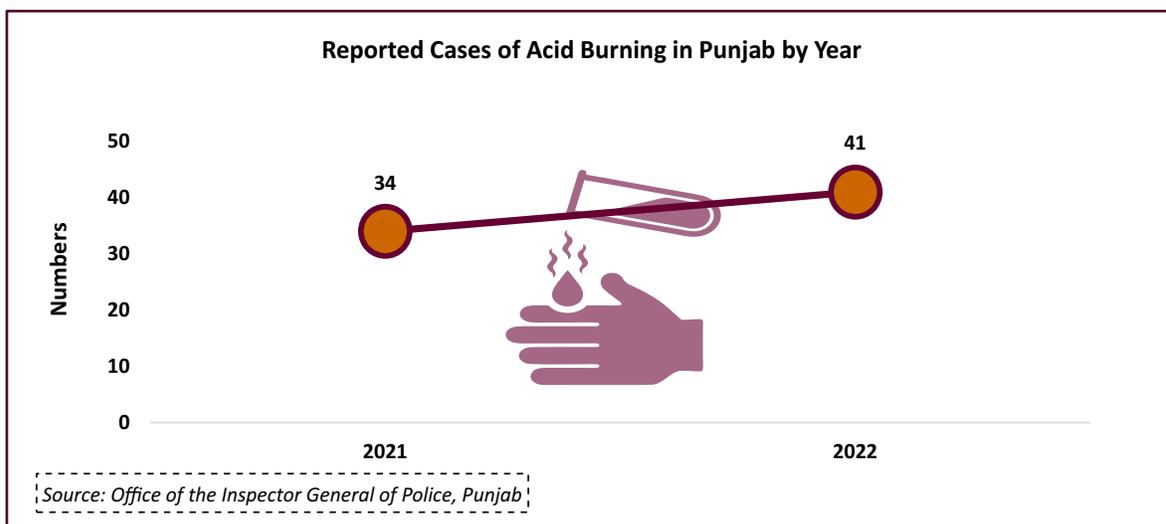


Figure 7.14

Lahore and Muzaffargarh reported the highest number (7) of attacks in the province. The figure below shows other districts that reported acid throwing cases.

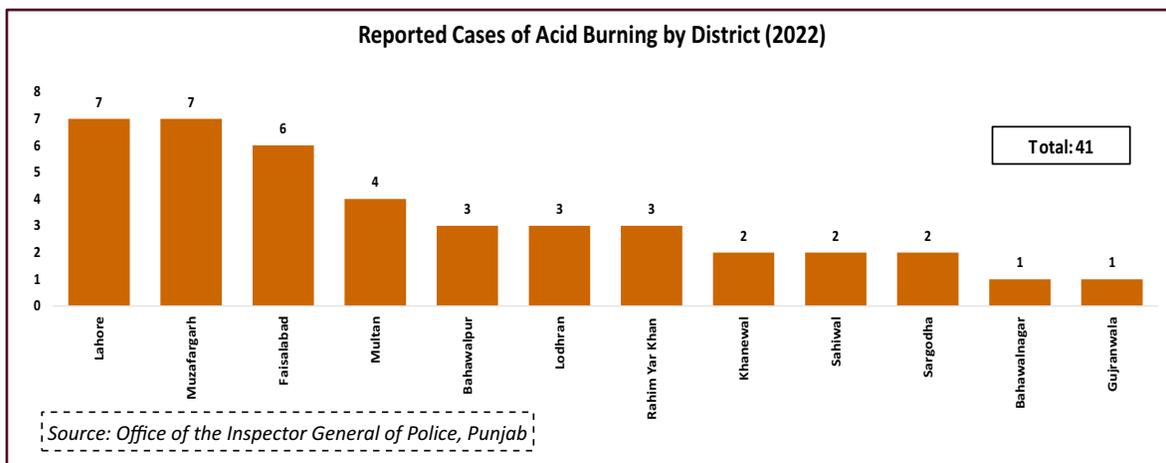


Figure 7.15

7.2.6 Kidnapping/Abduction

According to data shared by the IG Office over the years, one of the most prevalent gender-based crimes has been the kidnapping of women and girls in Pakistan. Lacking agency and unaware of their basic human rights, women are easy targets of abduction. Moreover, due to the connotation of honour attached to women, they become valuable captives in exchange for a hefty ransom. In other cases, women are kidnapped for forced marriages or those belonging to minority religious groups are abducted primarily for forced conversion and then

a forced marriage. Often, the police refuses to lodge an FIR and resultantly the victim remains in custody of the kidnapers where they are raped and threatened to testify that the conversion or marriage was consensual²⁶³. The figure below shows the number of reported cases of kidnapping in Punjab in 2022 vs. 2021. The number of kidnappings increased from 16,483 to 17,316, which is a 5 percent increase.

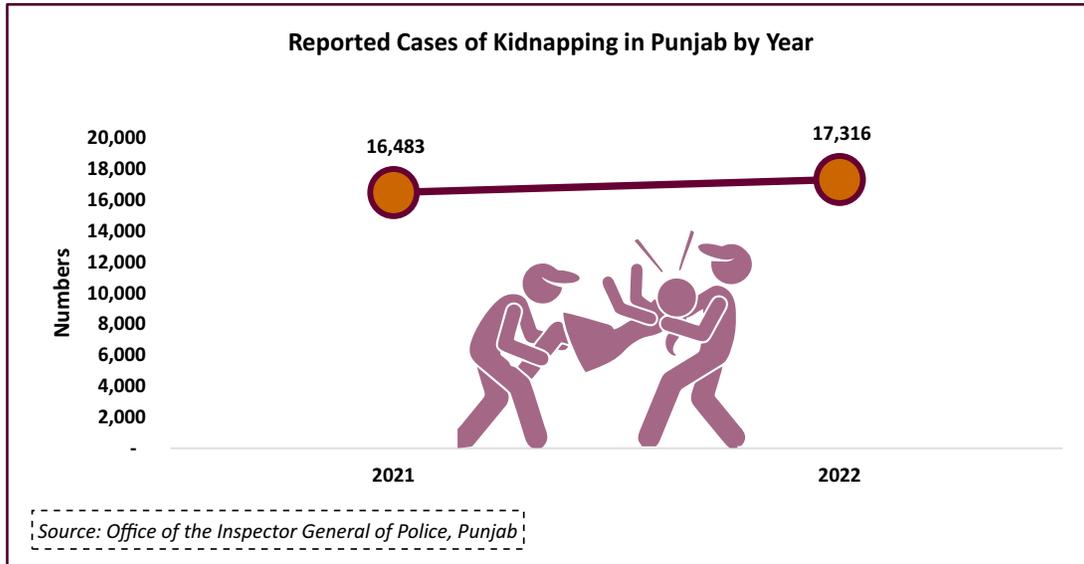


Figure 7.16

District-wise data suggests that Lahore had the highest (4434) number of kidnappings in 2022, followed by Faisalabad which had 1103 cases reported. Vehari (39) reported the least number of kidnappings in 2022.

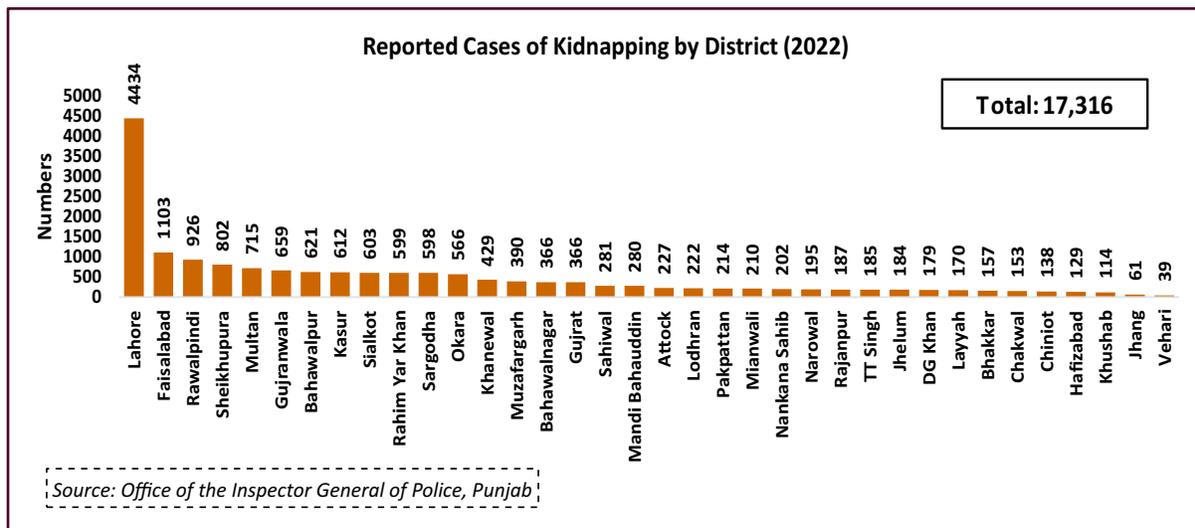


Figure 7.17

7.2.7 Child Marriage and Forced Marriage

In most instances, child marriage is also a forced marriage. Child marriages are mostly prevalent in rural areas where poverty-stricken families view women as an asset to be exchanged in desperate times for financial relief/benefits. A report by UNICEF suggests that child marriage in Pakistan is mostly prevalent in rural areas with a prevalence rate of 37 percent, as compared to 21 percent in urban areas.²⁶⁴ According to UNICEF, Pakistan has nearly 19 million child brides. Amongst these, 4.6 million were married before the age of 15 and 18.9 million before

263 (Rafiq, 2022)

264 (Child Marriage in Islam, 2019)

they turned 18.

The Punjab Child Labour Survey 2019-2020 put together the number of children and adolescents (10-17 years) who were never married and those who were ever married. The percentage of children who were ever married, out of the total number surveyed (20,822,304), was 0.56 percent.

Table 7.1

Number & Percentage of Children and Adolescents 10-17 years by Activity Status and Marital Status				
	Never Married		Ever married (or Nikah)	
	Boys	Girls	Boys	Girls
Number	10,845,299	9,862,041	33,549	81,415
Source: Punjab Child Labour Survey 2019-20				

Legislation in place for the prevention of child marriages has been comprehensive on paper but requires effective implementation. Under the Child Marriage Restraint Act, the legal age for marriage is 18 for males and 16 for females in Punjab.²⁶⁵ The Muslim Family Laws Ordinance, 1961 (MFLO) also prohibits the registration of an under-age individual on the Nikkah Nama which requires the consent of both man and woman for the union. While it is expected that while solemnizing the marriage, consent and age of both will be taken into account, it is often conveniently skipped in dubious cases.

Forced marriages are also rampant in Pakistan. Section 365-B of the Pakistan Penal Code criminalises the kidnapping of women for forcing them into a marriage contract. However, due to the private nature of a nikkah ceremony, many such cases are not reported. In rural areas especially, forced marriage in the form of wanni or swara plunges women deeper into an abusive cycle. As they are often exchanged to end feuds, they are viewed as labourers or household maids. They are further stripped of their basic human rights when they are burdened with childbirth and have to bear with the absence of post-natal care.

The State has made various efforts to protect women against forced or child marriage and also to educate them about their marital rights. Prevention of Anti-Women Practices Act 2011 is one of the most significant pieces of legislation in this matter. It prohibits customary practices such as wanni and badl-e-sulah and lays out a punishment of up to seven years for perpetrators.

In 2021, the Punjab Women's Helpline 1043 received 89 complaints pertaining to child marriages and 92 complaints regarding forced marriages.

The figure below shows the reported number of child marriages and forced marriages in 2022 and those in 2021.

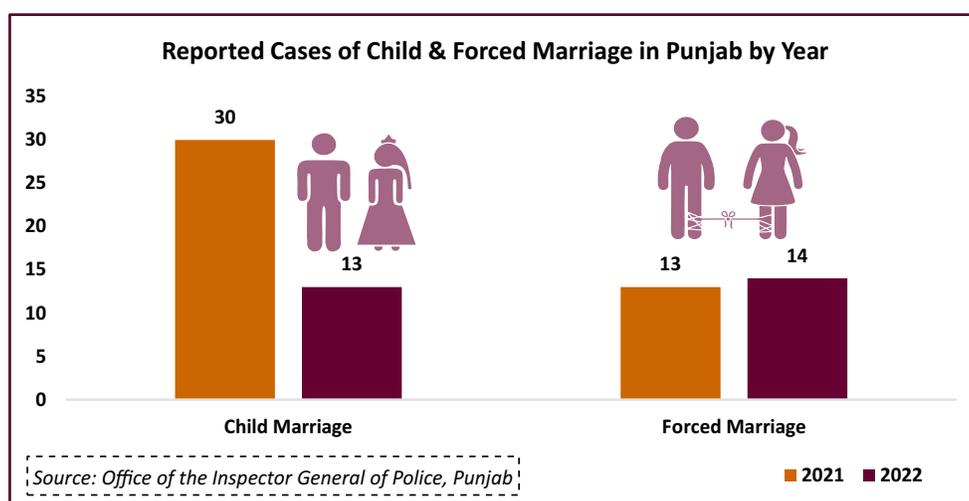


Figure 7.18

265 (CHILD MARRIAGE RESTRAINT ACT, 2016)

7.2.8 Female Trafficking

Female trafficking is prosecuted under Section 370²⁶⁶ and 371A²⁶⁷ of the Pakistan Penal Code. Moreover, the Trafficking in Persons Act 2018 provides that the offender will be punished with imprisonment, which may be extended to 14 years and which will not be less than three years. Also, the Prevention of Smuggling of Migrant Act 2018 provides that the perpetrators will be punished with imprisonment which may be extended to 5 years.

According to data provided by the number of women trafficked has increased significantly in 2022. A total of 1012 cases of female trafficking were recorded in 2022, which was a 30 percent increase since 2021.

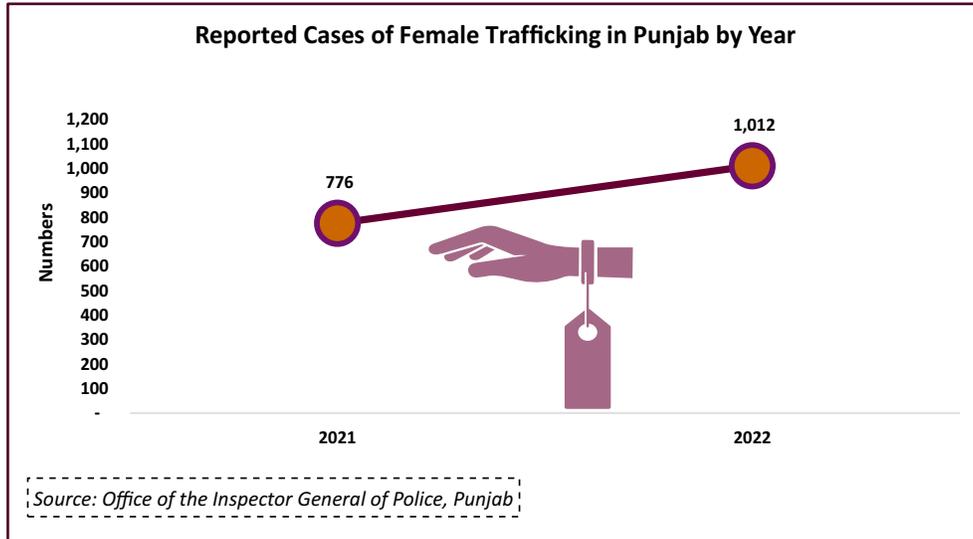


Figure 7.19

The figure below shows a district-wise analysis of the reported cases of female trafficking in Punjab. Out of the districts where cases of female trafficking were registered, the majority of cases, i.e. 40 percent were reported in Bahawalnagar and 38 percent were recorded in Vehari.

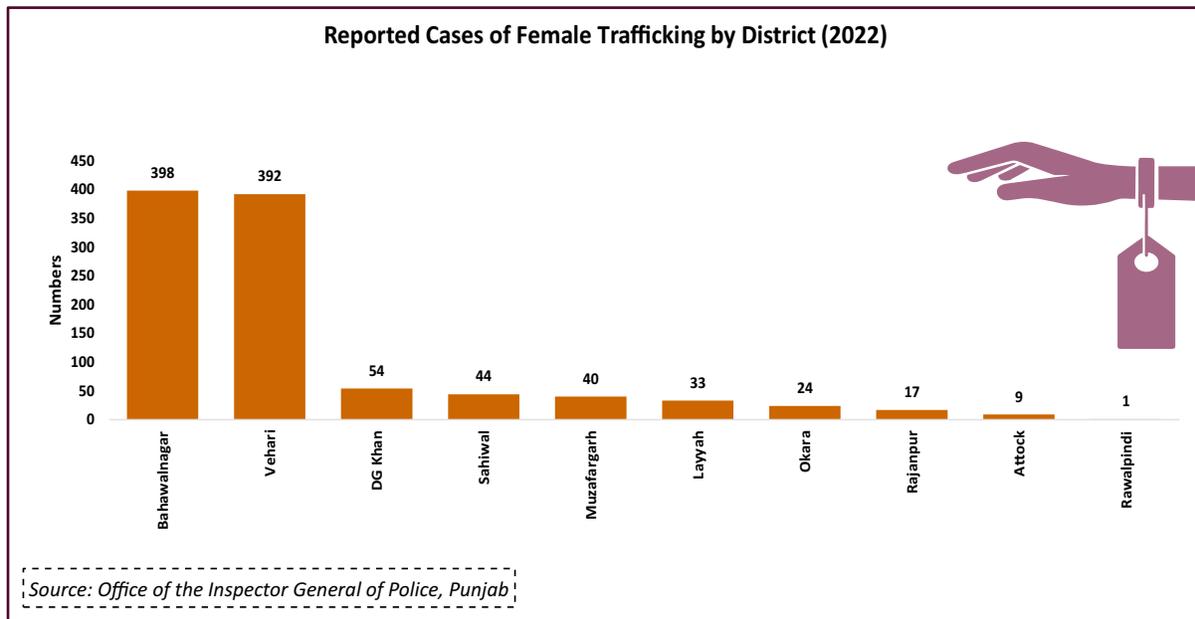


Figure 7.20

266 "Buying or disposing of any person as a slave"
 267 "Selling person for purposes of prostitution, etc."

7.2.9 Vini

Vini (or wani) is the offering of a female in marriage by her guardians/elders in consideration of settling a civil dispute. The offence is covered under Section 310 of the Pakistan Penal Code and can be punished with a minimum of three and a maximum of ten-year sentence. The IG Police shared that there were a total of six cases of wani in 2022, as shown below.

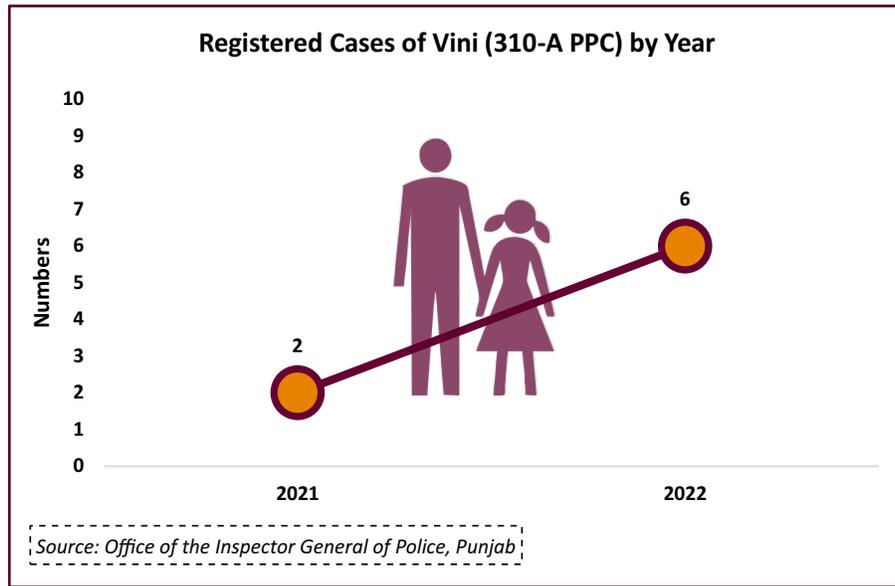


Figure 7.21

It is concerning that the five out of six of these cases were recorded in Vehari and one in Sahiwal. It is highly possible that due to the customary basis of this offence, it is not reported widely across the province. It often treated as an exchange between two parties and thus no report is made for the violation of the woman's rights.

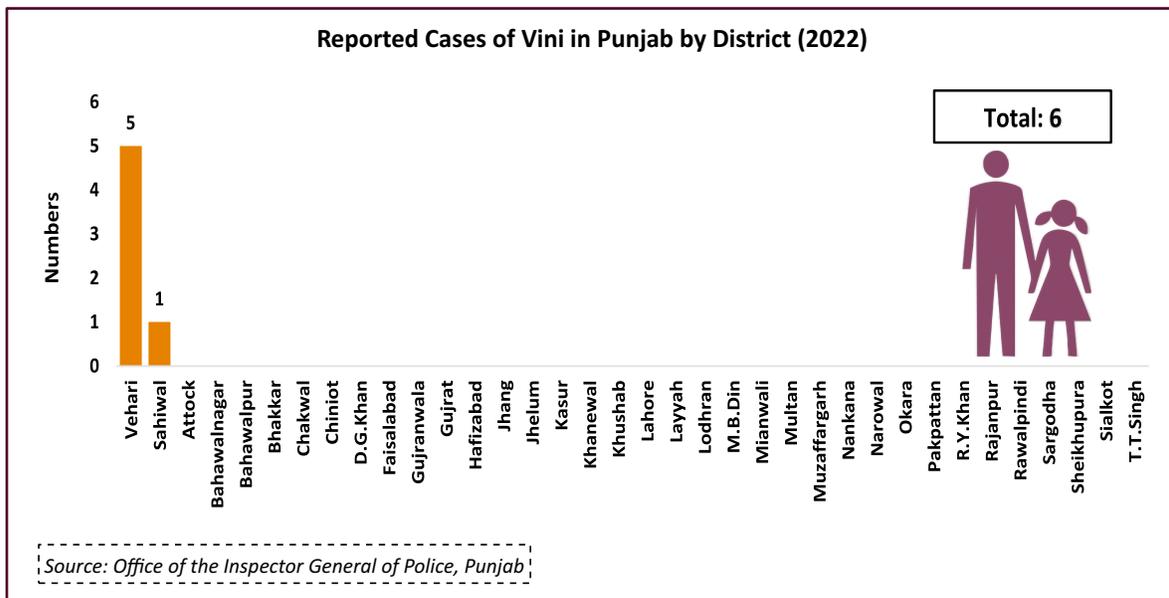


Figure 7.22

7.2.10 Assault

The Office of IG Police covers assault under two categories of the Pakistan Penal Code; Section 354- use of criminal force against a woman with intent to outrage her modesty and Section 354-A- assault or use of criminal force against a woman and stripping her of her clothes. According to the Office of IG Police Punjab, 8,843 cases of assault were reported, which is a 5 percent drop from 2021 when the reported cases were 9,296.

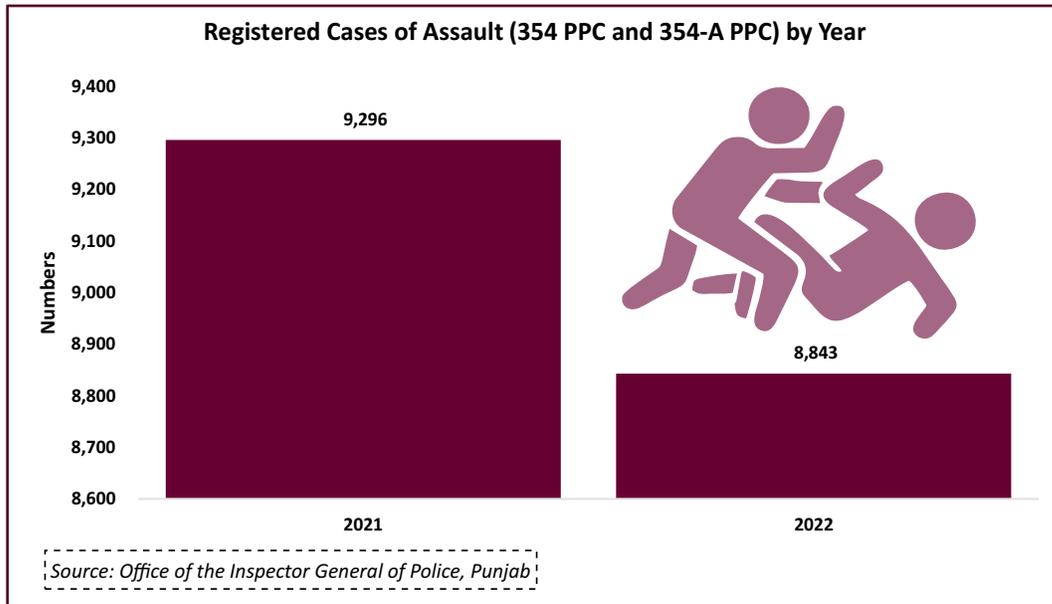


Figure 7.23

The majority of assault cases were registered in Lahore (23 percent). Faisalabad reported the second-highest number of assaults covering 9 percent of the total.

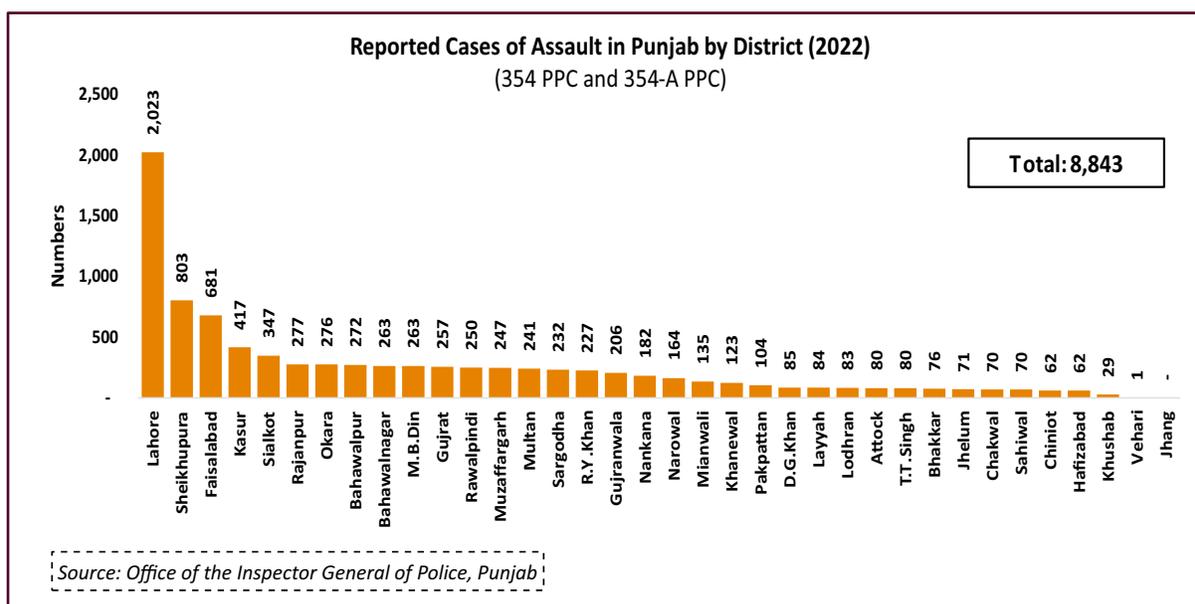


Figure 7.24

7.3 Outcomes of VAW Cases

The IG office data shows a 4 percent conviction rate for GBV cases. Similar to 2021 when the conviction rate was 4 percent, majority of GBV cases resulted in acquittal in 2022. It is important to note here that this conviction rate reflects the number of on-going trials in 2022 and does not represent total VAW cases registered with the police in the year.

