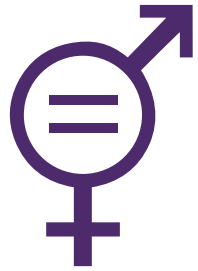


PUNJAB
Gender
PARITY REPORT
— 2016 —



Punjab Commission
on the Status of Women



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Punjab Commission on the Status of Women

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DISCLAIMER

The Punjab Gender Parity Report 2016 has been prepared to encourage research to generate information, analysis and studies as well as to maintain a database relating to women and gender issues. The report is produced with official data provided by Government Departments/Government organizations. While the Punjab Commission on the Status of Women (PCSW) has checked the data provided to the fullest possible extent, the responsibility of the accuracy of information provided lies with original providers of data.

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FOREWORD



Khawar Mumtaz

Women's Rights Activist & Former Chairperson National Commission for the Status of Women

Discrimination against women is a major obstacle in the way of Pakistan's quest for prosperity and the well-being of its citizens. Women's importance is often undermined and their role in the development process is often not acknowledged.

A truly empowered female population of Pakistan is the key to both economic prosperity and the development of the country as a progressive, modern state. Notwithstanding constitutional provisions and international commitments to gender equality, indicators showing status of women generally portray dismal picture in Pakistan. Concrete steps are needed to change this situation which necessitates regular collection of data and its analysis.

The Punjab Gender Parity Report (PGPR), the first of its kind, is a step in the right direction. It is a document that will serve as a comprehensive analytical aid for women rights in Punjab. The Gender Management Information System will serve as a repository of the data, a comprehensive web-based databank that will complement the report. The aim of the PGPR is to highlight major areas of concern with regard to women's rights. Recommendations have also been given at the end of each chapter with an aim to improve the situation in areas where significant disparity is noted. Data collection will be a continuous process and information will be collected in the Gender MIS throughout the year. With a regular data collection system in place, subsequent PGPRs will have an even better comparative foundation and will be more comprehensive every year.

Punjab Commission on the Status of Women, the Urban Unit and the team that developed the Gender MIS deserve compliments for their efforts. This is a big step towards moving from rhetoric to reality. I welcome the PCSW's plans to institutionalize this initiative and publish the PGPR on an annual basis on 8th of March, the International Women's Day.

FOREWORD

PREFACE



Fauzia Viqar

Chairperson
Punjab Commission on
the Status of Women (PCSW)

Punjab Gender Parity Report 2016 provides a comprehensive analytical study of the status of women in the Punjab for the first time. It illustrates the socio-economic well-being of women in Punjab, through an examination of about 300 indicators spanning all the significant areas of a woman's life. The main thematic areas covered in the report include demographics and governance, health, education, economic opportunities, legal rights and violence against women.

There are significant development gains to be made in ensuring women's equitable access to and control over resources critical for good governance. This includes resources needed to manage economic growth, poverty eradication and the wellbeing of families and communities. Whereas inequality in access to resources represents a challenge that has implications at the individual, family, community and national level.

Recent reporting on Pakistan's international conventions and instruments has demonstrated the governments' seriousness about commitment to human rights and women's empowerment. Punjab Commission on the Status of Women, established in 2014, is reflective of this commitment of the government to promote empowerment of women. Punjab Gender Parity Report 2016 facilitates tracking of the status of international commitments and implementation of legislation. It reviews the status of implementation of the Punjab Women Empowerment Package 2012 and subsequent Punjab Women Empowerment Initiatives 2014 in a systematic manner. Analysis and recommendations arising from the report will be taken forward by the Commission to concerned institutions, for devising appropriate gender-sensitive policies and programs that will assist in achieving the government of Punjab vision of removing discrimination and promoting full participation of women in public and private spheres.

It is my hope that the Punjab Gender Parity Report will contribute to an educated understanding of implications of gender inequality in areas vital to the progress of Punjab in particular and Pakistan as a whole. A vibrant, empowered female population truly holds the key to prosperity. Punjab Commission on the Status of Women is firmly committed to women's rights and our ultimate goal is to end disparity between genders across all walks of life. This report is a significant step towards achieving that goal.

ACKNOWLEDGEMENTS

The Punjab Commission on the Status of Women (PCSW) would like to extend its sincere gratitude to everyone who assisted in development of the first Punjab Gender Parity Report.

Firstly, we are thankful to Development Alternatives Incorporated (DAI) and its 'Enhanced Democratic Accountability and Civic Engagement (EDACE)' program for the financial support and guidance provided during project implementation.

We would like to express our appreciation towards The Urban Unit who hired a team to work exclusively on this project and provided full time support to accomplish the development of this report.

We are also grateful to members of the Technical Working Group for the provision of expertise and analytical support in the finalization of the Indicators Framework and the report.

Finally, we would like to thank all Federal and Provincial Government Departments who facilitated data collection process. In particular, we would like to express our gratitude towards the District Offices of all 36 districts of the Punjab who provided unconditional access to the information at their disposal.

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PREFACE

Abbreviations and Acronyms

A

ADC
Additional District Collector
AEPAM
Academy of Education Planning and Management
ANC
Antenatal Care
ATM
Automated Teller Machine

B

BEIS
Basic, Economic, Infrastructure and Socio-cultural
BHU
Basic Health Unit
BNP
Balochistan National Party
BOP
Bank of Punjab

C

CEDAW
Convention on the Elimination of All Forms of Discrimination against Women
CM
Chief Minister
CMSES
Chief Minister's Special Employment Scheme
CNIC
Computerized National Identity Card
CPD
Continuous Professional Development
CSO
Civil Society Organization

D

DCO
District Coordination Officer
DD
Developed District
DFID
Department for International Development
DSD
Directorate Staff Development

E

EDO
Executive District Officer
ECP
Election Commission of Pakistan
EOBI
Employees Old-Age Benefits Institution
ETR
Effective Transition Rate

F

FWBL
First Women Bank Limited

G

GDP
Gross Domestic Product
GE
General Election
GIZ
Gesellschaft für Internationale Zusammenarbeit - GmbH
GMIS
Gender Management Information System
GPI
Gender Parity Index

H

HBW
Home Based Worker
HIV
Human Immunodeficiency Virus
HSSC
Higher Secondary School Certificate

I

IMR
Infant Mortality Rate
IRMNCH
Integrated Reproductive Maternal Newborn Child Health & Nutrition

L

LBW
Low Birth Weight

LCCI
Lahore Chamber of Commerce and Industry
LDD
Less Developed District
LG&CD
Local Government and Community Development
LGO
Local Government Ordinance
LHW
Lady Health Visitor
LHW
Lady Health Worker
LT
Long Term

M

MDGs
Millennium Development Goals
MFI
Microfinance Institution
MMR
Maternal Mortality Rate
MNCH
Maternal Newborn Child Health and Nutrition
MPDD
Management and Professional Development Department
MQM
Muttahida Quami Movement

N

NA
National Assembly
NADRA
National Database and Registration Authority
NCSW
National Commission on the Status of Women
NEP
National Education Policy
NGO
Non Governmental Organization

P

PA
Provincial Assembly of the Punjab
PBS
Pakistan Bureau of Statistics
PCSW
Punjab Commission on the Status of Women
PCTB
Punjab Curriculum and Textbook Board
PDHS
Pakistan Demographic and Health Survey
PEEF
Punjab Educational Endowment Fund
PESSI
Punjab Employees Social Support Institution
PGPR
Punjab Gender Parity Report
PGS
Punjab Growth Strategy
PML
Pakistan Muslim League
PPP
Pakistan People's Party
PPPP
Pakistan People's Party Parliamentarians
PTI
Pakistan Tehreek i Insaaf
PSDF
Pakistan Skills Development Fund
PSLM
Pakistan Social and Living standards Measurements
PSIC Punjab Small Industries Cooperation
PWVB
Punjab Workers' Welfare Board
PWEI
Punjab Women's Empowerment Initiative
PWEP
Punjab Women's Empowerment Package
PML- N
Pakistan Muslim League - Nawaz
PML-Z
Pakistan Muslim League - Zia

PPP

Pakistan People's Party
PPPP
Pakistan People's Party Parliamentarians
PTI
Pakistan Tehreek i Insaaf
PSDF
Pakistan Skills Development Fund
PSLM
Pakistan Social and Living Standards Measurements
PSIC
Punjab Small Industries Cooperation
PWVB
Punjab Workers' Welfare Board
PWEI
Punjab Women's Empowerment Initiative
PWEP
Punjab Women's Empowerment Package

R

RA
Research Assistant
RR
Replacement Rate
RHC
Rural Health Centre
RSP
Rural Support Program
RTI
Right to Information

S

SBP
State Bank of Pakistan
SDGs
Sustainable Development Goals
SME
Small and Medium Enterprise
SMU
Special Monitoring Unit
SWD
Social Welfare Department

T

TFR
Total Fertility Rate
TMA
Tehsil Municipal Authority
TMO
Tehsil Municipal Officer

U

UC
Union Council
UN
United Nations
UNESCO
United Nations Educational, Scientific and Cultural Organization
UNHRC
United Nations Human Rights Council

W

WDD
Women's Development Department
WEF
World Economic Forum
WHO
World Health Organization
WOW
Women on Wheels
WWB
Workers Welfare Board

Z

ZTBL
Zarai Taraqiati Bank Limited

Glossary

ACADEMIC DEGREE

Any of a wide range of status levels conferred by institutions of higher education, such as universities normally as the result of successfully completing a program of study

ACADEMIC INSTITUTION

An educational institution dedicated to higher education and research which grants academic degrees

ACCESS TO JUSTICE

The ability of people to seek and obtain a remedy through formal or informal institutions of justice for grievances in compliance with human rights standards

ACCUSED

A person charged with a crime

ACID BURNING

Whoever with the intention or knowingly causes or attempts to cause hurt by means of a corrosive substance which is deleterious to human body when it is swallowed, inhaled, comes into contact or received into human body or otherwise shall be said to cause hurt by corrosive substance

ACQUITTED/ACQUITTAL

A decision by a judge that a person accused of a crime is not guilty

ADULT LITERACY RATE

The proportion of the adult population aged fifteen years and over that is literate

AGRICULTURE EXTENSION SERVICE

Service or system which assists farm people, through educational procedures, in improving farming methods and techniques, increasing production efficiency and income, bettering their levels of living and lifting the social and educational standards of rural life

AMENDMENT

A proposed change in pending legislation by adding, deleting or modifying material

ASSESSMENT

The process of documenting, usually in measurable terms, knowledge, skills, attitudes and beliefs

AYAS

Basic workers from within communities who are available locally and on short notice for emergency assistance to doctors

BEIS TYPOLOGY

A classification system for government functions that is used to categorize senior ministers, junior ministers and ministries and their staff in different fields of action. It consists of four different categories: (i) Basic functions (foreign and internal affairs, defense, justice) (ii) Economy (finance, trade, industry, agriculture) (iii) Infrastructure (transport, communication, environment) (iv) Socio-cultural functions (social affairs, labour, health, children, family, youth, elderly, older, people, education, science, culture)

BENCHMARK

A standard for judging performance

BILL

A proposal for a new law, for the amendment or repeal of an existing law, or for appropriation of public money

CAESAREAN SECTION

A surgical operation for delivering a child by cutting through the wall of the mother's abdomen

CIVIL SOCIETY

The wide range of citizens' associations that exist in virtually all countries to provide benefits, services or political influence to specific groups within society. Civil Society Organizations include business forums, faith-based associations, labour unions, local community groups, non-governmental organizations, philanthropic foundations and think tanks

CODE OF CONDUCT

A set of rules outlining the responsibilities of or proper practices for an individual or organization. In the electoral context, these are applicable to candidates, political parties and other stakeholders

COHORT

A particular group of people with something in common

CONDEMNED PRISONER

A prisoner who has been sentenced to death by a court of law

CONTRACEPTIVE PREVALENCE RATE

The proportion of women of childbearing age (15–49 years) using some form of modern contraception methods

CONVICTED/CONVICTION

The formal decision of a criminal trial which finds the accused guilty

CURRICULUM

The set of courses and their contents offered by an institution such as school or university

DAIS

Skilled birth attendants who assist WMOs and LHVs during delivery

DEMOGRAPHIC

A characteristic used to classify people for statistical purposes, such as age, race, or gender

DEMOGRAPHY

The study of the size, territorial distribution, and composition of population, changes therein, and the components of such changes

DROPOUTS

Students who leave without completing matriculation

EDUCATIONAL ATTAINMENT

Highest level of schooling that a person has reached

EFFECTIVE TRANSITION RATE FROM PRIMARY TO SECONDARY EDUCATION

Probability that a pupil in the last grade of primary education makes the transition to secondary general education

EMPLOYEES

All those workers who hold 'paid employment jobs'. These are jobs where the incumbents hold explicit (written or oral) or implicit employment contracts which give them a basic remuneration that is not directly dependent upon the revenue of the unit for which they work (this unit can be a corporation, a non-profit institution, a government unit or a household)

ENROLLMENT

The act of complying with state and local requirements of registration or admission of a child for attendance in a school

FEMALE POLICE STATIONS

Police stations staffed with female police officers

FINAL ELECTORAL ROLLS

A list containing names of all those, who are registered as voters under the Electoral Rolls Act, 1974 as eligible voters (18 years and above in age) and hold a Computerized National Identity Card issued by the National Database and Registration Authority in a particular area

FIRST INFORMATION REPORT

An account of a cognizable (i.e. over which police has jurisdiction) offence that is entered in a particular format in a register at the police station

GAZETTED

Gazetted officers in Pakistan are those who are appointed at Grade 16 and above in the Government Service and are recruited through the Public Service Commission

GENDER PARITY INDEX

A socio economic index usually designed to measure the relative access to education of males and females. It is calculated as the quotient of the number of females by the number of males enrolled in

the given state of education (For the purposes of this report, GPI has been calculated as the female to male ratio where applicable)

GOVERNANCE

The exercise of economic, political, and administrative authority to manage a country's affairs at all levels. It comprises mechanisms, processes and institutions through which citizens and groups articulate their interests, exercise their legal rights, meet their obligations and mediate their differences

GRADUATE

A student who has earned an HEC recognized diploma/degree

HARASSMENT AT THE WORKPLACE

Any unwelcome sexual advance, request for sexual favors or other verbal or written communication or physical conduct of a sexual nature or sexually demeaning attitudes, causing interference with work performance or creating an intimidating, hostile or offensive work environment, or the attempt to punish the complainant for refusal to comply to such a request or is made a condition for employment

HEALTH

A state of complete physical, mental and social well-being and not merely the absence of disease or infirmity

HIGHER SECONDARY EDUCATION

Consists of Faculty of Arts (FA), Faculty of Sciences (FSC), and I.Com

HIGHER EDUCATION

Consists of graduate and masters level

HONOR KILLING

Offence committed in the name or on the pretext of honor means an offence committed in the name or on the pretext of karo kari, siyah kari or similar other customs or practices

INCEST

The crime of sexual contact with a

blood relative usually including a parent, child, sibling, grandparent or grandchild

INFANT MORTALITY RATE

Number of newly born deaths as a rate per 1000 live births

JUDICIARY

The part of a country's government that is responsible for its legal system, including all the judges in the country's courts

LABOUR FORCE

The sum of persons in employment and unemployed persons seeking employment

LEGAL AID

Free or inexpensive advice, assistance or representation concerning the law given to those cannot afford it, based on jurisdictional criteria

LEGAL RIGHTS

Rights which exist under the rules of legal systems or by virtue of decisions of suitably authoritative bodies within them

LEGISLATURE

An assembly that deliberates and adopts laws and has the power to raise taxes, adopt the budget, and other money bills, and of which consent is required in order to ratify treaties and declare war. The legislature is known as both congress and parliament in nations around the world. In the parliamentary system, the legislature appoints the executive while in presidential or congressional systems the legislature is a power that is considered equal to and independent from the executive

LIFE EXPECTANCY

The number of years a newborn infant would live if prevailing patterns of age-specific mortality rates at the time of birth were to stay the same throughout the child's life. Life expectancy at birth reflects the overall mortality level of a population

LITERACY

The ability to read and write

MATERNAL MORTALITY RATE

The death of a woman as a result of pregnancy or childbirth, during pregnancy or within 42 days after delivery

MIDDLE EDUCATION

Middle Education is taken to consist of Grade 6 to 8

MURDER

Causing the death of a person

NATIONAL ASSEMBLY

An assembly composed of the representatives of a nation and usually constituting a legislative body or a constituent assembly

NON-GAZETTED OFFICERS

Non-Gazetted Officers in Pakistan are those who are employed between Grades 5 to 14 in Government Service of Pakistan

POLICE STATION

Any post or place declared generally or specially, by the Provincial Government to be a police station and includes any local area specified by the Provincial Government in this behalf

PRIMARY EDUCATION

Consists of Grades 1 to 5

PROVINCIAL ASSEMBLY

An assembly composed of representatives elected by the voters of an electoral district to the legislature or legislative assembly of a sub national jurisdiction (Province)

PUBLIC PROSECUTOR

Any person appointed under section 492 of the Code of Criminal Procedure 1898 and includes any person acting under the directions of a Public Prosecutor and any person conducting a prosecution on behalf of the State in any High Court in the exercise of its original criminal jurisdiction

PUBLIC SECTOR INSTITUTIONS

Public Sector Institutions refers broadly to the entities that exist and people employed for public purpose. The public sector supports all three arms of government - the executive (the

government of the day), the legislature (parliament) and the judiciary (judges of various courts)

RAPE (INCLUDES GANG RAPE AND CUSTODIAL RAPE)

A man is said to commit rape who has sexual intercourse with a woman under circumstances falling under any of the five following descriptions: (a) against her will (b) without her consent (c) with her consent, when the consent has been obtained by putting her in fear of death or of hurt (d) with her consent, when the man knows that he is not married to her and that the consent is given because she believes that the man is another person to whom she is or believes herself to be married; or (e) With or without her consent when she is under sixteen years of age

REGISTERED VOTER

A person whose name for the time being appears on the Electoral Rolls prepared or adapted for the purposes for an election

REPORTED CASES

Cases (crimes) reported with the police

RULE OF LAW

A system in which the following four universal principles are upheld: (a) The government and its officials and agents as well as individuals and private entities are accountable under the law (b) The laws are clear, publicized, stable, and just; are applied evenly; and protect fundamental rights, including the security of persons and property (c) The process by which the laws are enacted, administered, and enforced is accessible, fair, and efficient (d) Justice is delivered timely by competent, ethical, and independent representatives and neutrals who are of sufficient number, have adequate resources, and reflect the makeup of the communities they serve

RURAL EMPLOYMENT

Covers any activity, occupation, work, business or service performed in rural areas for remuneration, profit, social or family gain, in cash or in kind. It

applies to wages, salaries and self-employed workers, including contributing family workers

SECONDARY EDUCATION

Consists of Grades 9 and 10

SOCIO-ECONOMIC

The social and economic structures and factors that are prevalent in a certain society/region

SPECIAL EDUCATION

A service especially designed that adapts curriculum, material or instruction for students identified as having educational or physical disabilities

STANDING COMMITTEE

A Committee comprised of members appointed by the speaker and the president at the beginning of the legislature which has continuing responsibility in a general field of legislative activity, such as finance

TOTAL FERTILITY RATE

The number of births that a woman can expect to have during her childbearing years (15-49 years), given current age-specific fertility rates in her population or country

VANI/WANI

A traditional practice wherein a young girls is forcibly married as part of punishment for a crime committed by her male relatives

VIOLENCE AGAINST WOMEN

Any act of gender-based violence that results in, or is likely to result in, physical, sexual, or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or private life

VOCATIONAL

A school or center organized for a program that offers courses related to preparation of individuals for paid or unpaid employment in current or emerging occupations

VOTER TURNOUT

The ratio of votes casted in relation to number of registered voters in a particular election



Message from the Chief Minister, Punjab Muhammad Shehbaz Sharif

The Government of the Punjab is committed to provide equal opportunities to men and women alike in all spheres of life. We believe that no society can realize its full economic potential or meet the challenges of the 21st century without the complete and equal participation of all sections of society especially the women who make almost half of the total population of the province.

We have already taken numerous steps to further the agenda of women emancipation that has produced required dividends but still a lot need to be done by the government, the people and the society as a whole. The first Punjab Gender Parity Report is another important milestone in this direction.

It would provide the government, the policy makers, the researchers, students and other key stakeholders with a baseline data viz a viz status of women in the province and pave the way for various policy and programme interventions. It would also excite and guide the researchers to generate further streams of knowledge and wisdom – a cornerstone of an enlightened society.

On behalf of the Government, I would like to congratulate, the Punjab Commission on the Status of Women, the Urban Unit, Development Alternative Incorporation and all other organizations and experts who contributed to the development of this report. I trust that the report will guide the government and generate a broader debate on the challenges of gender equality. It will contribute towards ensuring parity between men and women in different fields of life.



Hameeda Wahiduddin
*Minister for Women Development,
Punjab*

Punjab Gender Parity Report highlights the gaps regarding equal access to opportunities for women across a variety of thematic areas. The data, available in the report, will facilitate analysis of policies, programs and other statutory measures taken by the Government and encourage gender equality in the society. Similarly, the Gender Management Information System and the Report would also provide the Government with much needed information on existing situation of women and take remedial measures accordingly.



Jamshed Kazi
*Country Representative,
UN Women, Pakistan*

I would like to congratulate the Government of Punjab on the completion of the first Punjab Gender Parity Report. It is a significant milestone in generation and compilation of sex and gender disaggregated data on the status of women that will support provincial efforts on gender responsive policy advocacy. We hope that the current discourse on localization of Sustainable Development Goals and data generation will be aided by the rich analysis presented in the report and that this will also guide other provinces to solidify their efforts on women's empowerment and gender equality in light of provincial commitments and 2030 agenda.



Captain (R.) Zahid Saeed
Chief Secretary, Punjab

The first Punjab Gender Parity Report is an important step in achieving the government objectives of social and economic development of the Province as enunciated in the Punjab Growth Strategy 2018. It gives a comprehensive record of gender gaps and disparities at all levels of the government including the district level, facilitating the field formations in their planning and execution activities. The report will help the Government monitor implementation of national and international commitments on women's empowerment including the Convention on Elimination of all Forms of Discrimination against Women (CEDAW) and Sustainable Development Goals (SDGs).



EXECUTIVE SUMMARY



MESSAGES

Information helps in decision making and policy formulation. The availability of sex disaggregated data and gender statistics is, therefore, important to weigh the economic, political and social dimensions of gender differences and integrate them into a common value as public policy option. The first Punjab Gender Parity Report (PGPR), 2016 provides a comprehensive overview of the current status of women in Punjab, reflected through systematic analysis of the data, collected against gender sensitive indicators. Disaggregated information from multiple sources including but not limited to government departments and district offices, banks, courts, and hospitals, was collected, compiled, analysed and recorded with the technical guidance of a team of renowned gender specialists.

The data is presented in the form of figures, graphs and charts giving comparisons of key indicators. Additionally, data is represented spatially which will help identify regional disparities and standing in term of gender gaps. This report will not just enable the Government of Punjab to appreciate the status of women province-wide and to formulate policies accordingly, but will also provide a baseline to take immediate affirmative actions.

The report is divided into five sections. Section 1 introduces the PGPR and outlines the methodology used in compiling the report. Section 2 provides an in-depth analysis of all thematic areas relating to women's rights in the Punjab that include Demographics & Governance; Health; Education; Economic Participation and Opportunities; Legal & Judicial Protection; and Violence against Women. Section 3 discusses the status of specific provisions contained within the Punjab Women Empowerment Package (2012) and the Punjab Women Empowerment Initiative (2014). Section 4 gives a brief overview of pro women laws while Section 5 contains recommendations on the basis of the key findings regarding each thematic area.

Demographic Trends and Governance

Demographic trends and their relationship with the environmental, social, economic and political transformation cast substantial bearing on overall governance and policy outcomes. Staying up-to-date on the latest demographic trends enables governments to identify existing and emerging challenges and take measures accordingly.

Women make up almost half of the national population. Though there has been significant improvement in the overall economic situation and other related development indicators, in the last few decades, yet, vast disparities still exist in the status of men and women in society and are reflected in many forms such as in the form of lower representation of women at decision-making positions in the government and otherwise against their overall population.

The current population (2015) of the province of Punjab is projected at 101,391,000; out of which about 48% are female and about 52% are male. Approximately 63% of the population is under 24 years (49% female and 52% male); this youth bulge could either be used as dividend or may prove a recipe for destruction. The policy makers need to be responsive to the requirements of the female section of the society while formulating policies for youth employment.

In the modern world, birth registration is an important factor in determination of one of the fundamental and basic rights of every person i.e. citizenship rights and axillary benefits. The number of registered female children is comparatively less than that of male children especially in the five Southern Districts of Punjab which is either reflective of the usual male bias

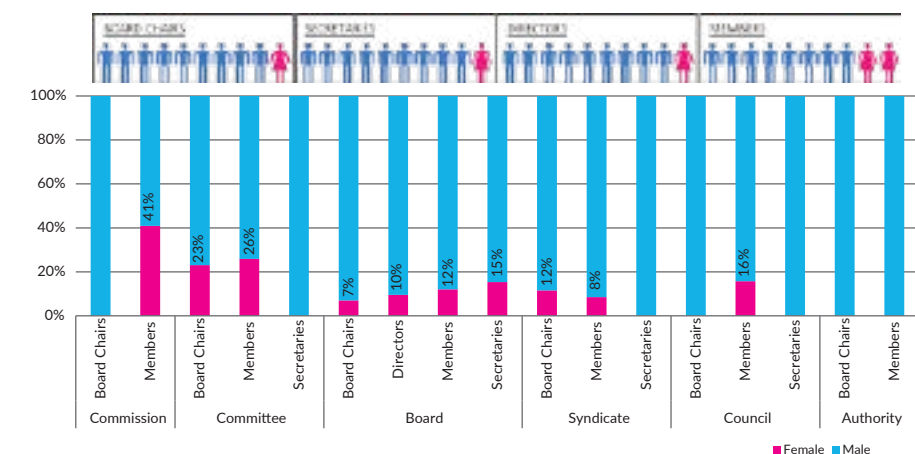
or the phenomena of “missing women” as provided for in Sen's seminal work.

Ensuring participation in the electoral process has been challenging in Pakistan due to cultural and traditional barriers. The number of female voters has shown an overall increase in total numbers but not in percentile terms. In 2015, 54 million voters were registered (44% women and 56% men). Similarly, contesting elections is a difficult proposition for women. Their representation in the assemblies is mostly confined to a few from a little privileged section of society who inherited their constituency from family or come on reserved seats.

There is minimal female representation in decision making positions in the government. The “glass ceiling” persists; women in higher service grades are usually appointed at less influential positions than their male counterparts. The Judiciary has 14% female judges as compared to 86% male, with only three women in the High Court. Women representation as heads, secretaries and directors in governing bodies is quite dismal as shown in Figure i. Representation of women as government officials from grade 18 to 22 is also low, with 13.55% in Grade, 18, 5.5 % in Grade 19, 10% in Grade 20, one woman in Grade 21 and no woman in Grade 22.

Although there are signs of progress in terms of women representation in governing institutions and bodies, albeit slowly, females are largely sidelined to those sectors which are traditionally associated with and thought of as being “a woman's job.” Besides the introduction of quotas, the government needs to take affirmative steps like marshaling grassroots community organizations to empower women.

Representation of Men and Women in Governing Bodies in Statutory Entities



Source: Government Departments

Figure i: Representation of Men and Women in Governing Bodies in Statutory Entities

Health

Health outcomes mostly depend upon the “access” factor that is rooted in the organizational, institutional, and cultural settings of a society. There are marked inequalities on the basis of sex and gender based constraints to access to healthcare are quite pronounced with no specialized facilities for reproductive healthcare in many districts as there are no tertiary health care facilities in many rural districts.

The Government of the Punjab has steadily increased the budgetary allocations for the health sector in the past, resulting in better health indicators compared to indicators

at the national level. Life expectancy of women has improved from 62.4 years in 1990 to 66.5 years in 2015. However, the female life expectancy target of the United Nations is 73.5 years highlighting the need for further improvement. Similarly, Maternal Mortality Ratio has reduced from 330 deaths per 100,000 births in 2000 to 227 deaths per 100,000 births in 2015. The Infant Mortality Rate (IMR) in urban Punjab is 5.8% which is lower than the national rate of 6.6%. The IMR in rural Punjab is, however, alarmingly high at 8.4%. The high figure in rural areas is a serious cause for concern. The Punjab

Growth Strategy 2018 has placed significant emphasis on reproductive health and the need for population control. Since 2010, there has been an annual increase of 10-20% in the number of families availing family planning services in the Punjab. As shown in Figure ii, an increase in the Contraceptive Prevalence Rate (38.7%) has been projected which is now 3.7% higher than the national average. The Total Fertility Rate (TFR) in the Punjab is 3.5 births per woman while the national TFR is 3.7 births per woman.