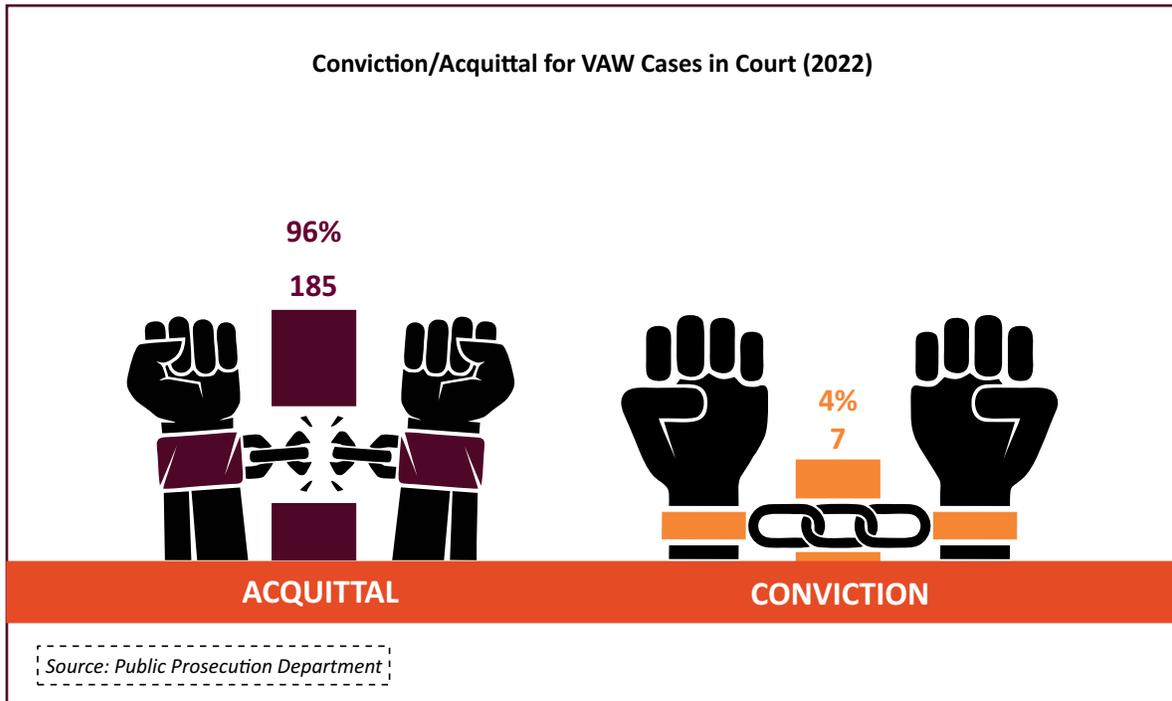


Figure 7.25

As shown in the figure below, the percentage of convictions against acquittals has remained the same in 2022 as it was in 2021.

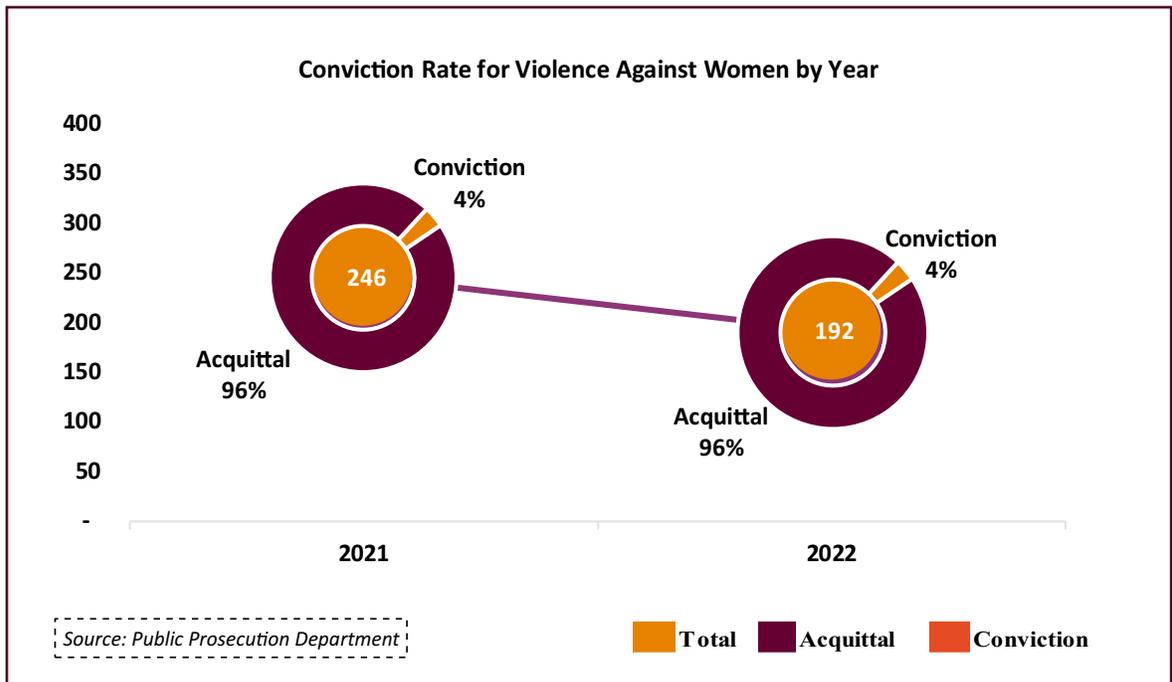


Figure 7.26

The criminal justice system upholds rule of law in society. It maintains social cohesion and respect for authority. With convictions so low, the system indicates gaps in legislation, implementation and capacity of criminal justice actors. Artificial obstructions created in lodging FIRs, delays in investigations, mistreatment of evidence, and hinderances in prosecution of a case are all factors that adversely affect the public trust in the justice system.

The data for violence against women shows that the number of reported cases in most categories either remained the same since 2021 or marginally reduced by 2022. This is concerning for authorities working towards providing women a safe and free environment in the province. Even more concerning is the fact that for years, the conviction rate in GBV cases has remained alarmingly low.

7.4 Access to Justice

The criminal justice system and actors therein determine the criminality of an act, the due punishment for it and how the punishment will be laid out. Thus, access to justice is attributed to the functionality of criminal justice actors, in particular, prosecutors, medico-legal officers, investigators, judiciary etc. While the particular roles of these actors can vary from jurisdiction to jurisdiction, they are generally responsible for due process, fair trial and law enforcement. Accessing the criminal justice system is the right of every individual. This right is enshrined as a fundamental human right in the Constitution of Pakistan²⁶⁸ and in various international human rights instruments, including the Universal Declaration of Human Rights and the International Covenant on Civil and Political Rights.²⁶⁹

Studies show that other than being a fundamental right, access to justice and in particular legal assistance/aid promotes social and economic wellbeing.²⁷⁰ This section sheds light on the various institutions of access to justice and how their HR composition as well as overall functioning has impacted women in Punjab.

7.4.1 Police

An integral part of the criminal justice system is the police. Policing maintains the law and order of a civilised nation and ensures that transgression from laws is dealt with accordingly. In general, the police are responsible for enforcing laws, preventing crime, responding to emergencies and providing support services.²⁷¹

Men outnumber women in the police forces globally. Cultural norms play a great role in this gender disparity within the police force as police service is generally regarded as a job that requires masculine tendencies, including exercising force and authority. This gender stereotyping often results in a major pillar of the justice system being shadowed by toxic masculinity, especially in GBV cases.

As recurrent victims of assault, rape or harassment, women are vulnerable individuals that require additional support and attention during the FIR process, investigation and court proceedings. Many victims often prefer and sometimes are only willing to speak to female constables regarding their incidents in detail. The taboo attached to being a rape victim often prevents them from coming to court and laying out all facts of the case. For this reason, female police officers must be appointed and trained for GBV cases. For male police officers that work in GBV cases, it is also equally important that their capacity building is focused on gender-sensitive policing that is trauma-informed, perpetrator-focused and victim/survivor-centred.²⁷² Superior officers must work towards an approach of gender-responsive policing i.e. actively addressing institutional gender stereotyping and harassment and encouraging women's involvement in law enforcement.²⁷³

In Pakistan, considerable efforts are being made to include women in the police force, including institutional measures such as a 10 percent quota for women, gender-sensitivity training and modern initiatives such as women's help desks. However, female police officers are way behind in this struggle for parity. Research suggests that on a regular day, there are almost 4,400 female police officers on duty, which is only 1 percent of the total number of officers serving in the country.²⁷⁴

268 Article 10(a) of the Constitution guarantees the 'right to fair trial' as a fundamental right.

269 (International Covenant on Civil and Political Rights, 1966)

270 (Open Society Justice Initiative, 2016)

271 (Kulshreshtha, 2020)

272 (Gender-responsive policing, 2022)

273 (Gender-responsive policing, 2022)

274 (Sarfaraz, 2020)

Data from the IG office shows the gender parity within the police force. There were 725 police stations in Punjab as of 2022, as compared to 721 in 2021.

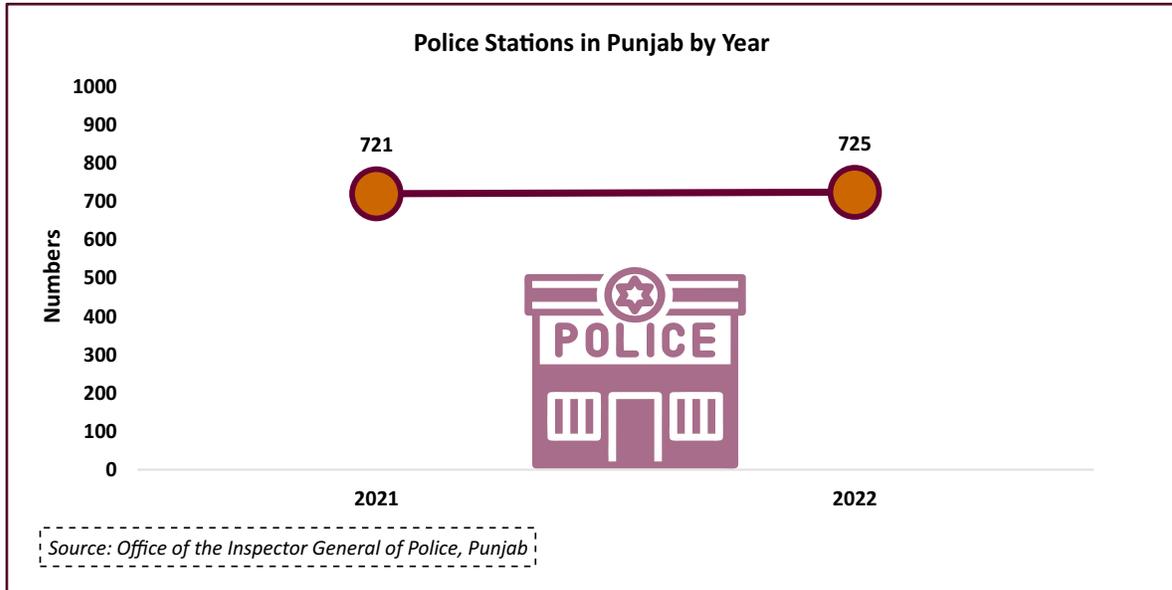


Figure 7.27

The following figure shows the status of gender parity within the Punjab Police. It can be seen that there is significant gender disparity in each category of the police force. The GPI at the DSP level was 0.03 and at the SP level was 0.09. The situation was slightly better at the ASP level (0.6). At the higher level i.e., DIG and Add. IGP, there were no females appointed. This speaks volumes about the glass ceiling at the top level as it is much more difficult for women to get promoted to senior positions.

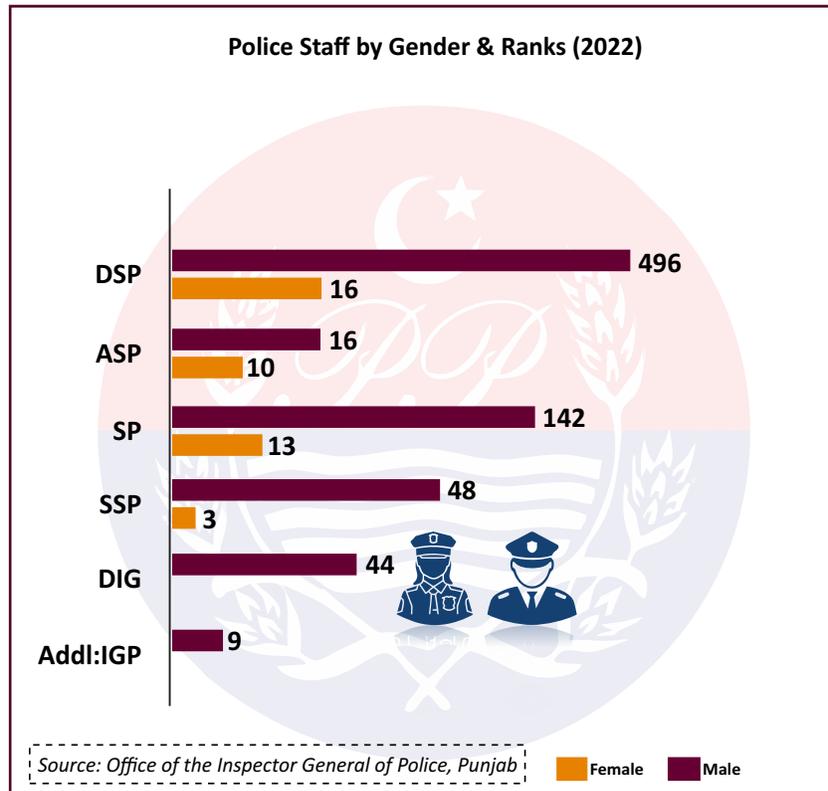


Figure 7.28

As an initiative to help female complainants/victims, the Punjab Police developed Women's Help Desks across the province in 2014. These desks are situated inside police stations and have both male and female police officers who can be approached for registration of F.I.R. as well as understanding legal rights. In 2022, 594 police stations across Punjab had women's help desks. This means that 82 percent of the total police stations (as shown in figure 7.28) had women's help desks.

This is a commendable effort to make access to justice easier for women in Punjab. The number of help desks has been increasing gradually over the years. As the figure below shows, there was a 1 percent increase in the number since 2021.

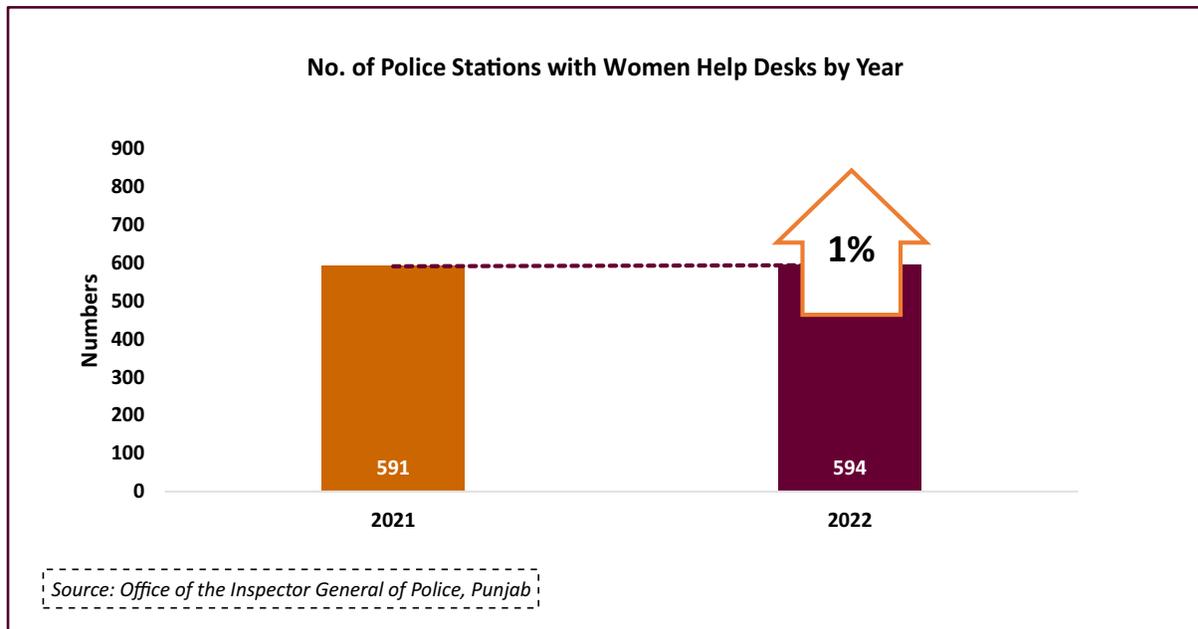


Figure 7.29

Also noteworthy is the increase in female police officers at women's help desks. According to data, while there were 608 female officers in 2021, in 2022 there were 752.

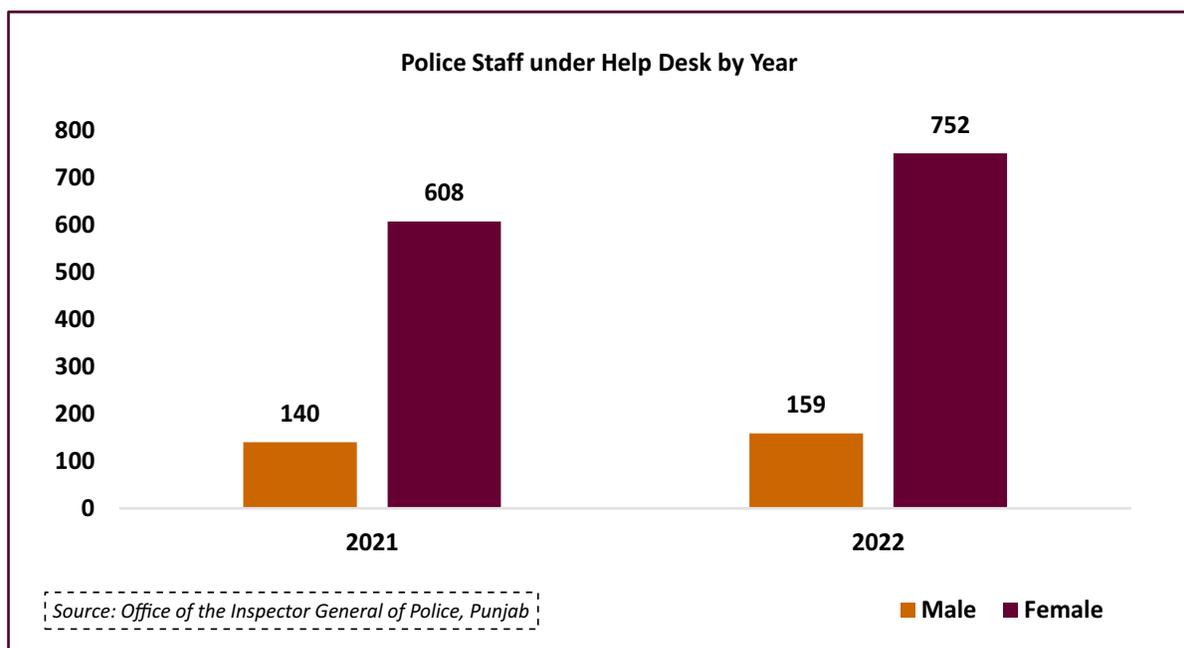


Figure 7.30

7.4.2 GBV Cells

The GBV Cells are an initiative by the Punjab Police to assist victims of GBV. These Cells were first established in 2018 and the purpose was defined as "dealing with offences concerning Gender Based Violence (GBV)". Each GBV Cell is responsible for investigating the GBV cases registered in police stations within their division. Besides investigation, the GBV investigation officer is responsible for providing regular updates on the investigation of each case to senior officials.²⁷⁵

Initially, a team of 42 male and female Investigation Officers from Lahore were assigned to the Cell. Since then, the number of GBV Cells has increased and the Punjab Police has aimed to improve the capacity of police officers appointed at these Cells.²⁷⁶

The following figure shows the increase in the number of GBV Cells between 2021 and 2022.

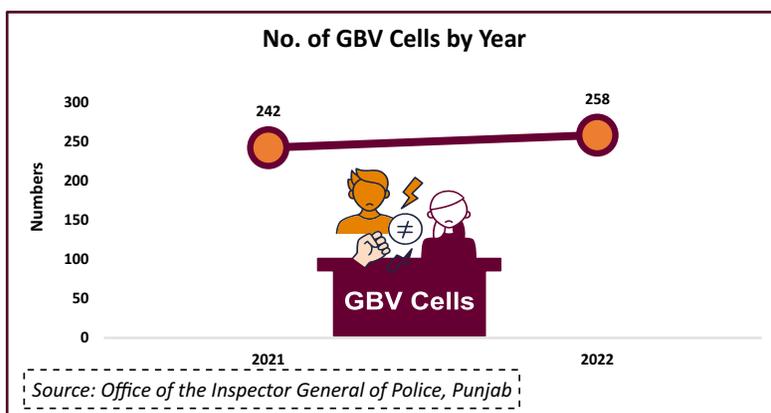


Figure 7.31

Notwithstanding the positive impact that an increase in GBV cells would bring, these Cells must be spread over police stations across Punjab proportionally. The following figure shows the number of GBV Cells within police stations in Punjab. As shown, Rawalpindi had a GBV Cell in each police station. There were only 6 GBV Cells when the number of police stations was 83 in Lahore. This can have several reasons. One of them is that as a relatively recent initiative, the Police Department may have considered it wise to pace the creation of GBV Cells. Other reasons may be budgetary obstacles, capacity building needs of GBV Cells officers etc.

The following figure shows the number of GBV Cells and the number of female police officers in these GBV Cells. As shown, Rawalpindi and Lahore had the highest number of police officers within GBV Cells, a total of 91 and 54 respectively.

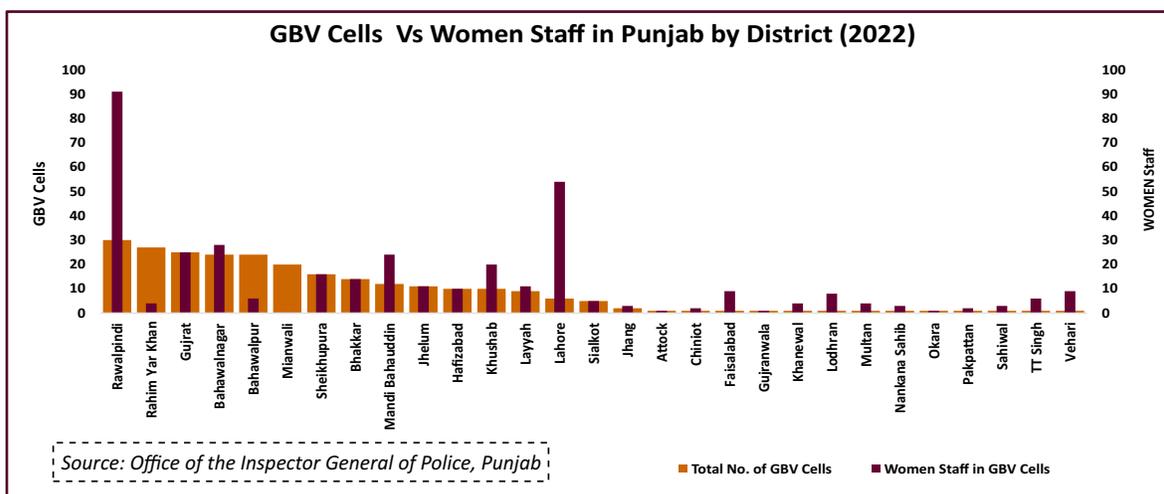


Figure 7.32

275 (SPECIAL MECHANISMS TO ADDRESS VIOLENCE AGAINST WOMEN IN PUNJAB, 2019)
276 Ibid

According to the data, the overall number of female police officers in GBV Cells increased by 2 percent in Punjab.

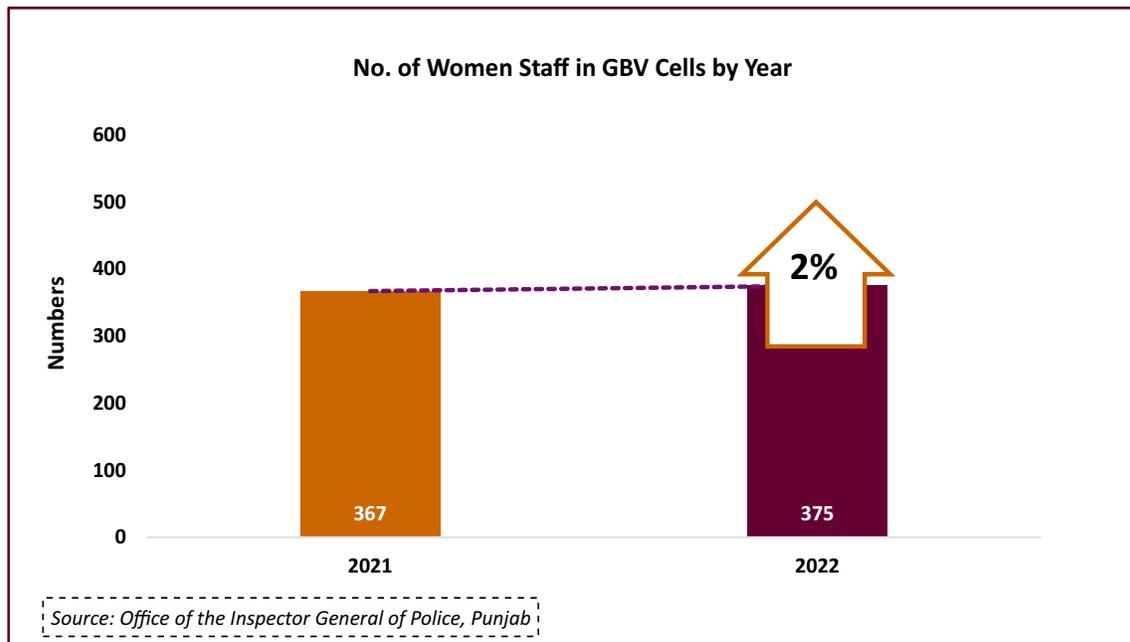


Figure 7.33

While the improvement is a step in the right direction, much needs to be done to improve the efficacy of GBV Cells. Reforming the SOPs for police-prosecution coordination, training of IOs and prosecutors on international best practices in GBV cases and gender sensitivity are areas that can be made better for the performance of GBV Cells to improve.

7.4.3 Prosecutors

For a police investigation to reach its intended conclusion, a prosecutor's guidance to the investigating officer and their argument in court are vital. Without effective prosecution, the investigation is futile. These two institutions work together for the case to be unloaded in court. Due to the time-sensitive nature of certain evidence like semen, abrasions, blood etc., effective coordination is essential. It results in the evidence being secured duly and timely sent to the forensic science laboratory.

In Punjab, police and prosecution have made various changes to their SOPs to improve cooperation and determine reasons for acquittals through adverse outcome reports.²⁷⁷ These institutional changes help the two justice system actors to progress together. It is again beneficial that women are part of the prosecution service, for the victims and for women in general looking to be a part of the criminal justice system.

According to data, the Punjab Prosecution Service comprises of 1102 prosecutors in 2022. Out of these, only 144 (13 percent) were female. It is also to be noted that the majority of these 144 female prosecutors were at the Additional District Public Prosecutor or Deputy District Public Prosecutor level. At the senior level, there was only one female District Public Prosecutor and no female Additional Prosecutor General in Punjab.

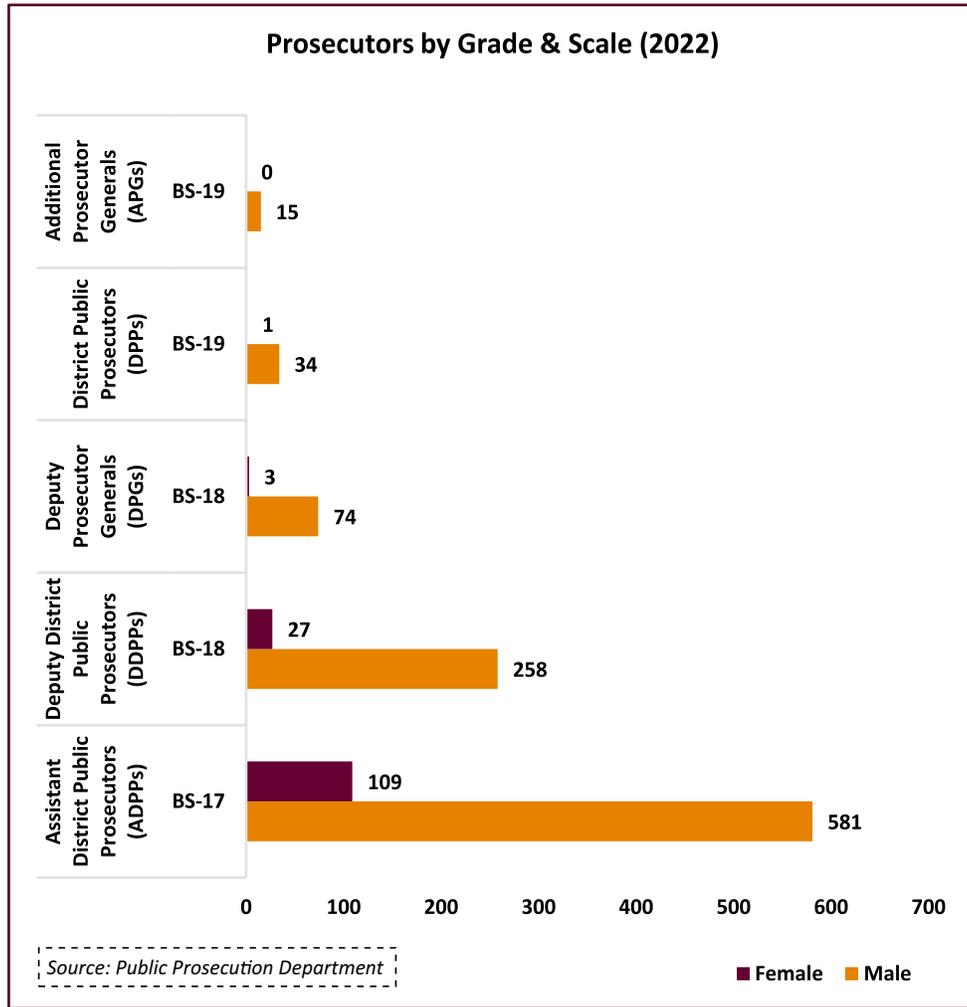


Figure 7.34

The figure below shows the number of female prosecutors in 2021 vs. 2022. It can be seen that there has been a decrease (15 percent) in the number of prosecutors in the Punjab Criminal Prosecution Service.

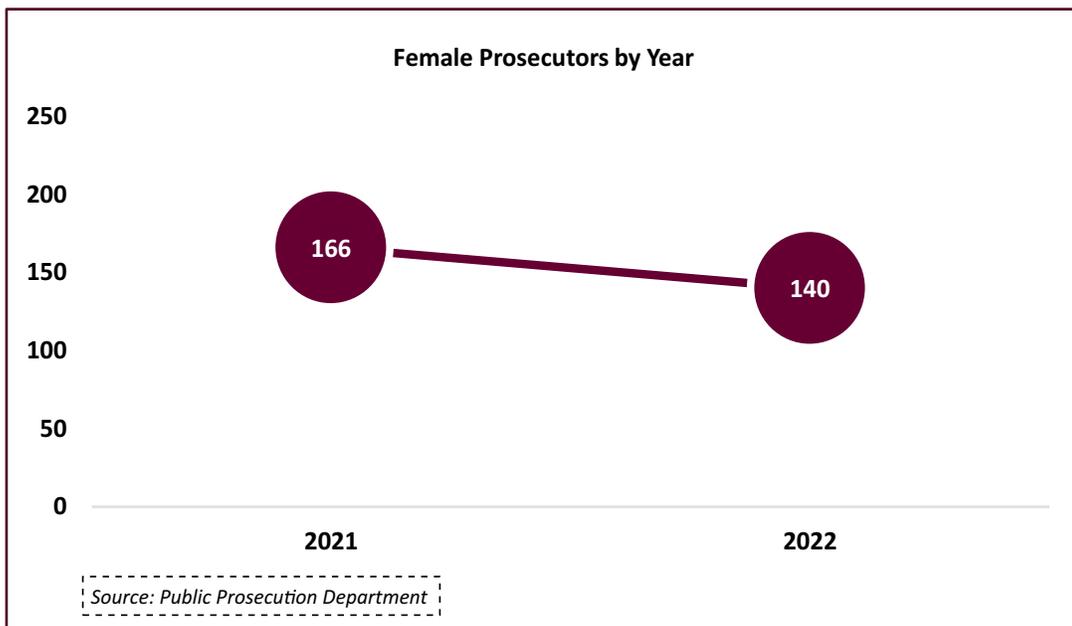


Figure 7.35

7.4.4 Prisons

As a part of the criminal justice system, prison is the house of retributive justice. For serious crimes, the justice system puts the offender in prison for a period determined during trial. Over time, critics have deemed prisons to be ineffective in comparison to rehabilitative justice and point to widespread human rights violations inside prison cells.

For female prisoners, circumstances are often worse because female prisons are fewer in number and as a result more women are stuffed into the same prison cells, putting them at risk of several diseases, infections and mental health deterioration.²⁷⁸ Incarcerated women are often ignored with regard to their special health needs such as maternity, menstruation etc. Chronic conditions like asthma, cancers and cardiovascular diseases are found more in incarcerated women than men.²⁷⁹ Also, incarcerated women are more prone to contracting sexual and reproductive health diseases like sexually transmitted infections (STIs) due to their sexual risk behaviours, drug use, sexual abuse, and often marginalized and socially deprived backgrounds.²⁸⁰

The deplorable conditions of inmates have time and again alerted the international community on the need to push authorities for protection of basic human rights for the former. Various international legal instruments have asserted the need to revise prison rules to prevent human rights violations. Some of the key instruments are:

- United Nations Standard Minimum Rules for the Treatment of Prisoners
- Body of Principles for the Protection of All Persons under Any Form of Detention and Imprisonment
- Basic Principles for the Treatment of Prisoners
- United Nations Standard Minimum Rules for Non-Custodial Measures (Tokyo Rules)
- United Nations Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders (Bangkok Rules)²⁸¹

The most important of these, particularly for female prisoners, are the Bangkok Rules. The Rules highlight key areas relating to women's imprisonment e.g., admission procedures, healthcare, humane treatment, search procedures, and children who accompany their mothers into prison. The Prison Rules in Pakistan are obsolete and require amendments to protect the basic human dignity of inmates. Under the Prime Minister's initiative between 2020 and 2021, a gap analysis was conducted between the Pakistan Prison Rules and the Bangkok Rules. The analysis concluded that updating the Prison Rules must be fast-tracked as the Pakistan Prison Rules did not meet the minimum requirements set out in the Bangkok Rules. Secondly, it noted that 66.7 percent of the female prisoner population was that of Under-Trial Prisoners (UTPs) and that this often points to a bigger problem i.e., lack of legal aid to these women. Thirdly, it highlighted the need for diversionary measures, pre-trial or sentencing alternatives for women prisoners in Pakistan as well as developing sentencing guidelines, post-release programs and reforming sentencing policies.²⁸²

Following the 18th Amendment, it is upon the provincial government to update prison laws. In Punjab, Prison Rules 2020 were intended to replace the Prisons Rules 1978 and make jails more "humane". The new Rules highlight the plight of women prisoners, including pregnant inmates, mothers, juveniles, mentally ill individuals, foreign prisoners and transgenders, and lays out ways to grant special consideration to them. It bans the use of death cells, solitary confinement, handcuffs, corporal punishment and invasive body searches of women and juveniles.

Moreover, the proposed Rules are to introduce a computerised prison management information system (PMIS)²⁸³. However, the Bill for the 2020 Rules is still pending. In comparison, the Sindh government has already begun implementing the Sindh Prison Rules 2020 which has incorporated the Bangkok Rules for basic standards inside prison cells.²⁸⁴

²⁷⁸ (Fanarraga, 2022)

²⁷⁹ (Aur lie Augsburger, 2022)

²⁸⁰ (Aur lie Augsburger, 2022)

²⁸¹ (Why promote prison reform?, 2022)

²⁸² (Plight of Women in Pakistan's Prisons Report, 2020)

²⁸³ (New Punjab Prison Rules Await Approval For Over 11 Months, 2021)

²⁸⁴ (Riaz, 2022)

In 2022, the Punjab Police launched a prison complaint management system application to facilitate people in registering their complaints online and to make the complaint redressal system more transparent. The Application is developed by PITB and integrates all prisons of Punjab. It allows visitors to issue a digital complaint against the prison staff in case of ill-treatment, misguidance, health condition of inmates etc.

This section analyses the data for prison population shared by the IG Prisons Office. With regards to prison population, male prisoners were most of the total prison population in 2021 and 2022. As the figure below shows, female prisoners were 2 percent of the total prisoners in both years.

7.4.4.1 Prison Population

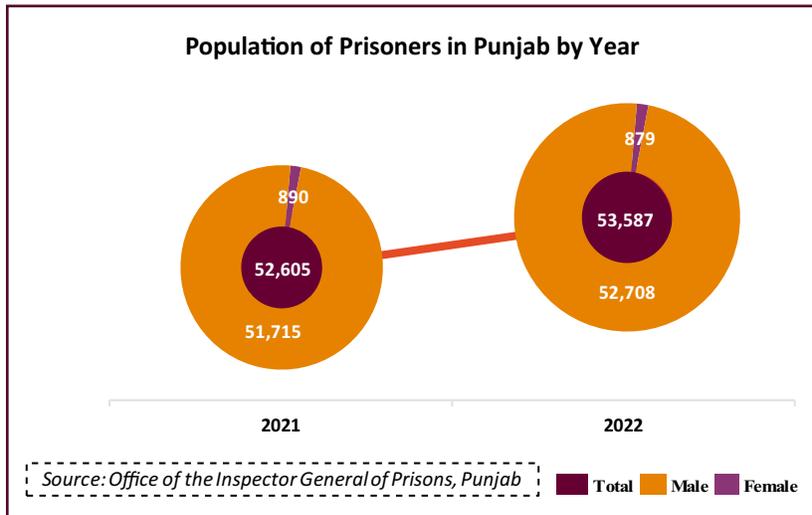


Figure 7.36

It is also important to analyse the gender-disaggregated data for under-trial, condemned and convicted prisoners. According to the IG office, the percentage of female undertrial prisoners was only 2 percent of the total undertrial prisoners in Punjab. The following figures show gender-segregated information for 2022.

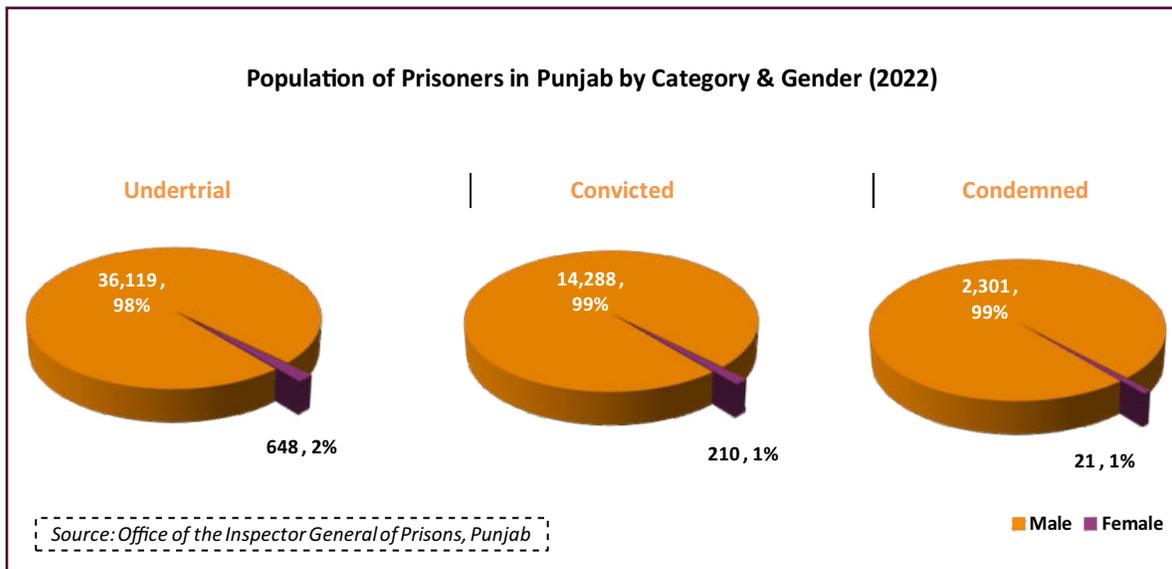


Figure 7.37

Notably, women prisoners were only 1 percent of the total convicted as well as the total condemned prisoners in Punjab.

7.4.4.2 Women Prisoners

Women prisoners are often stuffed into already overcrowded jails because female prisons are fewer in number as compared to male prisoners. There are, however some designated female-only jails in Punjab. In 2022, the highest number (151) of female prisoners were found in Central Jail, Lahore, followed by Central Jail, Rawalpindi. Following that, the Women’s Jail, Multan had 75 inmates.

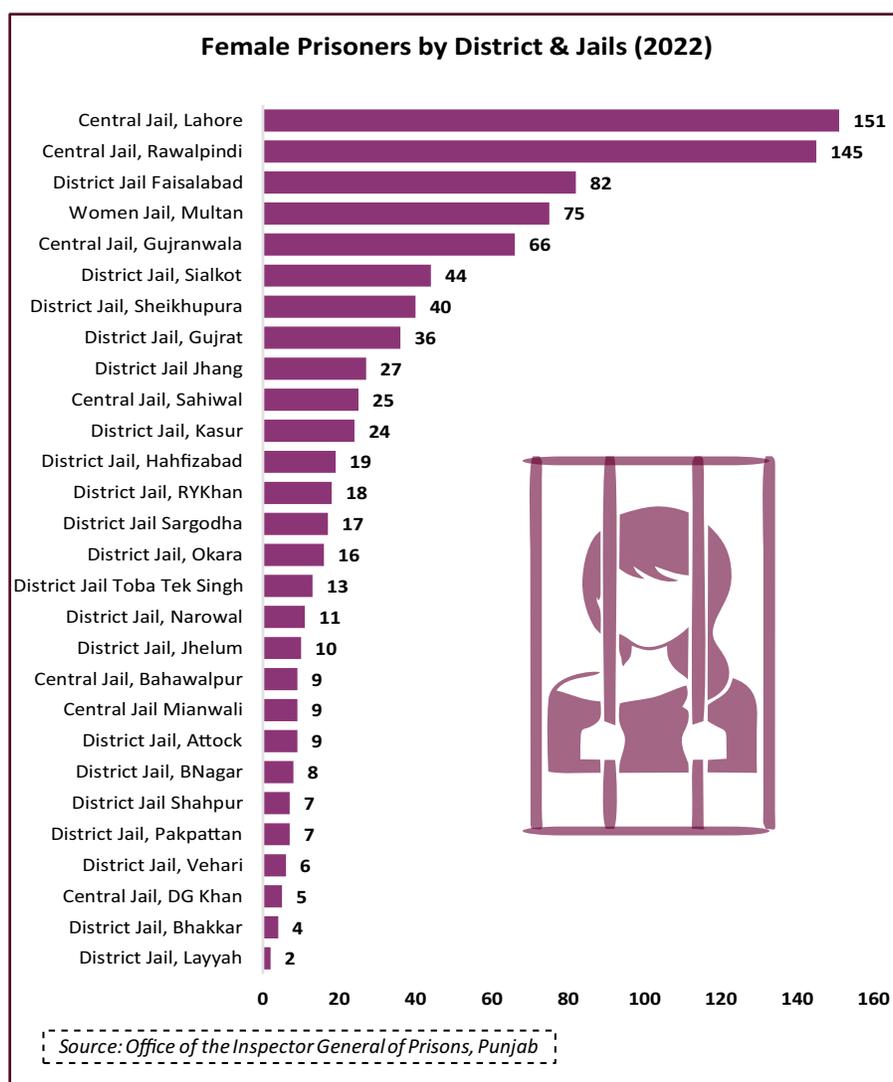


Figure 7.38

A significant number of female prisoners in Punjab are accompanied by their children. Imprisonment of a mother is the cause of forcible separation of a child from its parents and therefore a violation of the child's rights under Article 9 of the Convention on the Rights of the Child 1989 (CRC). This is also considered to be an active step towards putting a child's life at the forefront of human rights violations in prison. Research suggests that the imprisonment of a parent can lead to 'complex health, social and welfare disadvantages, including the impact of poverty, family discord, substance abuse and mental health issues'. Incarceration of mother particularly is said to wreak havoc on family stability and children's well-being".²⁸⁵

It is upon the provincial authorities to determine ways to protect children of incarcerated women and draw reforms that allow leniency for female prisoners with children, especially those who are under trial and may later be proven innocent. The following figure shows the number of women who are accompanied by their children in prisons across Punjab.

285 (Rona Epstein, 2014)

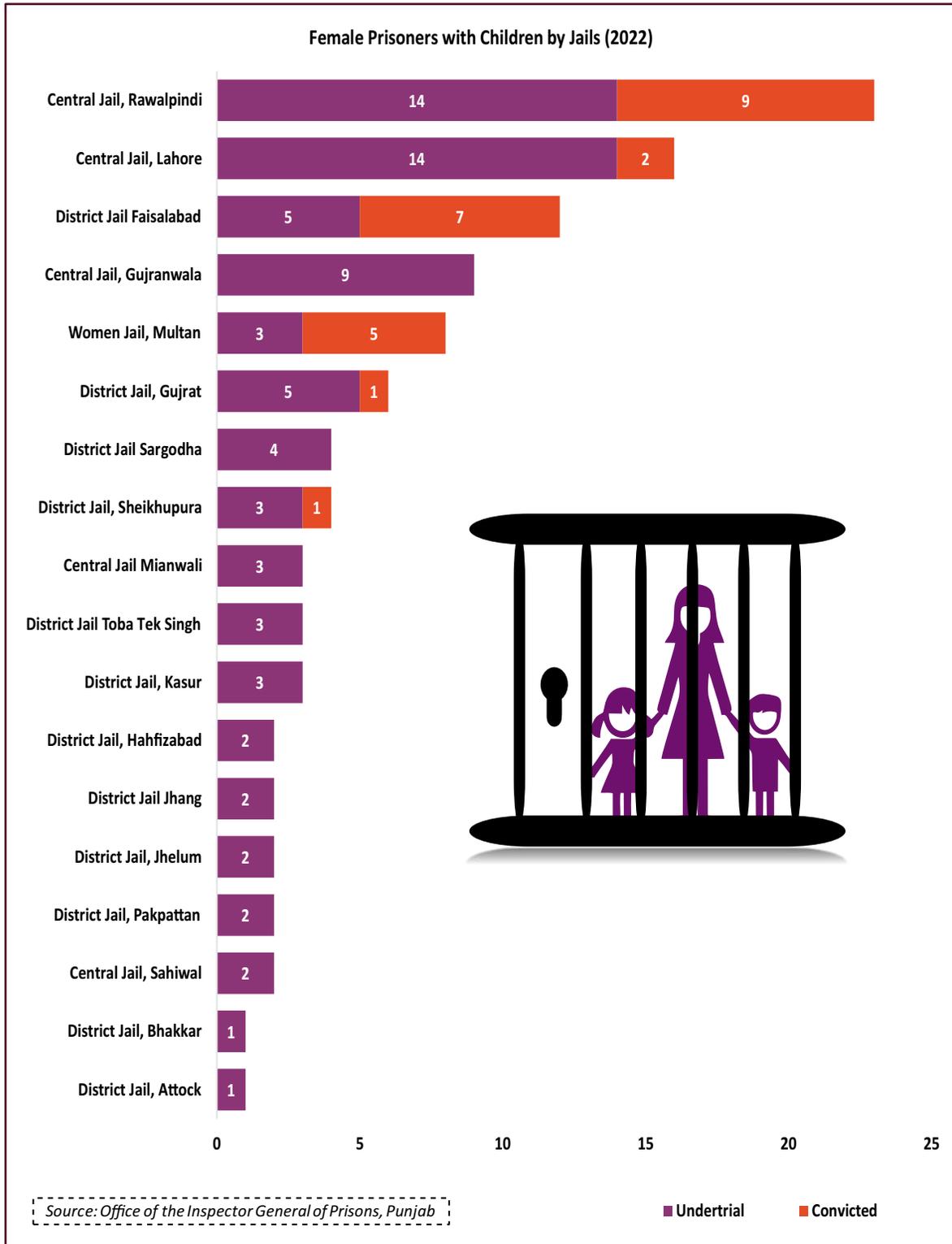


Figure 7.39

In Central Jail, Rawalpindi, 14 of the undertrial prisoners have children with them. This raises several questions about the capacity of the prosecution service as well as the judiciary. Overcrowded courts result in access to justice delays for these women who have not been convicted but await trial in prison, with their children. As data suggests, most women with children in jails are undertrial (76 percent) and those that are convicted are 24 percent.

7.4.4.3 Overcrowding in Prison Cells

Overcrowding in prison cells is a concern for male and female inmates. Lack of resources causes authorities to stuff prisoners in jails where capacity has already been exceeded. In 2022 in Pakistan, many of its 91 jails and prisons were more than 100 percent over capacity. A major reason for such overcrowding is a delay in trial as most inmates are under-trial. As figure 7.37 above also suggests, a majority of both male and female prisoners in Punjab are under-trial. Updated sentencing guidelines have still not been introduced to cater to the large number of under-trial prisoners that await their trial and the Courts in Punjab have yet to approve any alternate non-custodial sentences for minor offences that may potentially address overcrowding.²⁸⁶ The meter below shows the level of overcrowding in the prisons of Punjab. While the officially authorised accommodation is for 36806 inmates, the prisons are flocked with 53587 inmates, a concerning 45 percent beyond their capacity.

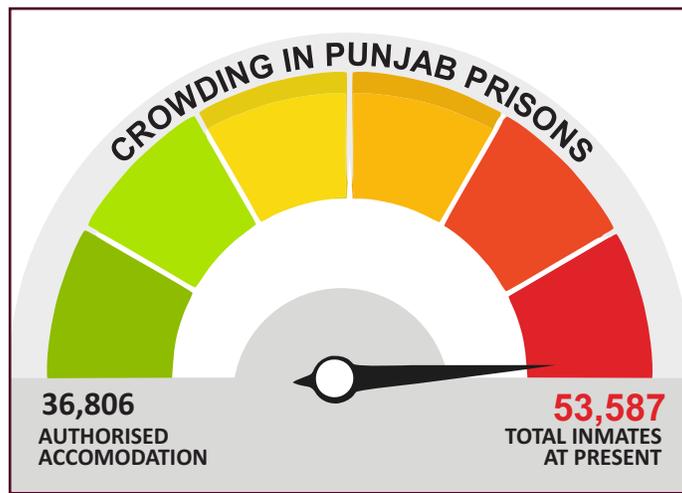


Figure 7.40

Following is a district-wise analysis of overcrowded jails. The figure below shows the total number of prisoners that are over the actual capacity of jails in Punjab. For instance, District Jail Bahawalnagar was the most overcrowded jail in 2022 with 284 more prisoners than its capacity.

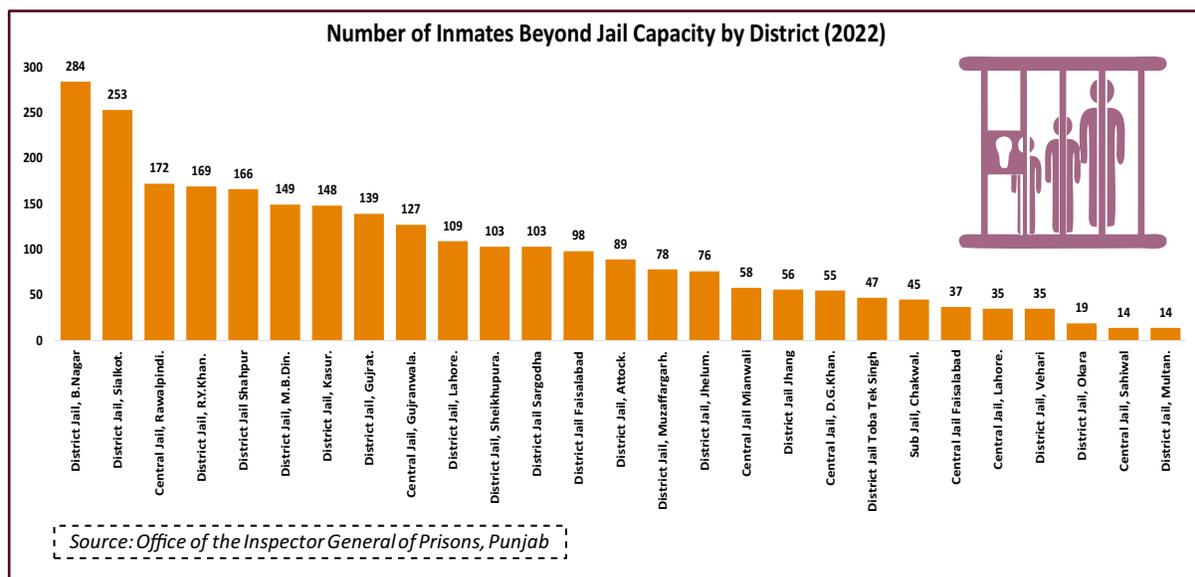


Figure 7.41

7.4.5 Judiciary

A legal system that has its roots in the rule of law needs to be supported by independent and impartial prosecutors and judiciary. It is the responsibility of the judiciary to carry out fair trials in court to avoid and sometimes overcome a culture of impunity that widens the gap between the State and its people in the long run.²⁸⁷

In the interest of impartiality and justice for all, it has often been found that female judges are the catalysts of change. They often bring a different approach to the system which makes access to justice more inclusive. It is argued that diverse views from women judges can help in offsetting the partiality inherent in homogeneity i.e., the monopoly of male judges and plays a significant role in improving the jurisprudence of the criminal justice system.²⁸⁸ Moreover, for a more realistic representation of half of the population in the world that is female, more women judges should be appointed.

In GBV cases especially, victims are at the risk of secondary victimisation by defence counsels, police officials and court staff. Female judges understand the implications rape can have on a person in the longrun. For this reason, they can be more diligent in running a fair trial, utilising all pieces of evidence. They are expected to keep the trial victim-centred, ensuring a gendered-responsive and perpetrator accountability approach.²⁸⁹

Often uneasy to state facts to male officials, these individuals expecting justice from a court of law can truly participate in their trial with a female judge/magistrate present.

In Pakistan, female judges are encouraged and despite male-dominated lobbying, women judges have come a long way to be a formal part of the criminal justice system. Female judges in Pakistan are more often found in Family Courts as they are often considered to have more insight into family matters and parties may freely present their case to a female judge.²⁹⁰ Female judges are gradually also making their way to the apex court. Pakistan appointed its first-ever female Supreme Court Justice in 2022 who was also the torchbearer for banning the draconian "two-finger" test in Pakistan in 2021 when she served as a judge at the Lahore High Court.²⁹¹ The overall progression of female judges is slow nevertheless. The Human Rights Watch notes that only 4 percent of the judges in the High Courts of Pakistan are women.²⁹²

Following is the figure for gender disparity within the district judiciary of Punjab. The total number of judges recorded in the categories below was 1744. Out of these, 294 were female judges i.e. 17 percent. While there was some parity among the civil judges (25 percent female), out of the total district and session judges, only 2.5 percent was female. The situation was of additional district session judges and senior civil judges is also concerning as within both a high majority was of male judges i.e., 7.7 percent and 9 percent respectively.