Percentage Female Population availing Family Planning Visits

Contraceptive Prevalence Rate

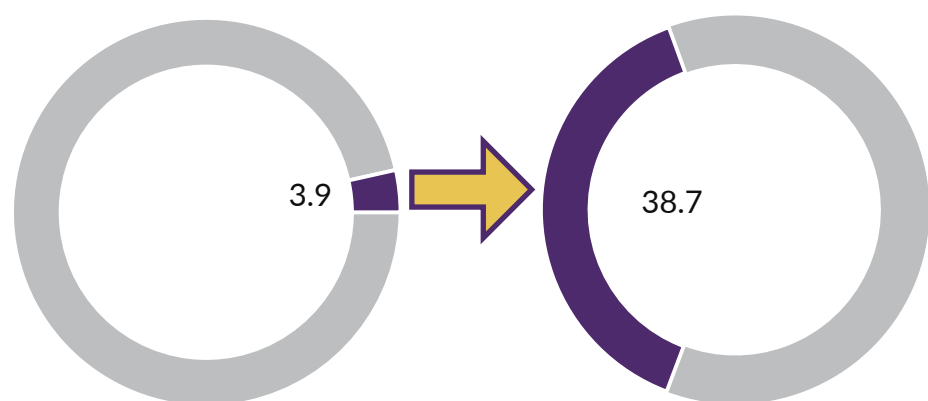


Figure ii: Total Female Population Availing Family Planning vs. Prevalence Rate (2015)

During 2014, a total of 2,343,280 women visited their respective Antenatal Care (ANC) service centers. However, only 1,967,311 of these women came back for follow up visits. The numbers fell drastically in 2015 with only 1,527,206 women visiting ANC service centers and only 1,280,439 revisiting. Of the women that visited ANC service centers in 2014, only 409,910 had the births of their children attended by skilled staff whilst in 2015 the number dropped further

to 260,958. There is a lack of clarity behind the reason for this decrease but all signs point towards a serious lack of awareness of the initiative amongst the rural masses and the lack of Women Medical Officers (137 in Punjab) under the Integrated Reproductive Maternal Newborn Child Health & Nutrition Program (IRMNCH).

Health is one of the most important sectors where women face risks that are different

encountered by men. Although there are many important aspects but, for this study, maternal health and access to sexual and reproductive health has been analyzed because they are central to the international development agenda. Over the past few years, significant efforts have been made by the federal and provincial government to address these issues but progress still lags behind in comparison to international standards.

Education

Education is universally considered to be the most important factor for sustainable social and economic development. Deprivation in education is one of the main causes of poverty and inequality and vice versa. Educating girls produces many additional socio-economic gains that benefit entire societies. These benefits include increased economic productivity, higher family incomes, delayed marriages, reduced fertility rates, and improved health and survival rates for infants and children.

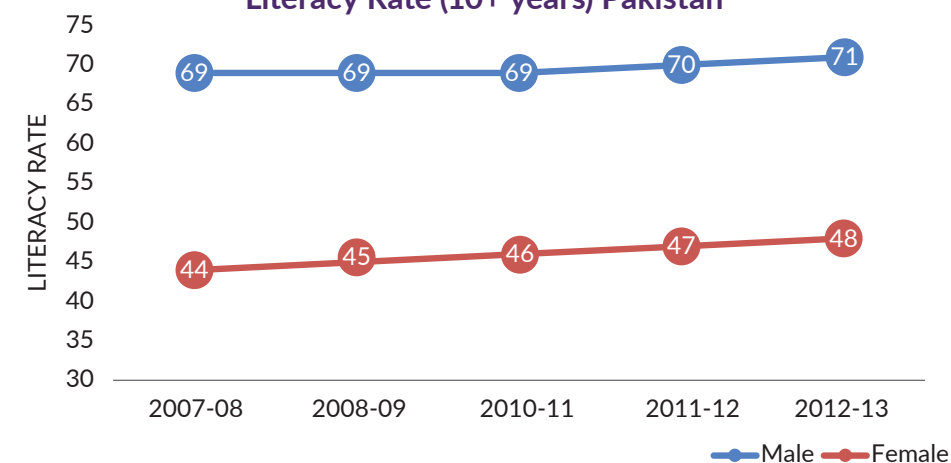
The Literacy Rate in Pakistan has steadily increased from 56.5% in 2007-08 to 60% in 2012-13 as depicted in Figure iii. Currently, about one third of primary school age children are out of school and 42% of the population (age 10+) is illiterate. About two thirds of women (age 15+) cannot read and write and 35% girls remain out of school. Punjab fares better in comparison to other provinces in terms of educational attainment and gender equality but much still needs to be achieved in terms of increasing enrollment rates and decreasing drop outs of girls.

years indicates a marked improvement. However, the Transition Rate is slightly lower for female students (70%) as compared to that of males (72%).

There are 146,185 formal primary, 42,147 lower secondary and 29,874 secondary schools in the Punjab. Of these schools, 75% are public sector schools; 10% are private sector schools and the remaining 15% are almost equally divided between non-formal basic education schools (also referred to as community schools) and 'Deeni Madrassas' (religious schools).

In 2013-14, teacher availability decreased for both male and female schools at primary, middle and high school levels with the exception of middle schools for male students. The decrease was most marked middle schools for female students and primary schools for both male and female students.

Literacy Rate (10+ years) Pakistan



Source: PSLM, Pakistan Bureau of Statistics

Figure iii: Literacy Rate (10+ years) Pakistan

GPI for school enrollment at the Primary, Middle and High School level in 2013-2014 is low in majority of the districts, especially in Southern Punjab, with female enrollment significantly less than male. Disparity increases with an increase in level of education i.e. Primary to Middle and High School. The gap is more pronounced in rural areas as compared to urban areas of the Punjab. Comparisons of male and female Survival Rates up to Grade V show improvements as far as female students are concerned. There are only three districts in Punjab where Survival Rates are less than 50%. In the case of male students, Survival Rates are less than 50% in seven districts.

The Effective Transition Rate from Primary to Secondary education in Punjab over the last three

In comparison to other provinces, Punjab has the lowest expenditure on development i.e. 5%. Through the Punjab Growth Strategy 2018, the Government of Punjab shows increased commitment towards improving access to education and reducing gender inequality. However, this also requires substantial allocation of resources; especially increases in the development expenditure for education.

It is evident from the data that gender inequality in the education sector is more pronounced in rural areas as compared to urban settlements. Similarly, majority of the districts of Southern Punjab lag behind in attainment of gender parity at all levels of female education. The gap is too wide to be bridged easily. The government needs to increase the development budget for provision of better quality education to all.

Economic Participation and Opportunities

Labour markets are one of the key mechanisms through which disadvantaged groups can harbor benefits of growth. Access to Labour Markets and, more specifically, an opportunity to decent work are imperative for diminishing the inequalities between men and women. Women's participation in the labour force not only serves to augment the household income and welfare but also provides tremendous impetus to enhanced participation in public affairs. As reported in the Global Gender Gap Report 2015, the economic participation and opportunity index of Pakistan is amongst the third lowest in the world. Labour Force Participation Rates for Punjab reveal significant gender disparity especially in urban areas. As depicted in Figure iv, there is also considerable wage inequality between the two sexes in both urban and rural areas. The average monthly wage of male employees is about Rs. 17,078, whereas the average monthly wage of female employees is about Rs. 3,646.

Labour force participation statistics for women are grossly understated because of the invisibility of the bulk of women workers who are home based. Labour Force Participation Rates for 2011-2012 and 2013 -2014

show gender disparity in all formal economic sectors. The gender disparity is more marked in urban areas as the economy grows more formal. In rural areas, females enjoy relatively greater participation due to their traditional role in agriculture.

The proportion of female entrepreneurs in cottage and small-scale industry is very low with a GPI of 0.0265 and 0.0439 respectively. The total number of male proprietors of Small Scale Industries is 58,403 (95.8%) whereas only 2569 (4.2%) are women. The highest number of owners among men has been reported in Gurjanwala (26.7%) followed by Layyah. The majority of employees in Small Scale Industries are again male. Only 17% women are working in small scale industries throughout the Punjab. Among male employees, the highest are in Faisalabad (17.9%) and Gujranwala (7.8%).

The ownership patterns of agricultural land reveal significant gender disparity. The GPI for average value of land ownership in Punjab is 0.3338. Average value of land ownership for men is 3,738 square meters and for women is 1,248 square meters; less than 50% of the male value.

Gazetted employees in the Government of Punjab include officers from Grade 16 to Grade 22. These employees enjoy substantial authority due to their nature of assignments. The findings highlight significant disparity in numbers (only 15% Gazetted female employees overall) as well as work functions reflecting existing social constructs of masculinity and femininity. The GPI is the lowest in Basic Functions, followed by Economic Services and Infrastructure. The highest parity is in Socio-Cultural Functions of the government.

The nature of majority of the work carried out by women is characterized by its informal, seasonal and temporary nature which leaves them as a vulnerable segment of society. Women's employment is driven by a range of multifaceted factors, including education, culture, social norms, and the nature of job. Beyond standard labour force participation rates, policymakers should also take into consideration whether women can access better jobs and take advantage of new labour market opportunities that arise as economy grows and, in so doing, can contribute to the development process itself.

Legal and Judicial Protection

Today, women in our society not only face difficulties in access to health care, education, civic participation, and economic justice, but are also victims of harassment, assault, and discrimination, violence and other such criminal acts. Such state of affairs is indicative of a weak legal and judicial system and poor enforcement of laws and rules. The situation is further accentuated by the institutional barriers to access the justice along with other cultural and traditional obstacles.

While accessing justice, police stations are generally the initial point of access for a woman outside of her own family. In the Punjab, there are 709 police stations out of which only 3 police stations (1 each in Lahore, Rawalpindi and Faisalabad) are female police stations having female police officers and staff. In the past couple of years, female help desks have been established at almost all police stations and 660 (93%) of the 706 police stations in the Punjab now have help desks for women. The establishment of female police stations and help desks does not automatically guarantee improved access to justice for women. The attitude of female police officers is even objectionable at many occasions due to the innate problems of the policing system.

Within the justice system of the Punjab, a huge disparity is reflected in the number of females employed in the Public Prosecution Department (less than 10% of prosecutors are females) and the Judiciary (less than 6% of judges in the High Court and 15% of judges in District courts) is female.

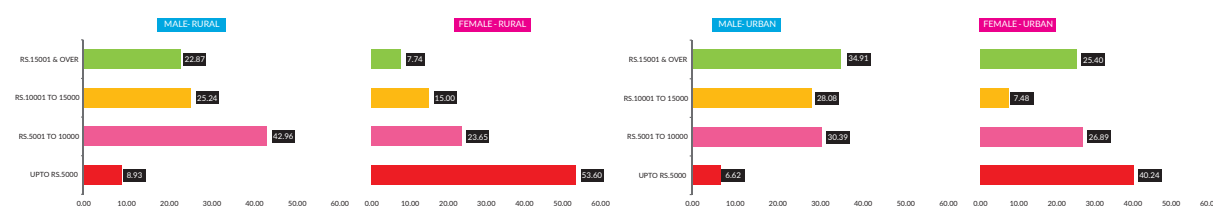
The total number of advocates registered with the Punjab Bar Council is 70,032 out of which only 8,393 (approximately 12%) are women with a low GPI of 0.1198.¹ In addition, of the 8,393 registered female advocates, only 2,082 (24%) are licensed to appear before the High Court.

In view of the large number of Family cases (93,264) and Custody/Guardianship (10,325) cases pending in courts in the Punjab, legal aid provided by the Legal Aid Society of the Punjab Bar Council can be deemed insufficient to meet the needs of women who require free legal representation. In 2014-15, only 49 people applied to the Legal Aid Society for legal aid and only 12 received it, 4 of which were women. Figure v depicts the insufficiency of the Legal Aid Society in providing legal aid to the female population by comparing the number of advocates registered with the Legal Aid Society and the female population of the Punjab. The comparison shows that in the current situation, one advocate is essentially available for thousands (in some cases more than a hundred thousand) of females in each district.

There are 37 prisons in the Punjab and the number of female prisoners is very small compared to men. Though small in numbers, female prisoners, a majority of which is illiterate, are more vulnerable and more at risk of discrimination in comparison to their male counterparts. They are more prone to abuse, severe healthcare issues including mental well-being, as well as the fear of abandonment during imprisonment and after release.

While it is essential to have a legal framework that affirms the equality of gender, this alone is not enough to guarantee women's rights and access to justice. Adequate participation of women and the existence of women in decision-making positions in the judiciary, the Public Prosecution Department and the Police Department are essential to reduce the barriers to justice faced by women.

Wage Comparison - Urban and Rural Punjab (2014-15)

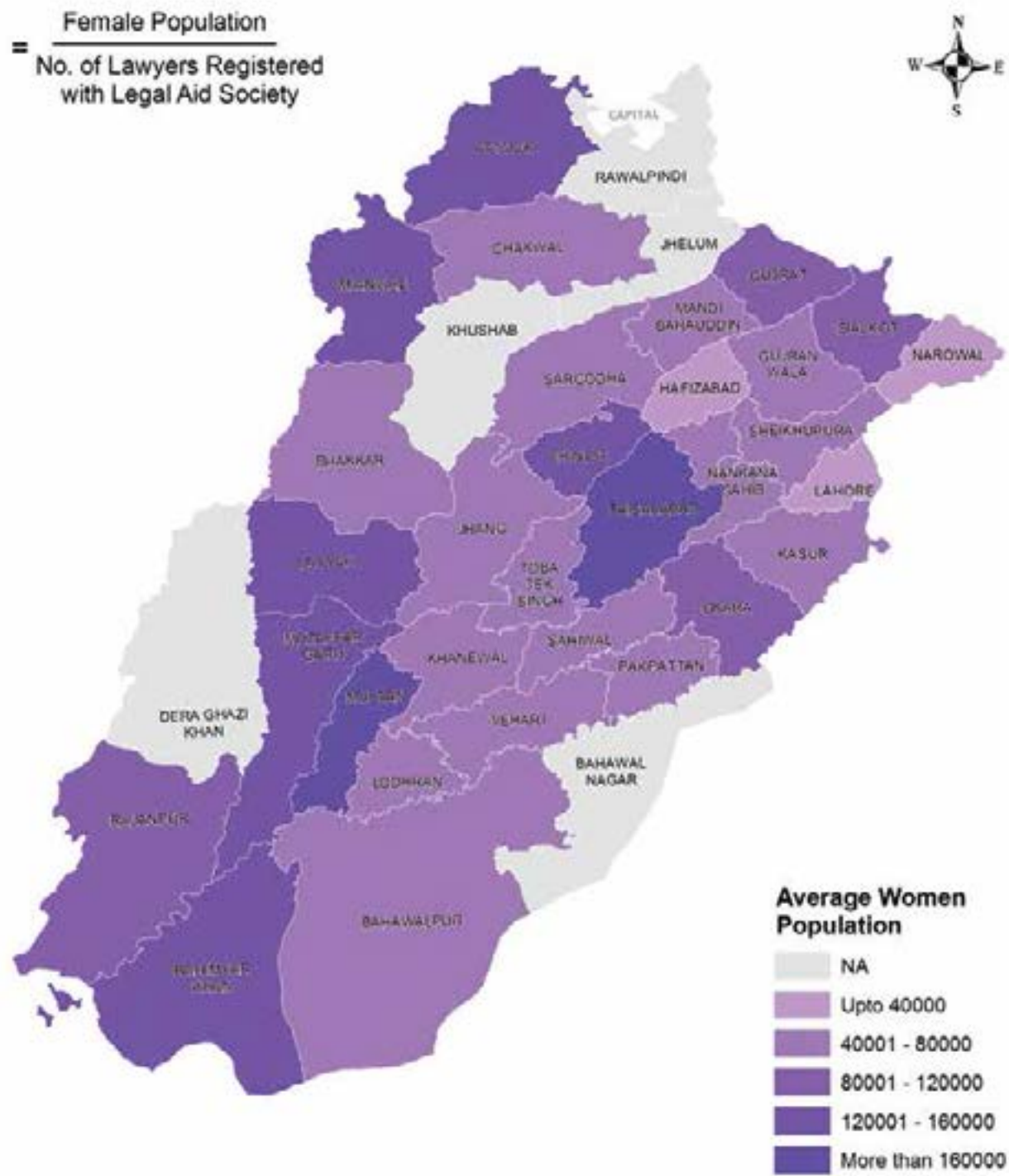


Source: Labour Force Survey 2014-15

Figure iv: Wage Comparison Urban Rural Punjab

¹Data received from the Punjab Bar Council

Average Women Population per Advocates registered with the Legal Aid Society of the Punjab Bar Council (2014-15)



Source: Punjab Bar Council

Figure v: Average Women Population per Advocates Registered with the Legal Aid Society of the Punjab Bar Council 2014-15

Violence against Women

Research indicates that there exists an indirect relationship between gender equality and violence (both physical and sexual). This means that the greater the gender equality in a country, the lower the rates of violence against women and vice versa.

Violence against women in the Punjab is widespread and ranges from murder, rape, torture, beatings, acid attacks, honor killings and burnings to harassment at the workplace. The high number of incidents of violence against women (6,505 cases reported in 2015) is accompanied by an extremely low conviction rate (1% in 2015 with only 81 perpetrators punished). Year wise analysis (2012-15) demonstrates consistent and identical patterns of types of violence with rape, murder, beatings and honor killings having the highest numbers respectively. In 2015, the highest incidence is that of rape, followed by murder and beatings with each having 2702, 666 and 588 reported incidents respectively. A large number of honor killings (173) were also reported in addition to 22 incidents of acid throwing in 2015. Though a large number of people are accused in such crimes in the Punjab every year, few are punished. In 2015, 1,585 people were acquitted and only 81 were punished for committing acts of violence against women. This means that the conviction rate for cases of violence against women in 2015 was only 1% as shown in the Figure vi.

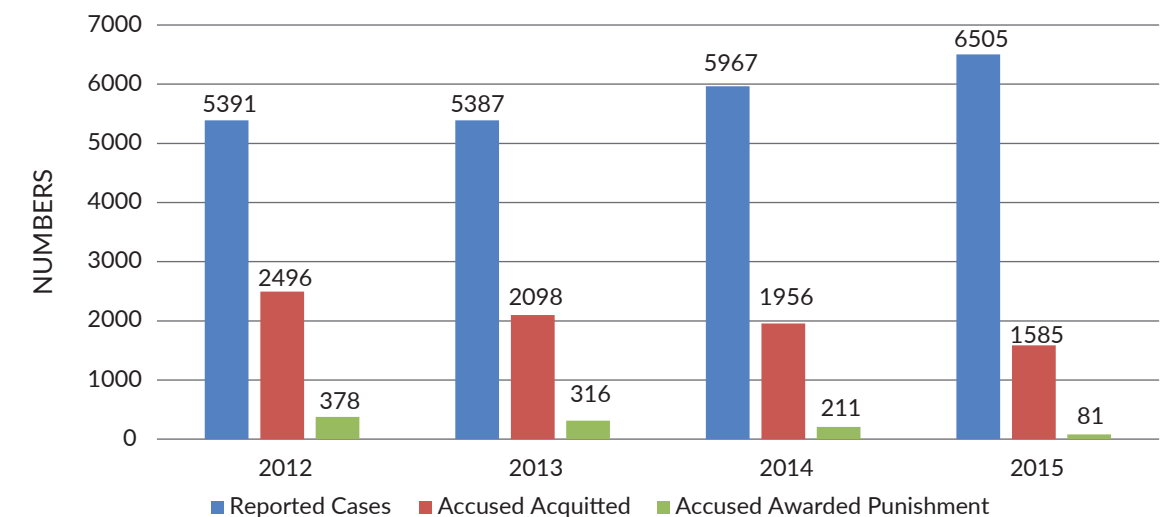
In general, there exists a positive relationship between the level of illiteracy and the incidence of violence

against women in the districts of Punjab. Data shows that the districts having a Literacy Rate of 50% or lower experience higher number of reported cases of violence against women as compared to districts with higher Literacy Rates. Similarly, districts like Chakwal, Khushab and Attock where the number of reported cases is comparatively less have relatively high Literacy Rates.

To provide support to female victims of violence, there are 196 government-run social service institutions in the Punjab where women can take shelter/refuge. The number of institutions varies per district, with Lahore and Rawalpindi having the highest (16) and second highest (12) respectively. Currently, there are over 17,000 women and girls residing in 195 social service institutions.

Significant reduction in the incidence of violence against women in the Punjab may be possible by strengthening the criminal justice system so that culprits do not escape punishment. Nevertheless, the real problem lies in the social and psychological fabric of society where women are generally not considered equal to men. Promoting Gender equality is an essential part of preventing violence against women; which is the real challenge for the government and the society.

Comparison between Reported Cases and Convictions/Acquittals in Punjab (2012-15)



Source: Office of Inspector General Police Punjab

Figure vi: Comparison between Reported Cases and Convictions/Acquittals in Punjab (2012-15)

Special Initiatives

The Government of Punjab has shown an enormous interest in promoting gender equality by taking remedial measures through appropriate legislation, policy formulation, administrative and economic interventions implemented through the Punjab Women Empowerment Package (PWEP) and Punjab Women Empowerment Initiative (PWEI). These initiatives aim to strengthen the social, economic and political position of women in Punjab. The implementation of these initiatives, however, varies with regards to different provisions contained within both packages. One of the major limitations faced by the surveyors was the non-availability of data regarding the implementation status of various initiatives announced by the government under these two programs.

Recommendations

During the course of analysis for the PGPR, four broad areas were identified which need immediate attention for reducing gender disparity in Punjab. They are: policy and legislation, capacity building and institutional strengthening, social advocacy and data collection & research. In Section V of the report, these points have been explained in detail.

x

Punjab Gender Parity Report 2016

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Punjab Gender Parity Report 2016

An Introduction to Punjab Commission on the Status of Women (PCSW)

The Punjab Commission on the Status of Women (PCSW) is a statutory, autonomous body established in February 2014 for the promotion of women's rights. After devolution of women's development to the provinces under the 18th Amendment to the Constitution of Pakistan, PCSW was conceived as an oversight body to ensure that policies and programs of the government promote gender equality in Punjab. Its mandate includes:

- ♀ Examining policies and programs taken by the government for gender parity
- ♀ Reviewing provincial laws affecting the status of women
- ♀ Sponsoring and steering research to generate and maintain databases relating to women and gender issues
- ♀ Contacting and collaborating with development partners including donors and NGOs
- ♀ Facilitating and monitoring implementation of Pakistan's international commitments regarding women's rights
- ♀ Sponsoring, steering and encouraging research to generate information, analysis and studies and maintaining a database relating to women and gender issues to provide knowledge and awareness for provincial policy and strategic action for women's empowerment
- ♀ Monitoring mechanisms and institutional procedures pertaining to violations of women's rights and individual grievances. This includes jails, sub-jails, Dar-ul-Amaans, Women's Centers and all other places of custody where women and girls are held

In line with its mandate, PCSW collects data pertaining to women's rights issues and monitors implementation of women empowerment initiatives by government departments. It also raises awareness about gender discrimination in Punjab and strongly advocates gender parity. Additionally, PCSW runs a Toll Free Helpline, which provides guidance and support to women in distress. The Helpline has a rigorous feedback mechanism that pursues concerns of complainants until the aggrieved party is satisfied.



1 SECTION

01 INTRODUCTION

There is a growing realization among the comity of nations that mainstreaming gender perspectives into public policy framework is an essential component of sustainable and equitable economic development. The last two decades have, therefore, witnessed an increased focus of global development partners and state institutions towards addressing gender inequalities and gaps reflected in various sectors, regions, Organisations and classes. Adoption of international treaties and conventions like the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in 1979,² the United Nation's Beijing Declaration of 1995 and the International Conference on Population and Development ICPD (1994) brought significant emphasis on the rights of women. In the United Nations (UN) Millennium Summit 2000, all the nations, including Pakistan, agreed upon the agenda of development and reduction in poverty through adoption of Millennium Development Goals (MDGs) as a common framework of measureable performance. Gender equality and empowerment of women was explicitly declared as an independent goal to be achieved by the nations.

tangible measures to achieve the agenda of removing inequalities and imbalances in all sectors of social-economic development. The 18th Constitutional Amendment³ has given the opportunity and the responsibility to the provinces to further strengthen and promote this agenda. Establishment and strengthening of National and Provincial Commissions on the Status of Women, Provincial Women's Development Departments and Ombudsperson's offices and promulgation of necessary legislation are some of the steps that reflect the commitment of the government.

01

Punjab Gender Parity Report 2016

The recently proposed Sustainable Development Goals (SDGs) by the UN reiterate the need for gender parity with the 5th goal specifically addressing gender equality and women empowerment:

“ Achieve
gender equality
and empower all women
and girls”

The Government of Pakistan is not only cognizant of its international commitments, but also conversant of its constitutional obligation of provision of equal opportunities to all segments of society. This is evident from various government initiatives like introducing necessary legislation, at the national and provincial levels, engaging development partners and taking



Objectives of Punjab Growth Strategy 2018

Achieving 8% economic growth (real GRP growth rate) in Punjab by 2018

Increasing annual private sector investment in Punjab to USD 17.5 billion by 2018

Creating 1 million quality jobs every year in Punjab

Training 2 million skills graduates in Punjab by 2018

Increasing Punjab's exports by 15% every year till 2018

Achieving all Millennium Development Goals & targeted Sustainable Development Goals in Punjab by 2018

Narrowing security gap with regional neighbors such as India and Bangladesh by reducing crime and improving law and order in Punjab

²Pakistan became signatory to CEDAW in 1996

³Amendment to the Constitution of the Islamic Republic of Pakistan, 2010

The Government of Punjab has recently developed a strategic framework in the shape of the Punjab Growth Strategy (2018) which also complements the Pakistan Vision (2025) launched by the Government of Pakistan in 2014.

The strategy endorses women-centric sub-objectives that underline the Punjab Government's goal of empowering women. These objectives (discussed later in detail) include:

- ♀ Labour force participation
- ♀ Skills trainings
- ♀ Livestock sector
- ♀ Demographics and population welfare
- ♀ Market linkages for women and labour market policies for women
- ♀ Women's health

Women Development Department of the Punjab and the Punjab Commission on the Status of Women have been mandated to achieve the Punjab Growth Strategy objectives relating to women's rights and to conduct research that generates relevant data to help build, maintain and sustain a database on entailing gender perspectives for evidence-based and informed decision-making.

Decision making or in official parlance, policy formulation is the function of information. The availability of sex disaggregated data and gender statistics are important to weigh the economic, political and social dimensions of gender differences and integrate them into a common value as public policy option. This report is an effort to present comprehensive gender statistics, consisting of about three hundred indicators, for the very first time in the history of the country in the form of Gender Parity Index. Data is also available and accessible through a web-based MIS called the Gender Management Information System (Gender MIS) that reflects the parity status with regard to men and women, across six thematic areas. The objective of the system is to deliver a greater level of accuracy in reporting on topics mandated to the PCSW.

The data has been presented in the form of figures, graphs and charts giving comparisons of key indicators. Additionally data is represented spatially, which will help identify regional disparities and progress in term of gender gaps. This will not just

enable the Government of Punjab to analyze the status of women province-wide, formulate policies accordingly but also take immediate affirmative actions.

The Gender MIS has been enabled to update different indices at varying intervals in real-time wherever possible and at specified frequent intervals where data is received from non-centralized collection sources. At the end of each calendar year, all the data collected and represented in the Gender MIS will be depicted analytically in the annual Punjab Gender Parity Report each year. The Gender Parity Report 2016 is the first of the series of such reports.

Gender analysis is most useful when it is applied to all aspects of planning, implementation and review of programs and projects, so that they are responsive to the needs and interests of both men and women. This report would, thus, go a long way to help policy makers, researchers, academics, students, legislators, law makers, civil society organisations and others in their professional work.

1.1 Methodology

Gender parity is a cross cutting concept and encompasses almost all spheres of human activity. It was very difficult for the team to complete the task without any systematic methodology. In order to organize the efforts into one cohesive and conceptual direction, a framework was developed with the consultation of Enhanced Democratic Accountability and Civic Engagement (EDACE), PCSW and The Urban Unit. The Framework is based on the six thematic areas agreed by all the stakeholders, after a thorough review of the available literature, as shown in the Framework of Research Methodology

Although this document does not claim to be a conclusive or exhaustive list of the sufficient components necessary for gender parity, yet it represents a thorough summary of the leading voices within the development literature to date. The six thematic areas include demographic trends and governance, health, education, economic participation and opportunities, legal and judicial protection and violence against women. Through the understanding of these key factors in literature review, indicators were derived as a central guideline to the research framework. These indicators highlight the importance of each area based on deductive reasoning or logic. The framework for deductive logic is:

Framework of Research Methodology

A thorough review of the available literature and select group discussions highlighted **06 Thematic Areas** were identified

- Demography and Governance
- Health
- Education
- Economic Participation and Opportunities
- Legal Rights
- Violence against Women

01

Indicators were identified for each thematic area

The set of 300 indicators for each thematic areas were identified using international standards based on literature review and expert group recommendations.

02

Data collection from primary and secondary sources

The secondary data was collected from provincial departments, district administration and various field formation of Governmental agencies. Primary data collection by the research assistants.

03

Due diligence and analysis using secondary and primary data

A team of research assistants and statisticians verified the data gathered from the field through eyeballing process. A group of social scientists and gender experts analysed the data and listed the recommendations.

Indicators Derived from the Factors of Gender Parity Based on Deductive Logic

Framework of Deductive Logic for Selection of Indicators

02 **03**

Punjab Gender Parity Report 2016

Punjab Gender Parity Report 2016

Indicators were identified for each thematic Area.

The set of 300 indicators for each thematic areas were identified using international standards based on literature review and expert group recommendations.

FACTORS

Context Matters

Values and norms (Institutions)

Governance

OVERARCHING FACTORS

Contextual factors – such as **geography, history & culture** – will both limit and determine the extent to which societal decision-making and re-organisation may affect developmental outcomes.

The extent to which **values or norms** are shared among a society will determine the extent to which they will cooperate and trust each other.

The **quality of the leadership and legal framework** of governments, is an important ingredient in contributing to institutional transformations.

DERIVED REASONING /LOGIC

The local system and traditions are important factors that determine the status of women in a society.

Contextual factors **vary through space and time** and thus need to be understood and studied on a case-by-case basis.

Democratic and Progressive Institutions and value system are necessary for building strong civic institutions & engaged community organisations, which in turn are key ingredients for good governance and institutions, growth and development progress on gender issues.

The ability of leadership to **create policy, maintain commitment, generate implementation** and action through the political and administrative process is a key factor in gender mainstreaming.

Rules & Regulations provide conducive environment for women to participate in socio economic activities.

Democratic Institutions strengthen the status of women in a society

Strong Judicial System can be helpful for improvement of status of women.

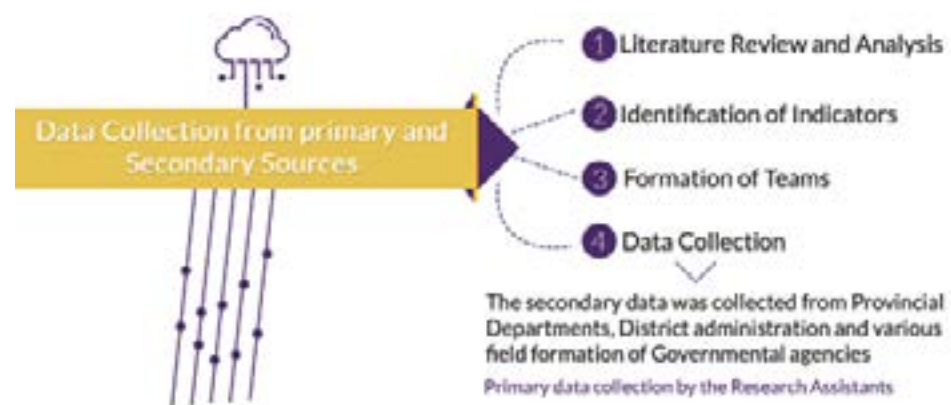
The figure clearly shows the logical criteria for selection of indicators based on deductive logic. Every indicator was weighed and understood within the local context, institutions and the governance model in the light of the literature review. Thus, a logical sequence was drawn between the indicators and the thematic areas. It is important to consider potential overlaps and inter-linkages of the various indicators when attempting to analyse data to calculate the gender parity index.

The next phase, and the most important and challenging phase, is the collection of data against each indicator. The data was gathered from various secondary sources mainly from government departments who possess wealth of information on selected indicators. Gaps in available data in Punjab were identified in terms of disaggregation, quality, and comparability. Consequently, while developing guidelines for the PGPR and the Gender MIS, and in view of information gaps, the primary data sources identified were government departments of the Punjab. These include:

- ♀ Provincial Departments
- ♀ Attached Departments/Autonomous Bodies
- ♀ District Governments

The data collection phase can be figuratively explained as under:

The framework was Developed Using the Indicators as a Central Guide for Data Collection



Once the framework of 300 indicators was finalized, data collection from relevant departments was assigned to the Research Associates (RAs). The Gender Specialist and Senior Research Analysts provided guidance to the RAs and also cleaned the data as it came in, tweaked the indicators when necessary, and interpreted and analysed the information to write the report.

After the initial data collection exercise from the Secretarial and Attached Departments and Autonomous Bodies, data collection teams were mobilized in all 36 districts of Punjab.

With facilitation from the District Coordination Officers (DCOs) and Additional District Collectors (ADCs) of each district, respective teams contacted Executive District Officers (EDOs) who provided data against indicators relevant to their departments. As complete data was not received during the RAs' first

visits, a second series of district visits was conducted to collect remaining data. Despite these efforts, gaps still remained at the time of compilation of this report. In such cases, the specific information and related indicators have been highlighted and included in this report as a point of advocacy for future data collection.

It is pertinent to note, however, that the Gender MIS is a live system and data collection and updation thereof will be done on an ongoing basis. As a result, data will be added to the system even beyond the compilation of the PGPR.

Based on literature review, and primary and secondary data collection, a thorough analysis was conducted to develop the PGPR after due diligence. The due diligence framework has been explained in the following figure:

2 SECTION

02 THEMATIC AREAS AND ANALYSIS

Gender parity is an integral part of successful human development. It indicates equality between men and women mainly in the social construct of a community. In the practical sense, gender equality means the absence of discrimination based on sex. It applies to policies, laws, public finances, and the access to opportunities and services so that both men and women are able to exercise equal power and influence in a society. An important aspect of achieving gender equality is through the empowerment of women, be it through education, employment or political representation, as well as by ensuring women's access to legal rights. Another fundamental step towards the realization of gender equality is to eradicate all forms of violence against women.

The Millennium Development Goals Report 2012 states “**Gender inequality persists and women continue to face discrimination in access to education, work and economic assets, and participation in government. Violence against women continues to undermine efforts to reach all goals. Further progress to 2015 and beyond will largely depend on success on these interrelated challenges.**”⁴

Globally, progress has been made towards gender equality including economic empowerment, education, access to health and political participation, among others, yet disparities persist significantly as mentioned above.⁵ It is important to understand the extent and nature of these disparities and to know the reasons that hinder progress. For this purpose, reliable and timely gender statistics are fundamental to analyse the status of men and women. This data is critical to policy formulation as well as decision making towards achievement of gender equality. Moreover, data is also important to measure the progress of various initiatives taken by the government in this direction. Lack of data also hinders the government's capacity to take practical steps and amend policies for empowering women and improving their quality of life. Keeping in mind the major objectives of PCSW as “**the empowerment of women and elimination of all forms of discrimination against women,**” the Commission took the initiative to collect, collate and compare gender statistics of the Punjab in the form of a Gender Parity Report and Gender MIS.

In light of these developments, the thematic areas were identified to address gender equality in a broad and holistic manner, thereby contributing towards the realization of the civil, political, economic, social and cultural rights of women and girls. The main thematic issues selected reflect a deep understanding that in order to achieve gender equality, both de facto and de jure, it is necessary to build a society in which women and men share equally in the distribution of power and influence and have equal opportunities to education, health, decent work and livelihoods.

This section presents the analytical review and findings that came out of the exercise, along the six thematic areas of: Demographic Trends and Governance, Health, Education, Economic Participation and Opportunities, Legal and Judicial Protection and Violence against Women.



⁴Millennium Development Goals Report 2012, United Nations, p.5

⁵<http://reports.weforum.org/global-gender-gap-report-2015/report-highlights>

03 DEMOGRAPHIC TRENDS AND GOVERNANCE

Demography is “the study of the size, territorial distribution, and composition of population,⁶ changes therein, and the components of such changes.”⁷ In other words, demographics are characteristics used to classify people for statistical purposes, such as age, race or gender.

Demographic trends and their relationship with the environmental, social, economic and political transformation cast substantial bearing on overall governance and policy outcomes. Staying up-to-date on the latest demographic trends enables governments to identify existing and emerging challenges and take measures accordingly. They can also help organisations and governments to spot future projections in financial terms.⁸ Thus, policy formulators need to understand dynamics of demographic change in order to maintain or achieve gender parity and improve governance.

An inclusive government strives towards equality and representation of women and men in decision making processes.⁹ Voice is considered an important mechanism of accountability in a system of democratic disposition. It is widely acknowledged that the citizens who possess better capacity to express and exercise their views have the potential to influence government priorities or governance processes. Women need effective ‘voice’ in order to convey their views; and governments are more likely to respond to the needs and demands thus articulated. Women representation in the legislative bodies and government institutions provide them with a “voice” goading formulation of policies affecting their well-being.¹⁰ Level of participation of women in government institutions, with respect to their population, thus, is an important indicator to assess the parity index and viability of the governance model.

In the following paragraphs, an attempt has been made to analyse the latest available demographic trends through a gender lens. In this context, an important set of indicators for assessing the status of

women has been selected and analysed forthwith in terms of gender parity with respect to their participation in decision making processes, in the governance model of the country as well as the Punjab. This section is also reflective of the overall status of women at the national and provincial levels for women representation in government bodies and institutions mirror ground realities such as educational attainment of women, their social status and their freedoms.

3.1 Literature Review

The world population has reached 7.3 billion as of mid-2015; 50.4% male and 49.6% female.¹¹ Though the world has witnessed significant improvements in the overall economic situation and other related development indicators, in the last few decades, yet, disparity in men and women’s status remains a stumbling block towards sustainable and inclusive development. This lack of parity is reflected in the form of lesser representation of women at decision-making positions in the government sector and otherwise.

A government can effectively represent a society only if all groups and their interests are reflected in the decision making process. This is generally termed as Inclusive Governance.¹²



Figure 3.1: Inclusive Governance

The quality of governance of governance is determined by the nature of institutions in place and the extent of participation by social groups such as women and minorities. In terms of political representation, as per the Cycle of Political Accountability (Figure 3.1), increased representation in parties, elections, and parliaments leads to enhanced participation. As a consequence, the level of accountability and responsiveness in the government ensures transparency which ultimately leads to better service delivery at all levels.

Women political participation contributes to democratic legitimacy, good governance and sustainable development. It generates positive multiplier effects and changes status quo via transformative leadership.¹³ The Beijing Platform for Action states: “No government can claim to be democratic until women are guaranteed the right to equal representation.” Similarly, CEDAW stipulates that the parties/signatories (as of July 2012) shall ensure to women, on equal terms with men, the right to vote and stand for elections, and participate in public life and decision-making (Article 7).

According to the Global Gender Gap Report (2015), the most relative improvement over the last decade was made in Political Empowerment, yet the gap in this area remains the widest, with only 23% being closest.¹⁴ The difference between formal/descriptive equality (as written in laws) and substantive equality (as enjoyed in practice and expressed in participation and representation) is even more significant.¹⁵ Arising from interlinkages of descriptive and substantive representation, Dahlerup categorized three distinct proportions of men’ and women’s share of leadership positions as: critical mass (at least 30 %); gender balance (40/60); and gender parity (50/50). In the wake of this categorization, the UN established that a benchmark of at least 30% is needed before women can make a difference in a legislative body.¹⁶

¹³ UN WOMEN. (2014). Strategic Guide – Political Empowerment of Women: Framework for Strategic Action – Latin America and the Caribbean (2014-2017) Panama city, Panama. Retrieved from <http://www2.unwomen.org/-/media/headquarters/attachments/sections/library/publications/2014/strategy%20guide%20political%20empowerment%20of%20women%20lac.pdf?v=1&d=20150603T163948>

¹⁴ World Economic Forum. (2015). The Global Gender Gap Index 2015. Retrieved from <http://www3.weforum.org/docs/GGGR2015/The%20Global%20Gender%20Gap%20Index%202015.pdf>

¹⁵ European Institute for Gender Equality. (2015). Gender Equality in Power and Decision-Making Review of the Implementation of the Beijing Platform for Action in the EU Member States. Luxembourg: European Union

¹⁶ European Institute for Gender Equality. (2015). Gender Equality in Power and Decision-Making Review of the Implementation of the Beijing Platform for Action in the EU Member States. Luxembourg: European Union

¹⁷ Moghadam V.M. (2008). Democracy and Women’s Rights: Reflections on the Middle East and North Africa. Prepared for the International Seminar “Comparative Studies on Family Democratization and Socio-Politics” Buenos Aires, 24-26 September 2008. Retrieved from <http://www.unsam.edu.ar/escuelas/humanidades/centros/CEDEHU/Moghadam%20democracy%20and%20women%20rights.pdf>

¹⁸ For PGPR, foot note # 18 of the said statement: “Various reforms, such as fixation of quotas in legislature, have been implemented to increase female public presence to compensate for past marginalization and exclusion[18]” is Iwanaga, K. 2008. Women political participation in Asia: Obstacles and Challenges. Nordic Institute of Asian Studies. p.13. Retrieved from <http://www.diva-portal.org/smash/get/diva2:844163/fulltext01.pdf>

¹⁹ National Democratic Institute. (2016). Gender, Women and Democracy. Retrieved from <https://www.ndi.org/gender-women-democracy>

²⁰ Ibid 14

²¹ Data collected from Punjab Bureau of Statistics (PBS) and Local Government and Community Development (LG&CD) Department

²² Data collected from Election Commission of Pakistan (ECP), National Assembly, Provincial Assembly of the Punjab

²³ Data collected from Social Welfare Department, District Press Clubs, Statutory Bodies as per Rules of Business 2011, Punjab, and Government Departments of the Punjab

Successful governments foster strong civil societies and democratic institutions that include local authorities, political parties, trade unions, professional associations, and NGOs with a commitment to citizen rights. Hobsbawm (Moghadam 2008) laid down conditions necessary for effective inclusive governance as; promotion of programs for female empowerment, building institutions for equality, and implementing policies to increase female political participation in government, political parties, judiciary, and civil society organisations.¹⁷ This calls for enhanced participation for women, minorities, and other marginalized segments in these sectors through a rights-based model of state building.

Various reforms, such as fixation of quotas in the legislature, have been implemented to increase female public presence to compensate for past marginalization and exclusion.¹⁸ Women, however, are still under-represented as voters, political leaders and elected officials.¹⁹ This may be due to institutional barriers or socialization processes, which hinder females in getting access to leadership positions to effectively advocate their interests.²⁰

3.2 Organisation of Analysis

As discussed above, existing literature strongly suggests that participation and socialization of women in political and democratic institutions paves the way for sustainable growth. In order to ascertain the participation level of women, in the wake of latest demographic trends, in the provincial institutions, the following sub- themes have been selected;

- ♀ Population profile and Birth Registration Status²¹ Governance
- ♀ Political Participation & Representation of Women in Democratic Institutions²²
- ♀ Presence of Women in Public Sector Organisations²³

⁶Distributed by sex and age

⁷Through births, deaths, and migration

⁸<https://www.gnb.ca/legis/business/committees/previous/reports-e/demog/what-e.asp>

⁹<http://archive.idea.int/women/parl/ch1a.htm>

¹⁰Lopez-Claros, A. and Zahidi, S. (2005). Women’s Empowerment: Measuring the Global Gender Gap. World Economic Forum. Geneva.

¹¹Department of Economic and Social Affairs Population Division. Retrieved 2 February, 2016, from http://esa.un.org/unpd/wpp/publications/files/key_findings_wpp_2015.pdf

¹²Karam, A. (1998). Women in parliament. Stockholm, Suède: International IDEA

Relevant data was collected for each of the above categories from relevant government departments. Subsequent analysis is further divided into four sections. Section 1 focuses on the population profile and the status of birth registration in the Punjab. Section 2 discusses the engagement of women in legislative bodies of Pakistan, with special focus on Punjab. Section 3 reviews female political participation in the electoral processes of 2013 and 2015 elections, their representation in parliament and local councils respectively. The last section (Section 4) analyses the presence of women in various formal and informal decision making bodies of the province such as the judiciary, government/public sector and important civil society organisations.

3.3 Population Profile of Punjab

The current population (2015) of the province of Punjab is projected at 101,391,000; out of which about 48% are female and about 52% are male.²⁴ Table 3.1 illustrates the projected population of the province with regional and sex differentials in 2015.

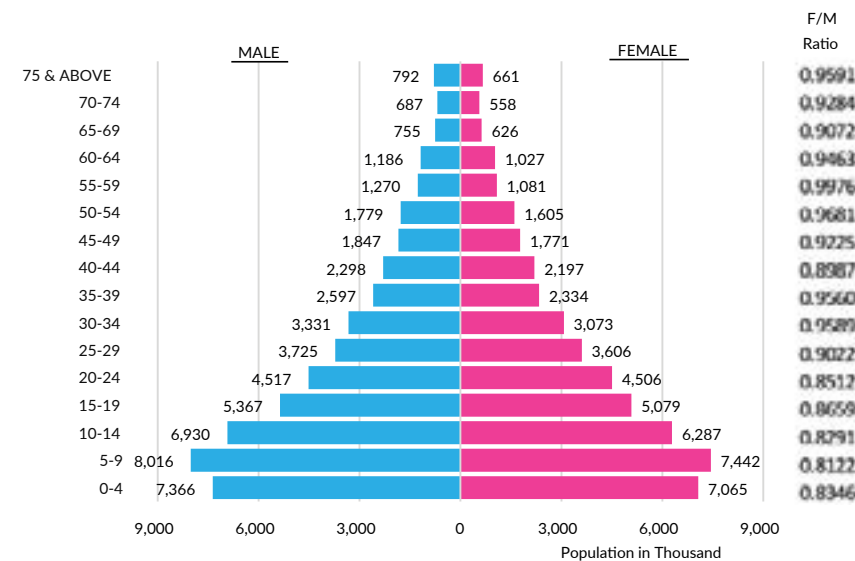
Table 3.1: Population of the Punjab by Gender (2015)

POPULATION OF THE PUNJAB BY GENDER (IN THOUSANDS) (2015)						
DISTRICT	TOTAL POPULATION	MALE		FEMALE		GPI
		Numbers	Percentage	Numbers	Percentage	
Urban	39,183	20,353	51.9434	8,830	48.0566	0.9251
Rural	62,208	32,135	51.6573	30,073	48.3427	0.9358
TOTAL	101,391	52,488	51.7679	48,903	48.2321	0.9316

Source: Bureau of Statistics, Government of the Punjab

As shown in the Table 3.1 above, the rural GPI is 0.9358 while the urban is 0.9251. The data shows that the female population is less than the male population both in urban and rural areas. Nevertheless, the proportion of female population is a bit high in rural areas than that of urban areas. This difference, if other variables remain constant, may be due to high rate of migration of rural male population to the urban areas for better economic opportunities as compared to women.

Population Pyramid Punjab 2015



Source: (1) Punjab Development Statistics (2) Bureau of Statistics, Punjab

Figure 3.2: Population Pyramid of Punjab (2015)

²⁴Bureau of Statistics Projection, data and growth rate taken from Census 1998

Figure 3.2 depicts the projected population of the province disaggregated by gender and different age groups, each group spanning over five years.

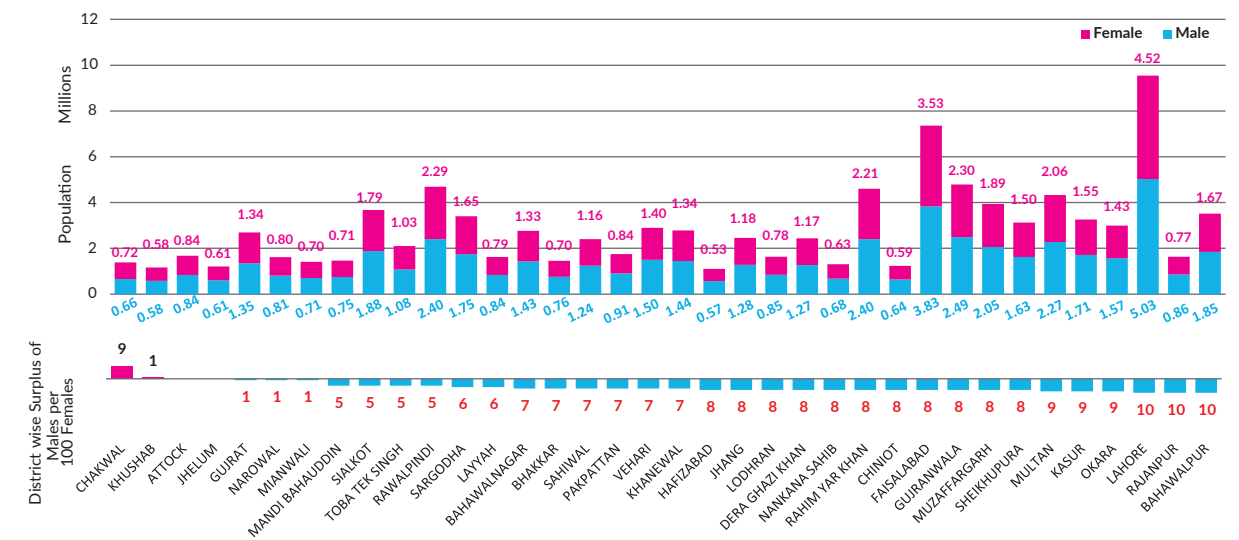
According to projections, the pyramid is skewed towards younger age groups. The highest proportion of both females and males is seen in the 5-9 years age group.²⁵ Approximately 63% of the total population is under 24 years age group of which nearly 51% are male and 49% are female. The highest proportion of males in comparison to females belongs to the 5 to 9 years age bracket. The trend shows that there is a higher male population in the ages below 24, with a little bit of variation, after which the GPI starts to increase till the ages of 40 - 44. In contrast, the highest number of females, relative to males, is found in the age group of 55 to 59 where it reaches approximately 1 i.e. parity. The data reveals that there is a younger "masculinized population" and older "feminized population".

Youth bulge in Punjab is quite evident from this data. This phenomenon may prove as a demographic dividend or a recipe for destruction. It suggests that as young adults enter the working age, the dependency ratio i.e. the ratio of the non-working age population to the working age population will decline. If the increase in the number of working age individuals can be fully employed in productive activities, other things being equal, the level of average income per capita will increase as a result. So,

the youth bulge will become a demographic dividend. But, if a large cohort of young people cannot find employment and earn a satisfactory income, the youth bulge will become a demographic bomb, because a large mass of frustrated youth is likely to become a potential source of social and political instability. Therefore, one basic measure of a success of the government in turning the youth bulge into a demographic dividend is the youth (un)employment Rate which certainly depends upon the provision of educational and health facilities. The Government of Punjab, being conversant of the fact has formulated the Punjab Growth Strategy 2018 with a target of creating 1 million jobs in three years. It should, however, be kept in mind that almost half of them should be for the female segment as well who make up nearly half of the population.

A district level analysis of demographic trends indicates that Lahore has the highest population followed by Faisalabad and Rawalpindi. Gender disaggregated data shows that the ratio of males is highest in Bahawalpur, Rajanpur and Lahore; 110 males for every 100 females. These are followed by Okara, Kasur and Multan with each district reflecting 109 males for every 100 females. It can also be observed that districts with a higher female ratio generally have smaller populations. Districts with larger populations generally have more males than females as shown in the figure below.

District wise Surplus of Males per 100 Females 2015



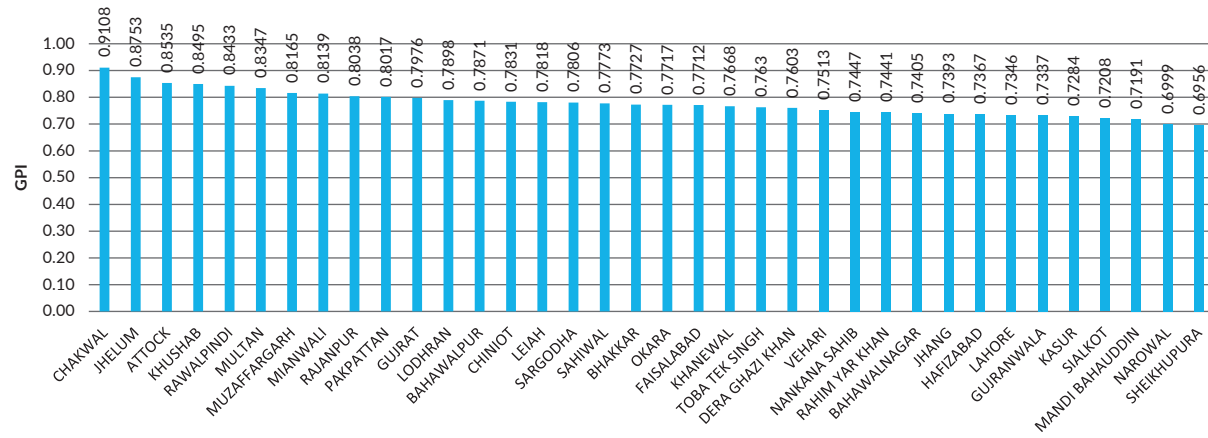
Source: Punjab Development Statistics

Figure 3.3: District Wise Surplus of Males per 100 Females (2015)

Regional disparities of population by gender should also be considered while considering policy options for training, education, health provision and job creation.

²⁵Khatoun, N., Sabir, M., & Ara, I. (2005). Socio-economic indicators by Gender: A regional comparison for Pakistan. Social Policy And Development Center, 4. Retrieved from <http://spdc.org.pk/Data/Publication/PDF/DB-04.pdf>

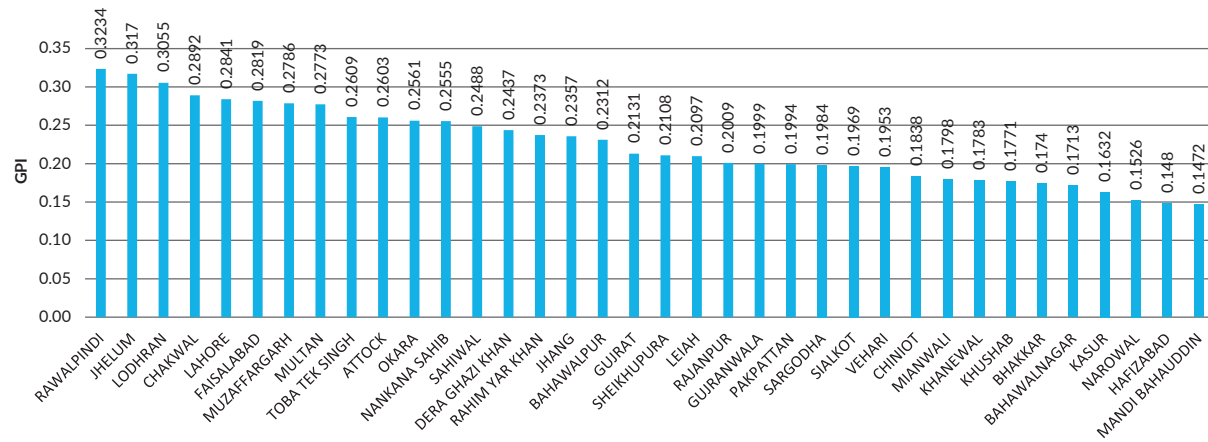
GPI of People Issued CNIC in Punjab 2015



Source: NADRA

Figure 3.4: GPI of People Issued CNIC in Punjab (2015)

GPI of People Issued CNIC with Disability Logo in Punjab 2015



Source: NADRA

Figure 3.5: GPI of People Issued CNIC with Disability Logo in Punjab (2015)

In Pakistan, it is mandatory for all adult citizens, age 18 years and above, to get registered with the National Database and Registration Authority (NADRA) and get a Computerised National Identity Card (CNIC), a pre-requisite for availing all kinds of social and economic services. Figures 3.4 and 3.5 shows that the GPI of all districts is less than one which means that women do not hold basic identity document as compared to men (Figure 3.4). In some districts such as Sheikhpura and Narowal, the gap is quite big. The reasons for such a huge gap need further investigation.

In Punjab, only 11,157 number of females were issued CNIC with disability logo in 2015 as compared to males i.e. 45,037. In Rawalpindi 1540 and in Lahore 1255 number of women were issued this special

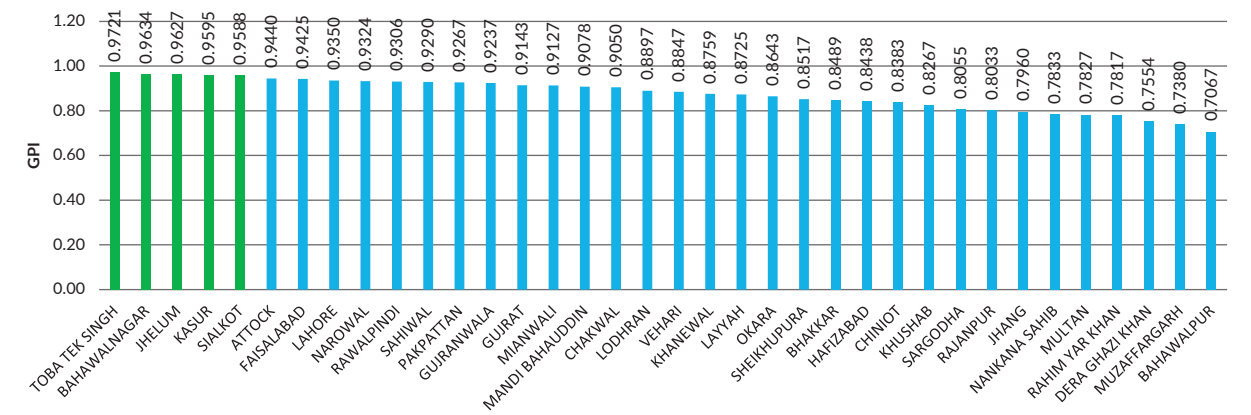
category of CNICs. In this way, more males were issued CNIC with disability logo than females in all the districts of Punjab.