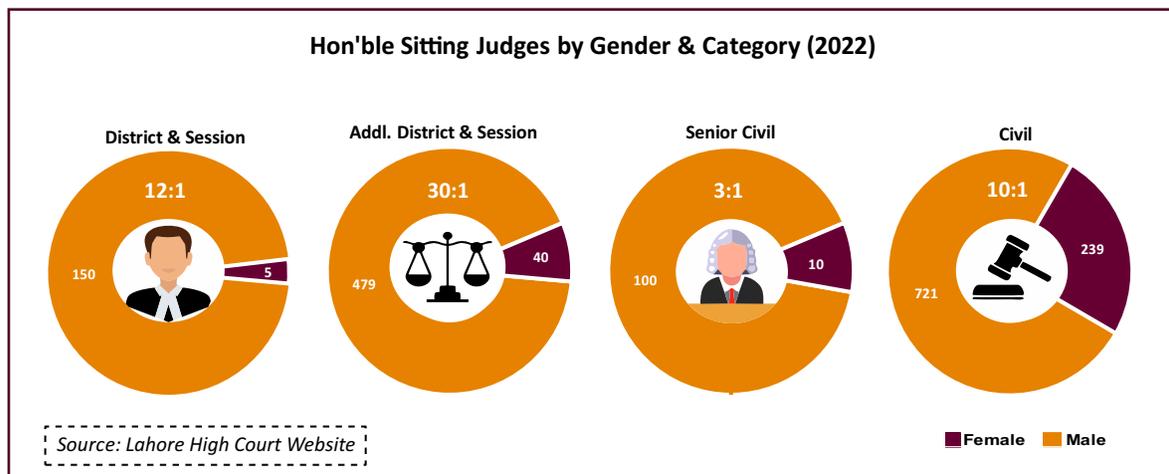


Figure 7.42

287 (OFFICE OF THE HIGH COMMISSIONER FOR HUMAN RIGHTS IN COOPERATION WITH THE INTERNATIONAL BAR ASSOCIATION, 2003)
 288 (Blog: Women's representation in the judiciary has come a long way but remains far from being equal, 2023)
 289 (Training Resource Tool For Prosecutors and Judges in combating violence against women and domestic violence , 2020)
 290 (Holden, 2019)
 291 (Pakistan's first female Supreme Court judge sworn in, 2022)
 292 (Ejaz, 2021).

7.4.5.1 Gender-Sensitivity Training

The Punjab Judicial Academy takes up the responsibility of capacity building of judges in several areas. It has a particular focus on gender sensitivity and carries out training programs that run throughout the year. It also collaborates with international donors such as UNODC to train judges on international best practices in these areas. In 2022, the number of judges trained increased dramatically compared to last year. A total of 273 Additional and Session Judges were trained, and 286 Civil Judges were trained. The figure below shows a yearly comparison.

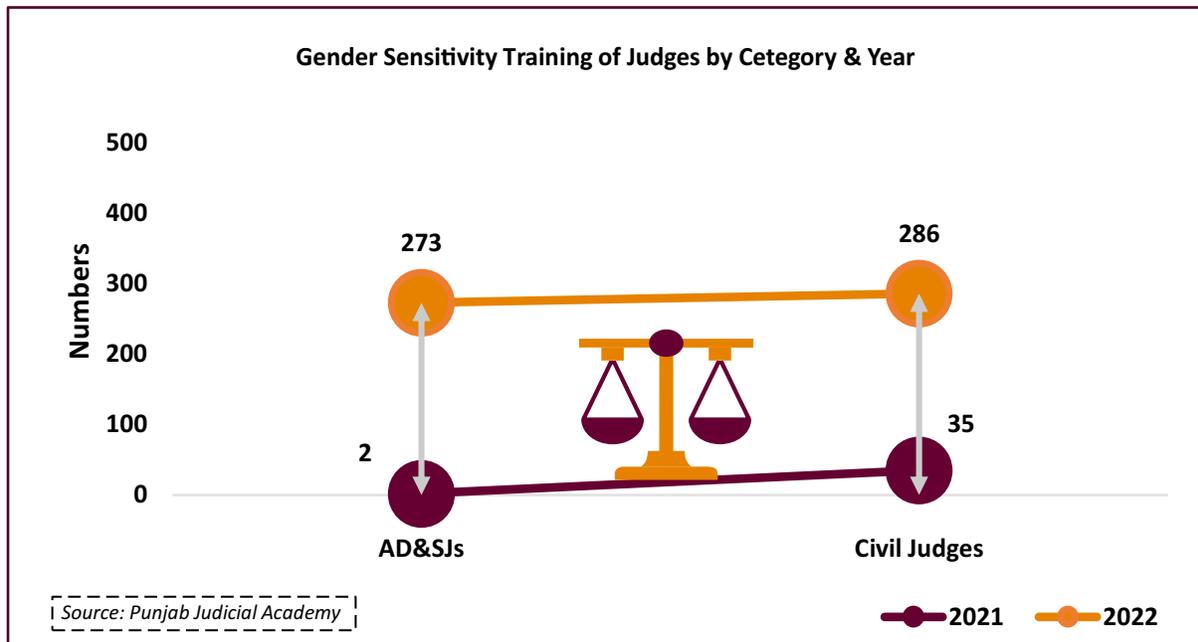


Figure 7.43

7.4.6 Punjab Forensic Science Agency (PFSA)

The Punjab Forensic Science Agency (PFSA) is an organization dedicated to providing forensic and scientific services to law enforcement agencies to enhance the effectiveness of criminal investigations, improve the quality of evidence presented in court, and contribute to the overall criminal justice system.²⁹³ The PFSA's primary functions and services include collecting and analysing evidence including fingerprints, DNA samples and bloodstains. The Agency examines documents, such as handwriting, signatures, and counterfeit documents, to determine susceptibility of parties involved.

Each year, PFSA shares data regarding cases that were submitted to the Agency and the number of reports the Agency prepared. This helps understand the performance of PFSA and determine the number of victims registered under samples submitted. The following figure shows the number of cases received by PFSA (7293) and the number of reports prepared (4024) i.e., in 55 percent of the cases, PFSA prepared forensic reports. In a significant number of cases (44 percent), PFSA did not receive the reference samples and thus could not prepare reports. These reference samples are either required for the determination of DNA identity of a missing person or unidentified body or to match the DNA collected from the crime scene with that of a suspect. The fact that 44 percent of cases do not have reference samples could be deeply concerning for authorities. This is because it reflects poorly on the investigation team as well as prosecution that have been unable to maintain the chain of custody or reach suspects involved in the case.

293 (Overview, n.d.)

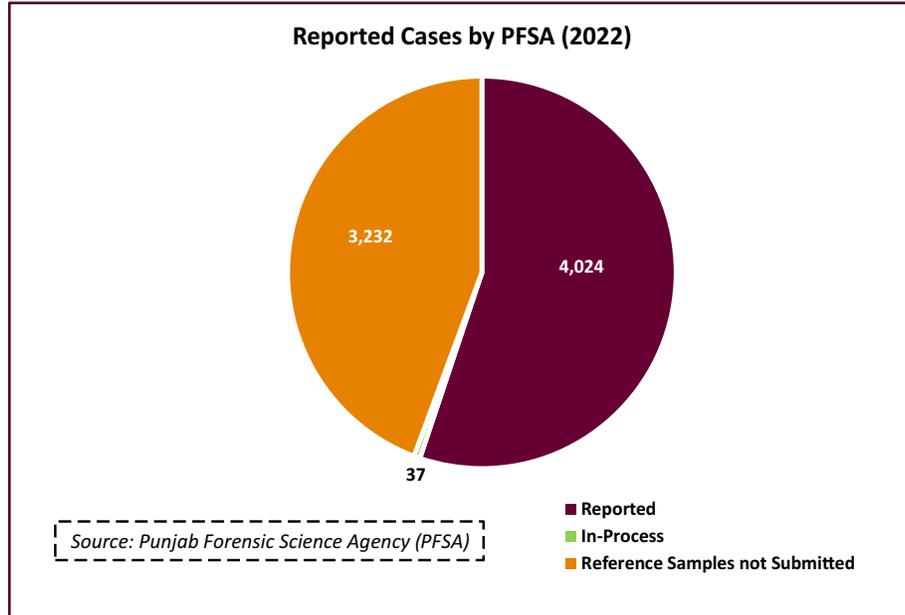


Figure 7.44

The figure below shows the number of GBV cases that were submitted to PFSA. According to data received from PFSA, the Agency received a total of 4918 cases of rape with female victims and 1944 male victims of sodomy. Majority of murder victims were men and 20 percent were women. Out of the 70 acid attack cases received by PFSA, 60 percent had female victims.

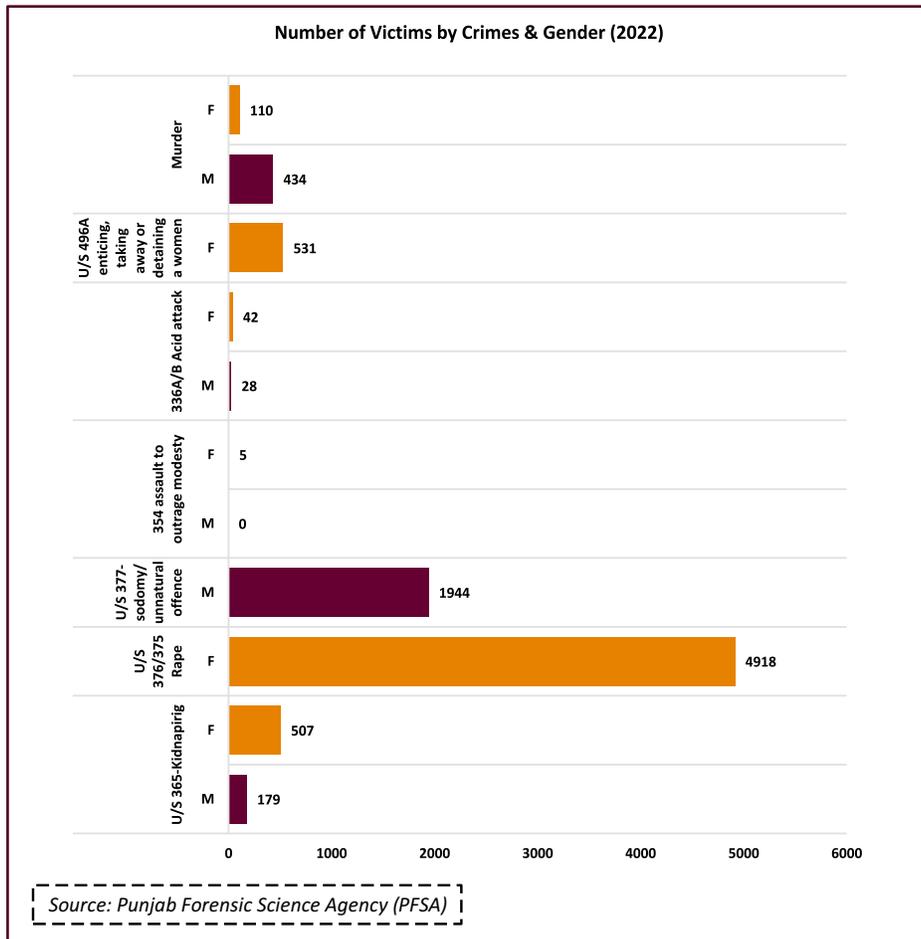


Figure 7.45

To understand the performance of PFSA, data regarding their human resource is also analysed and gender desegregated. There has been an increase in the number of female scientists in 2022. The GPI in 2021 was 0.14 and in 2022 it improved to 0.32. However, as the figure below suggest, this improvement is substantially because of a drop in male scientists than an increase in female scientists.

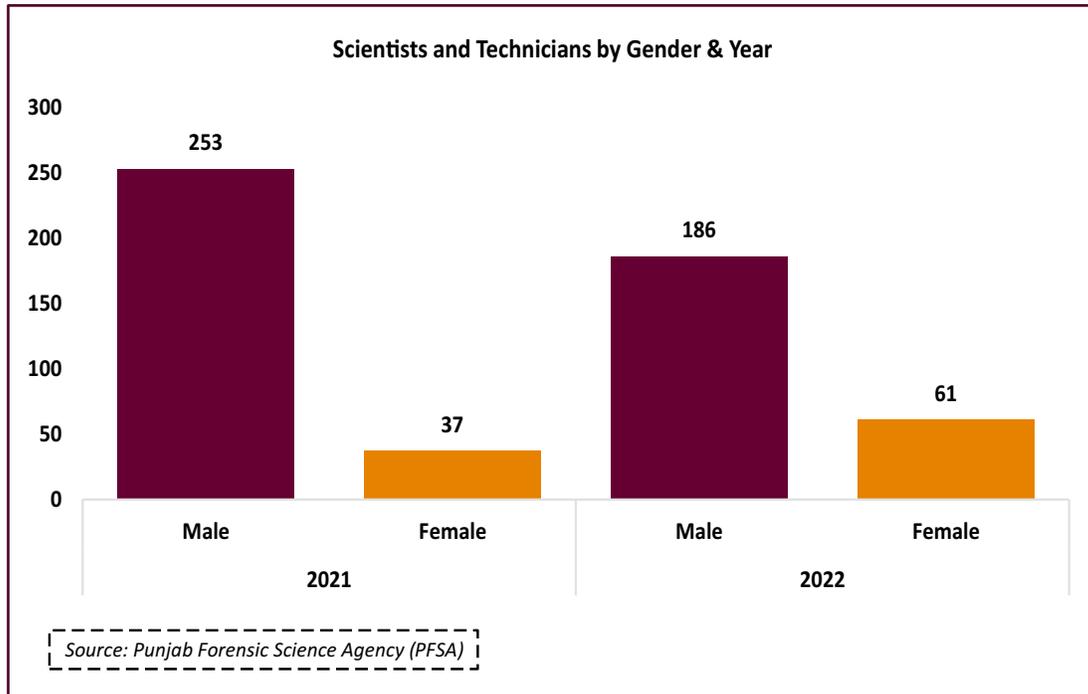


Figure 7.46

7.4.7 Punjab Safe City Authority (PSCA) Women Safety Mobile Application

The Punjab Safe Cities Authority (PSCA) Women Safety Mobile Application (App) was launched in 2017 by the Chief Minister's Special Monitoring Unit in collaboration with the Punjab Safe Cities Authority and PCSW. Developed by the Punjab Safe Cities Authority, the Women Safety App includes a special button that provides access to the PCSW Helpline (1043), SMU's Women-on-Wheels campaign, the Police, and allows users to avail an option to mark unsafe spaces. PCSW has been reviewing data for the App to understand the impact of the Application. The following image shows the latest data shared by the PSCA for the Application.

The total number of installations increased significantly from 139,000 in 2021 to 251,000 in 2022 i.e., 80 percent. The Active Users had also increased from 56,385 in 2021 to 64,783 in 2022. The increase in these figures indicates a growing awareness amongst women regarding the Application. It also shows that gradually more women are relying on the Application for safety purposes.

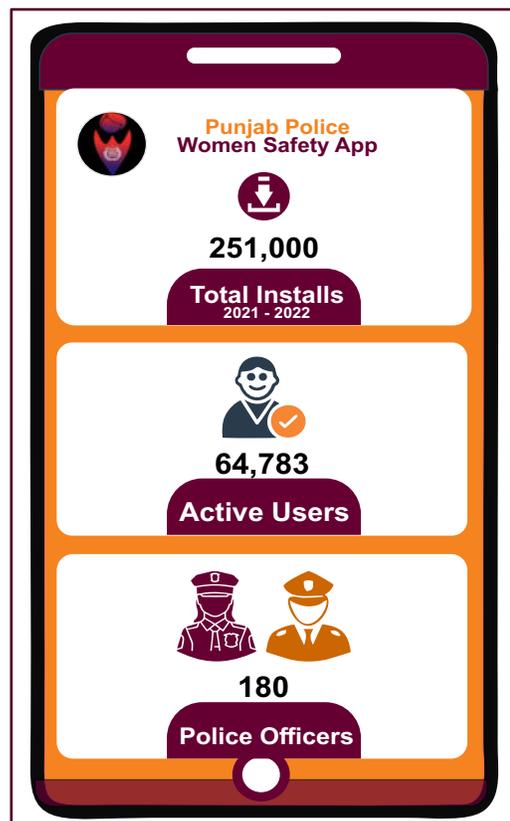


Figure 7.47

7.4.8 Punjab Women's Helpline (1043)

The Punjab Women's Helpline (1043) is an initiative by the Punjab Government that has been successfully serving women since its launch in 2014. The helpline is a 24/7 helpdesk for aggrieved women who are assisted by professionals working behind the helpline, including psychiatrists, legal advisors etc. These professionals are housed within PCSW and work on complaints and enquiries directed from the helpline to them.

The helpline takes up inquiries and complaints of various categories including workplace harassment, gender discrimination, property disputes and inheritance rights, domestic violence, harassment, forced marriage, child marriage, and help regarding hostels, day-care centres and other facilities for working women. In 2022, the helpline continued its efforts to protect and empower women in Punjab. The following figure shows the types and number of complaints received by the helpline.

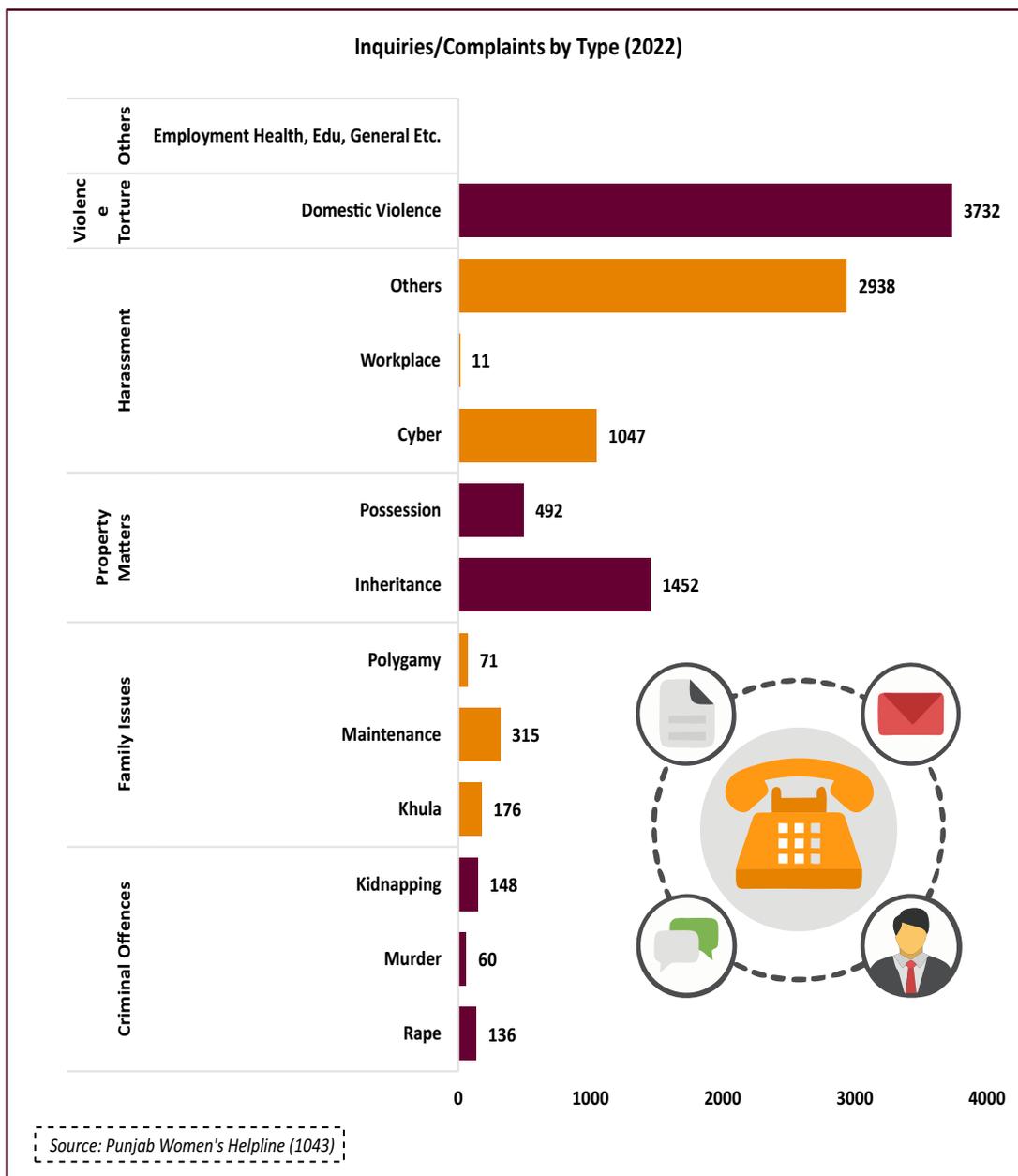


Figure 7.48

As shown in the figure 7.48, the highest number of inquiries/complaints were related to domestic violence, followed by harassment and inheritance/property matters. With the implementation of legislative measures such as the Protection Against Harassment of Women at the Workplace, the Punjab Protection of Women against Violence Act 2016 and the Punjab Enforcement of Women's Property Rights Act 2021, women have more legislative protection and now require awareness regarding their rights protected under these laws.

It is also helpful to understand which districts have the highest rate of engaging the helpline. This analysis can help authorities focus resources on districts with the highest number of calls and develop reforms based on the information. The heat map below shows the range of calls in each district. Lahore reported more than 1430 calls in 2022. Faisalabad, Rawalpindi, Gujranwala and Multan had between 421 to 1430 calls made to the helpline.

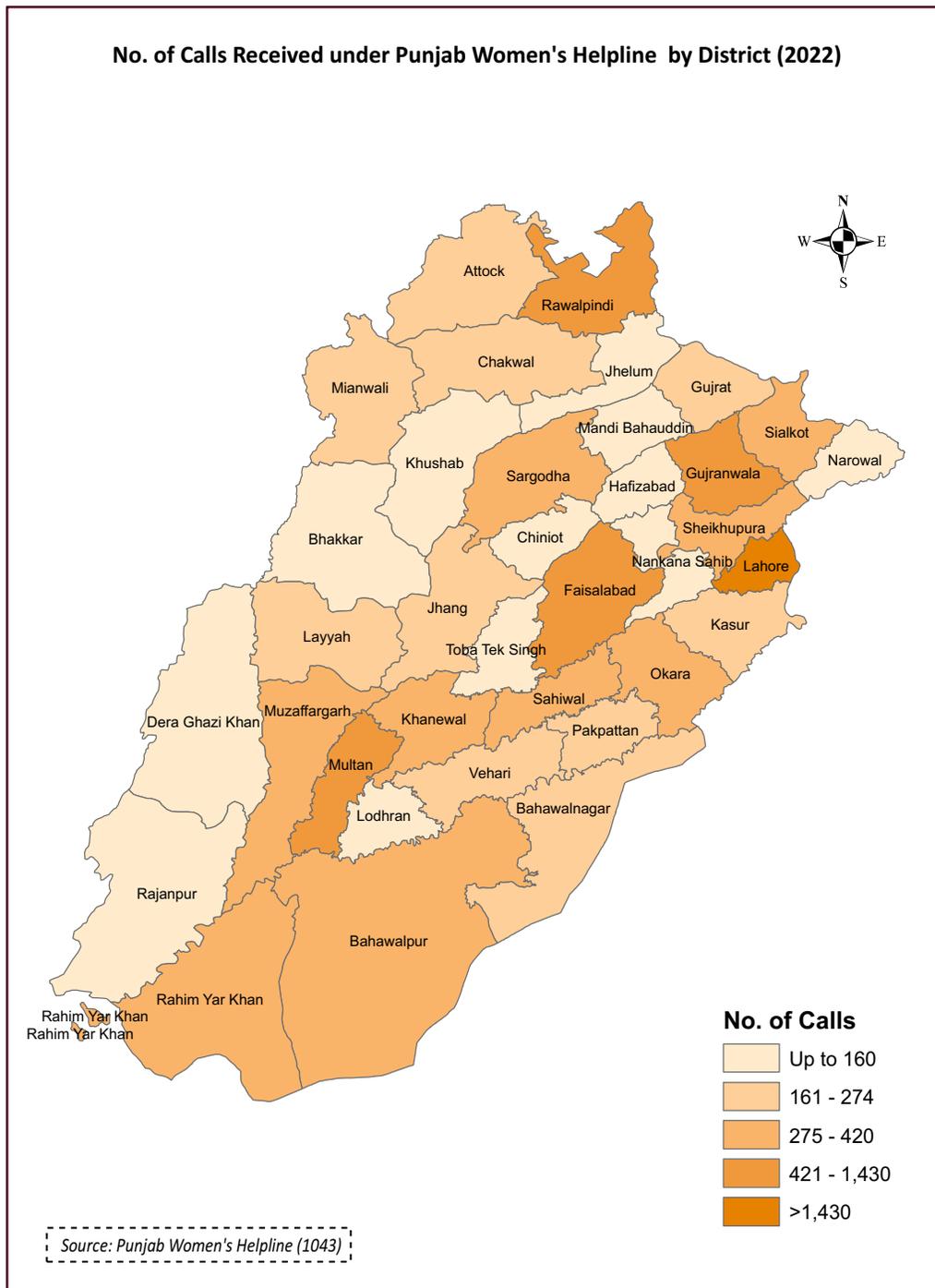


Figure 7.49

7.4.9 Violence Against Women Centers (VAWCs)

The Violence Against Women (VAW) Center in Multan was established in 2017 under the Protection of Women Against Violence (PPWAV) Act. The Center was set up as a pilot project with the aim of serving as a one-window operation for female victims of violence. The objectives of the Center were to provide speedy justice to victims of violence so that evidence is not lost or wasted, prompt medico-legal examination is conducted, and FIRs are lodged timely. Moreover, for the well-being of victims, VAWC is tasked to provide psychological help, post-trauma rehabilitation and access to safe, shelter homes.

The Government of Punjab originally planned to develop one VAW Center in each district but as of 2022, only one VAW Center in Multan is operational. According to the Head of VAW Center Multan, the Center receives a large sum of complaints every year and is working beyond its capacity.²⁹⁴

The figure below shows the total number of cases received by VAWC in 2021 and those received in 2022. The number of complaints dropped marginally from 2,202 to 1,987 i.e. by 10 percent.

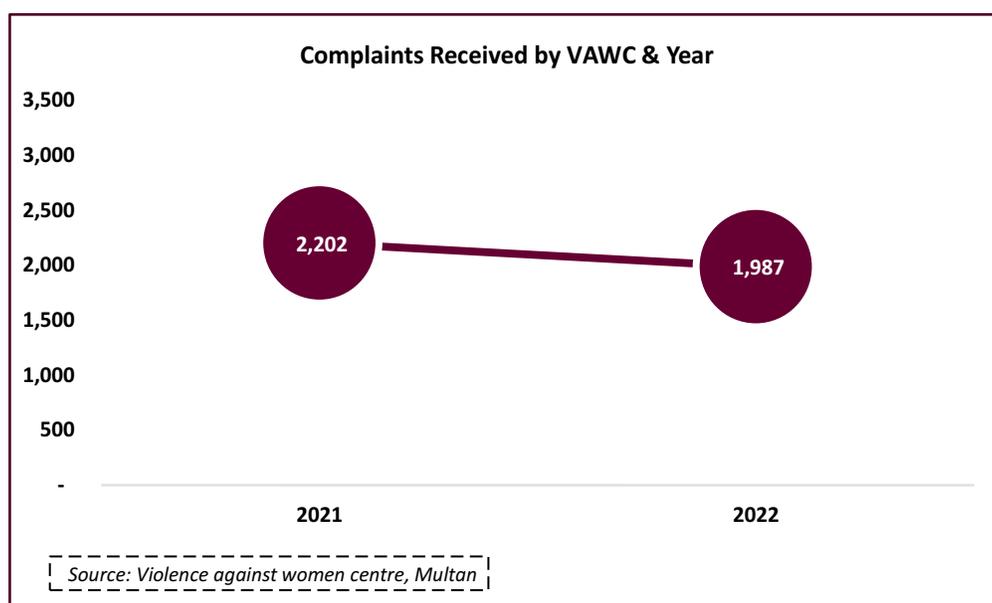


Figure 7.50

Every year, VAW receives a wide range of complaints, and the following figure dissects the types of complaints received by VAW in 2022. According to data, the majority of complaints were of domestic violence, followed by harassment, life threats and sexual and physical violence. This is similar to 2021 when majority of complaints received by VAW were regarding domestic violence and harassment. In 2022, however, the number of domestic violence complaints had increased significantly as VAW has registered an 89 percent increase in their complaints. Sexual and physical abuse too had significantly increased from 2021 when 56 cases were reported to 121 in 2022 i.e., an alarming 116 percent.

294 (16 DAYS OF ACTIVISM: "2,300 Women Survivors Of Domestic Violence Came To VAWC Multan Last Year", 2022)

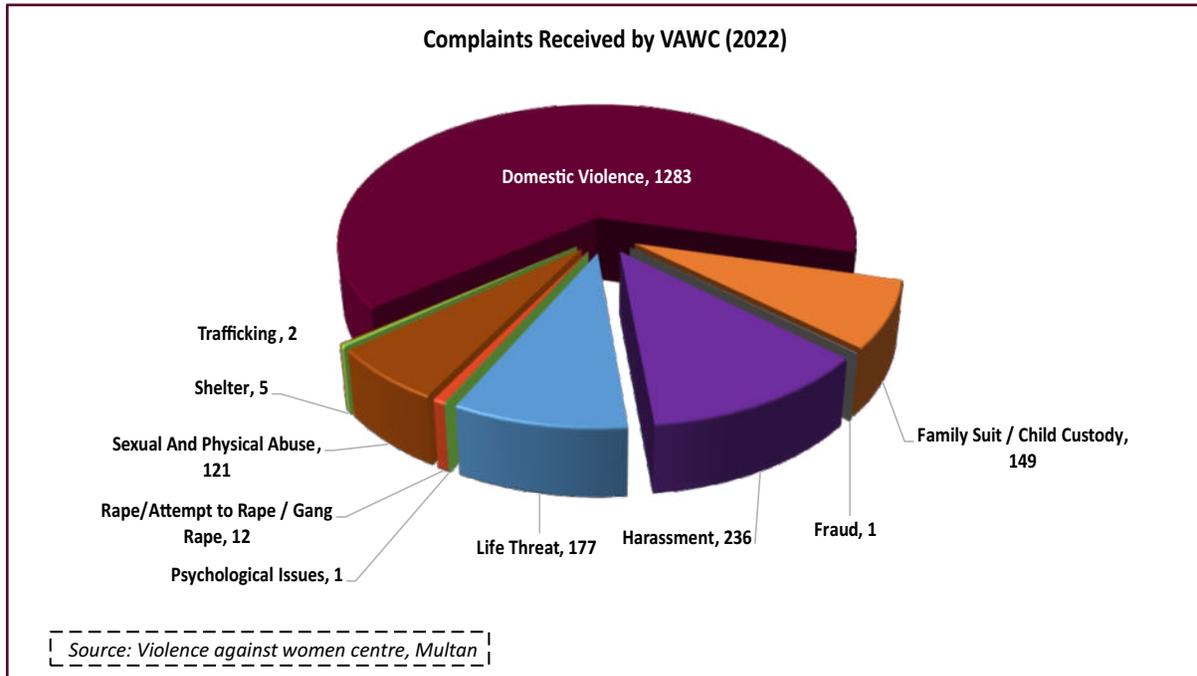


Figure 7.51

7.4.10 Child Protection and Welfare Bureau

The Child Protection and Welfare Bureau (CPBW) was established in 2004 to provide care, rehabilitation, education and training to destitute and neglected children in Punjab. The CPBW has also set up a Child Helpline (1121) that provides swift response to any calls regarding child abuse, exploitation or neglect. The Bureau conducts a health assessment of the rescued children after they are taken into custody. They are provided with housing under the Child Protection Institutes and are enrolled in Child Protection Schools set up by the CPBW that provides education up to middle school. Moreover, the CPBW leads prosecution against accused for neglect, abuse or exploitation of children under the Punjab Destitute and Neglected Children Act 2004.²⁹⁵

Every year, the CPWB collects data for PCSW to help analyse the status of children rescued, reunited and enrolled in child protection schools. Overall, 9466 children were rescued in 2022 in comparison to 8236 rescued in 2021. The figure below shows a yearly comparison of the boys and girls rescued. While a larger figure may seem commendable, it is not reflective of the true status quo of destitute children. It might also be the case that more children are on the streets or are abused/neglected in comparison to last year. It does, however positively reflect on CPWB's performance and efficiency.

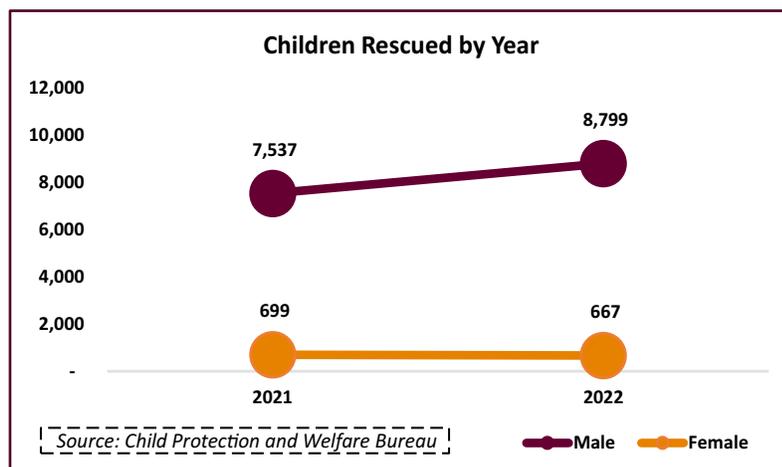


Figure 7.52

295 (Legal, n.d.)

The figure below also shows an age-wise analysis of rescued girls and boys. The majority of rescued children in 2022, including girls, were 10-year-olds.

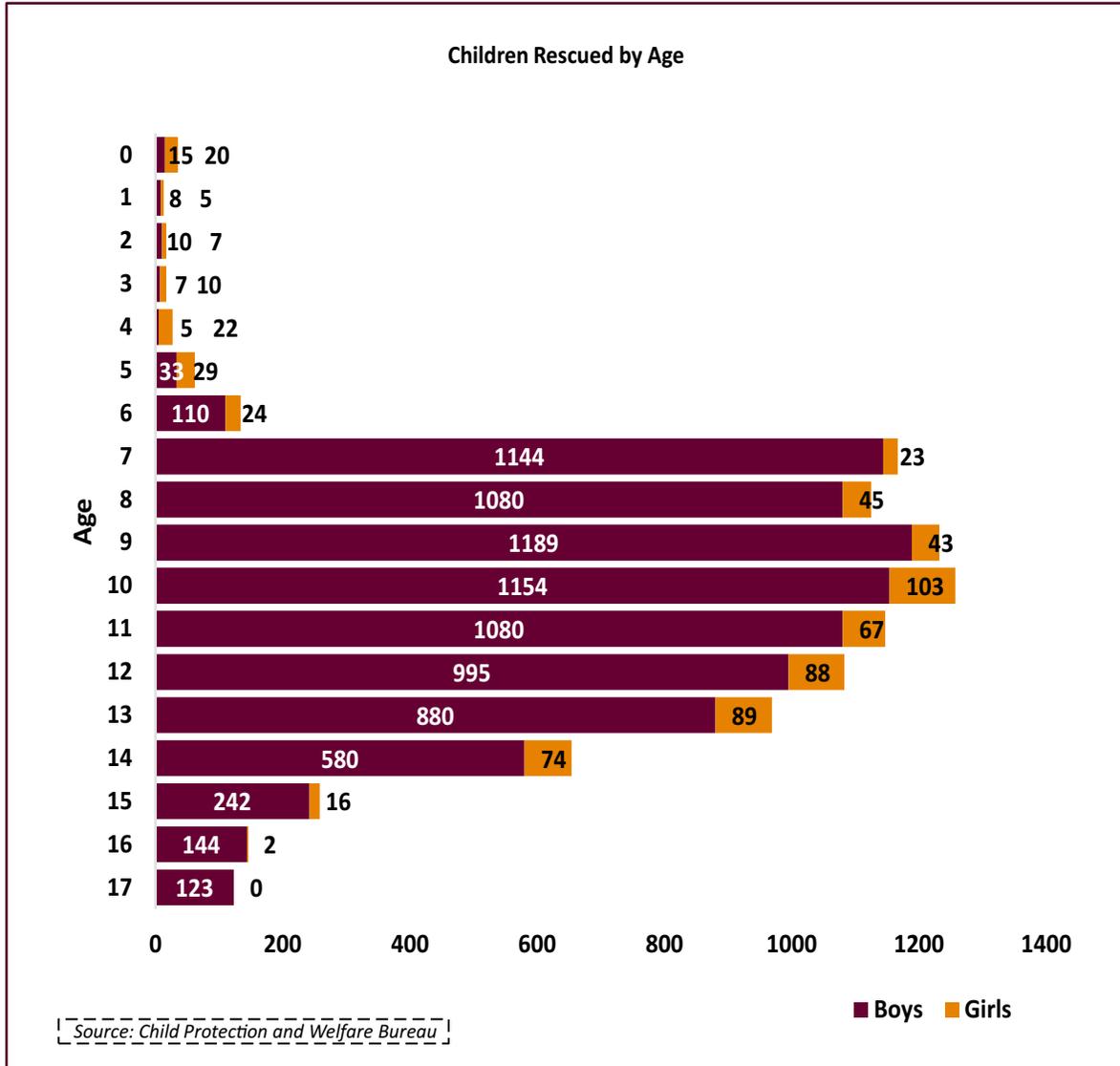


Figure 7.53

7.4.10.1 Child Protection Schools

Child Protection Schools are a facility set up by the CPWB. The schools provide education up to middle school and passing students are also provided outsourced secondary education. These schools are registered with the School Education Department, Government of Punjab. The following figure shows the number of Child Protection Institutes in Punjab. There are a total of 9 Schools in Punjab and out of these, one is an all-girls school and the rest are co-education.

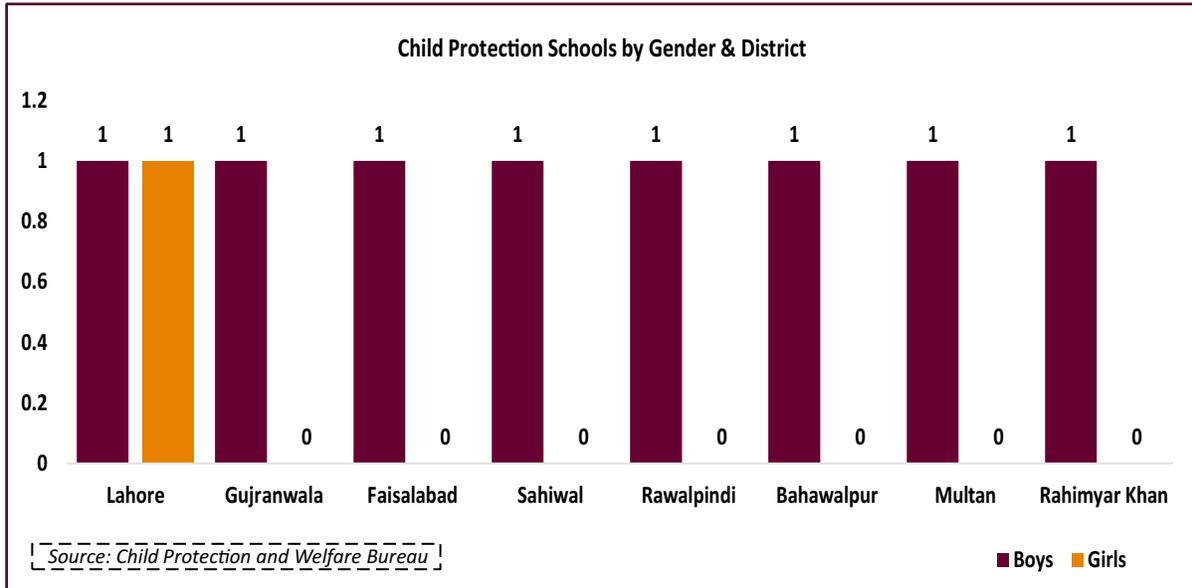


Figure 7.54

7.4.10.2 Reunited Children

The CPWB aims to reunite children with their families in certain cases. For this, the Bureau maintains constant contact with parents, NGOs and other organizations. The process is carried out by a Child Protection Officer who locates parents or other relatives of the child while the latter is under protective custody of CPWB. Following is a yearly comparison of the number of children rescued in 2022 and 2021. Data suggests that there has been a 26 percent increase in the number of children reunited in 2022 when the number went from 7305 in 2021 to 9203 in 2022.

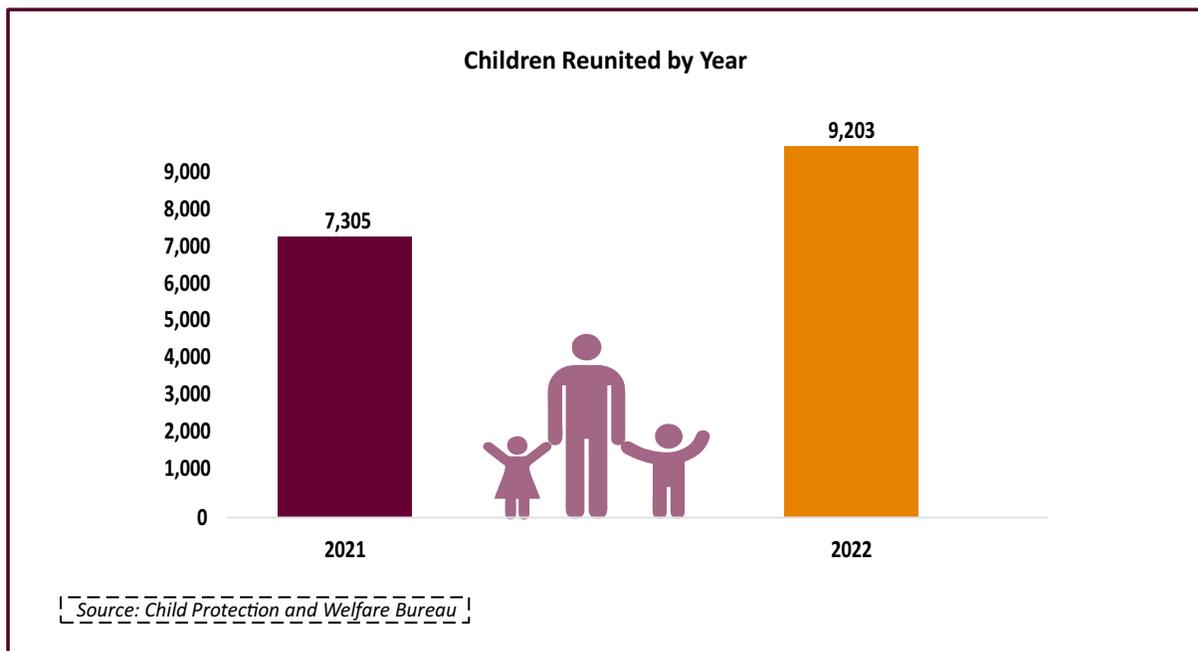


Figure 7.55

7.5 Legislation 2022

This section sheds light on the legislation enacted or amended in 2022 which is particularly useful for the empowerment or protection of women. These pieces of legislation are described with a brief introduction, followed by salient features and analysis of the legislation.

7.5.1 The Punjab Empowerment of Persons With Disabilities Act 2022

Introduction:

The Act is aimed to provide rights to Persons With Disabilities (PWD) including rights of privacy, accessibility and mobility, equity in education, right to home and family, access to justice and right to inherit and own property, etc. It is also binding on the government to ensure the provision of barrier-free access to all necessary public health services and infrastructure free of cost on a priority basis.

Salient Features:

Section 5: (1) The rights of women, children, transgender and elderly people with disabilities shall be afforded special protection to allow them to enjoy their rights equally with others.

(2) Women, children, transgender and elderly people with disabilities shall have the right to freely express their views on all matters affecting them, and shall be entitled to appropriate support with respect to their age and disabilities.

The Act is an extraordinary effort to accommodate PWDs in multiple aspects of life and expands the definition of disability by adding categories such as multiple sclerosis, dyslexia etc. It enforces meaningful accessibility to public buildings and includes quotas for PWDs in public and private employment. Moreover, in the interest of an inclusive education system, the Act aims to improve accessibility in educational sectors.

It is also remarkable that the Act encourages early diagnosis of children who may be PWDs. For this purpose the Act stipulates screening of children in school for disabilities that can be diagnosed and treated at an early stage.

7.5.2 The Protection Against Harassment of Women at the Workplace (Amendment) Act, 2022

Introduction

The Act aims to establish a culture of safety, respect and equal opportunity for women. In order for a level playing field, women must have the surety that they will be provided with a safe working environment which is free of harassment, abuse and intimidation with a view toward fulfilment of their right to work with dignity. It will also enable higher productivity and a better quality of life at work.

Salient Features of Amendments:	
1.	Filing a complaint by a former employee who has been removed or dismissed from service or has resigned should not be time barred.
2.	Scope of the law is being extended to educational institutions. Definition of complainant now may include parent or guardian where the complainant is a minor.
3.	Definition of an employee further expanded to include a performer, an artist, and a sports person.
4.	Broadening the definition of harassment i.e. discrimination on basis of gender, which may or may not be sexual in nature, but which may embody a discriminatory and prejudicial mind-set or notion, resulting in discriminatory behaviour on basis of gender against the complainant, may not be termed as 'sexist harassment' rather the same should be dovetailed with the definition of harassment since it is also a form of harassment.
5.	Scope of evidence also expanded as the word "document" was replaced with "documentary audio or video evidence"
6.	Performance facilities, courts, sporting facilities and gymnasiums included in the definition of 'workplace.
7.	Given the proposed enhancement of scope of the Law, section 4 of the Act of 2010, was amended to provide for (a) appropriate child-sensitive procedures during inquiry where a minor is involved and (b) suspension or cancellation of a professional license as additional sanctions, as courts have been included in the definition of workplace.

The Amendments made in the Act are particularly useful to determine the ambit of harassment. While the original definition of harassment under the Act only penalised physical harassment, the amendment broadened the definition to add other forms of harassment that may not be sexual in nature. Further, the Amendment has expanded the definition of workplace and thus any open or closed space where an individual goes for work is considered their workplace.

Keeping in mind the chances of blackmail and intimidation that deter employees to come forward, the Act has allowed former employees to also file complaints that may not be time bound. This increases the accountability of workplaces and allows victims to file official complaints once they have exited the harmful environment.

7.5.3 Punjab Protection of Women Against Violence (Amendment) Act 2022

Introduction:

The Punjab Protection of Women Against Violence Act was first enacted in 2016 to systematically protect women from violence and provide victims with relief and rehabilitation. The Act bases its objective on the equality and right to life guaranteed by the Constitution of Pakistan. The Act is a remarkable piece of legislation that focuses on the plight of women suffering from violence within the household.

Salient Features of Amendments:	
1.	Definition for Domestic violence expanded as: Violence committed by the defendant with whom the aggrieved person is living or has lived in a house or visits the house when they are related to each other by consanguinity, marriage, adoption or <i>in terms of employment or lives or visits such place as a domestic worker</i> ".
2.	Section 13(6) inserted stating that the Secretary may declare any existing government facility as a protection centre if one is not established under the Act.

This amendment in the domestic violence law is particularly for the safeguard of domestic workers. Various domestic workers live with their employers under the same roof and therefore any harm done to their person should also come under the definition of domestic violence.

7.5.4 The Punjab Local Government Act 2022

Introduction:

The Punjab Local Government Act 2022 is an Act to reconstitute local governments in Punjab and consolidate laws relating to the powers and functions of the local governments. The Act defines responsibilities of community councils and panchayats as well as lays down the structure of the local government. The Act is important for effective governance at the local level and execution of plans prepared for the betterment of residents in the area.

Salient Features of the Act:	
I. Section 13: Local government structure	(3)(e) The local governments of Union Councils shall consist of two seats reserved for women;
II. 123. Community Council and Panchayat	(3) A Community Council or a Panchayat shall consist of a panel of not more than five members, including at least two women, to be nominated by the concerned Union Council as the case may be, from amongst residents of its local area.
III. 124. General functions of Community Council or Panchayat.	(k) Reporting instances of domestic violence and crime against children and women;

It is important to note that the Act aims for an inclusive local government as it mandates two reserved seats for women in the union council which is made of five members in total. Moreover, it is commendable that the Act has recognised the positive impact that a Panchayat may be able to have with regard to deterring domestic violence. In many rural areas, domestic violence is an offence that is not reported to authorities due to social stigma of shame and family honour. Empowering Panchayats or community councils to register these cases can deter offenders as panchayats are mostly close-knit structures

7.5.5 Intersex Persons (Protection Of Rights) (Amendment) Bill 2022 (Punjab Protection of Rights of Transgender Act 2022)

Introduction:

The Punjab Transgender Rights Protection Act 2022 (originally enacted in 2018) is built on the principle of gender sovereignty and aims to protect it for transgender individuals in Punjab and granting them the authority to self-identify within this framework. The legislation also shields transgender individuals from discriminatory attitudes by categorizing them as criminal offenses. It reaffirms nearly all the core rights enshrined in the Constitution of Pakistan, while also addressing specific concerns like abandonment, harassment, and inheritance rights.

It encompasses 19 distinct definitions crucial for safeguarding and guaranteeing the rights of transgender individuals in Punjab. The act comprises 44 sections covering various aspects including the acknowledgement of gender identity, provisions against discrimination and harassment, and a range of entitlements such as the right to own and inherit property, as well as the right to vote and run for public office.

Salient Features:

The removal of the “right to self-perceive gender identity” as the previously enacted Transgenders Persons Rights Act 2018 is subjudice before the Federal Shariat Court.

The amendment is brought about to limit the provisions of the 2018 Act only to intersex individuals i.e. a person with ambiguous genitalia and is also known as hermaphrodite.²⁹⁶ Thus, it does not cater to individuals that "identify" as trans without having undergone medical examination.

The Act, however still misses on key issues that cause discrimination for intersex individuals. For instance, it does not criminalise the inhumane medical operations carried out on intersex children bringing their gender in conformity with the gender binary notion.²⁹⁷

7.5.6 Torture and Custodial Death (Prevention and Punishment) Act, 2022

Introduction:

The Act criminalizes the torture, rape, and killing of persons in the custody of police and other public officials. Under the law, any public official who committed, abetted, or conspired to commit torture that resulted in death could face penalties up to and including death.

Salient Features:

1. The Act also categorizes torture as a non-bailable offence and deems any evidence obtained through it as inadmissible in court
2. The Act additionally prevents unnecessary delays that could hinder case resolution, specifying that no adjournment exceeding 30 days will be allowed during trial proceedings.
3. Upon filing a complaint under the Act, the investigation must be completed within 30 days from the date of receiving the complaint.
4. It establishes a process for filing complaints of custodial torture with the Federal Investigation Agency (FIA).
5. According to Section 2, a 'complaint' pertains to accusations conveyed verbally or in writing to the FIA, alleging that a public official or a person acting in an official capacity has violated the provisions of this Act.
6. The Act also states that the investigation process for complaints shall be carried out under the supervision of the National Commission for Human Rights (NCHR).
7. The Act defines a 'complainant' as any person (or their representative) filing a complaint based on reliable information that an offence has been committed.

Custodial torture manifests in diverse ways, encompassing the utilization of disproportionate physical force, mental torment through intimidation and threats, as well as practices such as sleep deprivation and humiliation. These actions not only amount to severe breaches of human rights but also contravene Pakistan's commitments

²⁹⁶ (Amendments to transgender act sought, 2022)

²⁹⁷ (Punjab Protection of Rights of Transgender Act 2022, 2022)

under numerous international agreements, notably the United Nations Convention Against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (UNCAT), which Pakistan signed in 2008 and ratified in 2010. Custodial torture is also prohibited under Article 14(2) of the Constitution of Pakistan²⁹⁸.

The Act is a noteworthy legislative measure to prevent the violation of human rights in prisons. It can be a useful tool to deter public officials from using force of any kind to obtain testimonies of false evidence. It however can be further expanded to include mental torture which is an equally agonising situation for those in custody

7.5.7 The Juvenile Justice System (Amendment) Act 2022

Introduction:

The Juvenile Justice System Act was originally enacted in 2018, repealing the JJSO 2000. The Juvenile Justice Act 2018 aimed to provide a better system of criminal justice and rehabilitation for juvenile offenders including specialised procedures for arrest, investigation, bail, trial, detention and the rehabilitation of juvenile offenders in order to protect them from maltreatment.

Salient Features:

The Amendment is aimed to bring clarity to the existing legislation and provide clarity with respect to exercise of authority by the Federation. For this purpose, the word "Government" has been replaced with "interior division" or "relevant division" where necessary.

Pakistan has ratified the United Nations Convention on the Rights of the Child (UNCRC) and the International Covenant on Civil and Political Rights (ICCPR). However, domestic laws such as the JJSO 2002 or the JJA 2018 have so far been ineffective in protecting the rights of juveniles and rehabilitating them under the standards set by these international conventions.

It is necessary to monitor the efficacy of the Act so as to reform legislation and fill gaps that exist in the criminal justice system. While the 2018 Act was a comprehensive law, amendments to the Act are useful for effective implementation in the long-term.

7.5.8 Criminal Laws (Amendment) Act 2022

Introduction:

There have been two Criminal Laws Amendments in 2022; addressing child abuse, cyber enticement and resetting the punishment for obscene acts. Following are the salient features of both:

²⁹⁸ 14(2) No person shall be subjected to torture for the purpose of extracting evidence.

Criminal Laws Amendments in 2022 (Child Abuse):

Salient Features:
1. Defining a child as any person who has not completed the age of eighteen years;
2. Defining "child sexual abuse content" as the representation of a child engaged in real or simulated sexually explicit conduct or representation of the sexual parts of a child for primarily sexual purposes.
3. Defining a "Complainant" as any person who makes complaints of any offence under this Act, including a victim, or an individual having substantial reasons to believe the offence is being committed or likely to be committed and any authority referring the complaint for investigation.
4. Defining "Non-sexual child abuse" as; <ul style="list-style-type: none"> (a) any form of nonsexual physical of a minor such as kicking. beating. slapping. whipping; pulling of hair; strangling. choking or suffocating: or (b) sharing with minor any content that praises, supports, promotes, advocates for, provides instructions for or encourages participation in non-sexual child abuse, or videos or photos depicting adults endangering children by placing/pointing weapons such as guns. swords, bombs, at/on children:"
5. Criminalising Online grooming, "solicitation" and "cyber enticement" under 22-A: Whoever intentionally creates or takes steps towards creating a relationship of trust with a minor through the use of an information system or device or any other similar means of communication with the intent to facilitate, solicit or commit sexual abuse of a minor or to share, facilitate or solicit sexual content or produce sexual abuse material with a minor, shall be punished with imprisonment of either description for a term which may extend to ten years and not less than five years with fine which may extend to ten million rupees but not less than five hundred thousand rupees.
6. Criminalising Commercial sexual exploitation of children under 22-B.- whoever is directly or indirectly involved in the use of an information system or other similar means and intends to use, or knows or ought to have known that such information system or other similar means shall be used by others for sexual exploitation of minors. such as child prostitution and child sex tourism, accompanied by payment in money or in kind to the minor or to one or more third parties shall be punished with imprisonment of either description for a term which may extends to ten years but not less than seven years with fine which may extend upto fifteen million rupees and not less than five hundred thousand rupees.