3.4 Birth Registration

In the modern world, birth registration is an important factor in determination of one of the fundamental and basic rights of every person i.e. citizenship rights and auxiliary benefits. According to the local government bodies' Legal Framework of Punjab, registration is categorized into three types: (i) fresh registration: from birth to 60 days (ii) late registration: 61 days to seven years, and (iii) seven years and beyond.²⁶ Data (Figure 3.6) shows that except for five districts, the rest of the province has more males being registered as compared to females.

In terms of fresh registrations; the five districts with the lowest score are in Southern Punjab. With regards to late birth registrations, there is lack of parity. The GPI falls drastically towards the end of the trend line with Jhang and Chiniot heavily poised towards more registration of boys.

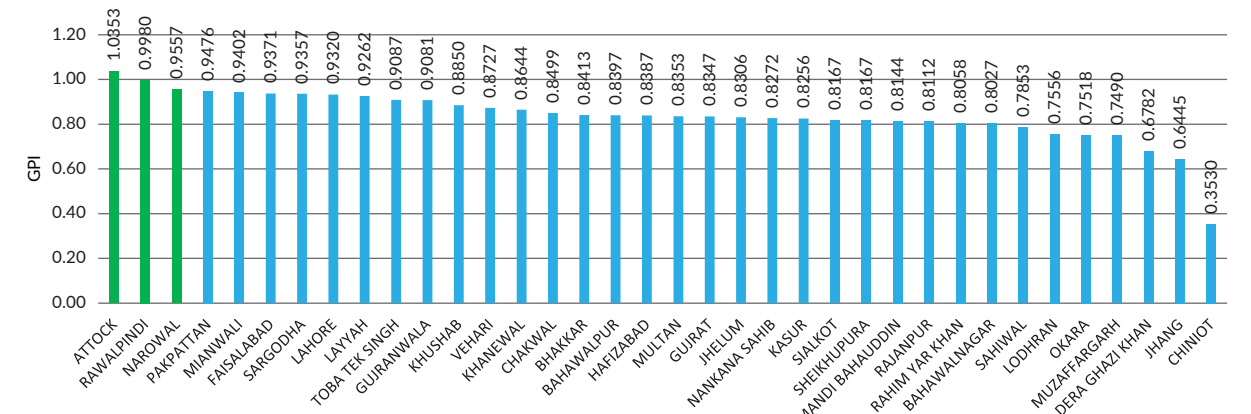
Fresh Registration in the Punjab 2015



Source: Local Government and Community Development Department

Figure 3.6: Fresh Birth Registration in Punjab (2015)

Late Registration in the Punjab 2015



Source: Local Government and Community Development Department

Figure 3.7: Late Birth Registration in Punjab (2015)

The comparison of birth registration data with the projected female population, discussed above, clearly indicates that girls are not preferred to be registered with the local councils as compared to boys. This phenomenon may be termed as "male bias" of society which is also reflected in other walks of life. Resultantly, a number of female are implicitly denied their basic right of being documented as citizens of Pakistan and are prevented from receiving associated benefits. The government may take affirmative action in this regard.

If the number of registered births is taken to be a realistic reflection of the current situation, then one would tend to agree with Sen's seminal work on the "missing girls" phenomenon; especially in the five districts of Southern Punjab,²⁷ where GPI (fresh registration) is quite low as compared to other districts. This calls for further research on the issue.

²⁷"Missing women", was a phrase coined by Amartya Sen, referring to the observation that in parts of the world the overall ratio of women to men is suspiciously low: The numbers of "missing women" in relation to the numbers that could be expected if men and women received similar care in health, medicine, and nutrition, are remarkably large. A great many more than a hundred million women are simply not there because women are neglected compared with men. Sen, A (1990) "More than 100 million women are missing" in New York Review of Books

²⁶Birth/Death Registration By-laws (2015) approved by the Local Government and Community Development Department.

3.5 Female Representation in Governance

Governance refers to "all processes of governing, whether undertaken by a government, market or network, whether over a family, tribe, formal or informal organisation or territory and whether through laws, norms, power or language." It relates to "the processes of interaction and decision-making among the actors involved in a collective problem that lead to the creation, reinforcement, or reproduction of social norms and institutions."²⁸

The concept of governance is very broad and entails actions and processes of both formal and informal structures of state for exercise of authority or power in order to manage a country's economic, political and administrative affairs. Nevertheless, for the purposes of this report, female participation and representation in electoral and democratic process and in decision-making positions is taken as an indicator under 'governance'.

3.5.1 Female Participation in the Electoral Process

Ensuring participation in the electoral process has been challenging in Pakistan due to cultural and traditional barriers. There are regions where, reportedly, women are not allowed to vote. The Election Commission of Pakistan (ECP) has taken several initiatives to enhance female participation in the electoral process. Prior to the General Elections of 2013, ECP partnered with National Database and Registration Authority NADRA to facilitate voter participation using Computerized National Identity Cards CNICs. This effort resulted in an increase in registered female voters. ECP and NADRA also implemented a temporary, semi-automatic registration process where citizens got themselves registered for their CNICs. However, according to a study, about 10 million eligible Pakistani females remained unregistered.²⁹

ECP also increased the number of polling stations with the intention to facilitate voters in terms of geographical contiguity. However, the positive impact of this initiative needs to be analyzed further as a number of election monitors observed that the turnout at women polling stations was less as compared to joint ones.³⁰ Apparently, the reason being lack of female mobility without male companions due to cultural norms.³¹ ECP also tried to ensure detailing of female staff at polling stations specified for women voters³² and in case of their non-availability, (more so the case in rural areas), detailing of older male staff (in terms of age) was given preference.³³ In spite of these efforts, election monitoring reports for the General Elections 2013 observed presence of male staff at a few female stations that could have been an inconvenience for many women. Similarly unauthorized men were reported to be present in a significant number at women polling stations. As per reports, this may also have adversely affected turnout.

The General Elections of 2013 was the first in which ballots from male and female polling booths were counted and recorded separately.³⁴ However, the disaggregated voter turnout of any general election has not been released by ECP to date. This data is of prime importance to access gender equality/parity in the electoral process of the province.

3.5.2 Female Candidature

Women have played an important role in Pakistan's politics and proved to be dynamic leaders on many occasions. Although women seem to have more freedom to cast their votes (often with guidance of male family members), contesting elections is a difficult proposition for them.

²⁸Bevir, Mark (2013). Governance: A very short introduction. Oxford, UK: Oxford University Press. Hufty, Marc (2011). "Investigating Policy Processes: The Governance Analytical Framework (GAF). In: Wiesmann, U., Hurni, H., et al. editors. Research for Sustainable Development: Foundations, Experiences, and Perspectives.". Bern: Geographica Bernensia: 403-424.

²⁹Aurat Foundation (2013). Women's participation as voters in 2013 elections. Aurat Foundation Legislative Watch. Retrieved 16 February 2016, from <http://www.af.org.pk/news/1390295273.pdf>

³⁰Ansari, S. Policy Brief: Electoral Reform and Women's Political Participation. Jinnah Institute. Retrieved from <http://jinnah-institute.org/policy-brief-electoral-reform-and-womens-political-participation/>

³¹The ECP also introduced additional measures to support voters during the election. For instance, it introduced an SMS facility to assist public in identifying where to vote (however this assistance was limited to the literate public only – the illiterate public remained dependent on political party camps).

³²Election Commission of Pakistan, Code of Conduct

³³Information collected from Election Commission of Pakistan

³⁴FAFEN. (2013). National Assembly Election Results Analysis Report. Retrieved from <http://fafen.org/election-results-analysis-report/>

Table 3.2: Chronological Representation of Legal Provisions of Reservation of Seats for Females in National and Provincial Assemblies

TIME PERIOD	REPRESENTATION 1
1956	10 seats
1962	6 seats
1973	10 seats
1985	20 seats
2002	17.5% in legislature; National and Provincial Assembly and Senate

Their representation in the assemblies is mostly confined to a few from a privileged section of society who inherited their constituency from family. That is why there has always been a constitutional provision for the reservation of seats for women in legislative bodies; Constitution of 1956 (ten seats), 1962 (six seats) and 1973 (ten seats). In 2002, political representation of women was enhanced to 17.5% seats in all legislative bodies; in the National, Provincial Assemblies and Senate through constitutional amendment as described in the Table 3.2.

Local councils/bodies are the basic units of governance in the country. They are the geographically based political-administrative institutions closest and most visible to the people and directly address the various issues of everyday life.³⁵ The first local bodies elections were held in 1959 under the military rule of General Ayub Khan. Women were not given any specific representation. However, in the subsequent Local Government Ordinances of Punjab (1979), NWFP (1979), Sindh (1979) and Balochistan (1980) seats were reserved for women in local bodies. In 2001, the Local Government Ordinance (LGO) was promulgated, according to which many administrative powers were devolved from provinces to districts and to the lower tiers. Female representation was fixed at 33% at all tiers through a combination of direct elections at the Union Council (UC) level, and indirect elections at district and Tehsil/town levels. The table below (Table 3.3) summarizes the history of female representation in local government in Punjab province.

Table 3.3: Chronological Representation of Legal Provisions of Reservation of Seats for Females in Local Government

FEMALE REPRESENTATION IN LOCAL GOVERNMENT		
Time Period	Regime	Representation
1958-1968	Ayub Khan	No special representation under Basic Democracies Ordinance
1971-1977	Zulfiqar Ali Bhutto	No special representation was provided
1977-1985	Zia - ul - Haq	2 seats at UC and 1- percent for other tiers
1988-1990	Benazir Bhutto	Local government elections were not held
1990-1993	Nawaz Sharif	10.4 percent
1994-1996	Benazir Bhutto	Local government elections were not held
1997-1999	Nawaz Sharif	12.7% in Punjab
1999-2008	Pervez Musharaf	33% at all levels
2008 to date	Yousaf Raza Gillani	Status quo maintained as of 1999-2008
2015	Nawaz Sharif	1 seat at UC level Not exceeding 15 seats (on the basis of UC included) at District Council level 25 seats at Metropolitan Corporation level Not exceeding 15 at (on the basis of UC included) at Municipal Corporation level

Source: Adapted from Aurat Publication and Information Services Foundation, 2001

³⁵UNWOMEN (2014) Strategic Guide – Political Empowerment of Women: Framework for Strategic Action – Latin America and the Caribbean (2014-2017) Panama city, Panama

Two local Government elections have been held since the promulgation of LGO 2000.³⁶ Nearly 67,000 nominations were filed by women for the first election and enabled over 36,000 women to enter formal politics. In 2005, through an Amendment in the LGO, the number of local councilors at UC level was reduced from 21 members to 13 reducing women representation from 36,066 to 24,528.³⁷

Generally, it is considered that women participation in elections at the local level could possibly generate a new wave of democratic practice in the province.³⁸ The reality is that they could hardly adopt provincial and national level political careers mainly due to patriarchal culture resulting in a lack of support from family and community; perceived limited chances of their electability; lack of access to financial resources; and skills in building political alliances/ networking at provincial and national levels.

Despite these challenges, the general elections have witnessed a quantitative change in the representation of women in mainstream politics by an increase upto 20 percent. This increase could have been due to many

factors that need to be studied further. One of the contributing factors could be the mandatory requirement of holding a graduate degree to contest elections. Some mainstream politicians did not possess the pre-requisite graduate degree and brought female relatives to the parliament.³⁹

Conventional wisdom and the political culture of the country often holds that women candidates have a more difficult path to elected office than their male counterparts. Resultantly, political parties issued party tickets to very few female candidates in General Elections (2013); 3.5% of the 68109 candidates were female, while 96.5% were male. The highest percentage of female nominations was seen in Punjab (4.6%). According to ECP, even this number being 129% and 200% higher from General Elections in 2008 with regard to women contesting for National Assembly (NA) and Provincial Assembly (PA) of Punjab respectively. However, there was no significant increase, rather stagnation, in the number of female candidates that were awarded a party ticket. The majority of women candidates was independent as shown in the table below.⁴⁰

Table 3.4: Female Candidates in General Elections (2008 and 2013)

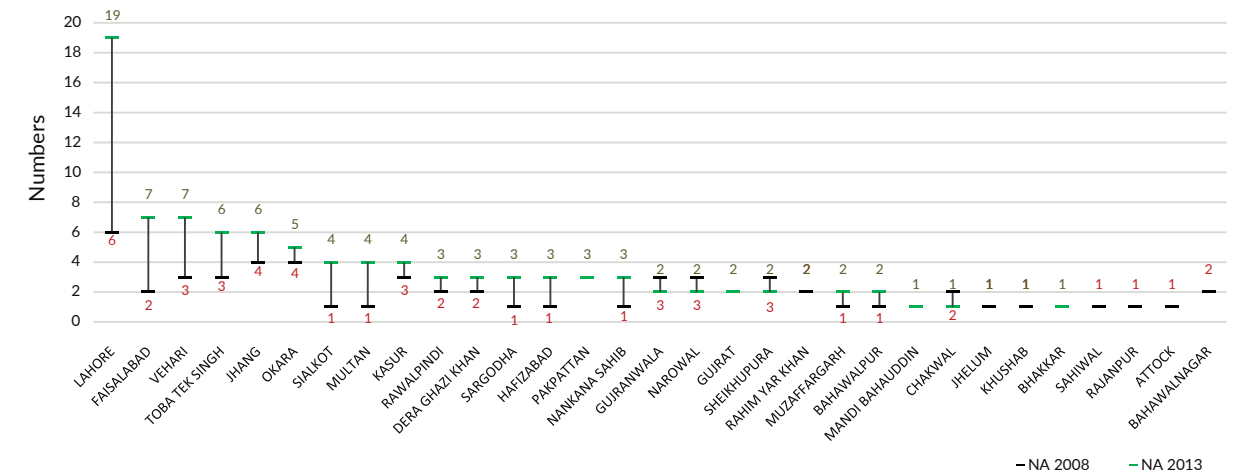
PARTY	2013 ⁴¹		TOTAL	2008 ⁴²		TOTAL
	PUNJAB NA	PUNJAB PA		PUNJAB NA	PUNJAB PA	
MQM	6	10	16	5	2	7
PPPP	7	5	12	15	4	19
PML-N	6	9	15	7	9	16
APML	3	5	8	0	0	0
PTI	5	4	9	0	0	0
PML	1	3	4	7	6	13
PP-SB	0	1	1	0	0	0
PNML	2	2	4	0	0	0
MWMP	0	2	2	0	0	0
Others*	6	9	15	3	2	5
Independents	46	112	158	27	49	76
Total	82	162	244	64	72	136

NA: National Assembly, PA: Provincial Assembly Punjab
*Other mainstream or regional political parties who fielded three or less candidates

³⁶ The third Local Government Election was being held while this report was being compiled
³⁷ National Commission on the Status of Women. (2010). Study on Local Bodies System and its Impact on Women. NCSW. Retrieved from <http://www.ncsw.gov.pk/previewpublication/14>
³⁸ Zakar, M. (2014). Strengthening Women's political Participation and Leadership for Effective Democratic Governance in Pakistan. A Baseline Research Study. Retrieved from <https://www.sfcg.org/wp-content/uploads/2014/06/Strengthening-Womens-Political-Leadership-in-Pakistan.pdf>
³⁹ The Researchers (2008). Observation Report of Women Contested Constituencies General Elections 2008 - Pakistan. Women and Politics in Asia Forum. Retrieved from http://www.theresearchers.org/Publications/ElEObser_MonReport/Pakistan%20EO%20Report.pdf
⁴⁰ Gender Concerns International (2013). Gender Election Monitoring Mission Pakistan. Retrieved from <http://www.genderconcerns.org/images/gal/Final%20GEM%20Pakistan%20Report%2020Sept.FINAL-1.pdf>
⁴¹ Zia, M. (2013). 2013 elections - women's representation in legislatures. Aurat Foundation Legislative Watch. Retrieved 16 February 2016, from <http://www.af.org.pk/news/1390295273.pdf>

A District wise comparison of female candidates contesting the 2008 and 2013 general elections shows that in 27 districts there was an increase in the total number of women contesting elections for the National Assembly. Six districts that previously had no female contestant also witnessed women candidature. Only eight districts witnessed a decrease. The number of candidates also increased, especially in the provincial capital, Lahore, followed by Faisalabad and Vehari as shown in the figure below.

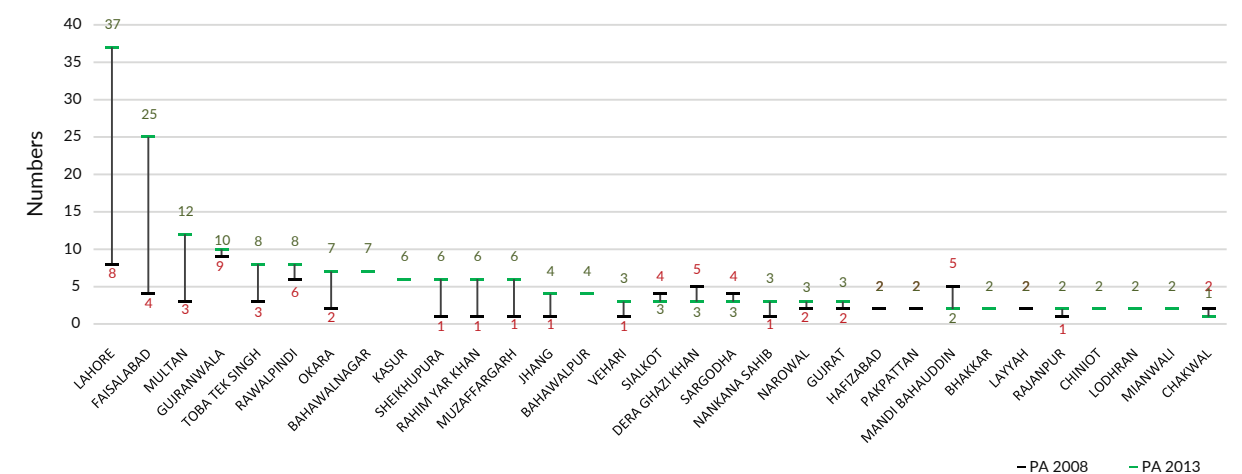
Female Candidates in General Elections in 2008 & 2013 for National Assembly



Source: Election Commission of Pakistan
Figure 3.8: Female Candidates in General Elections for NA (2008 and 2013)

For the Provincial Assembly of Punjab, too, there was a significant increase in female candidates. While previously candidates from 21 districts contested the General Election of 2008, in 2013 the number rose to 31 districts. In terms of overall numbers, the data shows the same trend i.e. Lahore followed by Faisalabad. More women contested elections in bigger cities with higher literacy rates. Only eight districts observed a decrease in numbers. Ten districts with previously no female representation saw participation from them in the 2013 elections.

Female Candidates in General Elections in 2008 & 2013 for Provincial Assembly of Punjab



Source: Election Commission of Pakistan
Figure 3.9: Female Candidates in General Elections for PA in (2008 and 2013)

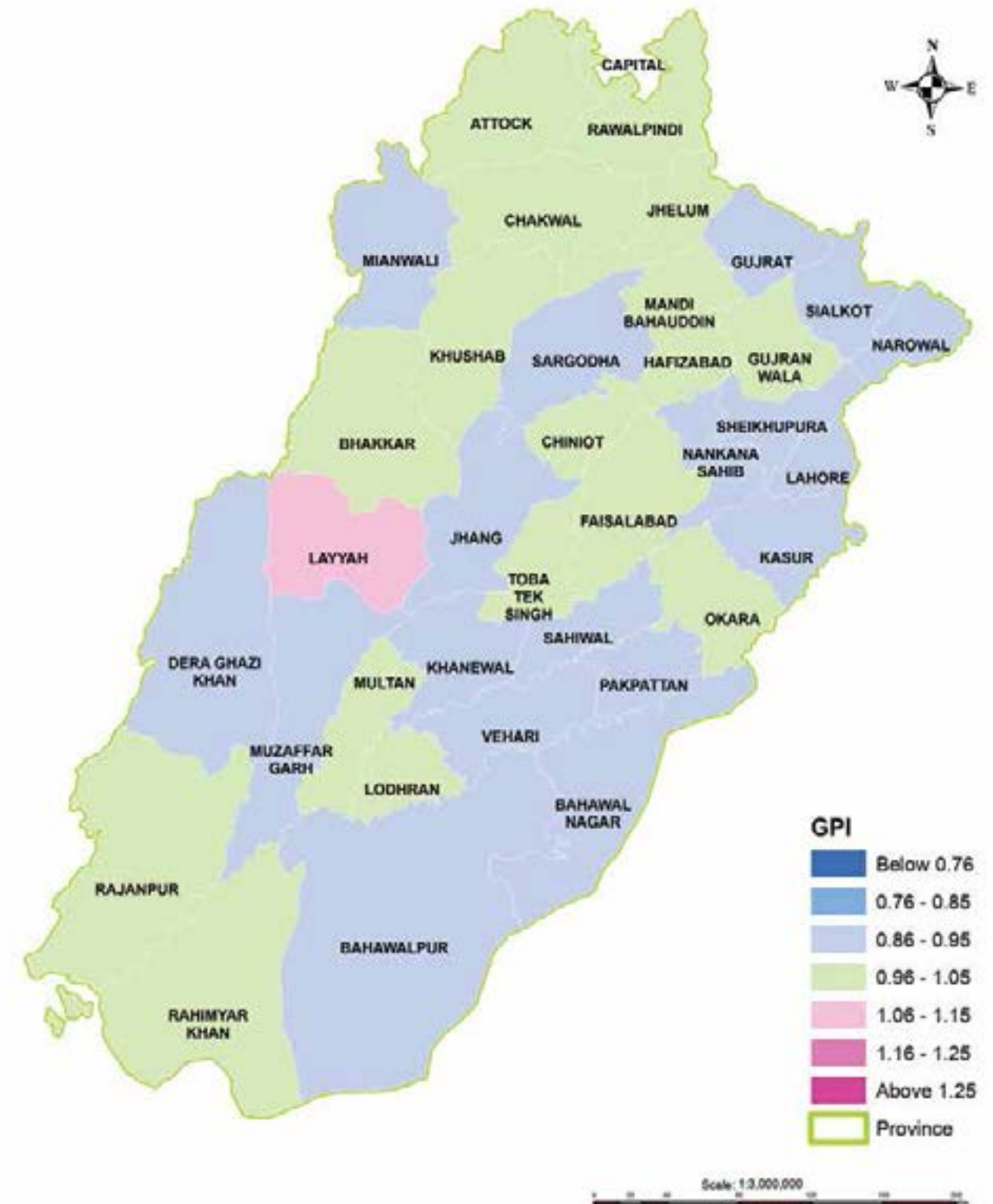
GPI of Average Voters Registration per Polling Booth in the General Elections in Punjab 2013

3.5.3 Polling Stations and Booths

Easy access to polling stations is essential in order to enhance turnout especially for females where mobility is restricted. In both the 2013 and 2015 General Elections, data of polling stations with regard to the GPI of average registered voters per polling booth remained the same. Figure 3.10 shows that most of the districts fall within a healthy range of 0.86 to 1.05 of gender parity. In Layyah however, the GPI is quite high, i.e. 1.06 to 1.15. The reason for this anomaly would require further clarification from ECP.

3.5.4 Polling Staff

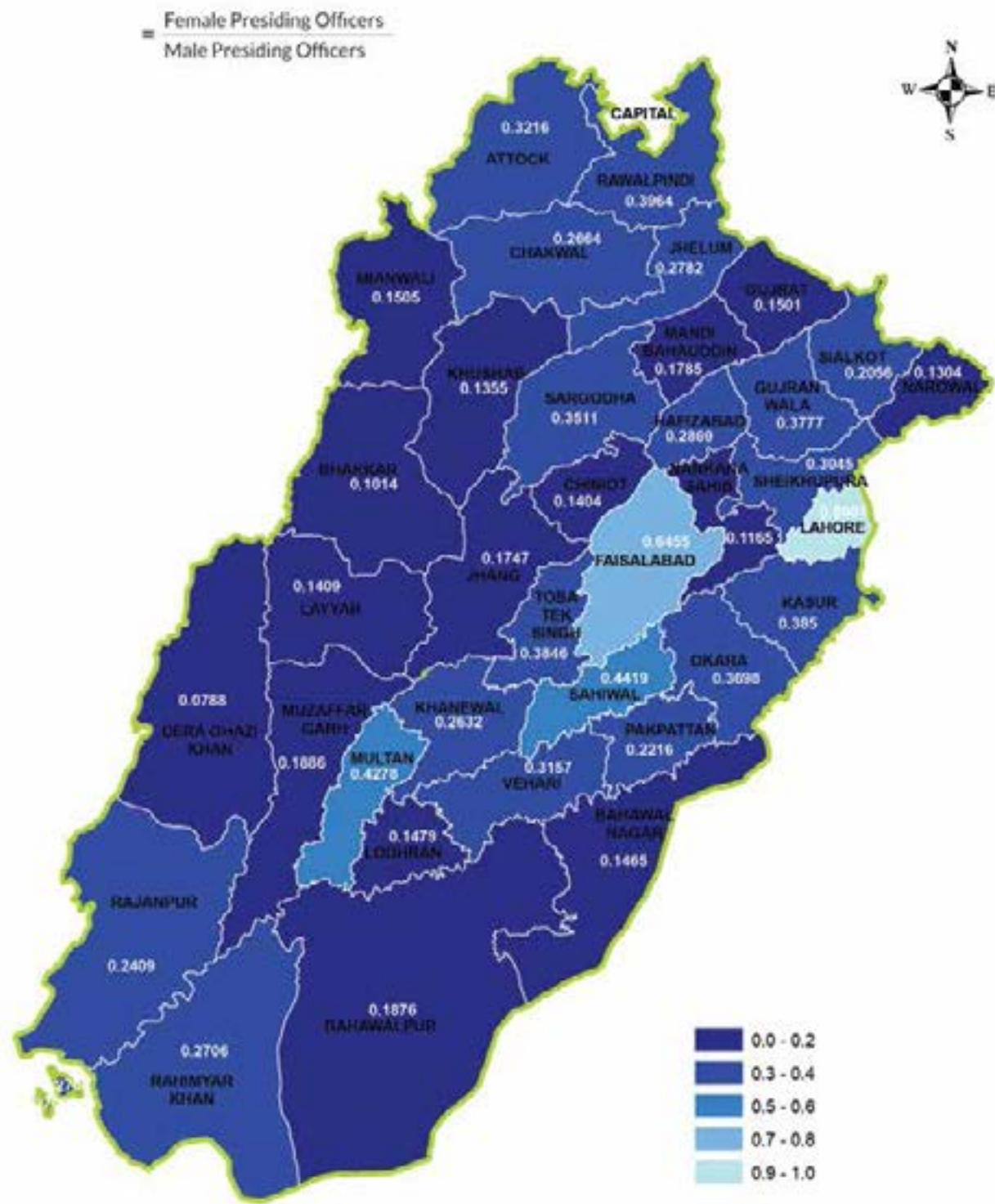
While assigning Presiding Officers, the proportion of male and female registered voters is kept in mind by ECP, which is reflected in terms of the GPI ranging from 0.7888 to one. However, if a comparison is made between Presiding Officers of 2013 and 2015, it appears that more districts have a comparatively lower GPI. The bigger cities such as Lahore, Faisalabad and Multan have more parity in both elections. The gender disaggregated data for Returning Officers was not available for the General Elections of 2013 due to which a similar comparison cannot be made.