Criminal Laws (Amendment) Act 2022- Punishment for obscene acts increased.

Salient Features:	
(a)	Under Section 294, previously the imprisonment of three months extended to one year and/or a defined fine of one hundred thousand rupees.
(b)	Under Section 292, imprisonment of three years and/or fine of one hundred thousand rupees.
(c)	Under Section 293, Imprisonment of two years and/or fine of hundred thousand rupees.

Other Updates

1. The Election Commission of Pakistan (ECP) made it mandatory for mobile registration vans (MRVs) to ensure the registration of transgender persons at their doorstep to include them in political process.
2. The Federal Shariat Court (FSC) directed the human rights ministry to establish a specialised child protection centre for transgender children and form a monitoring committee to ensure the provision of due rights stated in the Punjab Transgender Rights Protection Act 2022.
3. The Punjab government launched a financial aid programme called the 'Masawaat Programme' that provides monthly financial assistance of Rs3,000 to transgender persons over 40 years of age and Rs2,000 for those between 18-40 years with disabilities.
4. The Standing Committee of the Cabinet on Legislative Business (SCCLB) met to discuss the provision of legal aid. Presided over by the Provincial Minister for Parliamentary Affairs, Environment Protection and Cooperatives, Muhammad Basharat Raja, the Committee pledged to establish the Punjab Public Defender Service (PPDS) to provide free legal services to people facing criminal cases. The bill to be presented before the provincial assembly of the Punjab.

7.6 Conclusion

VAW is a violation of human rights and a plague to society at large. In the short term, female victims of abuse may suffer from health issues, family backlash and isolation. But in the long-term, often beyond the oversight of the law-and-order system, the lives of these victims reflect the lost potential of an individual to herself, her family, the economy and the community. The frequency of their abuse is often based on where they live, (those in rural areas face a higher risk of gender-based violence compared to those in urban areas), the age at which they get married, their current age, marital status, educational attainment, and socio-economic standing.²⁹⁹ And this cycle of abuse is compounded by the absence of due process and wide gaps in the criminal justice system. The data in this chapter reflects on the justice system of Punjab where, over the years, VAW cases have become more frequent and the majority of accused in gender-based violence crimes are acquitted. In 2022, the total VAW dropped by a mere 2 percent and the conviction rate remained 5 percent, as it was in 2021.

While a significant number of acquittals may be due to frivolous cases that further delay trials and burden courts, a conviction rate as low as 5 percent is disconcerting, nonetheless. Despite legal covers such as the

299 (Country Policy and Information Note Pakistan: Women fearing genderbased violence , 2022)

Witness Protection Act 2018, witnesses and victims resile from their testimonies either due to duress or an informal settlement outside of Court. Occurrences like these become routine in criminal prosecutions and leave no deterrents for the abusers in the community. Eventually, such practices breed a society of impunity, undermining women in their struggle for justice. The UN has predicted that at the current rate of progress, it will take another 286 years to reform legal frameworks to promote, enforce and monitor gender equality in public life.

Certain legislative measures introduced in 2022 can potentially contribute to the empowerment of women in Punjab. The broadening of the definition of "harassment" is a small but meaningful victory for working women who regularly face harassment in many different ways that are not sexual in nature. The Torture and Custodial Death (Prevention and Punishment) Act is also a milestone for the criminal justice system in Pakistan. It highlights the plight of arrested individuals who are subject to inhumane methods of extracting information. However, the long-term efficacy of this Act, along with others enacted in 2022 is questionable. The Torture and Custodial Death Act criminalises custodial torture and places the responsibility of investigation upon FIA. There seems to be limited implementation of the Act nevertheless. For example, the 'district safety commissions' outlined in the Police Order of 2002 are not operational. Furthermore, there is limited adherence to Article 156 (d) of the Police Order, 2002, which condemns police torture. Additionally, Section 176 of the CrPC, which requires a magisterial inquiry in every instance of custodial death, is seldom utilized.

There is certainly no silver bullet solution for gender-based violence. Policy reforms must function as a sustainable, effective tool, promoting access to justice for women and girls, and supporting accountability for sexual and gender-based violence. At the provincial level, mapping the systemic causes of violence against women can help to break the cycle. Empowering women through education and employment can also allow them to leave abusive partners and sustain themselves financially. Awareness about their rights and legal provisions in place to protect them is also a contributor to women's empowerment. Improvement in investigation through modern technology like forensic science can assist in a successful prosecution against the accused, especially repeat offenders. Campaigning for breaking taboos can also be useful. PCSW in the past has advocated for marriage rights and formal registration of Nikkah. Similarly, it has picked up the issue of workplace harassment and monitors the observance of The Protection Against Harassment of Women at the Workplace Act in provincial and district-level offices of Punjab. By efforts such as these and by bridging the gaps in the criminal justice system, provincial authorities can foster women's agency and reinforce society's confidence in the system.

7.7 Recommendations

7.7.1 Policy

- Inquiries and Complaints regarding workplace harassment made to 1043 Helpline may be registered digitally on a 1043 portal. Complaints from this portal and responses may be integrated with the Ombudsperson E-complaints system.
- In order to expedite complaints made to 1043, the portal may have a live chat assistant for instant replies, a complaint tracker with clear milestones set and a "Request to Expedite" option that may only be accepted by the Helpline in dire cases.
- Legislative reforms to require all public and private offices to have quarterly reviews by the Ombudsperson's office over harassment issues/complaints.
- With the new Anti-Rape Act, Anti-Rape Crisis Cells are to be established within public hospitals. This is another model which would then be running parallel to the VAW Center, as both provide first aid, complaint lodging and medical examination services. It would be pertinent that rape/sodomy victims are then referred to ARCCs on to maintain a uniform complaint mechanism.
- The police officers at the VAW Centers should be able to register a complaint at the Center, rather than

transferring the FIR to a nearby police station. Giving the police officer at the VAW Center, the status of SHO would be ideal and hence would be representative of the aim behind creating VAW Center- a one-window operation.

- 1043 Helpline should train Call Centre staff to inform callers about suitable crisis/women protection centres near them. Currently, there is low public information about the number of protection centers and their suitability.
- Legislative amendments to include diversion programmes for women convicted of misdemeanours or minor crimes or those with a history of abuse. Diversion programmes are a form of alternative to imprisonment with a wraparound approach. Accused women are sent to a government facility for professional need-based treatment as well as reintegration into society. These programmes can be limited to pregnant women, women with a history of substance abuse and women suffering from psychiatric disorders. Initial piloting of such programmes can be done through public-private partnerships so as to ensure best practices.
- Upgradation of vocational trainings for female inmates. The Office of IG Prisons is already partnering with TEVTA for vocational trainings of inmates. Focus must be put on computer courses and IT education that can benefit these women following their release.
- Prison management should aim to educate young women to at least the basic matric level. Subjects like science and math should be focused.
- Advocacy by the Prison Department to push for enactment of the Prison Rules 2020 in Punjab. The Punjab Prison Department presently follows the Prison Rules 1978 which are not in line with the international jail standards as set under the Bangkok Rules.
- Quotas for female prosecutors may be inserted in the Punjab Criminal Prosecution Service Act 2006 to improve gender parity within the Prosecution Service. Female prosecutors may also be encouraged via training and workshops.
- To tackle the notion of female prosecutors' suitability to family matters only; female prosecutors should be appointed to special courts such as Special Court (Control of Narcotics Substances) or Criminal Courts. This will allow women to flourish in different specialities instead of those that are particularly perceived to be women friendly.
- Currently, the only explicit provision for the appointment of female judges can be found in the Family Court (Amendment) Act 1994. Article 4.1 of CEDAW urges State Parties to make more use of temporary special measures such as positive action, preferential treatment or quota systems to advance women's integration into education, the economy, politics and employment. However, no quotas exist for women's appointment at the higher judiciary in Pakistan.
- An amendment in Article 175-A of the Constitution to add a special quota for the appointment of female lawyers in the superior judiciary, and relaxing the appointment procedure.
- Improved implementation of the Torture and Custodial Death (Prevention and Punishment) Act, 2022. The Act must be implemented with arrest reforms in place. Arbitrary arrests without warrants must be limited to exceptional cases. The Judiciary should also play its role in assessing remand applications based on a humanist approach.
- The inquiry committee investigating a harassment complaint should submit timely reports to the ombudsperson's office for transparency and due process.

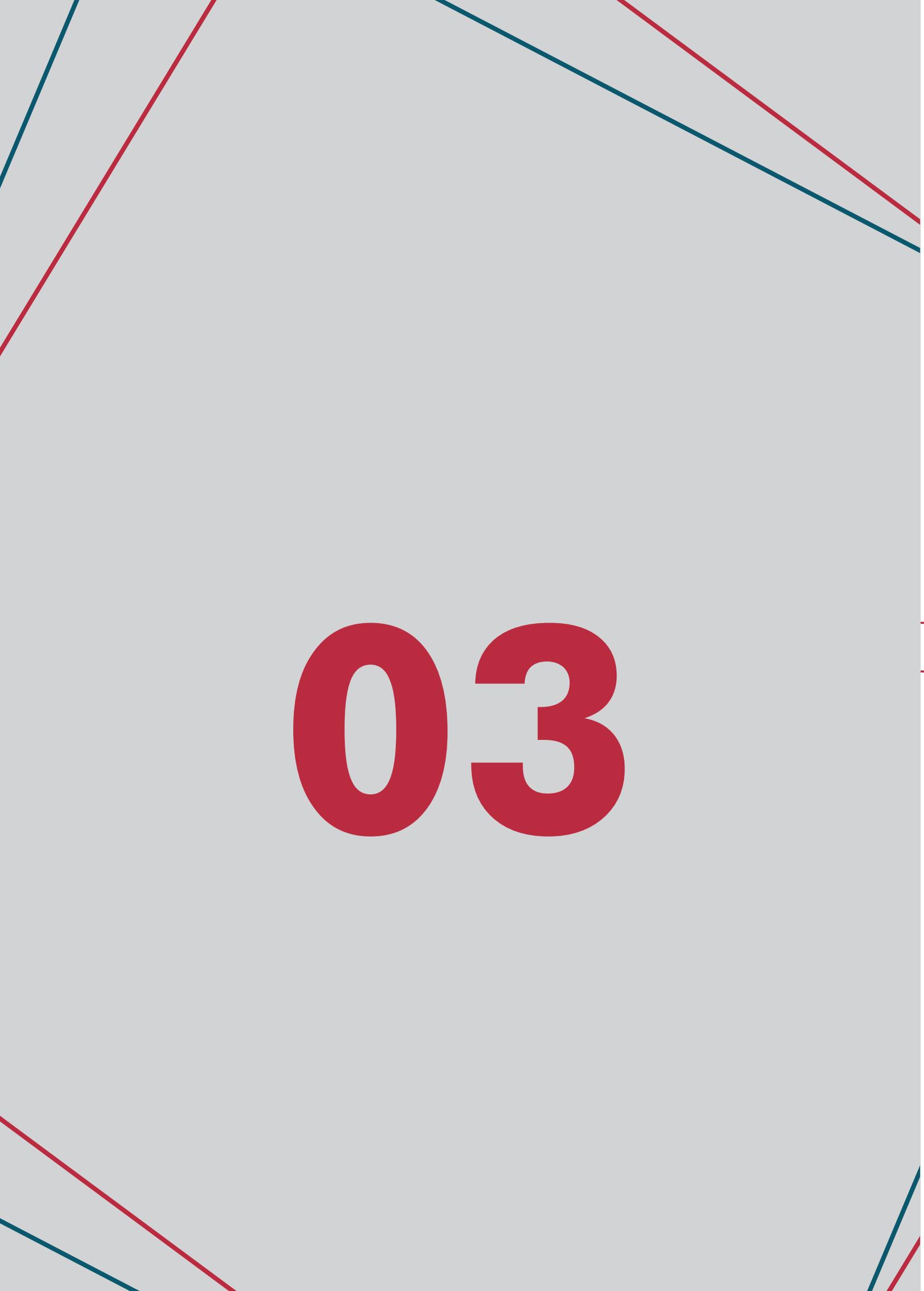
- While the Punjab Protection of Rights of Transgender Act is a phenomenal step towards protecting transgenders, the provincial government has not made active efforts to implement the same. Skill- building campaigns and livelihood support mandated under the Act must be streamlined in a program and provided to the concerned.
- The Transgender Act also places less importance on the harassment of transgender individuals by the police. While Section 16(4) warns police officers that they "may" not frisk search transgender people, the legislation must be clear on the implications of harassing a transgender individual by way of body search and/or verbal abuse.

7.7.2 Procedural

- Frivolous cases that delay the due process of legitimate cases must be dealt with via the Court through fines or prison time.
- Acquittal/ Adverse Outcome reports should be filled out by the prosecutor on the acquitted case. These reports can include reasons for acquittal and should be submitted to the Prosecution Department. This can help prosecutors learn from common acquittal reasons in the past and can also be an accountability tool within the Department.
- Timely collection and provision of data by the Ombudsperson's Office for the total of harassment complaints on the Ombudsperson's E-complaints system.
- Presentations developed and approved by Punjab Government to run in all offices at orientation or on quarterly basis to inform employees of their rights and the repercussions if harassment is proven.
- Currently, only one VAW Center is operational. The Punjab Government should take up the matter and establish VAW Centers district-wise as originally planned.
- Cooperation and responsiveness of the police are key. Women Protection Officers appointed under the Punjab Protection of Women Against Violence Act 2016 should have defined SOPs for communication with the police to avoid delays in first aid of the victim as well as distortion of evidence.
- Allocation and utilization of budget for social service or women protection institutes must be overseen by a supervisory body. In many instances, Dar ul-Amaans are short-staffed and a large chunk of resources are utilized on managerial tasks. A set budget for victims, first aid, education and legal aid should allow these Centers to improve credibility amongst the public.
- Social Service institutes such as Dar-ul-Aman, Crisis Centers and Dara-ul-Falah should have their data consolidated and maintained under one government body e.g., the Women Protection Authority. This should help monitoring bodies like PCSW to secure data in a uniform way from one authority.
- Well-defined and strictly followed SOPs for the search of women at the time of incarceration.
- Adequate health facilities for inmates and gender sensitivity training of prison staff.
- Upgradation of vocational training for female inmates. The Office of IG Prisons is already partnering with TEVTA for vocational training of inmates. Focus must be put on computer courses and IT education that can benefit these women following their release.
- Provision of legal aid should be a priority of law enforcement agencies. Overcrowding in jails and burden of

under-trial cases can also be reduced for the justice system if prisoners are provided legal aid on a need basis.

- Both police and prosecution should coordinate as institutions so that individual prosecutors and IO on a case may have set SOPs for investigating and preparing a case.
- Following the FIR, the prosecutor acts as a guide, helping the investigator pick up evidence that would support the case. Lack of coordination between the two is a substantial cause of acquittals in GBV cases.
- Implementation of the Witness Protection Act must be facilitated by the police and prosecution to tackle resiling of witnesses and the ultimate acquittal of cases.
- The Government must ensure the implementation of the Witness Protection Rules across all criminal justice institutions.



03

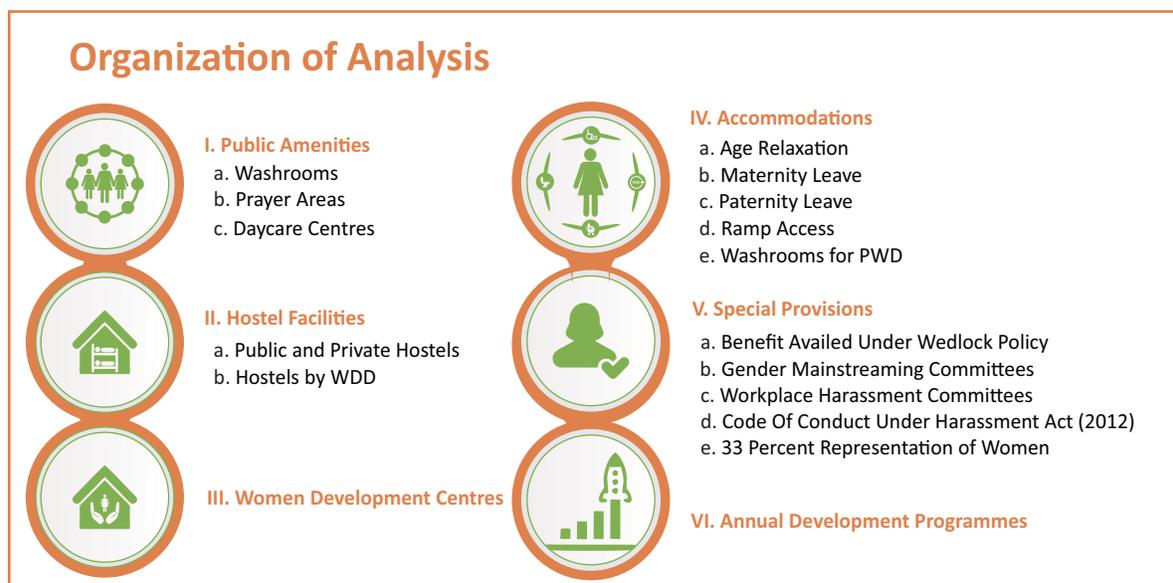
INTRODUCTION

Since its inception in 1947, Pakistan has seen shifts in the status of women however, over the years progress has been made in granting women their fundamental rights and eliminating socio-economic gender disparities. Various departments were set up to work on women's development, ordinances and acts were passed to ensure the protection of women's rights, women's participation in economic and political forums was encouraged and action was taken to provide equal access to justice, health, and education. However, while these efforts are commendable in their own accord, they are just a drop in the ocean.

To advance the country towards success, the Government of Pakistan formulated Pakistan Vision 2025, a plan for development agents to follow. The first pillar of the plan is "Putting People First", which aims to develop human and social capital. This includes working towards achieving gender equality and advancing women's development. The objective is to create an environment that enables economic participation of women, which would in turn aid the socio-economic growth of the country. The plan lists many determinants of this growth, such as the ability of women to make their own decisions, a gender-sensitive legislative framework, non-gender discriminatory practices and participation of women in decision-making forums. It has further committed to protect women from harassment at work, provide them with access to education and enterprise and arrange daycare facilities at offices.³⁰⁰

The vast scope of this plan and various international best practices suggest that a holistic approach is needed to advance women's empowerment, along with consistent and long-term initiatives. Sustainable change is only achievable if all public and private entities take it upon themselves to promote the cause and incorporate gender equality in their dealings. It is therefore not just the task of the women's development department(s) to ensure parity but rather up to all government stakeholders to join in the movement.

In light of this belief, the following chapter highlights the efforts being made by various departments of the Government of Punjab to cater to gendered needs of society. It lists facilities afforded to men, women, and transgender people as a result of special initiatives taken and also identifies Annual Development Programmes (ADP) for women development. These programs are a testament to the fact that a drop in the ocean can lead to a ripple effect, bringing about great impact, if entities come together for a common cause.



Keep in mind:

The following sections analyse data received from 130 provincial departments/institutions and 662 district offices.

8.1 Public Amenities

In 2022, 88 percent of provincial departments/institutions had washrooms for women, 68 percent had female prayer areas and 34 percent had daycare centres. On the other hand, 56 percent district offices had washrooms for women, 32 percent had female prayer areas and 44 percent had daycare centres.

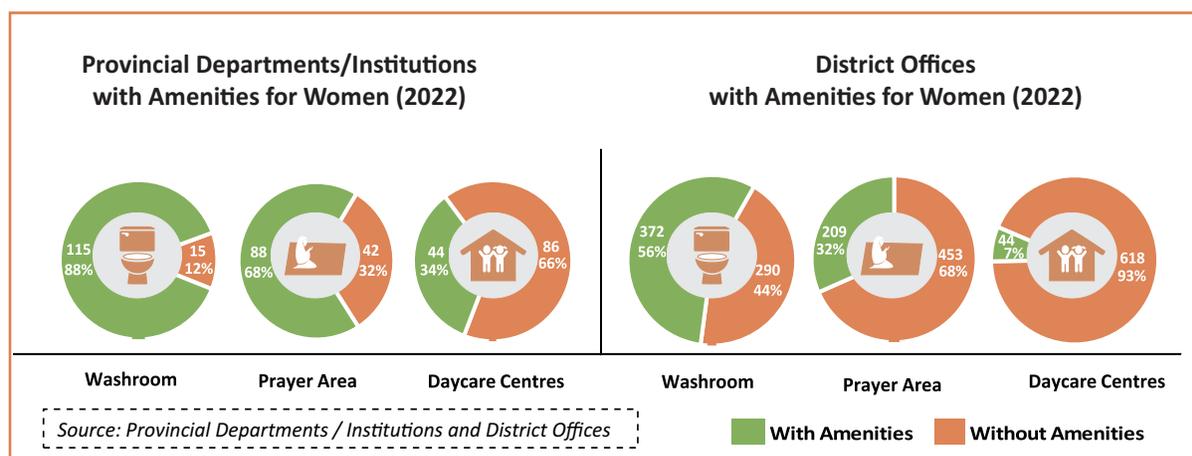


Figure 8.1

Additionally, from 2021 to 2022, the Women Development Department (WDD) reported a 40 percent increase in the number of daycare centres functioning under it, from 36 centres in 2021 to 60 in 2022.

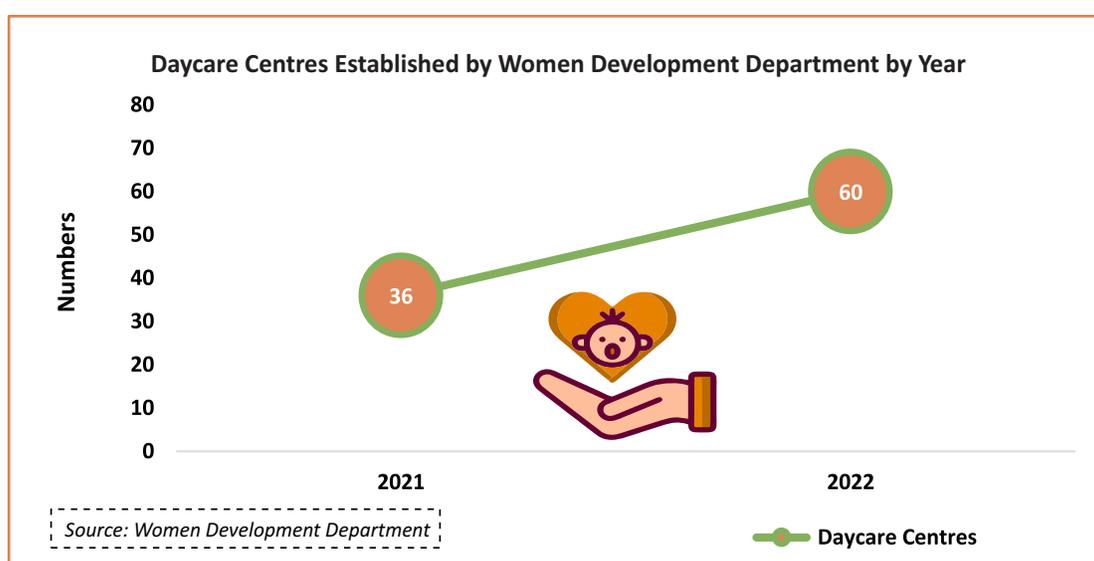


Figure 8.2

Further, of the 16 districts with WDD daycare centres, Lahore had the highest number (14) while Chakwal, Chiniot, Hafizabad, Okara, Sialkot and Gujranwala had one centre each.

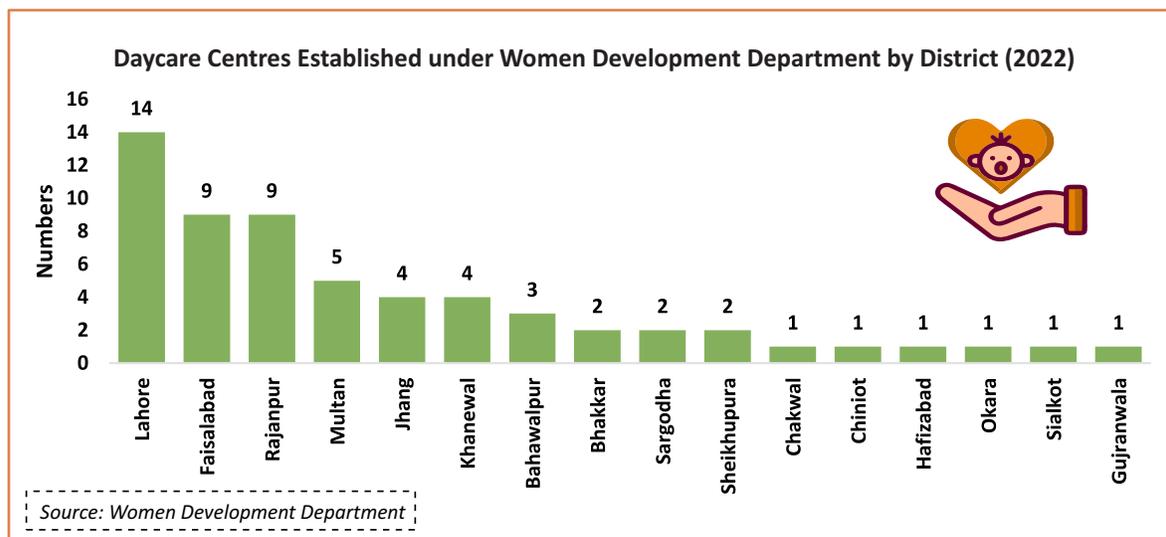


Figure 8.3

8.2 Hostel Facilities

8.2.1 Public and Private Hostels

In 2022, there were 13 provincial departments/institutions and 22 district offices whose female employees resided in public hostels. 1,411 working women from provincial departments/institutions and 284 women working at district offices availed this facility.

On the other hand, 330 female employees from 16 provincial departments/institutions and 57 women working across 11 district offices resided in private hostels. This shows the great demand for working women hostels and the need for more public hostels to be created to accommodate working women.

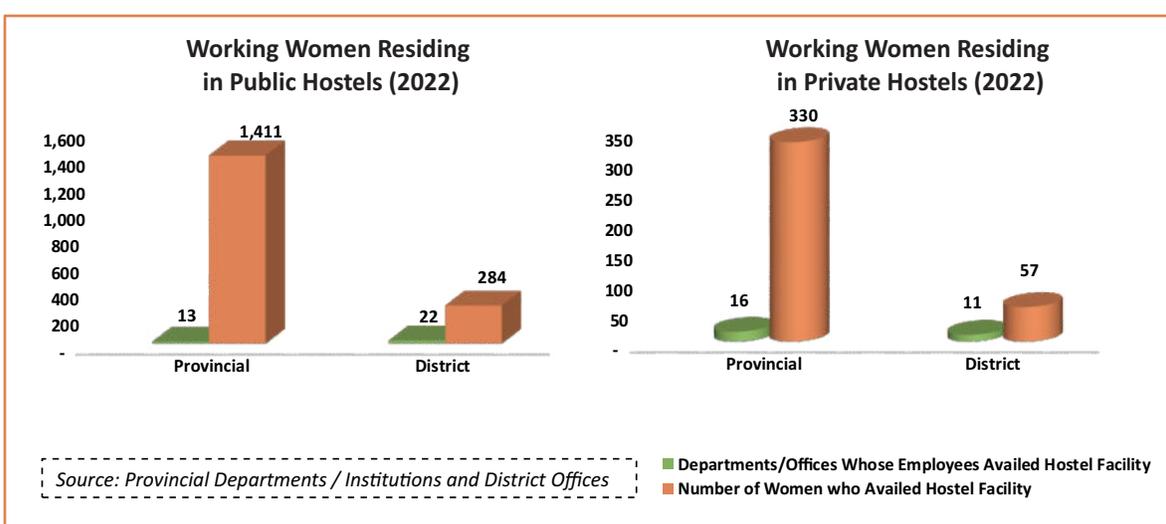


Figure 8.4

8.2.2 Established by Women Development Department

In 2022, WDD was operating 16 hostel facilities. These were utilized by a total of 712 women, with the highest number of residents (181) in Muzaffargarh. Overall, only 12 districts had hostel facilities for women, with Lahore having four, Rawalpindi with two and the rest with one hostel.

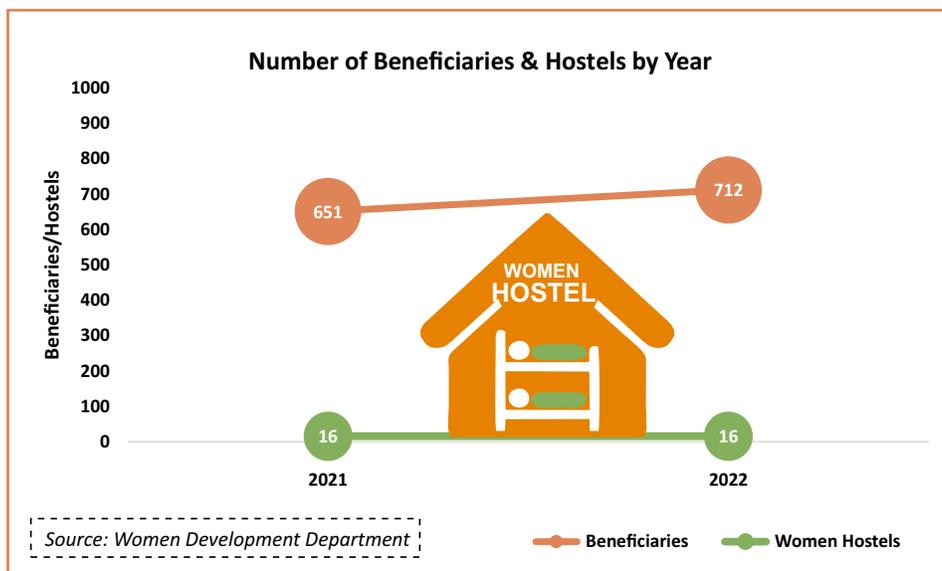


Figure 8.5

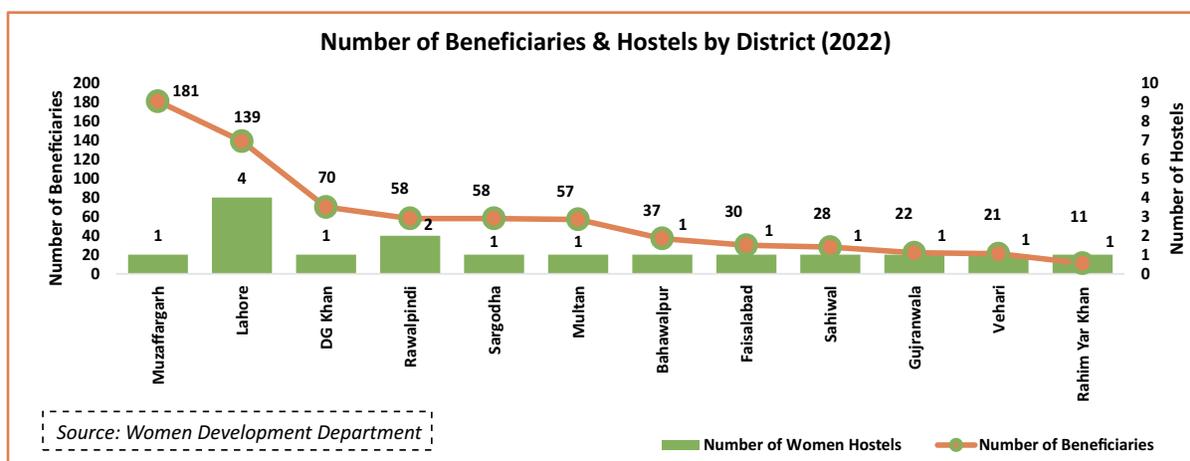


Figure 8.6

8.3 Women Development Centres

In 2022, 10 women development centres were operating under WDD, thereby registering a 20 percent increase since the previous year.

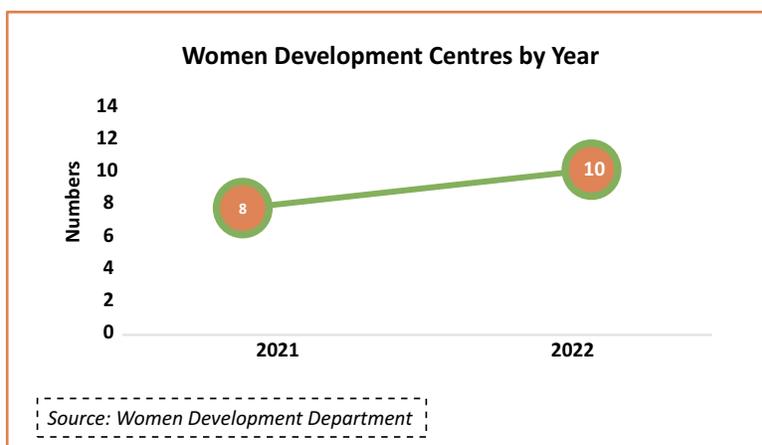


Figure 8.7

Of the 10 women development centres, there were three in Rawalpindi, two in Faisalabad and one each in Bahawalpur, DG Khan, Multan, Okara and Sialkot.

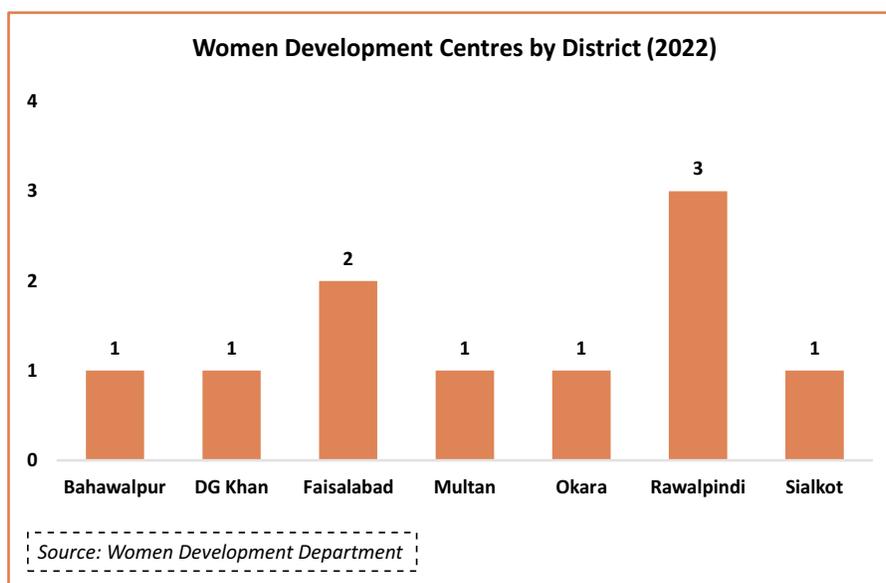


Figure 8.8

8.4 Accommodations

8.4.1 Age Relaxation

To promote women's economic participation, the Punjab Women Empowerment Package 2012 allows age relaxation to women at the time of induction in the public sector. This includes a 3-year relaxation in addition to the general relaxation over the regular age limit. In 2022, the age relaxation allowance was availed in 13 provincial departments/institutions by 39 women and in 18 district offices by 46 women.

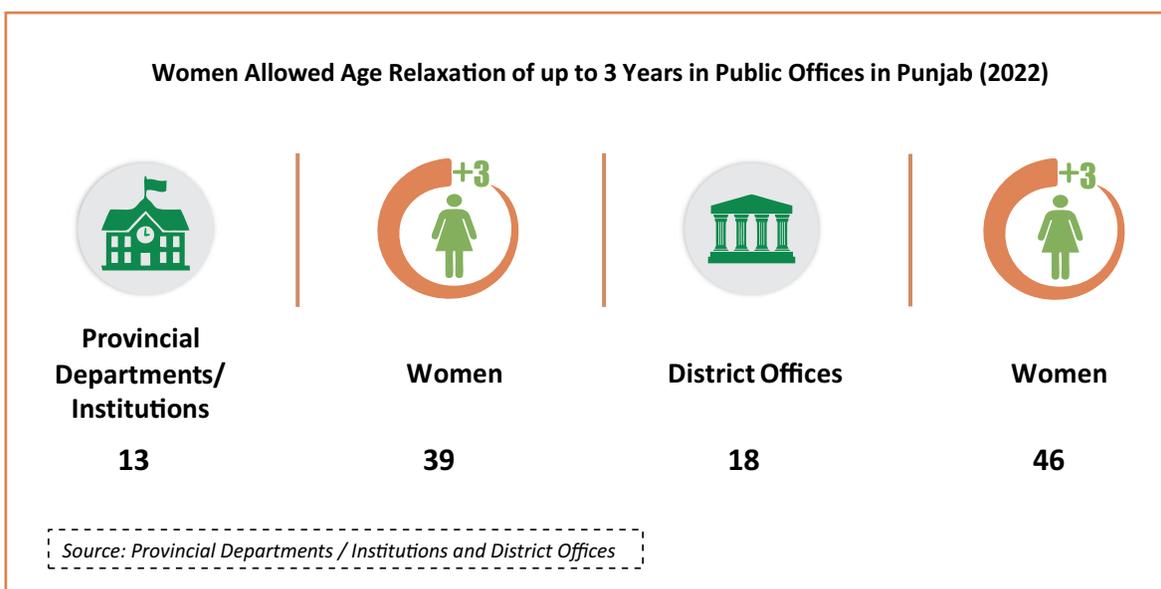


Figure 8.9

8.4.2 Maternity Leave

In 2022, maternity leave was availed in 88 provincial department/institutes and 178 district offices. Consequently, this benefit served a total of 3,111 female employees, 1,519 from provincial departments/institutes and 1,592 from district offices.

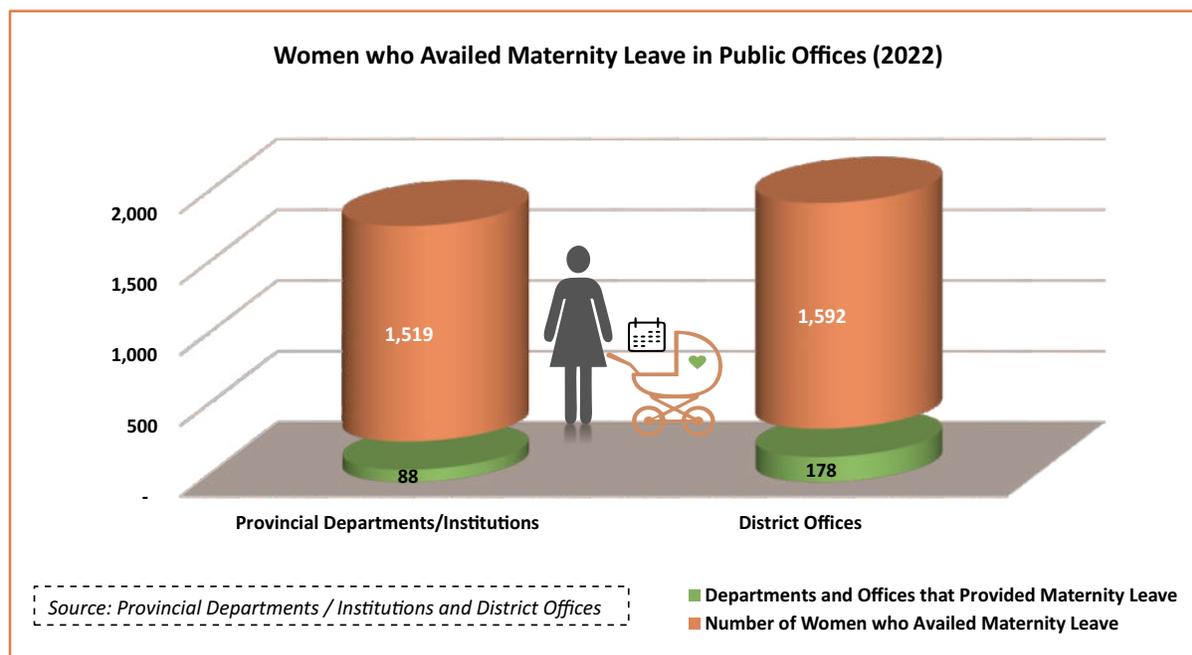


Figure 8.10

8.4.3 Paternity Leave

In 2022, there were 83 provincial departments/institutes and 152 district offices where employees took advantage of the paternity leave such that 1,586 and 837 employees respectively availed the benefit.

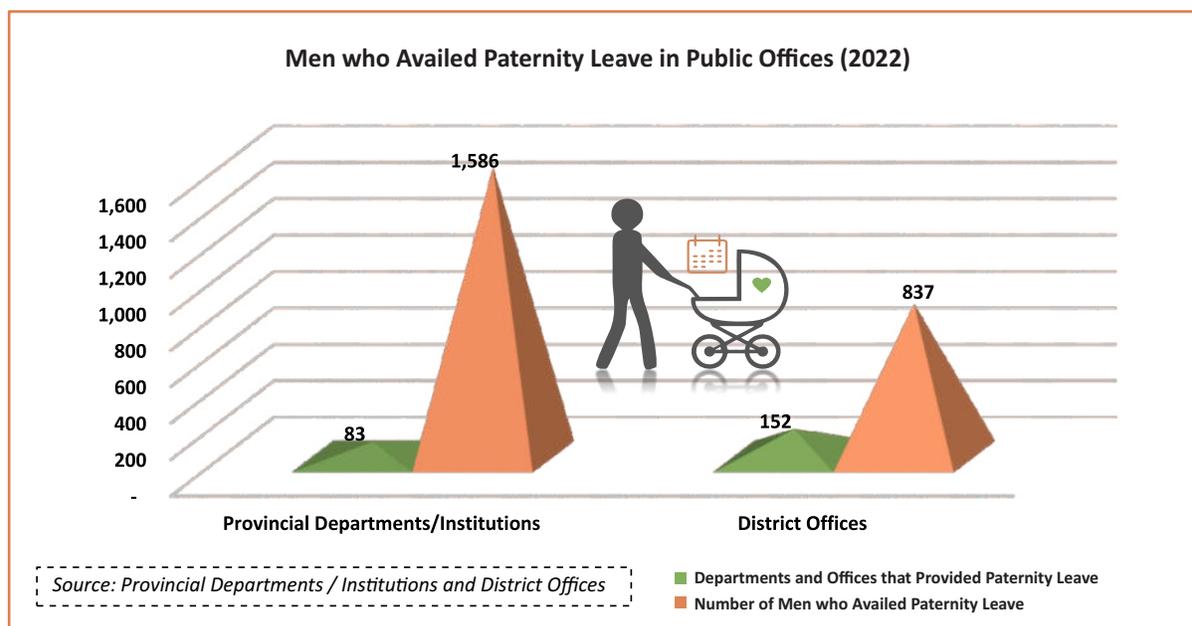


Figure 8.11

8.4.4 Ramp Access

There were 75 such provincial departments/institutions that had ramp access while 55 did not. On the other hand, 267 district offices had ramp access while 395 did not.

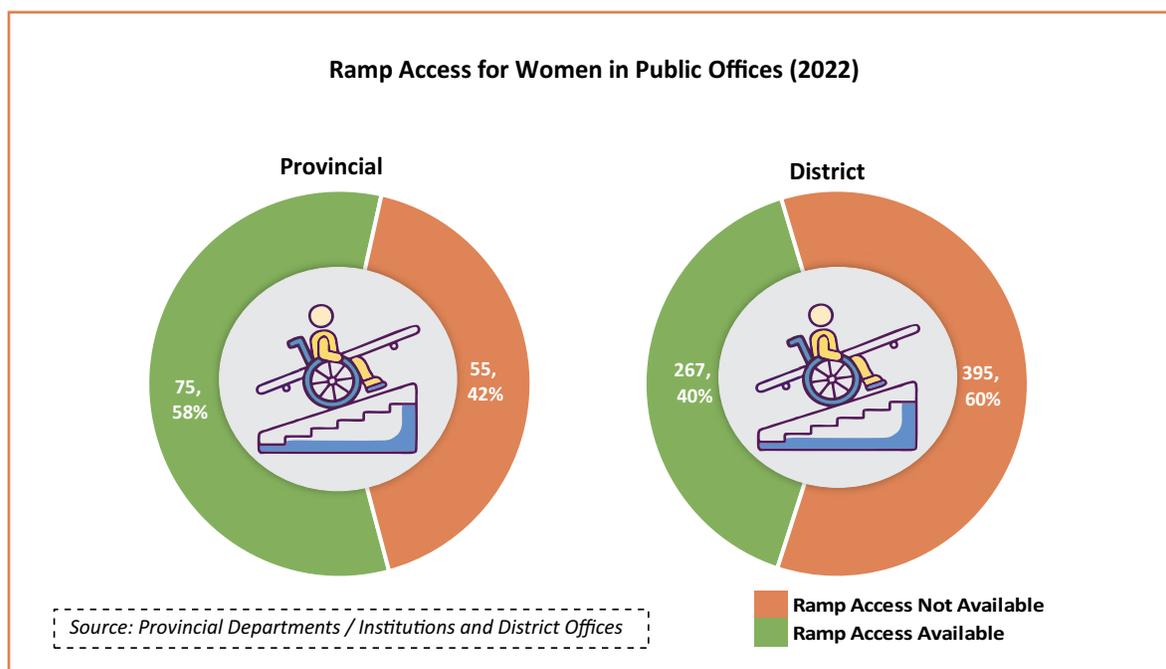


Figure 8.12

8.4.5 Washrooms for People with Disabilities

In 2022, 46 percent provincial departments/institutes had washrooms for PWD while 54 percent did not. Similarly, only 27 percent of district offices had washrooms for PWD while 73 percent did not.

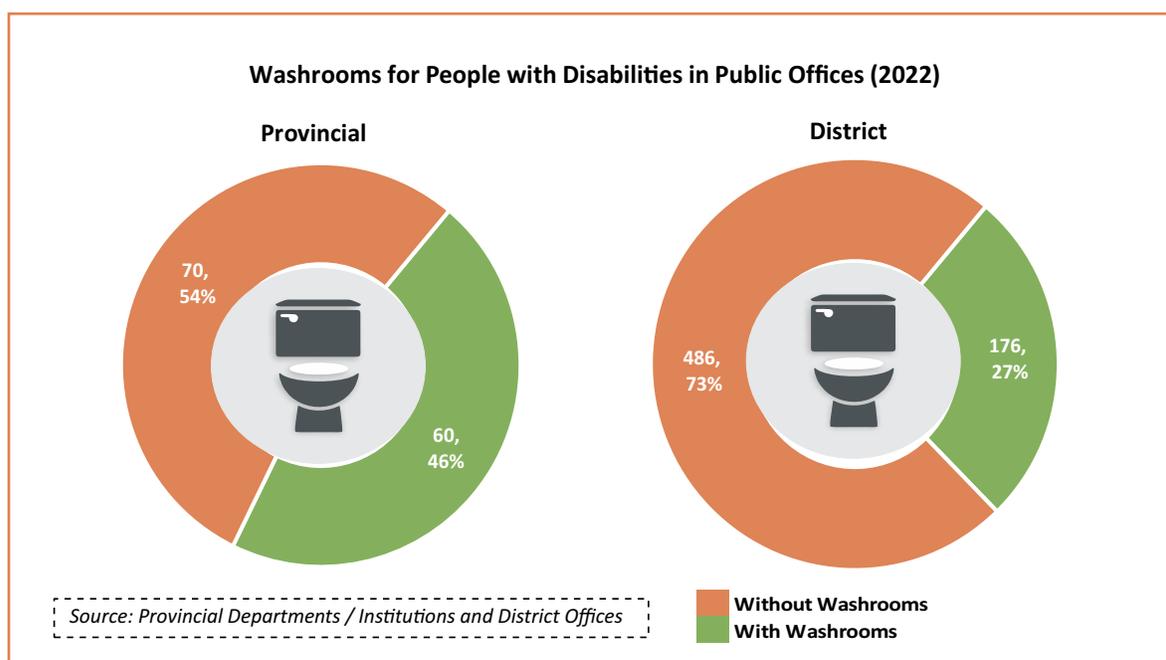


Figure 8.13

8.5 Special Provisions

8.5.1 Beneficiaries of Wedlock Policy

In 2022, of all gazetted officers from provincial departments/institutions who availed transfers or postings under the Wedlock Policy, 36 percent were male while 64 percent were female. A similar trend was seen for gazetted officers from district offices where 16 percent of employees who benefited from the policy were male while the remaining 84 percent were female.

Of non-gazetted employees at provincial departments/institutes who benefited from the Wedlock Policy, 70 percent were male while 30 percent were female. On the other hand, in district offices, of those who availed this advantage, 23 percent were male, and 77 percent were female.

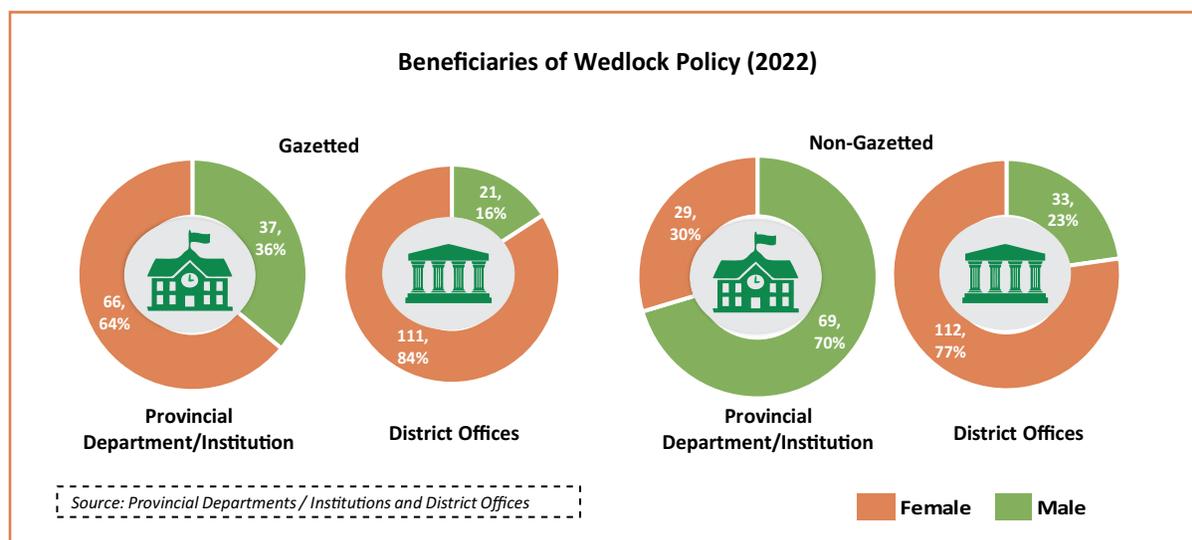


Figure 8.14

8.5.2 Gender Mainstreaming Committee

Out of a total of 130 provincial departments/institutions, only 29 had gender mainstreaming committees. Similarly, of a total of 662 district offices, only 94 had such committees.

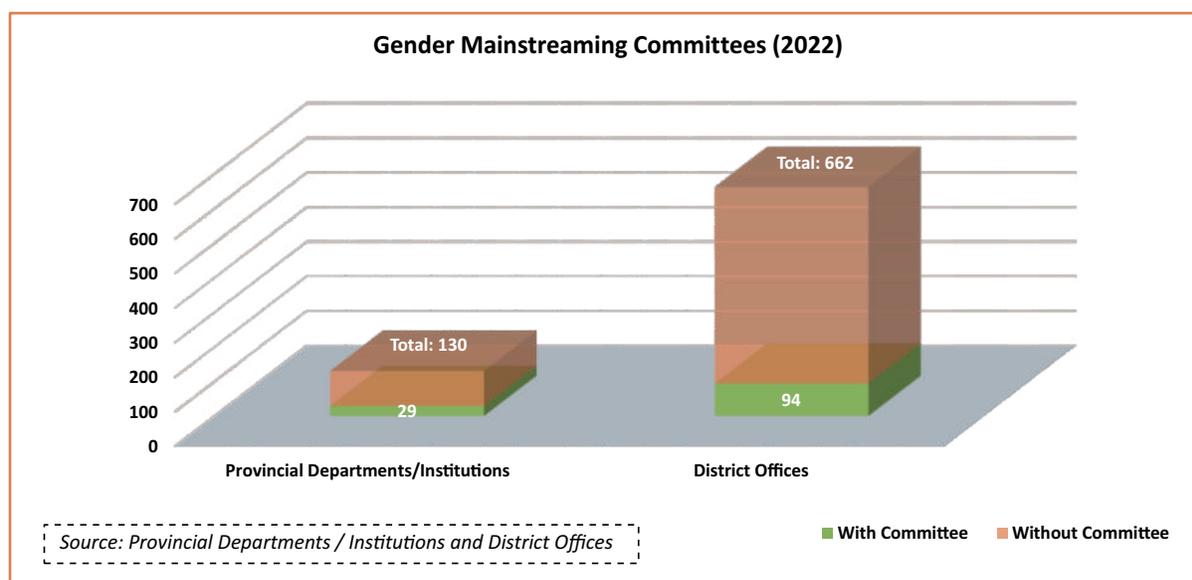


Figure 8.15

56 percent of members of gender mainstreaming committees in provincial departments/institutions were male while 44 percent were female. On the other hand, 54 percent of members of gender mainstreaming committees in district offices were male while 46 percent were female.