Source: Election Commission of Pakistan

Figure 3.10: GPI of Average Voters Registration per Polling Booth in the General Elections in Punjab 2013

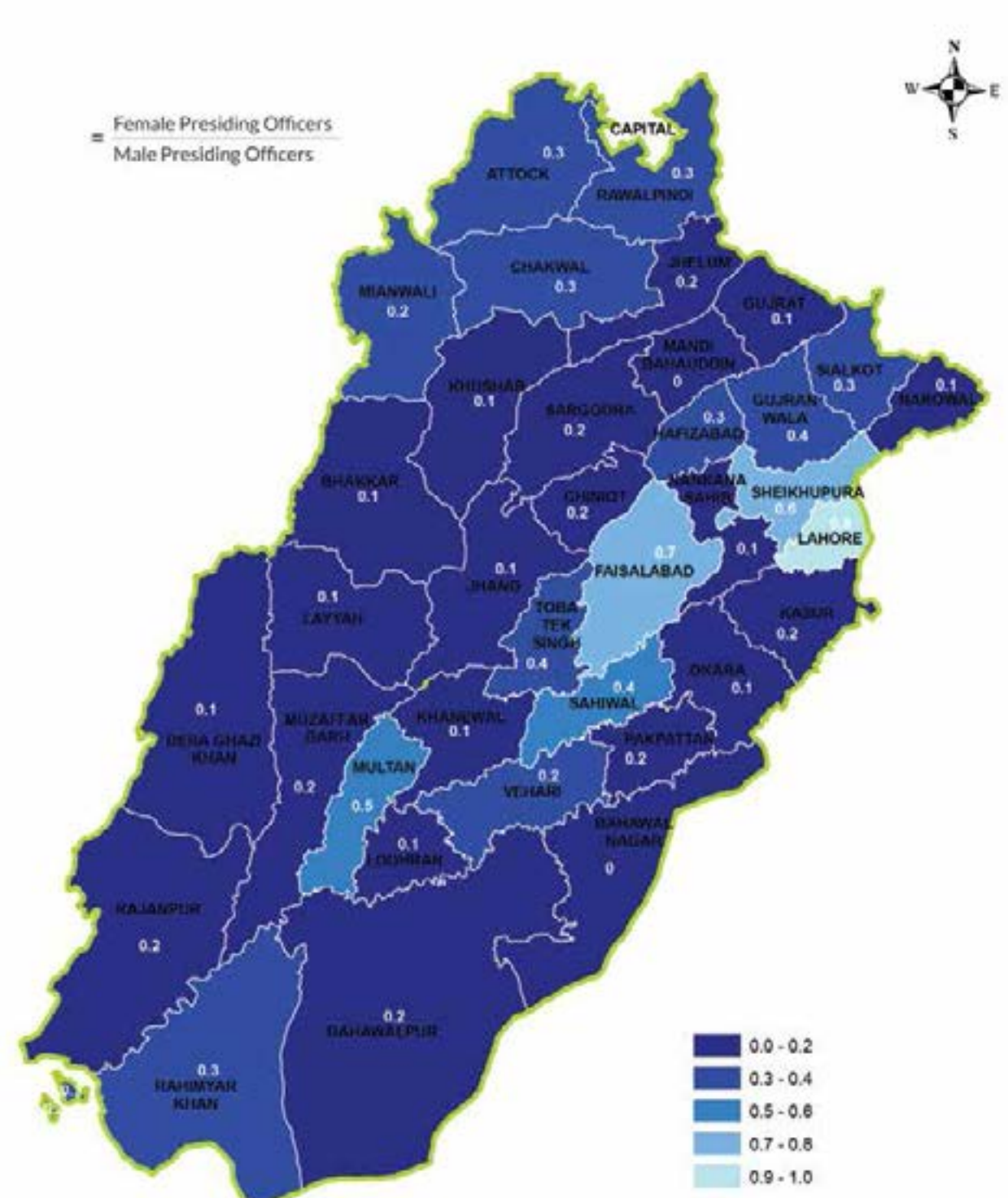
Gender Parity Index of Presiding Officers in Punjab 2013



Source: Election Commission of Pakistan

Figure 3.11a: GPI of Presiding Officers in Punjab 2013 and 2015

Gender Parity Index of Presiding Officers in Punjab 2015



Source: Election Commission of Pakistan

Figure 3.11b: GPI of Presiding Officers in Punjab 2013 and 2015

3.5.5 Voter Registration and Turnout

In 2013, Punjab had 49 million registered voters, 43.77% (21 million) female and 56.22% (27 million) male⁴³ whereas the national average of male and female voters was 56.38% and 43.62% respectively.⁴⁴ The situation did not change much by 2015 in terms of percentage distribution. A slight increase in the registered voters has been observed but the difference between both remained almost the same.⁴⁵

Table 3.5 Registered Male and Female Voters (2013 and 2015)

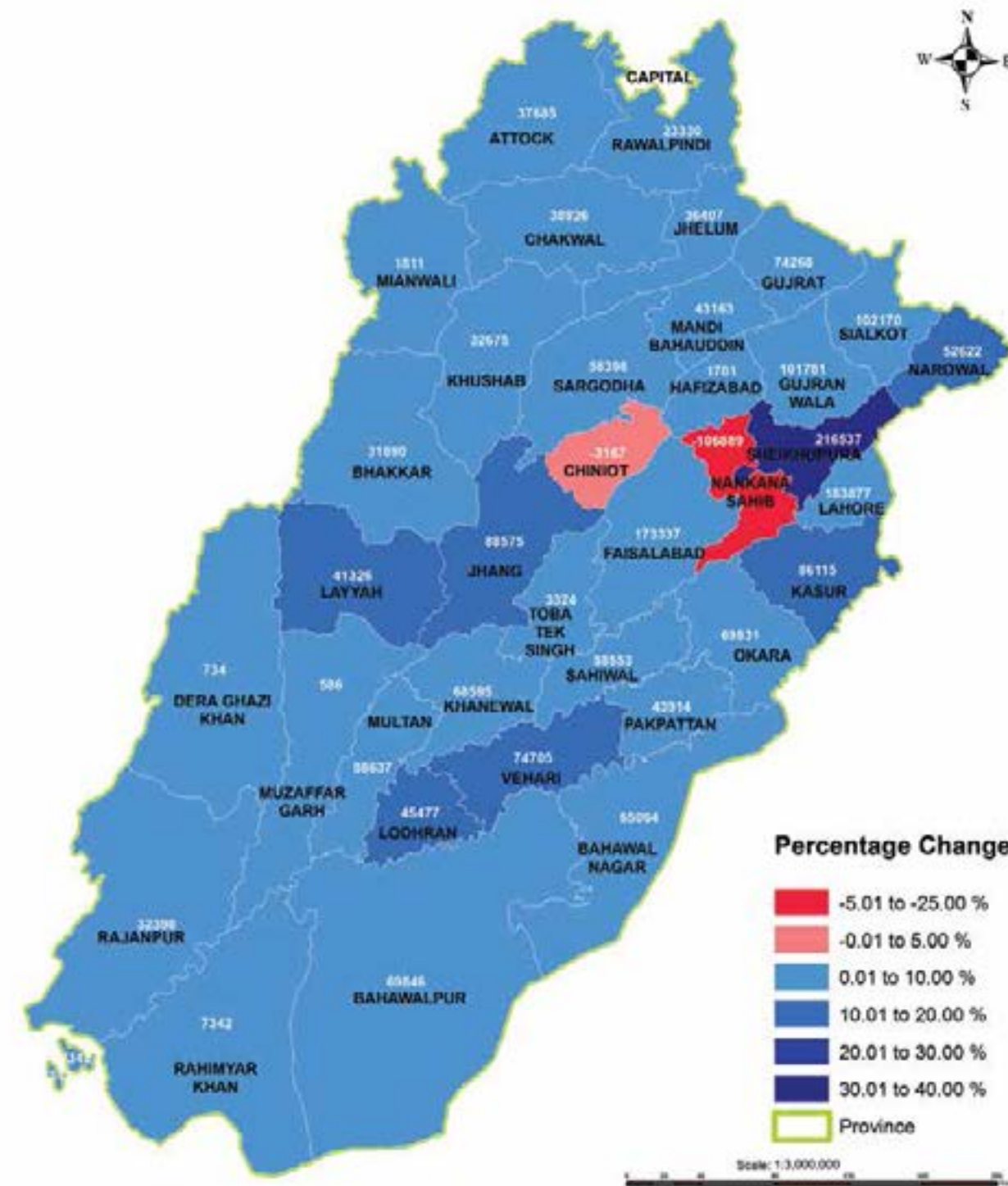
YEAR	REGION	MALE VOTERS		FEMALE VOTERS		TOTAL VOTERS
2013	Punjab	27,697,701	(56.22%)	21,561,633	(43.77%)	49,259,334
	Pakistan	48,592,387	(56.38%)	37,597,415	(43.62%)	86,189,802
2015	Punjab	30,183,834	(56.07%)	23,642,619	(43.92%)	53,826,453
	Pakistan	52,363,940	(56.26%)	40,708,953	(43.74%)	93,072,893

District wise gender disaggregated data shows that the number of male and female voters increased in a majority of districts, but only six districts showed a percentage increase in male voters as compared to females. Chiniot is an outlier, with 1% decrease in male registered voters while there is no change in female voters. Nankana Sahib presents a rare anomaly where there is a 22% percent decrease in males and 21% decrease in females. ECP did not provide any reason for this difference. The percentage increase in both genders remained almost same in the nine districts. In the remaining 16 districts, the number of female voters increased. As a result, the average GPI for Punjab has shown increase from 0.7983 to 0.8034 from 2013 to 2015, with Chakwal being consistently at the top having highest parity in both years; 0.8964 and 0.9085. Sheikhupura which was at the lowest with a GPI of 0.7003 in 2013 was replaced by Narowal with a GPI of 0.6983 in 2015. According to ECP, 55% (compared to 44% in 2008) of 86 million registered voters cast their votes in the General Elections of 2013. Female participation as voters could not be assessed due to lack of disaggregated data. It is very important to analyze the trends of participation of female voters in general elections both temporarily and geographically to ascertain their political participation.

Table 3.6: Comparison of Voter Turnout 2008 and 2013

REGION	TURNOUT 2013	TURNOUT 2008
Punjab	60%	48%
Pakistan	55%	44%

Percentage Increase/Decrease in Male Voters Registration in Elections 2015 with Respect to Elections 2013



Source: Election Commission of Pakistan

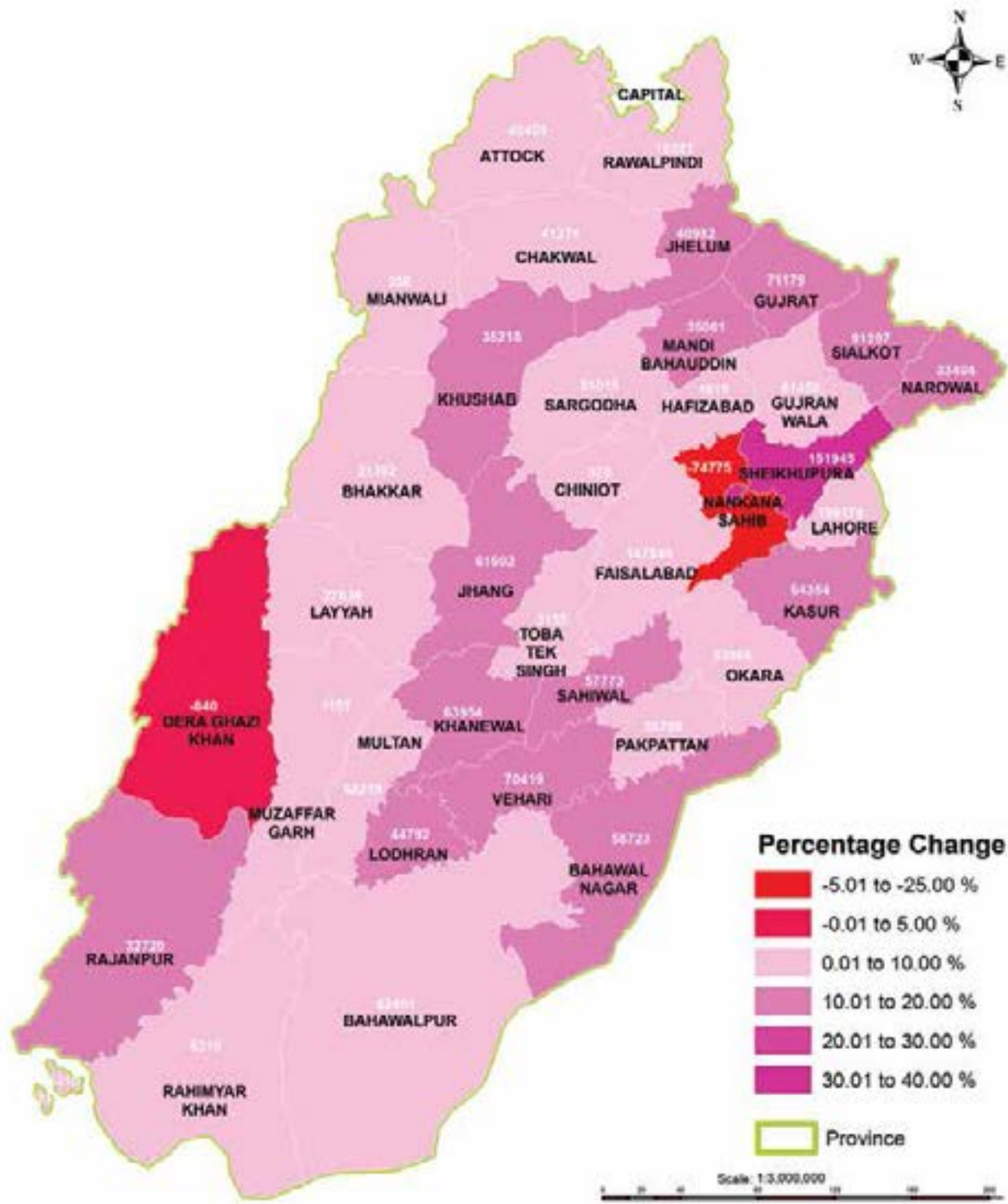
Figure 3.12a: Percentage Increase/Decrease in Male and Female Voters Registered (2013-15)

⁴³The data for political participation, from the general elections held on May 11, 2013 was easily available however, the most recent data for political participation, from the local elections held through to December 2015 was becoming available as this report was being finalized and has been incorporated as far as possible.

⁴⁴Ecp.gov.pk, (2013). Retrieved 1 January 2016, from http://ecp.gov.pk/Misc/GE-2013-Graphs/04_FER%20Stats.jpg

⁴⁵Election Commission Pakistan

Percentage Increase/Decrease in Male Voters Registration in Elections 2015 with Respect to Elections 2013



Source: Election Commission of Pakistan

Figure 3.12b: Percentage Increase/Decrease in Male and Female Voters Registered (2013-15)

3.5.6 Members of National Assembly and Provincial Assembly of Punjab

The National Assembly consists of 338 members, out of which 70 (approximately 21%) are female and 268 are male. Out of the total female members, 60 are on seats reserved for women and one (out of ten) on seats reserved for minorities and only nine have been elected on general seats. In terms of representation of Punjab, there are four females on general seats (all belonging to Pakistan Muslim League-Nawaz (PML-N) as compared to 142 men. On reserved seats, there are 35 females from the Punjab; 32 from PML-N, two from Pakistan Tehreek-e-Insaaf (PTI) and one from Pakistan People's Party (PPP).

Representation of Males and Females in National Assembly and Provincial Assembly of the Punjab (2015)

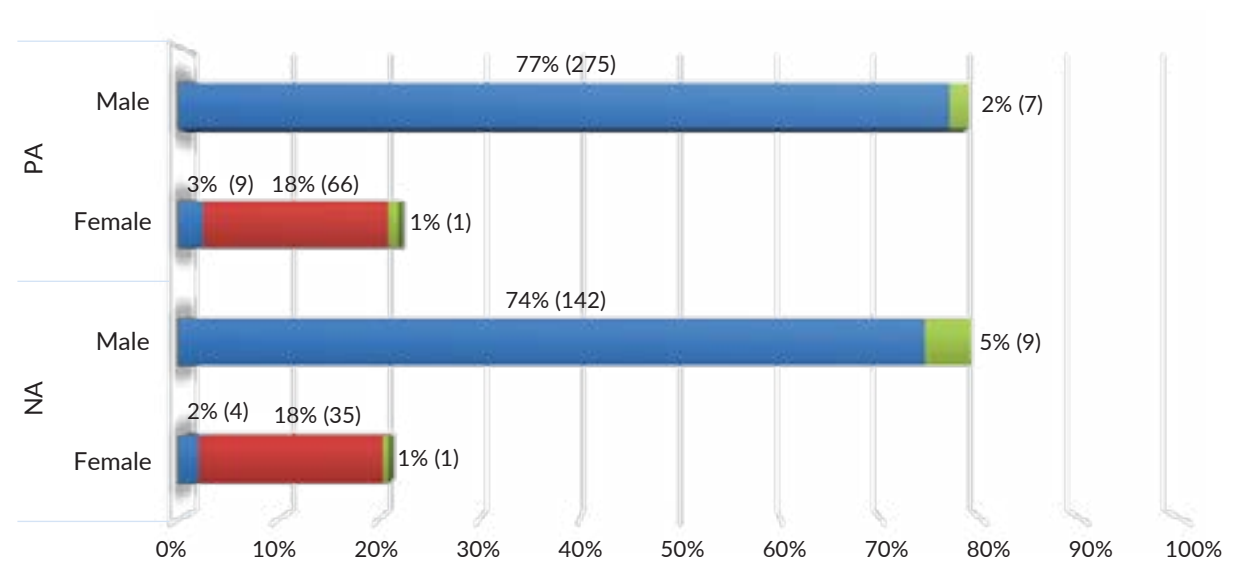


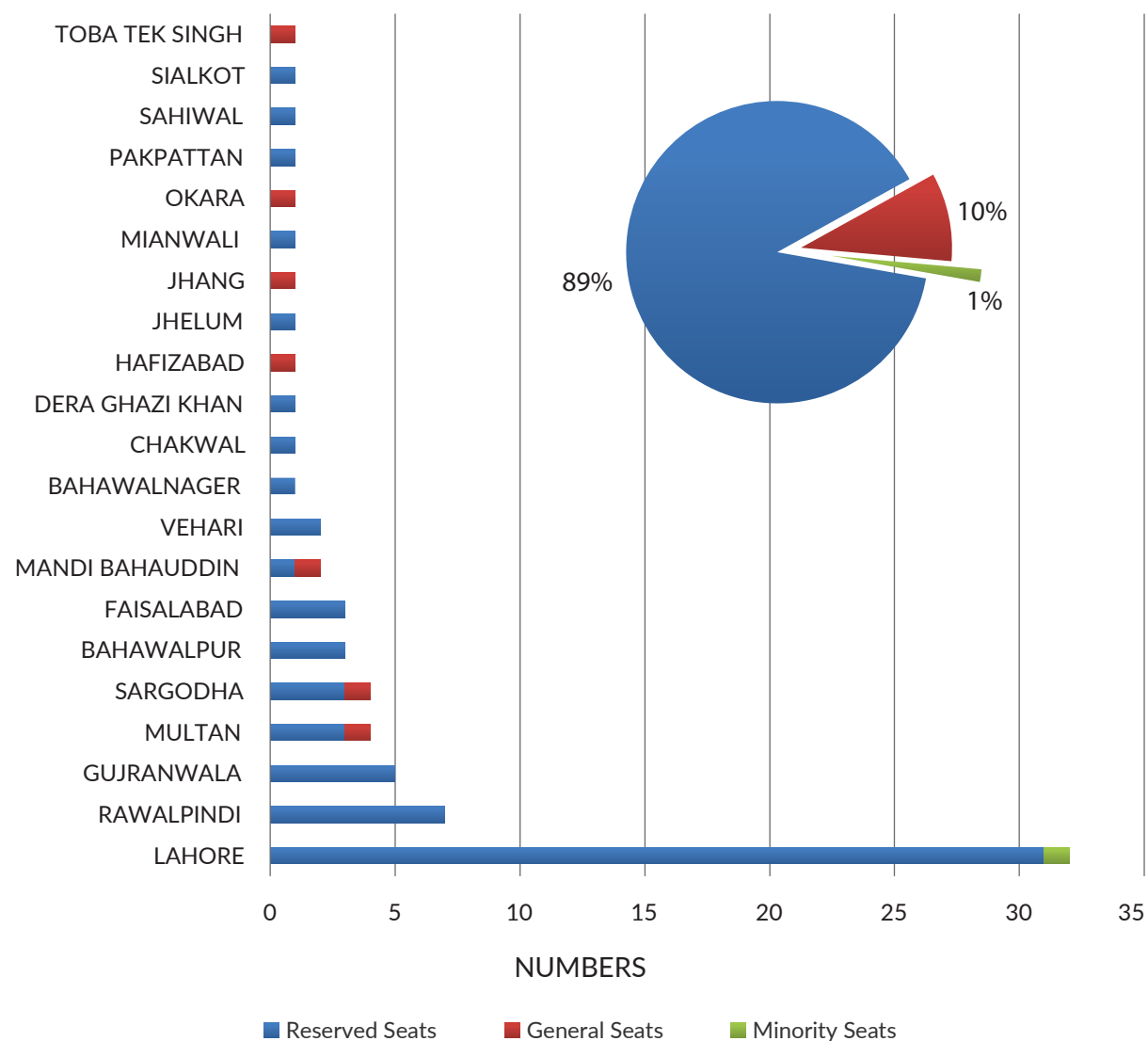
Figure 3.13: Representation of Males and Females in the National Assembly and Provincial Assembly of the Punjab (2015)

In the Provincial Assembly of Punjab, 21% i.e. 76 out of 369 members are females. Although the total number seems to be somewhat significant, 66 of them are on reserved seats and one on a seat reserved for minorities (with 7 males) and only nine are directly elected. The majority of women elected on reserved seats (56 in number) came from PML-N, six from PTI, two from Pakistan Muslim League (PML) and one each from PPP and Pakistan Muslim League - Zia (PML-Z).

District wise analysis shows that in the Provincial Assembly, the majority (more than 30) of 66 female on reserved seats belong to Lahore. This is followed by Rawalpindi and Gujranwala, though both lag significantly in comparison to Lahore, with the former having seven and the latter five representatives. Overall, female members come from 17⁴⁶ districts whereas there is no female member from the remaining 17 districts of the Punjab. This is shown in the Figure 3.14.

⁴⁶Data is not available for the remaining two districts

District Representation by Women in Provincial Assembly of the Punjab 2013



Source: Provincial Assembly of the Punjab

Figure 3.14: District Representation of Females in Provincial Assembly the Punjab (2013)

With regard to legislative experience of female parliamentarians, many are new entrants. At the national level, more than half have been elected for the first time, closely followed by those who came for a second term. Very few members were in their third (eight), fourth and fifth (one each) terms. In the Provincial Assembly, out of 76 female members, 60 women are fresh entrants to the provincial legislature.

Out of the the 66 reserved seats, 52 have been elected from PML-N, starting their first term. All six PTI Members of Provincial Assembly (MPA) were also new entrants. The minority candidate on seat reserved for minorities is also a new entrant. Only 12 MPAs returned to the assembly for the second time as shown in Figure 3.14. This may be taken as a positive sign meaning that there is a heightened interest of women in taking politics.

Female Parliamentarians' Legislative Experience in General Elections 2013

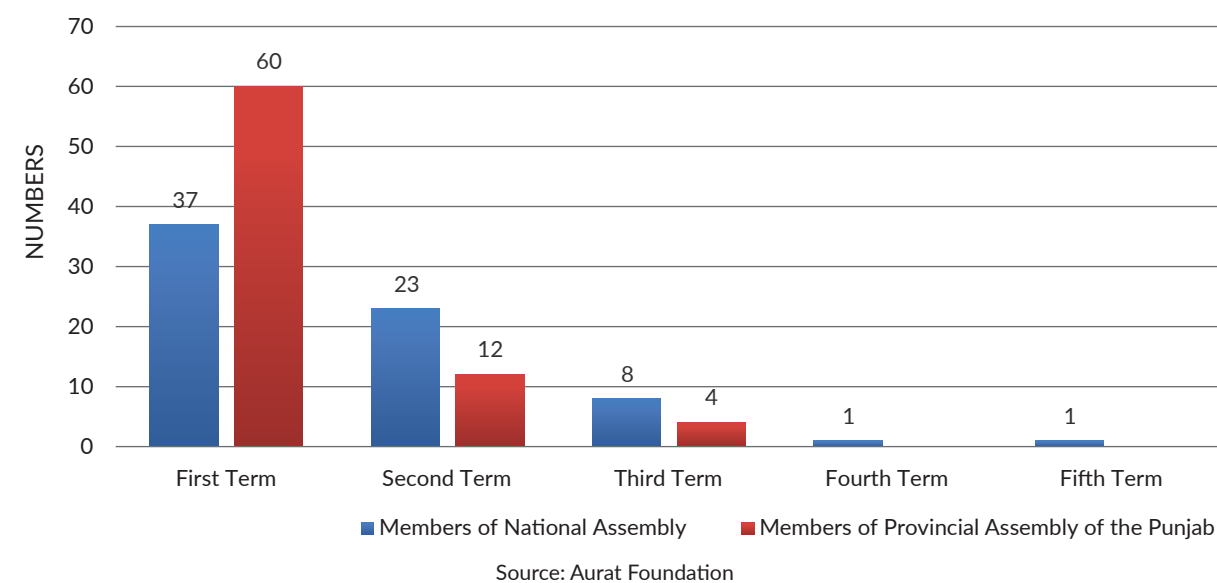


Figure 3.15: Female Parliamentarians Legislative Experience In General Elections 2013

As far as participation of women in the legislative assemblies and relevant government bodies is concerned, GPI ranges from a minimum of 0 to 0.2787 (in the standing committees in NA) which is quite low. A closer analysis indicates that influential positions have not been entrusted to women. In the National Assembly, none of the 22 Federal Ministers is a female. There are only two (18%) female Ministers of State as compared to nine male ones. All three Advisors to the Leader of the House (PM) are male. In the Senate, out of the 104 members, only 19 i.e. 18%, are female⁴⁷, thereby fulfilling the condition of 17% percent representation. Out of the 20 parliamentary secretaries, only three (i.e. 15%) are female and 17 are male. The female parliamentary secretaries are responsible for; States and Frontier Regions, Petroleum and Natural Resources and Interior and Narcotics Control.⁴⁸ Standing Committees of the federal legislature have the highest percentage (22%) of female representation.

Table 3.7: GPI of Representation in NA and PA

	NATIONAL ASSEMBLY			PUNJAB ASSEMBLY		
	Males	Females	GPI	Males	Females	GPI
Ministers	22	0	0	19	3	0.1578
Ministers of State	9	2	0.22222	-	-	-
Advisors to Leader of the House	3	0	0	1	0	0
Members of the Senate	85	19	0.2235	-	-	-
Parliamentary Secretaries	17	3	0.1764	33	6	0.1818
Members of Standing Committees	495	138	0.2787	335	89	0.2656
Total	631	162	0.2567	388	125	0.3622

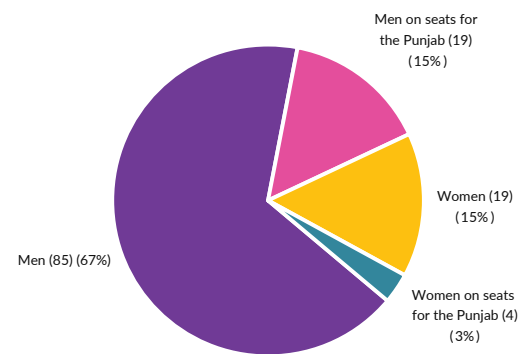
⁴⁷Current Members of Senate. Retrieved 15 January 2016, from http://www.senate.gov.pk/en/current_members

⁴⁸Na.gov.pk. (2015). Parliamentary Secretaries, National Assembly of Pakistan. Retrieved 15 January 2016, from http://www.na.gov.pk/en/sectories_lists.php

In the Punjab Assembly, female representation in the cabinet and other legislative bodies is quite low as well. There are three female ministers (14%) in the Cabinet and six (18%) parliamentary secretaries. As per BEIS typology⁴⁹, out of the six female parliamentary secretaries, five are responsible for socio-cultural functions; Population Welfare, Women Development, Higher Education, School Education and Cooperatives.⁵⁰ It appears that they have been assigned sectors traditionally considered better for women such as health, education and women development.

Figure 3.16 shows the representation of females in the Parliamentary Standing Committees in National and Punjab Assembly. The standing committees have been classified as per BEIS Typology (Annexure III). The column chart depicts the breakdown typology wise and the pie graphs show number of males and females in each type. The highest representation of women can be seen in sociocultural functions in both National (27%) and Punjab (32%) Assemblies. This is followed by Basic Functions in which women represent 25% in the National and 20% in Provincial Assembly.

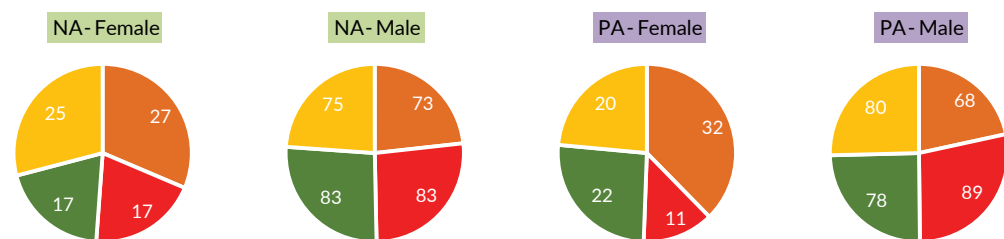
Members of the Senate 2015



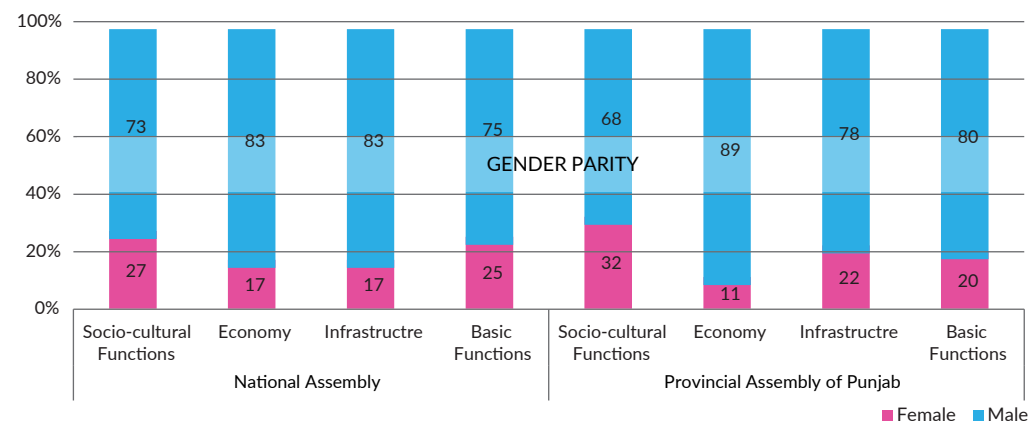
Source: Provincial Assembly of the Punjab

Figure 3.16: Members of Senate (2015)

Members of Parliamentary Standing Committees in the National Assembly and Provincial Assembly of the Punjab (2015)



Standing Committees-Punjab Assembly-2015



Source: National Assembly & Provincial Assembly of Punjab

Figure 3.17: Standing Committees-Punjab Assembly-2015

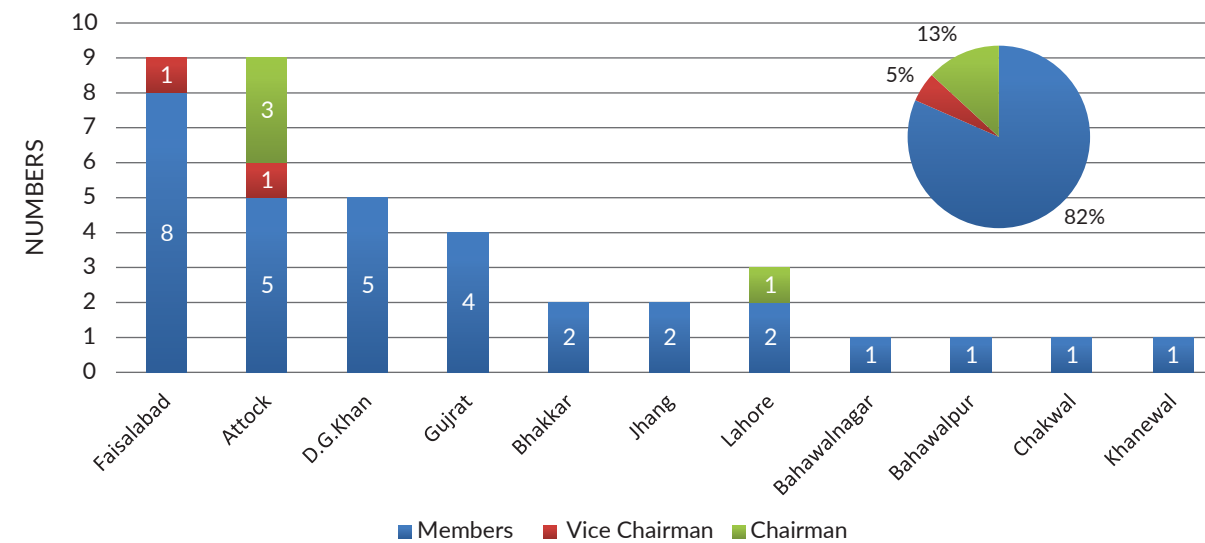
⁴⁹The BEIS-typology is a classification system for government functions that is used to categorize senior ministers, junior ministers and ministries and their staff in different fields of action. The BEIS-typology consists of four different categories: Basic functions (foreign and internal affairs, defense, justice), Economy (finance, trade, industry, agriculture), Infrastructure (transport, communication, environment), Socio-cultural functions (social affairs, labour, health, children, family, youth, elderly, older, people, education, science, culture).

⁵⁰Punjab.gov.pk. (2015). Parliamentary Secretaries, Punjab Assembly. Retrieved 15 January 2016, from <http://punjab.gov.pk/parliamentarysecretaries>

3.5.7 Female Political Participation in Local Councils Elections 2015

The elections for the local councils in Punjab were held in 2015. The results of these elections presented a bleak picture in terms of success of female candidates i.e. 32 out of 26,689 as members (0.12%), 02 out of 3,994 (0.05%) as vice chairpersons and 5 out of 3,941 (0.12%) as chairpersons.

Representation of Women in Local Government 2015



Source: Election Commission of Pakistan

Figure 3.18: Representation of Females in Local Government Bodies (2015)

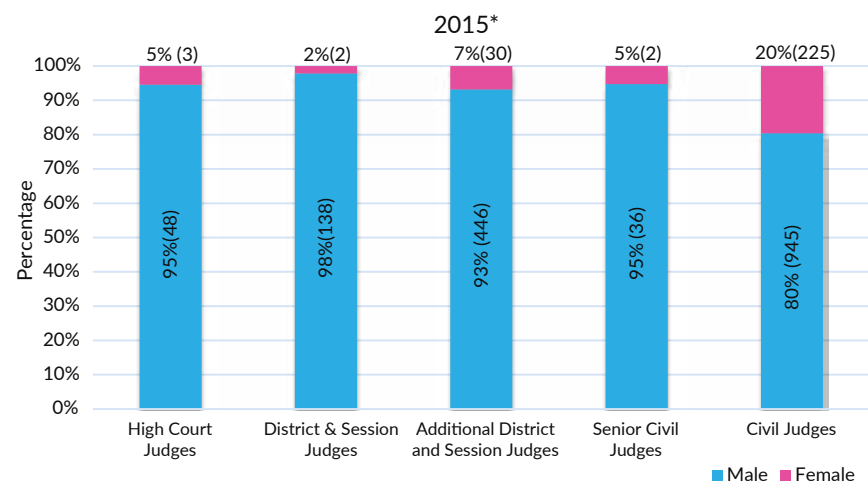
District wise analysis indicates that Attock has the most number of women elected as members of the local councils (with three Chairpersons and one Vice Chairperson and five members). Faisalabad also had nine successful candidates but of these only one was elected as Vice Chairperson and eight were members of the Union Councils. Interestingly enough, the trend does not reflect a strong relationship of increased political mobilization of women with literacy. In Lahore, the capital and a metropolis, only three women have been elected as members of whom one was elected as Chairperson. Considering the large number of reserved seats for females that are to be nominated in coming months (9,286) it is obvious that their representation will increase significantly.

3.6 Governance - Women in Decision-making

3.6.1 Judiciary

Data shows that there are far fewer female judges (14%) as compared to males (86%) at all levels of the Judiciary. The highest percentage of women is in the lower courts i.e. the Civil Judges and the lowest number as District and Session Judges. The Lahore High Court itself has only three female Judges. The reasons for this variation can only be learned through further qualitative research. At the time of compilation of this report, three women were working as Ex-cadre Judges.

Percentage Representation of Male and Females Judges in the Punjab



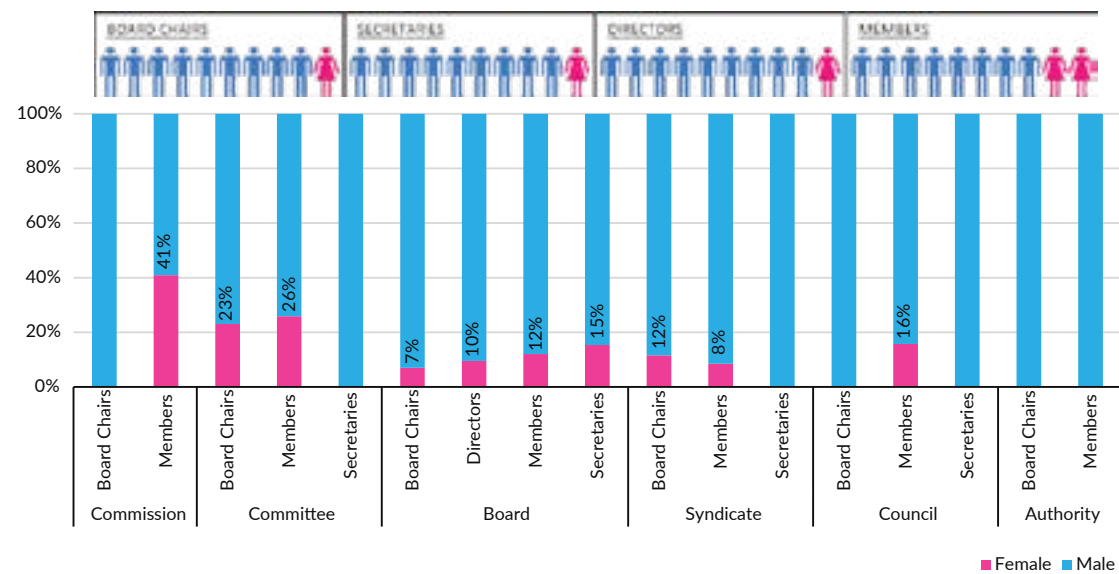
Source: Lahore High Court * As of February 2, 2016

Figure 3.19: Percentage Representation of Male and Female Judges in the Punjab (2015)

3.6.2 Executive Positions in Public Service

The number of women holding executive positions in various governing bodies and institutions is quite low. For the purposes of this report, 50 organisations and a number of governing bodies were surveyed.⁵¹ Very few women are part of these bodies and organisations. The lowest representation was as chairpersons of Boards, with only 7% appointed as Heads of Boards. Currently 197 women are serving as voting members in 63 Boards of Governors after enactment of Punjab Fair Representation of Women Act, 2014. Representation of women in all decision making positions i.e. Secretaries or Directors is very low with a ratio of one female to nine males. Participation was slightly better as members of boards with a ratio of two women to eight men mainly due to statutory requirements.

Representation of Men and Women in Governing Bodies in Statutory Entities 2015



Source: Government Departments

Figure 3.20: Representation of Males and Females in Governing Bodies (2015)

⁵¹The list of these organisations is shared as Annexure IV of this report.

3.6.3 Decision Makers from Grades 18 to 22

Officers of Grade 18 to Grade 22 in the Government of Punjab, enjoy significant powers, authority and influence due to their position. The data indicates severe disparity in terms of female representation in this governance structures; 13.55% female in Grade 18; 5.5 % in Grade 19; 10% in Grade 20; and only 1 in Grade 21. The highest numbers of women (35%) have been found working in Pakistan Administrative Services' in Grade 18. The reason for this concentration needs further research.

At the time of the compilation of the report, there was only one woman in Grade 21 and no female in Grade 22; The GPI across the Grades is very low with the highest in Grade 18 and near to zero in Grades 21 and 22. A qualitative analysis of the data shows that most of the women are associated with sociocultural functions. Out of the eight officers in Grade 20, 5 are working as Secretaries at the positions where they do not possess much influence as compared to their male counterparts in terms of public policy options. They have been specifically appointed to Departments such as; Women Development, Human Rights and Minority Affairs, Libraries and Archives, Special Education, and Punjab Public Service Commission. Also, a high percentage is involved in Basic functions; 11 (of which nine are from Pakistan Administrative Services) are posted with Services and General Administration Department. Few women are engaged with work related to Economics and Finance and even a smaller percentage with Infrastructure. In crux, the findings highlight significant disparity in numbers as well as functional distribution reflecting existing social constructs of masculinity and femininity and the existence of a glass ceiling, which control their career path trajectories through socially acceptable routes.

Gender Parity Index (GPI) across Grades 18 to 22 in the Punjab

Grade 18: 0.1567 ♀ Grade 19: 0.05806 ♀ Grade 20: 0.1081

Grade 21: 0 ♀ Grade 22: 0

Table 3.7: Male and Female Employees from Grade 18 to Grade 22 in Government of Punjab (as of January 1, 2016)

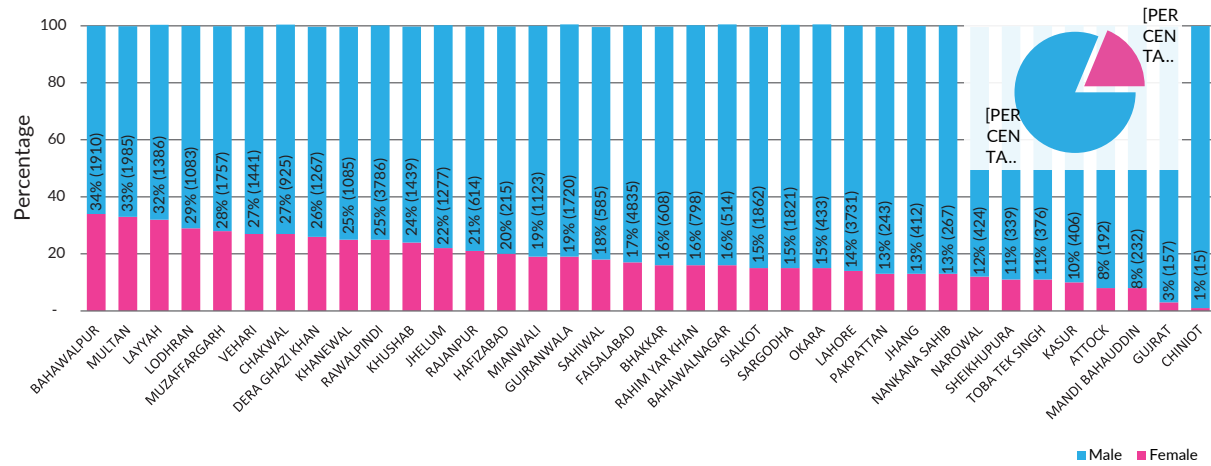
	GRADE 18			GRADE 19			GRADE 20			GRADE 21			GRADE 22		
	Male	Female	GPI	Male	Female	GPI	Male	Female	GPI	Male	Female	GPI	Male	Female	GPI
Provincial Secretariat Services	69	4	0.0580	31	1	0.0323	10	0	0	2	0	0	0	0	0
Pakistan Administrative Services	65	35	0.5385	49	5	0.1020	41	7	0.1707	18	0	0	2	0	0
Provincial Civil Services	153	6	0.0392	75	3	0.0400	23	1	0.0435	4	0	0	0	0	0

3.6.4 Women Representation in Civil Society Organisations

Data collected from the third sector, registered with the Social Welfare Department in 2015, shows that majority of them comprise of male members; 81% as compared to only 19% female members. Comparatively higher percentages of women are found in districts in Southern Punjab. This can be attributed to increased number of locally registered NGOs and CSOs working in various areas due to low human development as well as natural disasters such as annual floods which affect the native population.

Faisalabad, Rawalpindi and Lahore districts have the most number of women registered as members. This trend appears logical considering these are larger cities with higher literacy rates, more registered organisations, and enhanced tolerance for females in the public sphere.

Members of Non-profit Sector Organisations Registered with Social Welfare Department of Government of Punjab 2013-2014



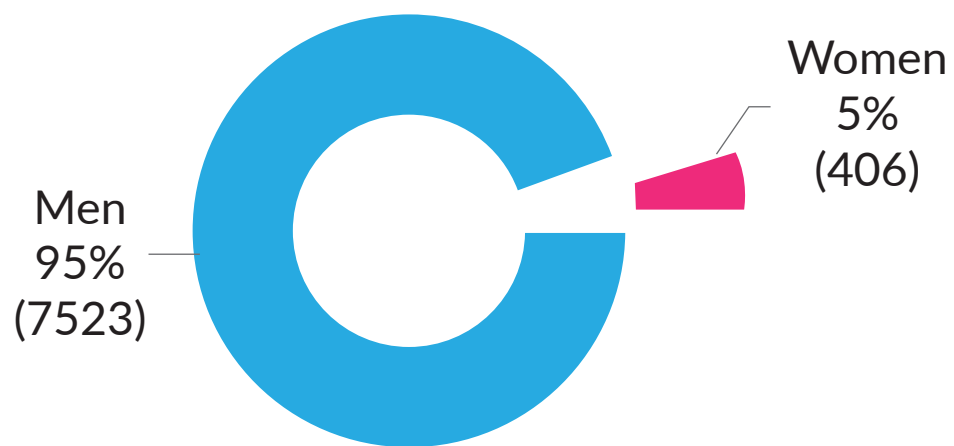
Source: Social Welfare Department

Figure 3.21: Members of Non-profit Organisations Registered with Social Welfare Department of Government of the Punjab (2015)

3.6.5 Press Clubs

Media is a very powerful source for influencing popular discourse and there appears to be an increasing number of women joining the field, especially the electronic media. However, the numbers of female registered with press clubs are negligible. This is more evident in less urbanized districts where one can find entire clubs represented by only male members. Also, no press club has female in leadership and/or executive roles such as President/Chairperson.

Members in District Press Clubs 2015



Source: District Press Clubs

Figure 3.22: Members in District Press Clubs

3.7 Key Findings

♀ Data reveals that there is a younger “masculinized population” and an older “feminized population”.

♀ The proportion of female population is a bit high in rural areas than that of urban areas. This difference, if other variables remain constant, may be due to high rate of migration of rural male population to the urban areas for better economic opportunities as compared to women.

♀ Approximately 63% of the total population is under 24 years, of which nearly 51% is male and 49% is female. This youth bulge can be a demographic dividend or a demographic bomb given of youth (un) Employment Rate.

♀ Districts with a higher female ratio generally have smaller populations and vice versa.

♀ The comparison of birth registration data with the projected female population clearly indicates lower number of registered girls than those of boys.

♀ The general elections have witnessed a quantitative change in the representation of women in mainstream politics by an increase upto 20 percent.

♀ Female candidates in General Elections of 2013 increased significantly as compared to the General Elections of 2008; 129% and 200% increase in National Assembly and Provincial Assembly of the Punjab respectively.

♀ In 2015, Punjab had 53,826,453 registered voters, 43.92% female and 56.07% male. Though there is an increase in total number of voters, gender disaggregated data almost remained the same in percentile terms.

♀ Representation of women in the National Assembly and Provincial Assembly of the Punjab, through direct elections, is very low. Few women won on General Seats in the Local Government Elections in 2015, but seats have been reserved for them (to be elected

through indirect elections). This will allow them to have a critical mass necessary to represent the women at the local level.

♀ Women representation in cabinet, standing committees, and other parliamentary committees is quite less.

♀ Governing Bodies of statutory entities do not reflect parity (Annexure IV). Only 7% females are appointed as Heads of Boards. Representation as Secretary and Director is also very poor, with a ratio of one female to nine males. Participation as board members is slightly better with a ratio of two female to eight males.

♀ There is disparity in female representation in public sector employment from Grade 18 to 22, with 13.55% in Grade 18, 5.5 % in Grade 19 and 10% in Grade 20. There is one female in Grade 21 and no one in Grade 22 in the province of Punjab.

♀ The “glass ceiling” seems to persist; the few women promoted to higher Grades are usually appointed to less influential positions than their male counterparts.

♀ In Civil Society Organisations⁵² women continue to be underrepresented at decision-making positions. Out of the 2015 non-profit organisations registered with the Social Welfare Department, 81% are male in decision making positions compared to only 19% females.

♀ The number of women representation in press clubs is negligible; with no female in leadership and/or executive positions such as President/Chairperson.

⁵²The International Monetary Fund refers to “civil society organisations” as “the wide range of citizens’ associations that exists in virtually all member countries to provide benefits, services, or political influence to specific groups within society. CSOs include: business forums, faith-based associations, labour unions, local community groups, nongovernmental organisations (NGOs), philanthropic foundations, and think tanks. Usually excluded are not only the branches of government (government agencies and legislators) but also individual businesses, political parties, and the media.” IMF. (2015). Retrieved 10 December, 2015, from <http://www.imf.org/external/np/exr/facts/civ.htm>

3.8 Conclusion

The political discourse on women's participation in the country is limited mainly on reserved seats, which only helped the political patriarchs to increase their numbers in the legislature. Further sifting of data may corroborate with the fact that very few women, elected on reserved seats, earned it due to their political clout. Most of them are the extension of their male politicians to strengthen their bargaining value. So, at the moment, equality of women in politics is not on any party's agenda.

In hindsight, the data clearly reflects that the present system of female political participation is designed only to play with the optics. It has affected a complete disconnect between the image and the reality on the ground. While we have a considerable number of women in parliament on reserved seats, womenfolk still have not been able to cross the barrier of being non-electable. No government can solve this problem at its own. It requires extensive efforts by all the segments of the society together such as civil society, NGOs and most importantly the women involved in political affairs.

At almost all the important assignments, majority of male members are in decision-making positions. In the few areas where female representation is quite high, their role is mostly limited to less important assignments. In Judiciary, the average representation of female judges is low; with more concentration in civil courts and less representation in the High Court and criminal courts.

Comprising around 50 percent of the population, women continue to be under-represented as voters, political leaders and elected officials as depicted in data. Democracy cannot truly deliver for all of its citizens if half of the population remains under-represented in the political arena. The data shows that women are mostly given sociocultural functions such as women affairs and population welfare whereas more "technical" and "important" functions such as Law and Order, Justice, Finance and Economy are restricted to male section of the government.

This disparity further extends to Civil Society Organisations, NGOs and Press Clubs, with marginally better female representation in the former than latter.

In sum, the analysis of historical data projects healthy and upwards trend of women participation in politics, governance and other domains, but they are still under-represented given their share of population. Besides the introduction of quotas, the government needs to take affirmative steps like marshalling grassroots community organisations to empower women.



04 HEALTH

4.1 Introduction

Health outcomes mostly depend upon the “access” factor that is imbedded in the organizational, institutional, and cultural settings of a society. If there are marked inequalities on the basis of sex, gender based constraints to access to healthcare are required to be recorded and analyzed further to improve the status of health. The structure of our society is widely accepted as patriarchal. It is for this purpose that “Health” has been selected as major thematic area to be analyzed through a gender lens.

In recent years, there has also been a strong emphasis of the international community towards addressing women’s health issues. The MDGs, signed by 189 states, showed a global commitment to improving maternal health, reducing child mortality and empowering women as a whole.⁵³ The adoption of Sustainable Development Goals has ushered in a new era of universal commitment towards gender equality and the right of every citizen to have highest standards of health and well-being. To achieve these objectives, it is very important to have gender disaggregated data at regular intervals. For this purpose, certain key indicators have been identified keeping in view the existing literature and universal commitments.

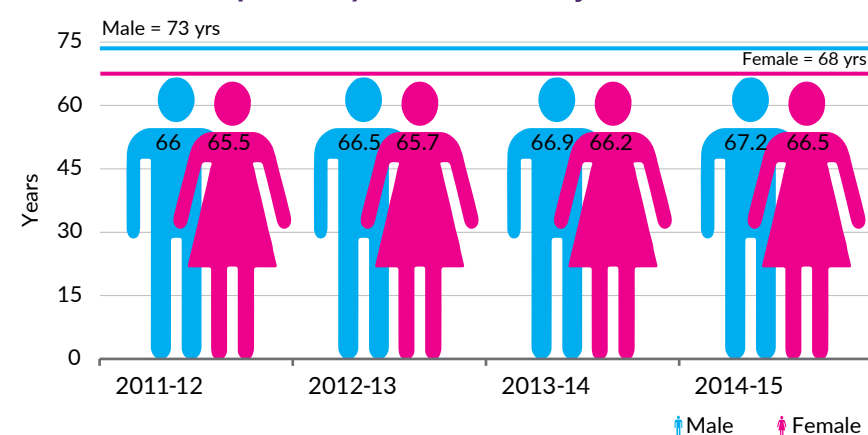
This section aims to ascertain progress made by the Government of Punjab with regard to women’s healthcare through a comparative analysis against the

selected indicators which include, but are not limited to, infant and maternal mortality, fertility rate and availability and use of health services. These indicators have been used to measure the effectiveness of the government’s efforts to improve women’s health in the Punjab and ascertain the level of disparity in the provision of health services to support policy change.⁵⁴

4.2 Literature Review

The availability of basic healthcare is a fundamental human right. Women in Pakistan, however, face significant challenges in accessing healthcare due to prevailing sociocultural norms, restrictions on women’s mobility and the availability (or lack thereof) of staff and facilities specifically for female segment of society. High maternal, infant and child mortality rates in previous years have been attributed to issues like childbirth complications, lack of specialized healthcare and lack of family planning. Studies also show that women are more susceptible to chronic diseases like HIV, with more than half of all HIV patients being women between ages of 15-24, twice as likely to be affected as men of the same age.⁵⁵ Studies also show that while non-communicable diseases have been the biggest cause of fatalities for both men and women, they are more damaging for women as they subsequently affect their families and those dependent on them.⁵⁶

Life Expectancy at Birth in Punjab 2011-15



Source: Population Welfare Department, Punjab
Figure 4.1: Life Expectancy at Birth in Punjab 2011-15

⁵³MDGs – What they are’ – UNDP ret. 23/1/2016 <http://www.unmillenniumproject.org/goals/>
⁵⁴Gender Gap Index of the World Economic Forum, GGI indicators include the following dimensions:
⁵⁵Women and HIV Aids’ – IPM ret. 23/1/16 <http://www.ipmglobal.org/node/438>
⁵⁶Non-Communicable Diseases in Pakistan: Burden, Challenges and Way Forward for healthcare authorities’ – JPMA ret. 23/1/16

Lack of attention to women specific health issues like antenatal care, postnatal care and diseases like breast cancer and fistula poses a serious threat to the well-being of women across Pakistan. Women are often subject to mental and physical abuse that leads to a poor standard of life, diminished health and in some cases even death. According to the global life expectancy figures published by the UN in 2016, the average male has a life expectancy of 68.5 years while the average female has a life expectancy of 73.5 years.⁵⁷ In Pakistan, however, the average male has a life expectancy of 64.4 years while the average female has a life expectancy of 67.2 years.⁵⁸ Though this is an improvement in the life expectancy figures gathered in 1990 when life expectancy for men was 62.2 years and for women was 62.4 years,⁵⁹ it is still significantly below the global life expectancy figures, with the figures being particularly ominous for women. Figure

4.1 shows improvements made in life expectancies for both men and women in the last few years but the life expectancy for women in Pakistan is less than that of men in contrast to global standards.

Being a signatory to various international treaties like CEDAW 1979 (ratified by Pakistan in 1996), UN’s Millennium Development Goals 2000 and subsequently the Sustainable Development Goals 2015, the Government of Pakistan has taken significant steps to improve the situation. Its primary national targets include; decreasing the Maternal Mortality Ratio (MMR); increasing the Life Expectancy Rate and bringing the Total Fertility Rate (TFR) at par with the national Replacement Rate.⁶⁰ Despite these improvements, Pakistan still lags far behind the global average as depicted in Table 4.1.

Table 4.1: Global Comparison of Key Health Figures 2015

INDICATOR	GLOBAL FIGURES 2015	PAKISTAN
Female Life Expectancy	73.5	67.2
Maternal Mortality Ratio	216/100,000 ⁶¹	276/100,000
Total Fertility Rate	2.5 ⁶²	3.7
Contraceptive Prevalence Rate	63% ⁶³	35%
Infant Mortality Rate	3.2%	6.6%

Similarly, critical diseases like breast cancer, which account for the highest number of cancer cases amongst women in Pakistan,⁶⁴ and HIV cases, which are increasing by 11% annually,⁶⁵ go unchecked in the rural female populace because of lack of awareness and access to healthcare facilities.

There could be many reasons for this contrary development. In order to ascertain the real situation, five major sub-themes have been selected:



⁵⁷Life Expectancy At Birth’ – UNDP ret. 24/1/2016 <http://hdr.undp.org/en/69206>
⁵⁸bid
⁵⁹bid at 77
⁶⁰Current Health Issues and Progress in Pakistan’ – Commonwealth Health ret. 23/1/16 http://www.commonwealthhealth.org/asia/pakistan/current_health_issues_and_progress_in_pakistan/
⁶¹Trends in Maternal Mortality’ – WHO ret. 25/1/2016 <http://www.who.int/reproductivehealth/publications/monitoring/maternal-mortality-2015/en/>
⁶²Fertility Rate, total’ – World Bank ret. 26/1/16 <http://data.worldbank.org/indicator/SP.DYN.TFRT.IN>
⁶³bid at 2
⁶⁴Lung, Breast Cancers leading causes of deaths in Pakistan’ – The Nation ret. 24/1/16 <http://nation.com.pk/islamabad/30-May-2015/lung-breast-cancers-leading-causes-of-deaths-in-pakistan>
⁶⁵HIV/Aids in Pakistan’ – JPMA ret. 24/1/2016 http://jpma.org.pk/full_article_text.php?article_id=553

Each sub-theme is discussed further in the light of data collected against a number of indicators. Data used for analysis was collected from secondary sources, mostly from relevant government departments. Attempts have also been made to provide an overview of the national women's health scenario, focusing certain indicators, in comparison to corresponding global statistics. Similarly, the situation in the Punjab is discussed with respect to the same indicators. Moreover, in-depth district wise analysis of women's health indicators is carried out with the aim to identify areas of high concern.