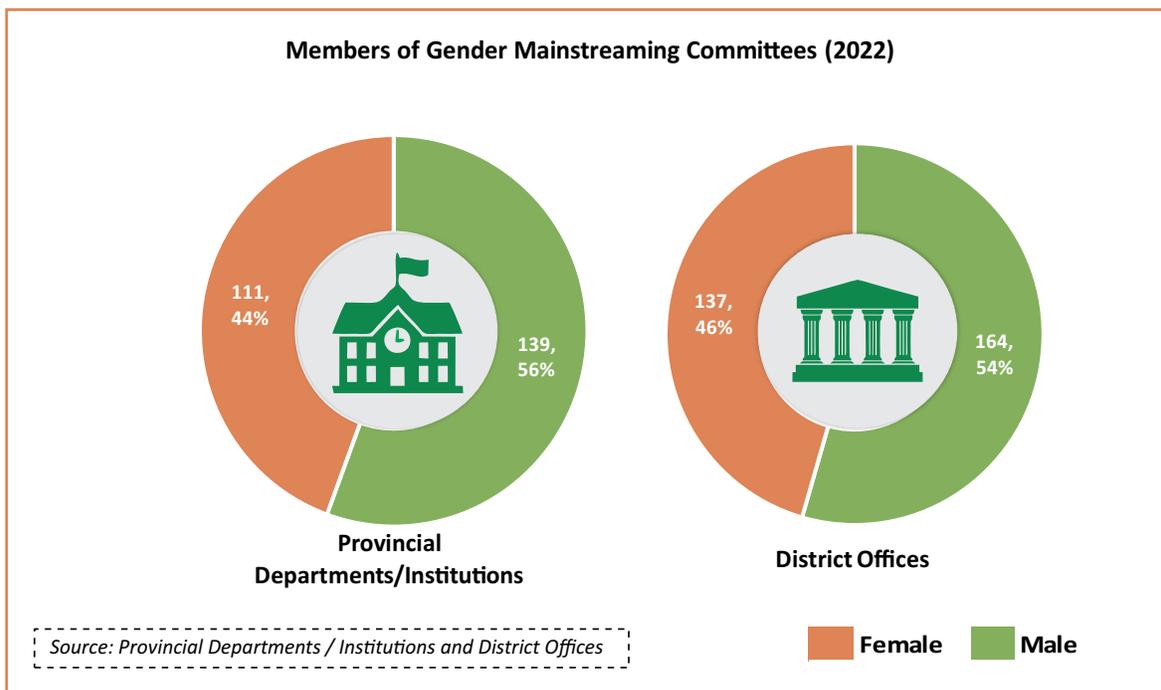


Figure 8.16

8.5.3 Workplace Harassment Committee

In 2022, 63 percent of provincial departments/institutions and only 34 percent of district offices had a workplace harassment committee.

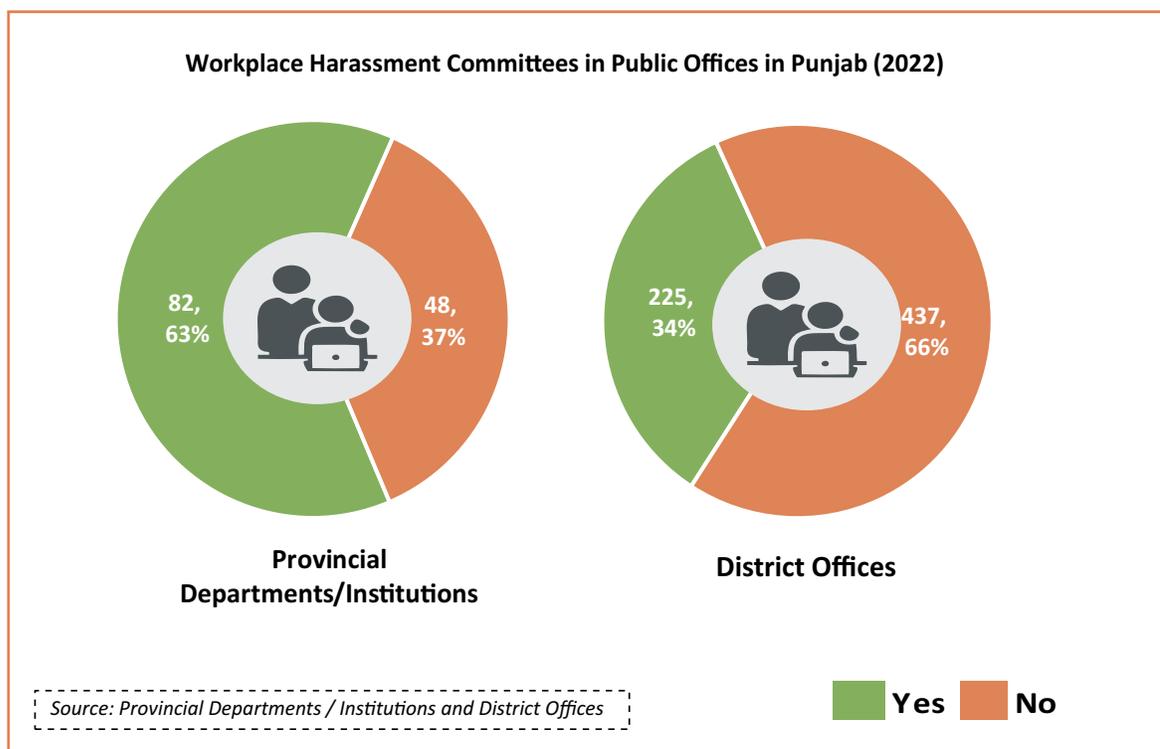


Figure 8.17

Of these, committees in provincial departments/institutions had a total of 424 male members and 417 female members. Similarly, committees in district offices had 349 male members and 358 female members.

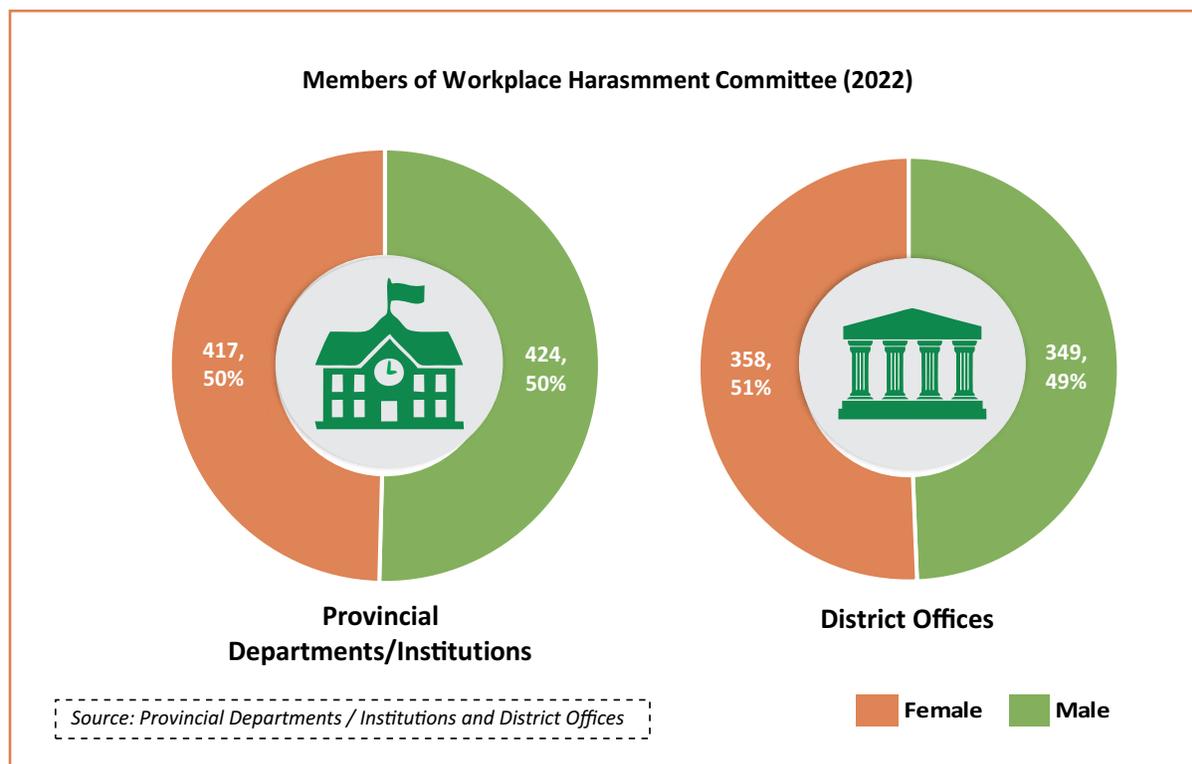


Figure 8.18

In 2022, of the provincial departments/institutes that had workplace harassment committees, 18 received complaints. Overall 69 percent (58 out of 84) complaints were addressed.

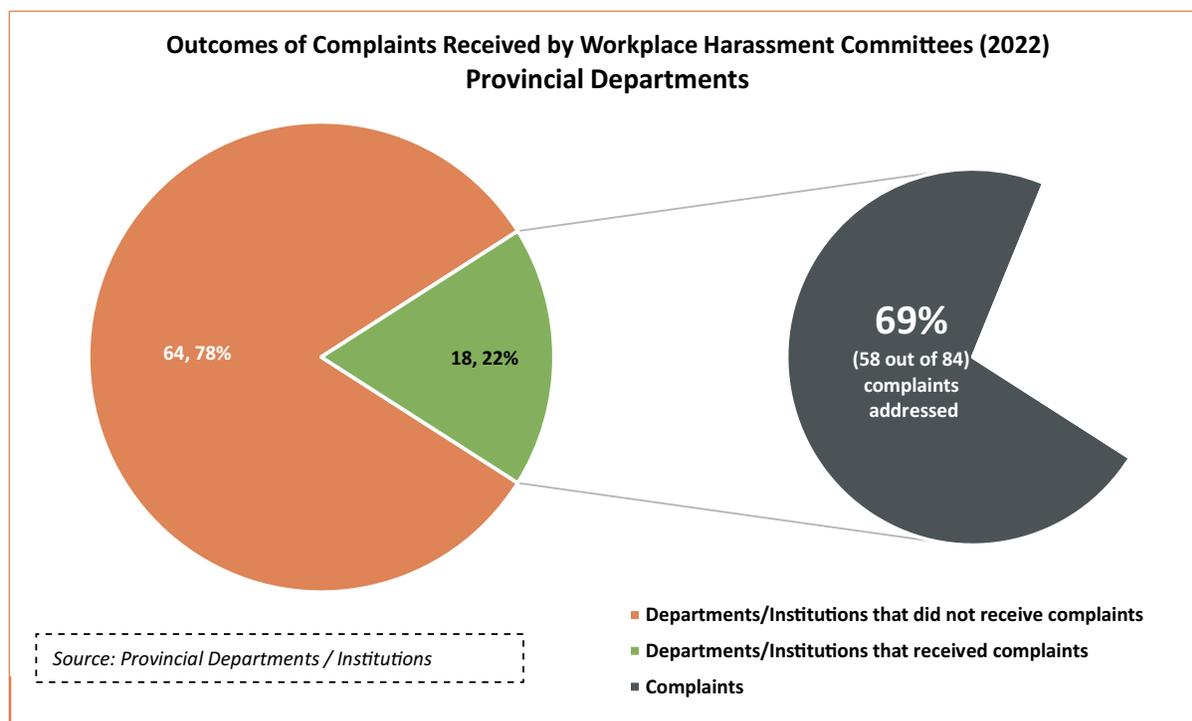


Figure 8.19

Additionally, of the district offices that had workplace harassment committees, 17 received complaints and 91 percent (29 out of 32) complaints were addressed.

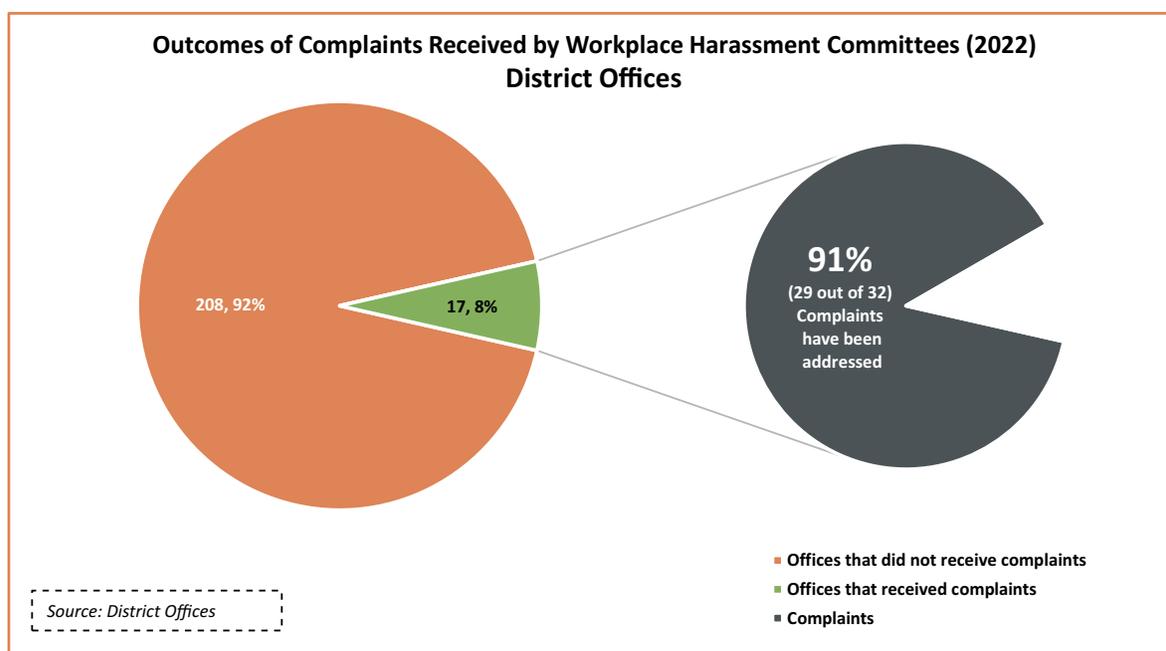


Figure 8.20

8.5.4 Code of Conduct under Punjab Protection Against Harassment of Women at Workplace Act (2012)

50 percent of provincial departments/institutions had displayed the Code of Conduct as mandated by the Punjab Protection Against Harassment of Women at Workplace Act (2012). On the other hand, only 31 percent of district offices had displayed the code of conduct while 69 percent had not.

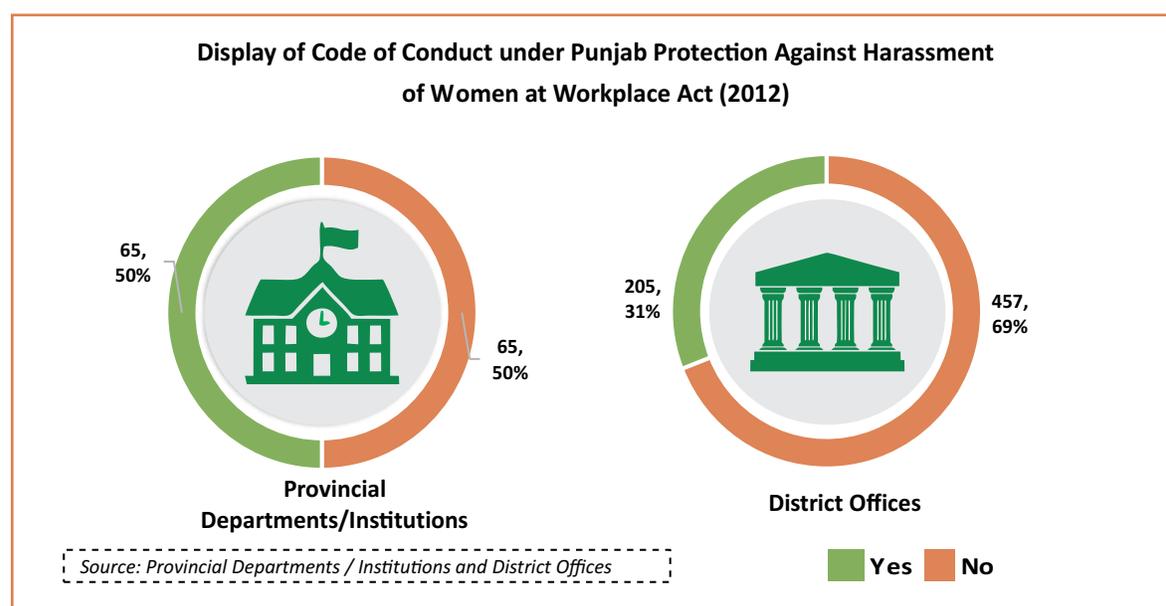


Figure 8.21

8.5.4.1 Number of Inquires

In 2022, there were 5 provincial departments/institutes and 1 district office where inquiries were in-process under the Punjab Protection Against Harassment of Women at Workplace Act (2012). Of the total 15 inquires, 10 were in provincial departments/institutes and five were in district offices.

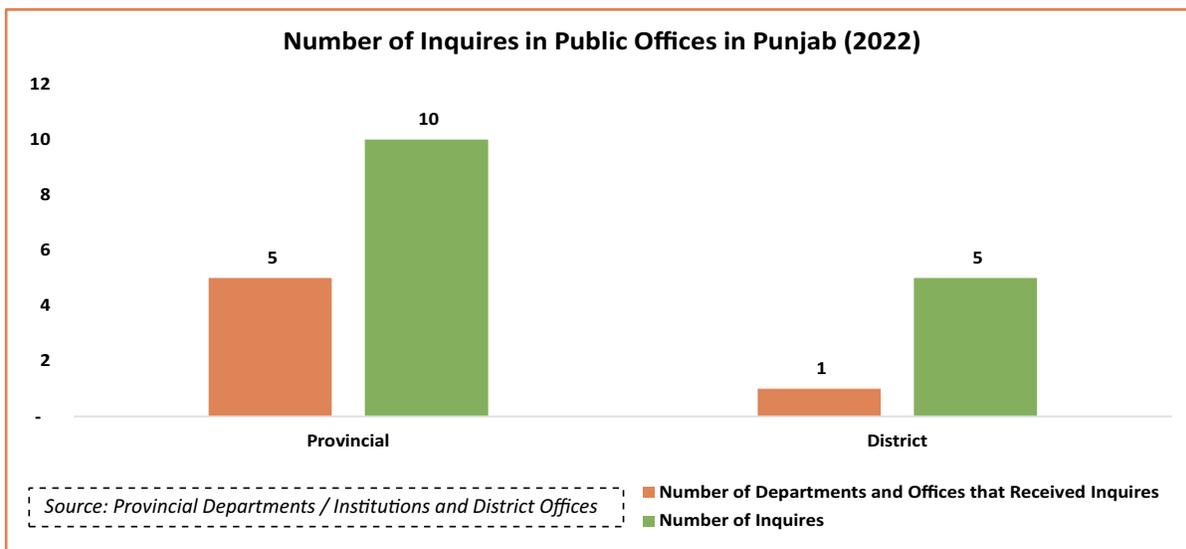


Figure 8.22

8.5.5 Women's Representation

The Punjab Women's Empowerment Package 2012 requires all boards, committees, and task forces in public offices of Punjab to have 33 percent representation of women. In 2022, 30 percent of district offices had boards that were compliant with the requirement, 62 percent had committees with at least 33 percent representation of women and 48 percent had task forces that were compliant.

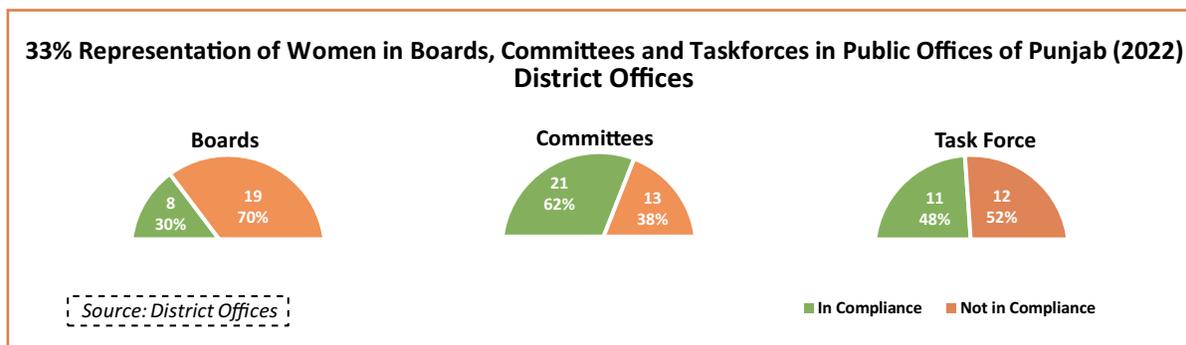


Figure 8.23

Further, 31 percent of provincial departments had boards in compliance with the requirement, 14 percent had committees and 50 percent had task forces with at least 33 percent representation.

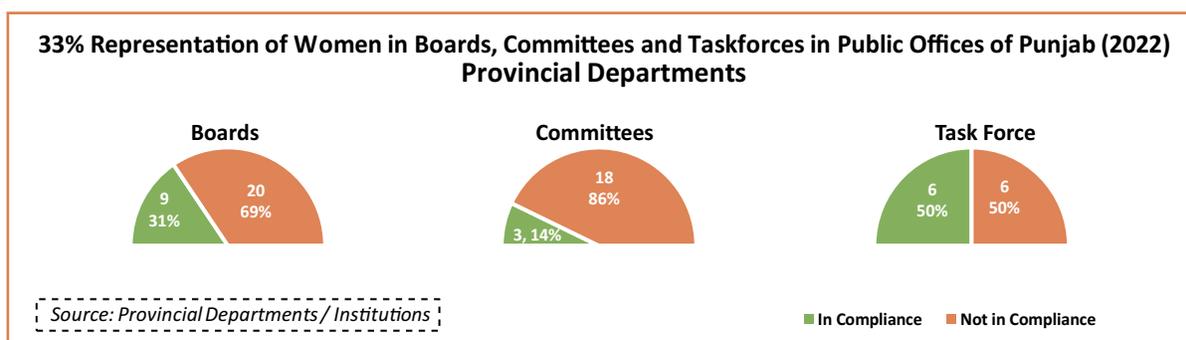


Figure 8.24



**ADP
SCHEMES**

Financial Inclusion of Women by Bank of Punjab (BOP)

According to the data provided by The Bank of Punjab, the institution has taken various initiatives to promote financial inclusion of women. These include launching BOP Naaz, conducting gender sensitivity training for bank staff, sponsoring women sports events, and entering into partnerships with various public and private entities to support women's economic participation.

Financial Inclusion of Women by Bank of Punjab

BOP Naaz



Product Offering

- Current Account with free features
- Saving Account with tier-based profit rates
- Lending with Markup rate cuts and fee concessions
- Naaz debit card - exclusive discounts and cashback on grocery shopping
- Comprehensive insurance coverage (critical illness, school fee, and home expenditure continuation)
- Beyond banking events



Service Delivery

- Over 400 Women Champions deployed to over 300 locations
- Dedicated branches for women launched in major cities Lahore and Islamabad
- Running the following programs under the umbrella of PSPA & PESSI to aid branchless banking accounts for women:
 - Zewar e Taleem
 - Bahimmat Bazurg
 - Health & Nutrition



Gender Sensitivity Training conducted for 64% of bank staff through virtual and in-person sessions

Sponsorships

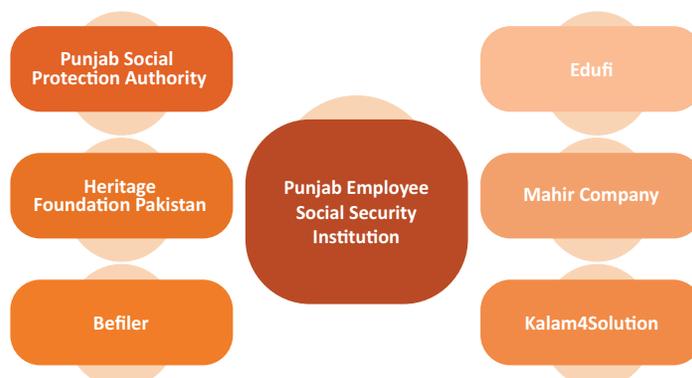


2 female athletes participating in the Special Olympics World Games Sponsored



Talent hunt program organized in collaboration with Lahore Qalandars
 Friendly match sponsored between BOP/Kinnaird College and Lahore Qalandars

Partnerships



Source: Bank of Punjab

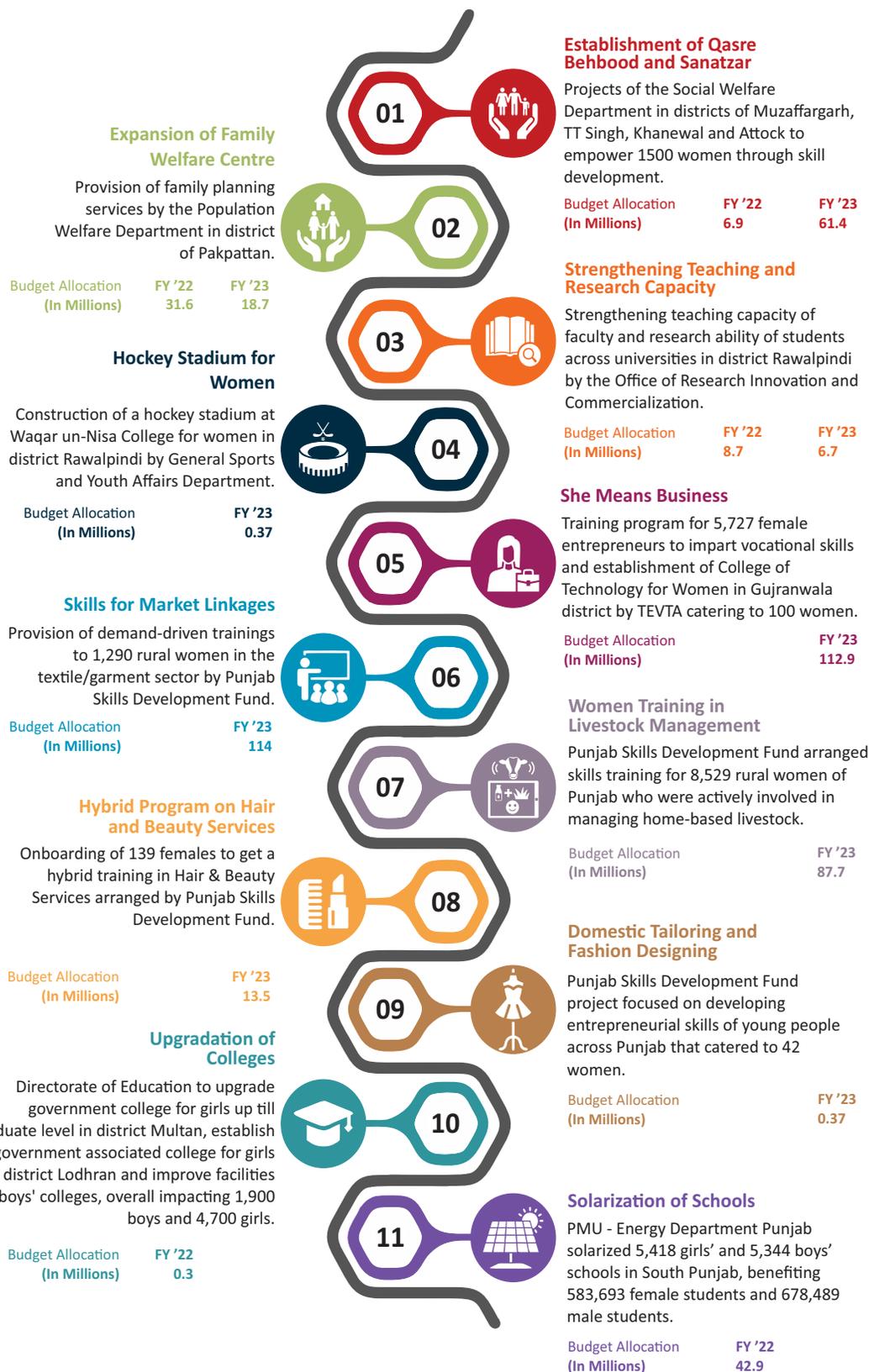
Annual Development Programmes Proposed in Budget



Source: Annual Budget Statements, Punjab (FY'22 & FY'23)

(Amount In Rupees)

Schemes/Initiatives Related to Gender Development or Women's Empowerment



Source: Provincial Departments / Institutions and District Offices

(Amount In Rupees)



04

Appendix A

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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.

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Maria is an Advocate by profession. She holds a deep interest in policy-making, gender analysis and capacity building.

RESEARCH ANALYST



Ms. Fatima Jawad Syed

Fatima is an aspiring social entrepreneur with a vast experience of serving marginalized communities in Pakistan. She holds an MS degree in Nonprofit Management from Columbia University.

RESEARCH ANALYST



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