4.3 Women Health Profile at National Level

Pakistan is a country with one of the highest Total Fertility Rates (TFR 3.7) in the world.⁶⁶ This is mainly due to a shortage of family planning facilities and lack of mobilization of family planning teams in rural areas. The TFR is measured against the replacement rate, which measures number of deaths against number of births. The international replacement rate has been measured at 2.1⁶⁷ and population control is considered to be at an optimum when the replacement rate is equal to the fertility rate. The TFR in Pakistan is still well above the national replacement rate of 2.6⁶⁸ and if efforts are not geared up to control the population growth, it is estimated that the national population will reach 350 million by 2050.⁶⁹ This can also be linked

with the relatively low use of contraceptives in comparison to global figures despite 100% increase in the use of contraceptives since 2000.⁷⁰

The prenatal and postnatal coverage and services offered to women in Pakistan are also a cause for concern. The maternal mortality numbers are 28% higher than global numbers and though there has been an improvement of 16.5% since 2000, the figures still need drastic improvement. Even more worrying is the Infant Mortality Rate with 6,600 of every 100,000 children dying before the age of five.⁷¹

4.4 Women Health Profile at Provincial Level (Punjab)

The improvement in provincial statistics relating to women's health has been a bit better in comparison with national statistics. For Life Expectancy, the national figures have moved from 66.9 in 2012 to 67.2 in 2015 with an increase of 0.3 years per female.⁷² However, the figures in Punjab have gone from 65.8 years to 66.5 with an increase of 0.7 years per female.⁷³ Similarly, the MMR in the Punjab is 227 per 100,000 women which is much better than the national ratio of 276.⁷⁴ The IMR in urban Punjab is 5.8% which is lower than the national rate of 6.6%. The IMR in rural Punjab is, however, alarmingly high at 8.4%.⁷⁵

From 2011 to 15, there is a constant annual increase of 10-20%, from the previous year, for the number of women availing family planning visits. In 2010, only 2% of the total female population in Punjab was availing family planning services of the government. By 2014, this number had almost doubled to 3.9% of the total female population.⁷⁶ The Contraceptive Prevalence Rate in the Punjab is currently at 38.7%, 3.7% higher than the national rate. This is also reflected on Total Fertility Rate, which is 3.5 births per woman, 0.2 lower than the national rate.

To reduce the IMR and the MMR, the Punjab Government has established a large number of Basic Health Units (BHUs) and Rural Health Centers (RHCs) mostly in rural areas. Through these health centers, women are educated on the risks associated with pregnancy and are provided guidance on giving birth to healthy children. The aim is to reduce MMR and IMR using these centers whilst ensuring that newborn children do not suffer from iron deficiencies and low-body weight (less than 2.5 kg) at birth. The success of these initiatives can be ascertained from the fact that since 2012, the number of children born underweight annually has decreased from 22,607 to 15,159.⁷⁷ Similarly, the number of children born with anemia or iron deficiencies has reduced from 584,644 in 2012 to 394,031 in 2015 (approximately 33%).

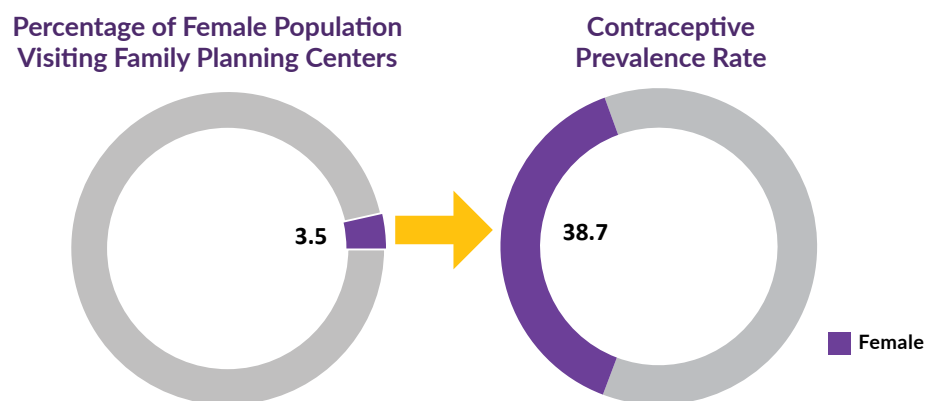
To provide mothers with improved prenatal and postnatal services, the provincial government has launched a massive recruitment drive with the aim to double the existing workforce. Under the 'Integrated Reproductive Maternal Newborn Child Health and Nutrition Program' (IRMNCH), there are 3178 midwives already working and the hiring of a further 4915 midwives has been sanctioned. The number of existing Lady Health Visitors (LHVs) is 3382 and a further 3880 have been sanctioned across all districts. Additionally, 1143 'Ayas' have also been sanctioned in case they are required. This recruitment drive aims at reducing the number of patients per the number of health workers.⁷⁸ An improved LHV per patient ratio will reduce mortality rate for both mothers and

newborn children. Equally important is the work of Lady Health Workers in raising awareness about Antenatal Care (ANC) in the rural areas. As described in Table 4.2, the number of women using ANC has declined in most districts and similar numbers are seen in women revisiting ANC centers.

Utilization of ANC is extremely important for increased improvements in women's health. Table 4.2 shows that the number of women using ANC has declined in most districts of the Punjab. There is a lack of clarity behind the reason for this decrease but all signs point toward two factors:

- > **The lack of Women Medical Officers under IRMNCH (137 in Punjab)⁷⁹**
- > **A serious lack of awareness of the initiative amongst the rural masses**

During 2014, a total of 2,343,280 women visited their respective ANC service centers. However, only 1,967,311 of these women came back for follow up visits.⁸⁰ The numbers fell drastically in 2015 with only 1,527,206 women visiting ANC service centers and only 1,280,439 revisiting.⁸¹ Of the women that visited ANC service centers in 2014, only 409,910 had the births of their children attended by skilled staff whilst in 2015 the number dropped further to 260,958.⁸²



Source: (1) MICS, Bureau of Statistics, Punjab (2) Population Welfare Department, Punjab

Figure 4.2: Percentage of Female Population Visiting Family Planning Centers/Contraceptive Prevalence Rate 2015

⁶⁶Fertility Rate, total' - World Bank ret. 26/1/16 <http://data.worldbank.org/indicator/SP.DYN.TFRT.IN>

⁶⁷Population Division' - United Nations ret. 26/1/16 http://www.un.org/esa/sustdev/natlinfo/indicators/methodology_sheets/demographics/total_fertility_rate.pdf

⁶⁸Ibid

⁶⁹Ibid at 97

⁷⁰Ibid at 71

⁷¹Figures received from Multiple Indicators Cluster Survey (MICS), Bureau of Statistics, Punjab

⁷²Life Expectancy At Birth' - United Nations ret. 27/1/2016

http://data.un.org/Data.aspx?d=WDI&f=Indicator_Code%3ASP.DYN.LE00.IN

⁷³Ibid at 80

⁷⁴Global MMR is 216

⁷⁵Ibid at 81

⁷⁶Data received from District Health Information System, Punjab

⁷⁷Ibid

⁷⁸Primary Data Collected by Gender MIS Project

⁷⁹Ibid at 84

⁸⁰Ibid at 91

⁸¹Ibid at 91

⁸²Ibid at 70

Table 4.2: Number of Women Utilizing Antenatal Care Services 2011-15

DISTRICTS	BASIC HEALTH UNIT		DISTRICT HEAD QUARTER HOSPITAL		RURAL HEALTH CENTER		TEHSIL HEAD QUARTER HOSPITAL	
	2012	2015	2012	2015	2012	2015	2012	2015
ATTOCK	23550	19761	7567	6948	5835	5045	17976	12437
BAHAWALNAGAR	29921	43902	3762	2274	15378	17591	8411	5882
BAHAWALPUR	51035	41891			20378	18033	10406	10814
BHAKKAR	31250	32877	3044	9357	10512	11021	10953	8907
CHAKWAL	16533	17543	17073	15260	19115	14402	10911	9267
CHINIOT	14100	30936	4025	5868	2752	2765	2590	2937
DERA GHAZI KHAN	29630	34052			13120	12927	6061	4298
FAISALABAD	75513	77828	4380	3501	15178	14324	19941	15740
GUJRANWALA	48470	62016			17217	15951	14438	11133
GUJRAT	36017	37074			15181	13590	2245	2670
HAFIZABAD	14131	21878	6049	6473	6119	10860	5697	3804
JHANG	28859	30974	3940	4262	9666	11462	3250	1982
JHELUM	18519	23571	6980	6617	7629	7631	2177	3306
KASUR	31359	47988	5059	12011	21339	22454	8732	8297
KHANEWAL	51628	47391	5339	4553	10708	15341	17358	14849
KHUSHAB	25534	16028	1902	1800	5600	4043	5537	4683

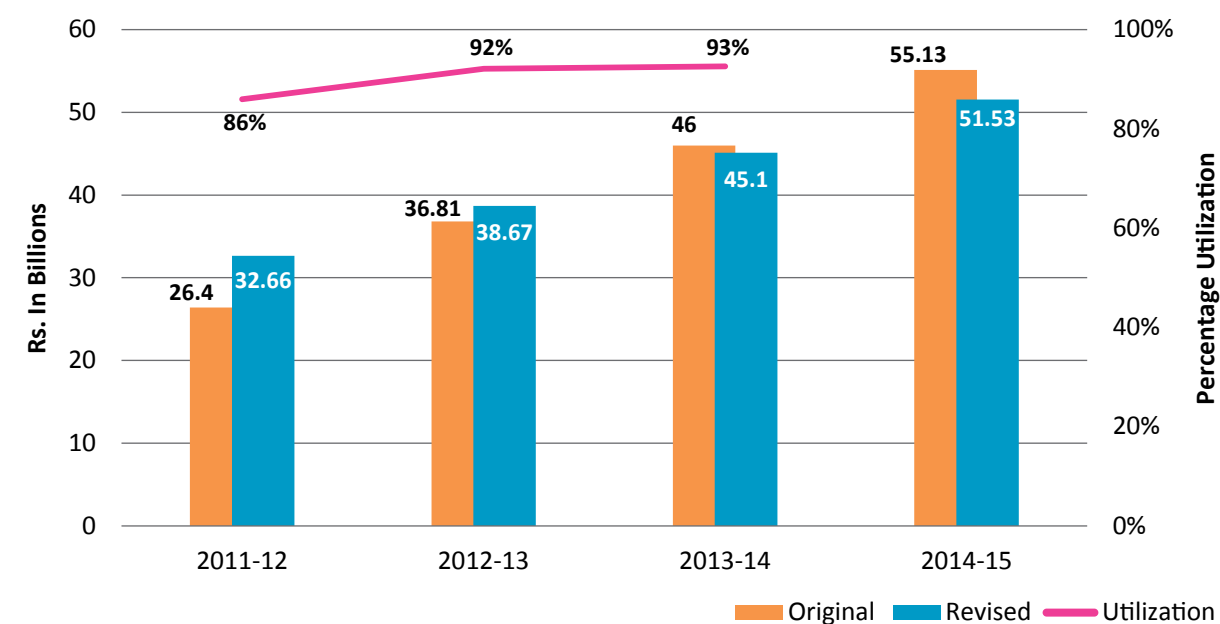
Source: Directorate of Health Services

4.5 Health Financing

After the passage of the 18th Constitutional amendment, healthcare has been devolved to the provinces with complete responsibility of budgetary allocation. An overview of the provincial budget shows a constant increase in the allocation of the health budget, getting almost doubled in the past four years. The graph below shows that since 2011-12, there has been a continuous increase in utilization as well which shows the commitment at all levels of governance.⁸³

⁸³Ibid

Healthcare Budget Utilization of Punjab 2011-15



Source: Punjab Health Department

Figure 4.3: Provincial Healthcare Budget and Utilization 2011-15

One of the major reasons of this increase would be the increase in the human resource/health workers in rural areas. In 2015, 1090 new positions for post-graduate trainees were sanctioned; 800 are working in teaching hospitals and 290 at newly established tertiary care hospitals in DG Khan, Sahiwal, Sialkot and Gujranwala.⁸⁴

In 2014, the Punjab Government sanctioned a special fund for the IRMNCH Program. The aim of this program is to reduce maternal, newborn and child (under 5 years) morbidity and mortality and will set the roadmap towards 'universal coverage' of health services in the Punjab.⁸⁵ It will complement ongoing initiatives like the Maternal Newborn Child Health (MNCH) and Lady Health Worker (LHW) programs. New initiatives to reduce malnutrition in maternal health and make health facilities more accessible to women have also been proposed. The IRMNCH program aims to:

- Revamp/manage primary, secondary and tertiary healthcare
- Initiate Healthcare Financing Reforms
- Introduce governance reforms in the health sector (including setting quality standards, essential services package, aid effectiveness, service structure, capacity and access to affordable medicines).⁸⁶

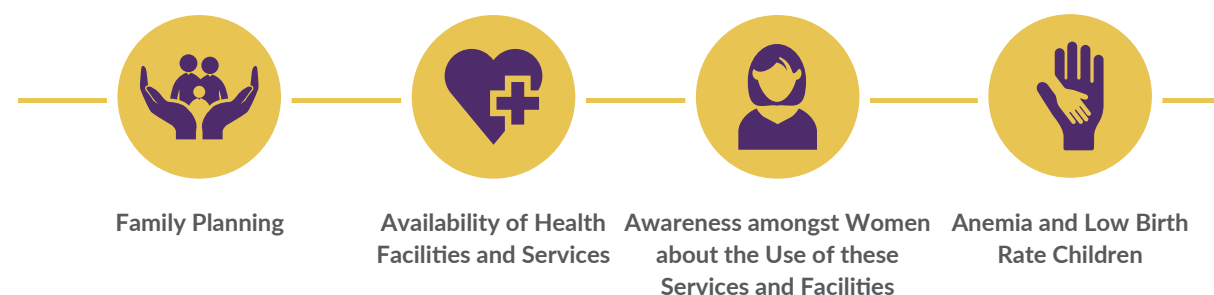
⁸⁴Historic pay package for doctors, YDA calls off protest' ret. 27/1/2016 <http://www.dawn.com/news/1176498>

⁸⁵IRMNCH - Overview ret. 27/1/2016 <http://www.irmnch.gov.pk/overview.php>

⁸⁶Ibid at 110

4.6 District wise Health Services, Resources and Facilities

This section provides a situational analysis of the different districts of the Punjab with respect to health facilities, services and resources available to women. The aim is to identify districts that lag behind in provision of adequate services to women in comparison to others against various important indicators. The indicators that have been analyzed are:



4.6.1 Reproductive Health: Family Planning

According to the Punjab Growth Strategy 2018, future population growth will be driven by three main demographic factors:

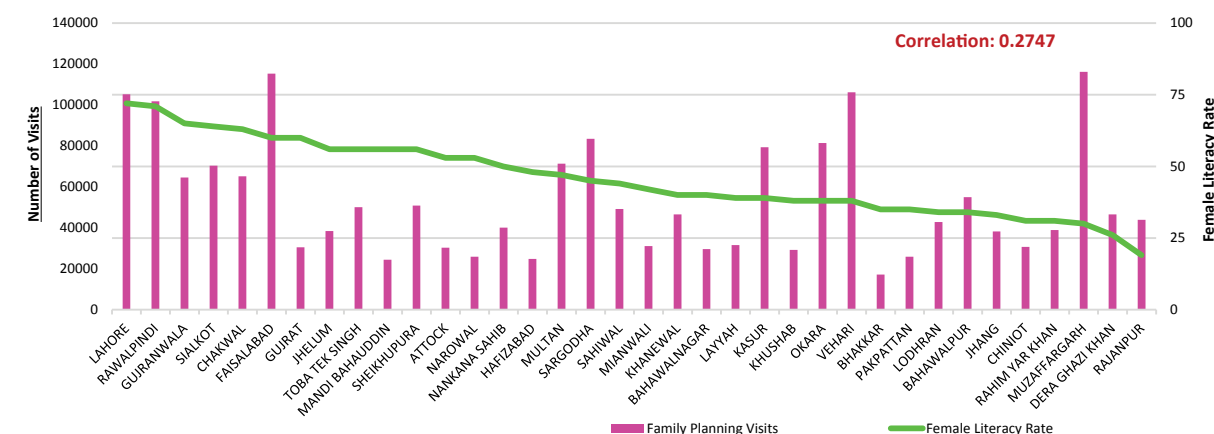
Persistently high levels of fertility

- > A very young age structure due to high fertility in the past
- > A large number of women who are entering childbearing age

It is estimated that given the present state of affairs, the population of the Punjab will reach 188 million in 2050. The Pakistan Demographic Health Survey 2012-13 indicates that 71% of the women in the Punjab want to either prevent or delay their next pregnancy. Some 60% of men also have the same sentiment, which is a very healthy trend. In order to capitalize these opportunities, the Government needs to invest heavily on the initiatives aimed at rapid fertility decline through family planning services.

District wise analysis shows that since 2013, Faisalabad has had the highest number of family planning visits in the Punjab. Recording over a 100,000 visits in 2013 and 2014, Faisalabad again had one of the highest numbers of visits for 2015 as well.⁸⁷ Faisalabad also has a high Literacy Rate as compared to other districts of the Punjab. In comparison, districts with extremely low literacy rates like Rajanpur, Pakpattan and Chiniot recorded very low numbers of family planning visits. Figure 4.4 depicts the relationship between the Literacy Rates of districts and the number of family planning visits within those districts. It shows a positive correlation between Literacy Rate and the number of family planning visits meaning that districts with a higher Literacy Rate have a correspondingly higher number of family planning visits. There are, however, a few outliers in this comparison. For instance, Muzaffargarh, Vehari, Okara and Kasur have low Literacy Rates but a high number of family planning visits. This trend needs to be studied further. One of the factors may be the commitment of the health workers resulting in better family planning services in these districts. If this is the case, then the same service model may be replicated to other districts for short term gains because raising the literacy level is a long term goal.

Number of Family Planning Visits vs Literacy Rate in Districts 2014



Source: (1) Pakistan Bureau of Statistics (2) Directorate of Health Services

Figure 4.4: Comparison Between Number of Family Planning Visits and Literacy Rate of Different Districts 2014

A geographical analysis of data also provides an accurate picture of the clusters in different regions that have the lowest number of family planning visits. Cities in North and South Punjab like Attock (North), Mandi Bahauddin (North), Bahawalnagar (South) and Dera Ghazi Khan (South) had a much lower average of family visits as compared to cities in central Punjab like Lahore, Gujranwala and Faisalabad.⁸⁸

4.6.2 Availability of Health Facilities and Services

Health facilities are categorized into basic/primary, secondary and tertiary healthcare facilities. The primary healthcare facilities include BHUs, Dispensaries, MCH Centers, and Rural Health Centers. Secondary Healthcare consists of Tehsil Headquarter Hospitals and District Headquarter Hospitals whereas the tertiary system consists of teaching hospitals and specialized hospitals. Figure 4.5 shows the number and different types of health facilities in the Punjab.

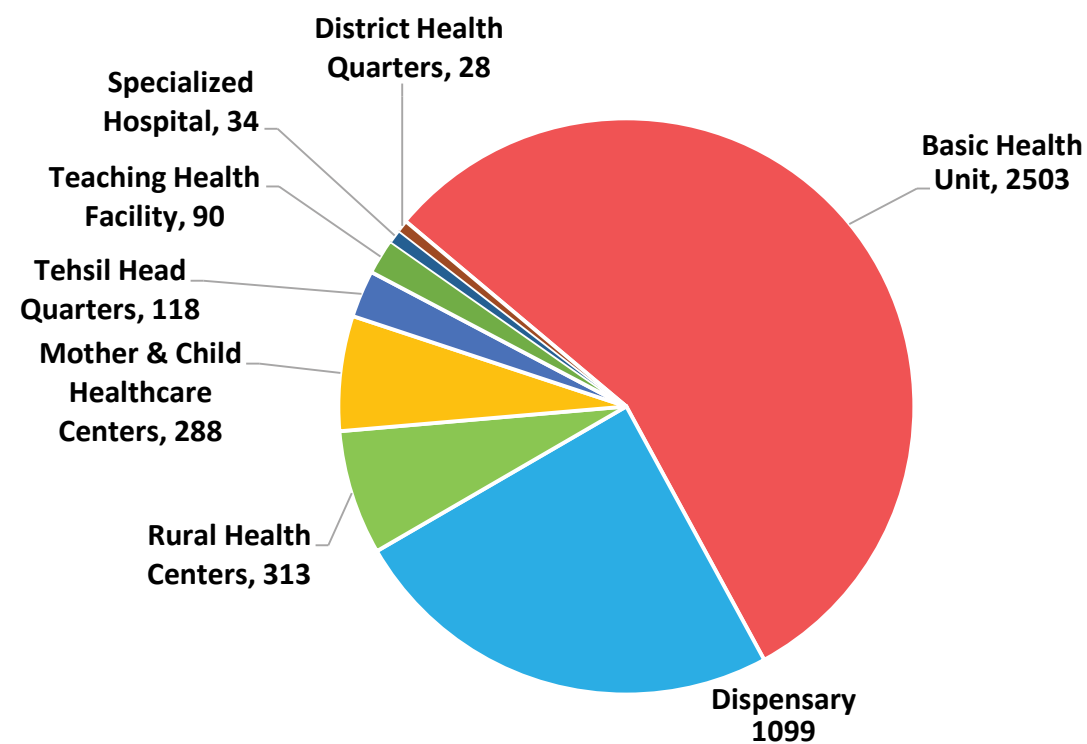
Each district has a combination of these facilities in varying numbers. Larger cities like Lahore, Faisalabad, Rawalpindi, Multan and Gujranwala have the highest number of facilities. However, the breakup of different facilities varies according to the rural and urban population. Lahore has the highest number of health facilities (255) but a large number of these facilities are comprised of Teaching hospitals and dispensaries. Similarly, Rawalpindi has 44 dispensaries amongst a total of 212 facilities and Multan has 36 dispensaries amongst 177 facilities.⁸⁹

⁸⁸Begum, S. Azizunisa, Begum, I. 2003. Analysis of maternal mortality in a tertiary care hospitals to determine causes and preventable factors. Department of Obstetrics and Gynecology, Ayub Medical College, Abbottabad

⁸⁹Ibid at 100

⁸⁷Ibid

Health Facilities in Punjab (2014-15)



Source: Health Department

Figure 4.5: Health Facilities in the Punjab

In comparison, places with majority of rural population have a larger number of BHUs and RHCs but a very small number of dispensaries and no Teaching Hospitals. Hafizabad has a total of 56 health facilities, 31 of which are BHUs.⁹⁰ Bahawalnagar has 165 health facilities out of which 102 are BHUs. Muzaffargarh has 72 BHUs out of a total of 102 facilities. The lack of specialized health facilities for women is one of the causes of higher mortality rates for women in these rural areas.⁹¹

The data in Table 4.3 is indicative of the number of health facilities available for the female population for each district of Punjab. It is very important to note that the average female population per health facility is the same for Lahore and Muzaffargarh but in reality the facilities in Lahore have the capacity to cater to a much larger number of patients than the facilities in Muzaffargarh.

Patients from districts surrounding Lahore also use the healthcare facilities in Lahore due to the

availability of specialized hospitals. The situation in districts of South Punjab is in dire straits. Three districts with the highest patient to hospital ratio are from South Punjab; Muzaffargarh (45,777) Rajanpur (34,321) and Vehari (33,711).⁹² These districts also have the lowest ratio of health facilities per district with no specialized hospitals. More developed districts like Lahore, Faisalabad, Rawalpindi and Multan also have high hospital utilization numbers but that is offset by the size/ capacity of the hospitals in these districts. As pointed out earlier, IRMNCH's recruitment initiative has brought improvements but gaps still exist. The IRMNCH has mainly conducted their hiring in areas with a large rural population with a much lighter emphasis on developed areas of Punjab. Figure 4.6 gives an insight into the strategy being used by IRMNCH, with Lahore which has the highest female population in the Punjab having the lowest number of new facilities.

⁹⁰Ibid

⁹¹Begum, S. Azizunisa, Begum, I. 2003. Analysis of maternal mortality in a tertiary care hospitals to determine causes and preventable factors. Department of Obstetrics and Gynecology, Ayub Medical College, Abbottabad

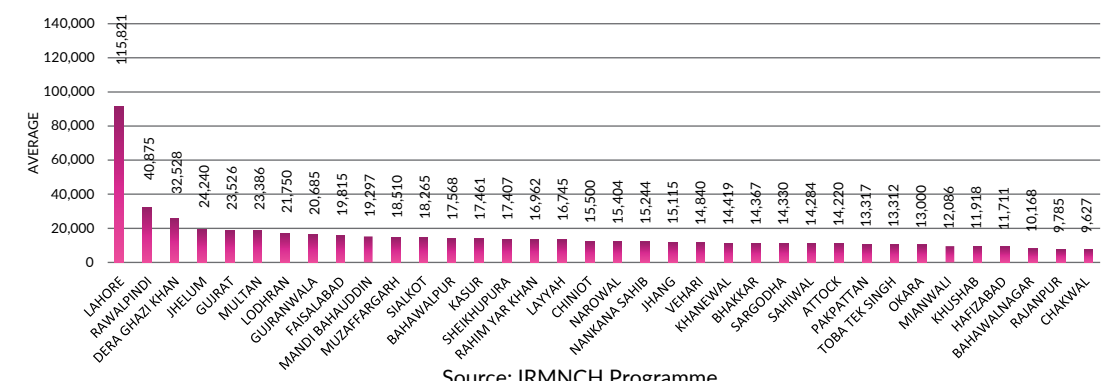
⁹²Ibid at 100

Table 4.3: District-Wise Breakdown of Average Female Population per Health Facility 2015

DISTRICT	HEALTH FACILITIES	POPULATION (MILLION)	AVERAGE POPULATION PER 1 HEALTH FACILITY	TEACHING HEALTH FACILITY	HEALTH FACILITIES						
					SPECIALIZED HOSPITAL	DHQ	THQ	RHC	BHU	MCH CENTER	DISPENSARY
KHUSHAB	94	1,164	12,383	0	0	1	5	5	43	7	33
JHELUM	86	1,211	14,081	1	0	1	2	6	46	4	26
CHAKWAL	96	1,384	14,417	0	0	1	3	10	67	4	11
ATTOCK	111	1,674	15,081	0	6	1	5	5	62	8	24
NANKANA SAHIB	85	1,304	15,341	0	1	1	3	6	48	7	19
BHAKKAR	88	1,459	16,580	0	0	1	3	4	41	2	37
BAHAWALNAGAR	165	2,761	16,733	0	1	1	4	10	102	8	39
MANDI BAHAUDDIN	80	1,463	18,288	0	1	1	1	9	49	5	14
GUJRAT	141	2,689	19,071	1	8	0	2	13	90	7	20
NAROWAL	84	1,611	19,179	0	0	1	1	7	58	4	13
MIANWALI	73	1,407	19,274	0	0	1	3	10	39	5	15
TOBA TEK SINGH	108	2,103	19,472	0	0	1	2	9	71	2	23
HAFIZABAD	56	1,098	19,607	0	0	1	1	7	31	3	13
SAHIWAL	121	2,399	19,826	5	2	0	1	11	75	6	21
LAYYAH	81	1,626	20,074	0	0	1	6	3	39	2	30
BAHAWALPUR	174	3,517	20,213	5	0	0	4	11	73	10	71
SARGODHA	165	3,397	20,588	1	1	0	8	11	125	11	8
OKARA	145	2,996	20,662	0	0	2	2	10	96	11	24
SHEIKHUPURA	148	3,123	21,101	0	1	2	3	9	80	10	43
CHINIOT	57	1,231	21,596	0	0	1	2	3	36	2	13
RAWALPINDI	212	4,691	22,127	6	0	0	6	8	98	14	80
KHANEWAL	123	2,785	22,642	0	0	1	3	7	83	4	25
LODHRAN	72	1,631	22,653	0	0	1	2	4	48	1	16
PAKPATTAN	74	1,744	23,568	0	0	1	1	5	54	2	11
DERA GHAZI KHAN	102	2,439	23,912	3	0	0	4	10	52	5	28
RAHIM YAR KHAN	192	4,604	23,979	3	0	0	4	19	104	7	55
SIALKOT	151	3,673	24,325	3	0	0	4	6	91	13	34
MULTAN	177	4,332	24,475	10	1	1	5	9	82	25	44
KASUR	133	3,262	24,526	0	2	1	3	12	83	8	24
FAISALABAD	299	7,358	24,609	9	0	0	5	12	168	12	93
JHANG	91	2,454	26,967	0	0	1	2	11	58	6	13
GUJRANWALA	177	4,788	27,051	3	2	0	3	10	93	11	55
RAJANPUR	57	1,632	28,632	0	0	1	3	6	34	1	12
VEHARI	98	2,895	29,541	0	0	1	2	14	74	2	5
LAHORE	255	9,545	37,431	40	8	1	7	8	38	58	95
MUZAFFARGARH	102	3,941	38,637	0	0	1	3	13	72	1	12

Source: Health Departmente

Average Female Population per Health Worker in Punjab 2014-2015



Source: IRMNCH Programme

Figure 4.6: Average Female Population per Health Worker in Punjab 2104-15

4.6.3 Awareness Amongst Women About Healthcare Facilities

In 2015, the IRMNCH Program has also started an awareness drive that focuses on providing awareness to pregnant mothers about the nutrition benefits resulting in healthy pregnancies. Data shows that with improving number of visits to ANC centers by pregnant mothers, the number of cases of anemia has gone down from 548,424 in 2012 to 394,031 in 2015.⁹³ With the work of the IRMNCH, women now have more awareness in rural districts about anemia and subsequently the number of patients diagnosed with it has gone down. The same trend can be noticed with respect to LBW babies.⁹⁴ Data shows that the number of children born under the LBW benchmark of 2.5 kg at birth went down from 26,638 in 2014 to 15,159 in 2015.⁹⁵ Most of the cases of LBW babies have been recorded in major cities like Lahore (2741), Rawalpindi (2149) and Multan (1697). This is due to the high number of births in these areas and because the majority of cases there are screened and monitored for Anemia and LBW i.e. due to availability of the data in these urban centers.⁹⁶

A direct correlation can be seen between the number of females using ANC services and the relevant district's Literacy Rate. Educated women have a higher tendency to use the facilities provided by the government. This could be because of a greater level of awareness and understanding about the services being provided to them leading towards greater level of trust in health providers. Areas with a low level of literacy have a lower level of ownership of the health services at their disposal. As can be seen in Figure 4.7, some districts in Punjab having low ANC visits also have extremely low Literacy Rates. Rajanpur, Chiniot, Jhang and Lodhran lie on the lower end of the spectrum for both ANC visits and Literacy Rates. Similarly, Gujranwala, Sialkot and Faisalabad lie on the higher end of the spectrum with regards to both indicators. Again Muzaffargarh and Rahim Yar Khan are the exceptions. The service model of Muzaffargarh needs to be studied further so that it could be replicated in other districts of Southern Punjab.

4.7 Key Findings

- ♀ Over the past few years, the Government of Punjab has steadily increased the budget allocation and utilization for health services.
- ♀ Life expectancy for women has increased from 62.4 years in 1990 to 66.5 years in 2015. However, it is still approximately seven years below the international benchmark of 73.5 years.
- ♀ The Maternal Mortality Ratio has improved from 330 deaths per 100,000 women in 2000, to 227 deaths per 100,000 women in 2015. The current global figure is 217 deaths per 100,000 women.
- ♀ The Total Fertility Rate is 3.5. There is, however, still a long way to go before we reach the national replacement rate target of 2.86 and the international replacement rate target of 2.1.⁹⁷
- ♀ Districts in North and Central Punjab⁹⁸ record the highest number of visits to antenatal coverage centers and family planning centers. Utilization by women in South Punjab is quite low.
- ♀ There is only one mental health facility in the Punjab that is located in Lahore. Majority of the districts in South Punjab do not have a single psychiatrist or psychologist.
- ♀ There is a direct correlation between the Literacy Rate of districts and the utilization of healthcare facilities by women with the exception of few districts like Muzaffargarh.

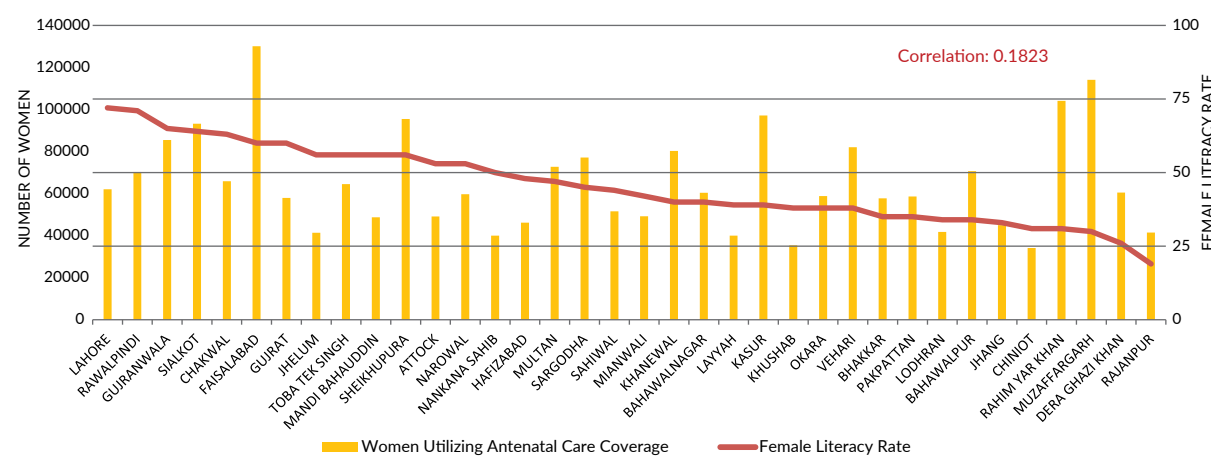
4.8 Conclusion

Health is one of the most important sectors where women face risks that are different as compared to those encountered by men. Although there are many important aspects, but for this study, maternal health and access to sexual and reproductive health have been analyzed because they are central to the international development agenda. Over the past few years, significant efforts have been made by the federal and provincial government to address these issues but progress still lags behind in comparison to international standards. The real issue is not that the governments do not know how to overcome these problems but simply because enough has not been done end gender inequalities or promote the meaningful empowerment of women in order to guarantee the exercise of all human rights including reproductive rights. This is further corroborative from the above analysis which simply portrays that there is positive correlation between the literacy levels and utilization of reproductive health services. Furthermore, it is also important to build and improve health infrastructure. It has been seen that rural areas of Punjab lack specialized healthcare for women. While programs like the IRMNCH have shown significant improvements in rural areas, gaps still exist that need to be addressed. In this regard, continuity in implementation, monitoring, and evaluation of the Program is very important to ensure that necessary financial and human resources are in place.

It is also very important to have complete coordination with the international agencies working on the same agenda. The national and provincial governments should capitalize the international experience and knowledge to improve quality of services in order to mainstream gender and intercultural perspectives in primary care services. It is also necessary to strengthen these services in terms of institutional development as well as to increase training programmes for professional and administrative personnel according to international standards.

Finally, in the social sphere, the government and society need to work on raising the standards of life for women and need to improve their educational attainment, their economic level, and other factors that interconnect, and reinforce each other and impact on their ability to make decisions. Hence, this does not only require a technical focus but also the will to empower women.

Comparison between Number of Women using ANC Services with Literacy Rate in Punjab 2014



Source: (1) Pakistan Bureau of Statistics (2) Directorate of Health Services

Figure 4.7: Comparison of Number of Women Utilizing Antenatal Care Services and Literacy Rate of Different Districts in Punjab 2014

⁹³Ibid at 90 Anemia is basically a hemoglobin level deficiency that can be caused by lack of iron and vitamins a mother consumes during pregnancy

⁹⁴Ibid at 90

⁹⁵Ibid at 90

⁹⁶Ibid at 90

⁹⁷Fertility Rate, total' - World Bank ret. 26/1/16 <http://data.worldbank.org/indicator/SP.DYN.TFRT.IN>

⁹⁸Faisalabad, Lahore, Gujranwala and Rawalpindi



05 EDUCATION

5.1 Introduction

Education is universally considered to be the most important factor for sustainable social and economic development. “Education for all” is an axiom followed by all nations and one of the major areas of concern. The benefits of education are by now well established. Education improves the quality of life. It promotes health, expands access to paid employment, increases productivity in market and non-market work, and facilitates social and political participation.⁹⁹ These benefits should be enjoyed by both men and women in a just and equitable manner. “Educated women have smaller families, fewer of their children die in infancy, and the children who survive are healthier and better educated. Moreover, educated women are better prepared to enter the paid labour force, which is critical to the welfare of the many female-headed households in developing countries.”¹⁰⁰

Deprivation in education is one of the main causes of poverty and inequality. However, this is a two way relationship: poverty and inequality are also among the main causes of educational deprivation. Educating girls produces many additional socio-economic gains that benefit entire societies. These benefits include increased economic productivity, higher family incomes, delayed marriages, reduced fertility rates, and improved health and survival rates for infants and children.

However, many gender inequalities exist in the education sector as well. In the Global Gender Gap Report 2015, the gender gap in educational attainment has decreased but Pakistan still ranks at 135 out of a total of 145 countries.¹⁰¹ It is, therefore, very important to monitor progress with respect to achieving education related goals that aim to enhance gender equality and economic empowerment. The analysis, presented in this chapter, will identify and portray such gender disparities that exist in the education sector to assist the decision-makers/policy-formulators to address existing challenges.

5.2 Literature Review and Selection of Indicators

The mainstreaming of gender perspective into all activities of a government, especially access to education, has attained ratification at the highest political levels globally. It is in the central strategy of many international conventions especially the 1995 Beijing Declaration and Platform for Action.¹⁰² The 12th Conference of Commonwealth Education Ministers in Pakistan in 1994 called on member countries to make special efforts to enhance the participation of girls and women in science and technology (p.9, para.17). It also called for a priority investment in women and girls as an initiative in human resource development (p.23, para.85). Mention of lack of proper security for girls was listed as a reason for them being kept out of school (p.30, para. 122).¹⁰³

The literature presents various challenges that need to be considered while making policies relating to the education sector. It is important to have a clear and quantitative picture about gender roles and participation in the education sectors; to identify possible factors fostering inequalities and gender gaps; assess special needs for girls and boys; analyze the factors; and ensuring that men and women partner in the planning process.¹⁰⁴ That is why this section of the report mainly discusses these issues and challenges in the light of the available data on the situation of the province of Punjab mainly.

Despite substantial achievements, Pakistan’s education sector as a whole is under-resourced and targeting girls’ education has simply not been able to attract the necessary resources in many parts of the country. Four main factors are identified as restricting girls’ access to education in Pakistan. These are the poor education system in general, lack of facilities (schools and schoolrooms, desks, etc.) for girls’ schools (boys and girls are educated separately), lack of female teachers (only female teachers can teach girls), and religious and sociocultural customs.¹⁰⁵ Considering Pakistan’s large youth population, investing in education and technical skills will not only help lower risk of conflict, violence and unrest but will also increase economic well-being in the future.¹⁰⁶

⁹⁹Bellew and King, 1993: 285

¹⁰⁰ibid

¹⁰¹AEPAM (2015) Pakistan Education For All Review Report 2015

¹⁰²United Nations (1995). Beijing Declaration of the Fourth World Conference on Women

¹⁰³Commonwealth Secretariat (1994). Twelfth Conference of Commonwealth Education Ministers’ Report. Islamabad, Pakistan. 27 November – 1 December

¹⁰⁴Common Wealth Secretariat, Institute of Development and Labour Law, University of Cape Town, South Africa.

¹⁰⁵Asian Development Bank (1998). Appraisal of Primary Education (Girls) Sector Project in the Islamic Republic of Pakistan.

¹⁰⁶Aric. Naveen. Tawnier. Islam., 2011

In the light of the literature, it was considered important to gather the data against the indicators related to the education sector. These include:

- ♀ Literacy Rates
- ♀ Survival Rates
- ♀ Transition Rates
- ♀ Enrollment Rate
- ♀ Number of Educational Institutions
- ♀ Educational Facilities
- ♀ Human Resource

The analysis of the data is presented into two sections. Section one presents a situational analysis of education in Pakistan and Punjab. Section two gives a more detailed district wise analysis on important education statistics such as enrollment, facilities and human resources. It includes information on Public Sector Formal Education Institutions, Non-Formal Basic Education Institutions and Technical and Vocational Education Institutions.

5.3 Education Profile

5.3.1 Women Education In Pakistan – Situation Analysis

According to Article 25A of the Constitution of Pakistan, education is compulsory for citizens younger than 16 years. It states:

“The State shall provide free and compulsory education to all children of the age of five to sixteen years in such a manner as may be determined by law.”¹⁰⁷

Educational indicators of Pakistan in general are not very encouraging. Pakistan has not been able to meet the MDGs related to education and is still struggling with attainment of 100% enrollment at the primary level. It has not been able to lower the gender gap at primary and secondary levels. Pakistan also lags behind other countries in literacy and school attendance rates.¹⁰⁸

Currently, about one third of primary school age children are out of school and 42% of the population (age 10+) is illiterate. At national level, about two third of women (age 15+) cannot read and write and 35% girls are out of school. Gender parity in case of participation in primary education is 0.82. It is estimated that over 6.7 million children are out of school and majority of them (62%) are girls.¹⁰⁹

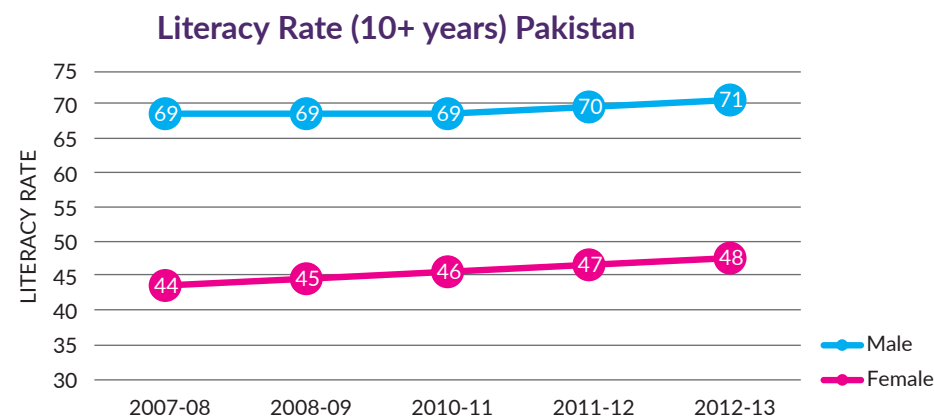
Education for girls in Pakistan has traditionally been neglected. To date, most efforts are aimed at educational enhancement of females focused on achieving gender parity i.e. equal proportion of girls and boys accessing educational opportunities. Although simple gender parity may be easier to attain and measure, gender equality encompasses a wider concept of which gender parity is only a part. Gender equality encompasses more than just access and requires that girls and boys also experience the same levels of quality and outcomes of education.

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Source: PSLM, Pakistan Bureau of Statistics

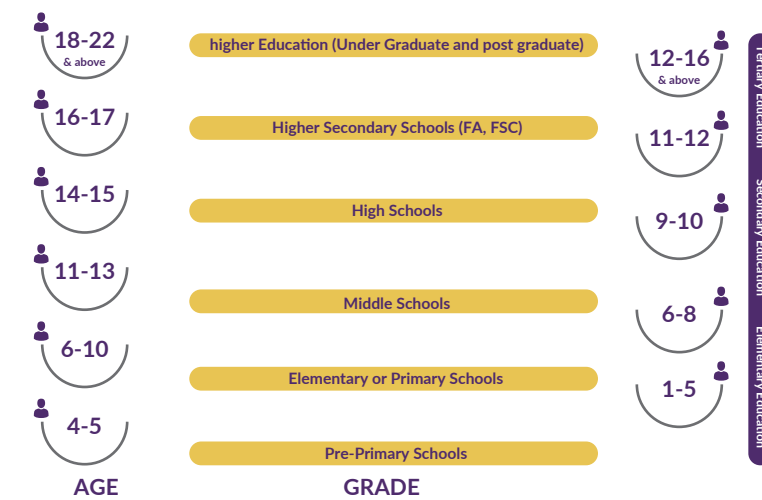
Figure 5.1: Literacy Rate of Pakistan 1951-2013

Literacy Rate of females has been steadily increasing since 2009 as illustrated in Figure 5.1. However, there exist pronounced gaps between male and female literacy rates, especially in rural and remote areas. This is mostly due to variations in the availability and accessibility of education. Even when available, the quality of teaching and school infrastructure is at times so rudimentary that parents do not find it valuable for their daughters to attend school.

5.3.2 Women Education in Punjab

Education is now provincial subject since the 18th Constitutional Amendment. The public sector formal school system, which is the largest service provider in Pakistan, consists of ten to twelve academic years. For purposes of analysis, education levels are divided into five categories. They are: Primary, Middle, High, Higher Secondary and Higher Education (Figure 5.2). The elementary education system comprises of two stages, Primary and Middle; Secondary education consists of Secondary and Higher Secondary; and tertiary education consists of Undergraduate and Postgraduate levels. Pre-primary level schools in the public sector are available in very few areas and hence have not been reviewed in this section.

The Structure of Education Sector in Pakistan (Pre-primary to Higher Secondary Level)

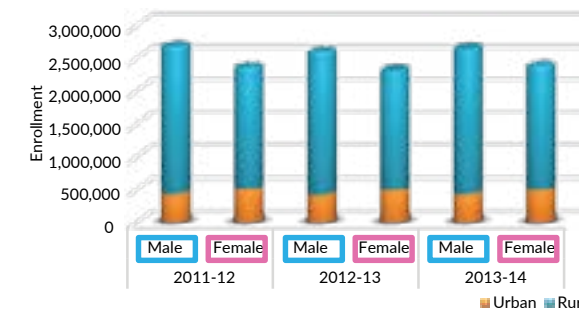


Source: Pakistan Education Statistics 2014-15

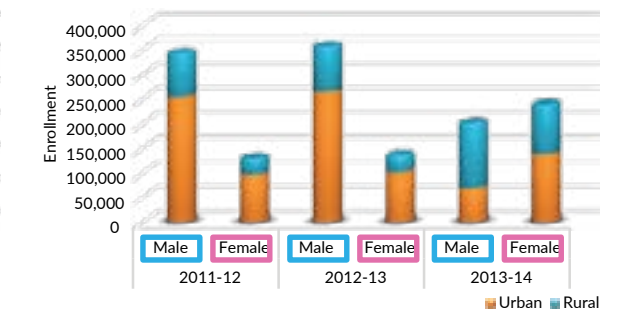
Figure 5.2: The Structure of Education Sector in Pakistan

Literature indicates that gender plays an important role in determining the enrollment of children especially in rural Punjab; girls are likely to be neglected and their enrollment rate is less with high dropout ratio from school as compared to boys.¹¹¹ The data collected from the field also verifies this fact as shown in Figure 5.3.

Enrollment in Primary Schools of the Punjab



Enrollment in Higher Secondary Schools of the Punjab



Source: Punjab Education Statistics

Figure 5.3: Enrollment Statistics in Primary and Higher Secondary Education Punjab

¹¹⁰Primary consists of Grade 1 - 5, Middle: Grade 6 - 8, Secondary 9 and 10 Matriculation, High Secondary is FA, FSC, Higher Education is taken as intermediate and Masters level together.

¹⁰⁷UN Women, Literacy and Education, Status of Men and Women in Pakistan 2012

¹⁰⁸Pakistan Government (2014) Annual Progress Report (2013-2014) on Implementation of National Plan of Action to Accelerate Education - Related MDGs (2013-16)

¹⁰⁹EFA Review Report 2015

Gross Enrollment in primary education (public sector) is higher in rural areas. The reasons for this could be due to the larger population and/or a result of the increasing trend of preferring private institutions in urban areas presumably due to lower quality of education in public schools. Parents, therefore, prefer to send children to private schools. In urban areas, parity between male and female has been achieved to a great extent in enrollment in primary education.

In rural areas, two major trends are visible. Firstly, enrollment declines as the level of education increases. Secondly, gender disparity in enrollment increases from primary to higher levels of education. In urban areas, enrollment is significantly higher in Higher Secondary Education for girls as compared to boys, as illustrated in the following table.

Table 5.1: Enrollment by Stage, Gender and Location (Public Sector Punjab 2014-15)

ENROLLMENT BY STAGE, GENDER AND LOCATION 2014-2015							
Stage	Class	Urban			Rural		
		Boys	Girls	Total	Boys	Girls	Total
Pre-	Un-Admitted	2,355	1,670	4,025	20,130	12,363	32,493
	Kachi	150,478	167,333	317,811	959,127	885,245	1,844,372
	Total	152,833	169,003	321,836	979,257	897,608	1,876,865
Primary	Class 1	107,969	119,544	227,513	568,591	513,342	1,081,933
	Class 2	100,190	111,823	212,013	495,386	440,615	936,001
	Class 3	92,198	105,657	197,855	431,104	375,532	806,636
	Class 4	87,339	100,702	188,041	379,772	319,759	699,531
	Class 5	82,506	94,281	176,787	337,490	275,970	613,460
	Total	470,202	532,007	1,002,209	2,212,343	1,925,218	4,137,561
Middle	Class 6	121,740	125,889	247,629	286,368	215,046	501,414
	Class 7	132,231	135,825	268,056	286,050	212,394	498,444
	Class 8	129,052	126,427	255,479	245,293	177,792	423,085
Total	383,023	388,141	771,164	817,711	605,232	1,422,943	
High	Class 9	186,405	171,653	358,058	252,060	141,122	393,182
	Class 10	102,904	124,111	227,015	153,808	106,671	260,479
	Total	289,309	295,764	585,073	405,868	247,793	653,661
Higher Sec	Class 11	7,753	14,237	21,990	13,654	11,545	25,199
	Class 12	7,269	13,522	20,791	12,323	10,881	23,204
	Total	15,022	27,759	42,781	25,977	22,426	48,403
G. Total	1,310,389	1,412,674	2,723,063	4,441,156	3,698,277	8,139,433	

5.4 District wise Analysis of Education in the Punjab

Figure 5.4 illustrates literacy rates for men and women in Punjab in 2013-2014. As evidenced from the map, the female Literacy Rate is lower than that of males. This trend is especially prevalent in the South as compared to North Punjab.

In North Punjab, districts such as Lahore, Rawalpindi and Gujranwala tend to show higher gender parity in Literacy Rates as compared to other districts.

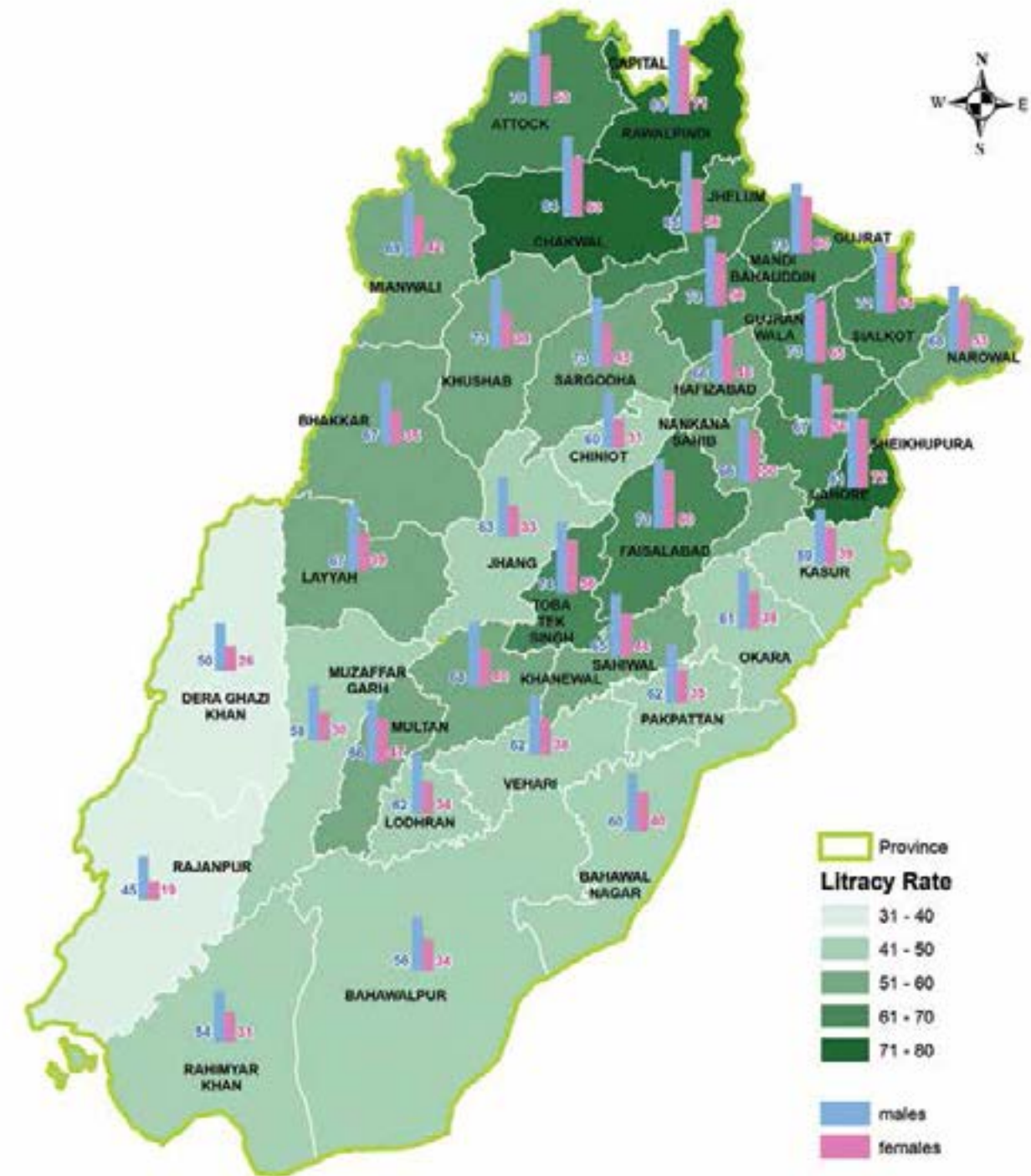
Figure 5.5 shows an annual comparison of female literacy rates in Punjab from 2012-13 to 2013-14. It depicts a slight improvement, especially in South Punjab; Muzaffargarh (23% to 30%) and Rajanpur (15% to 19%) are the districts at the bottom. However, there are only two districts in the Punjab (Lahore and Rawalpindi) where the rate is higher than 70% for females.

Literacy Rate 15+ Age 2013-14

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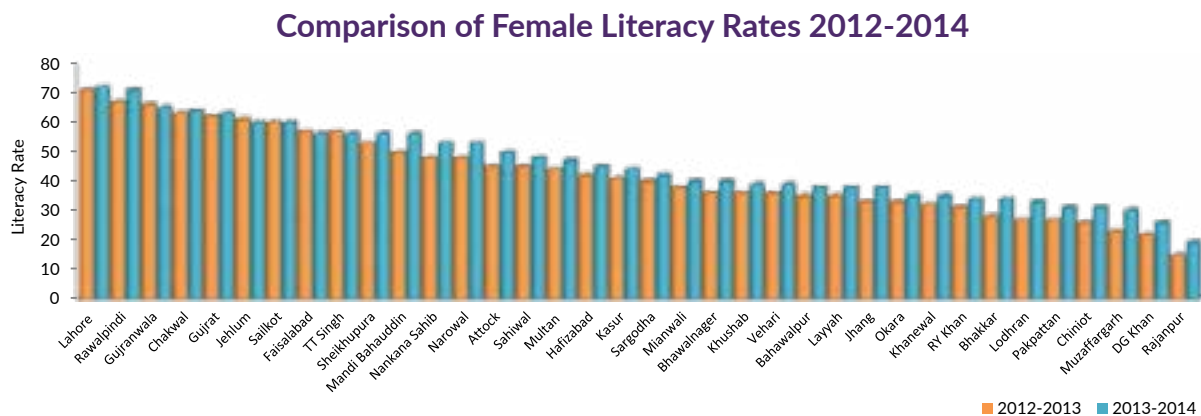
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Source: Pakistan Education Atlas

Figure 5.4 District wise Literacy Rate 2013-14

Gender Parity Index - Enrollment in Primary Schools in the Punjab 2013-14



Source: Pakistan Education Statistics 2013-14

Figure 5.5 Comparison of Literacy Rate of Females (District wise)

5.4.1 Enrollment Statistics

5.4.1.1 Formal Education

This section gives analysis of male and female enrollment in Formal Education Institutes in Punjab by type of education level. Each tier of education has its own importance. Primary education is of prime importance in a child's formative development.¹¹² Middle School education serves as a bridge between primary and secondary tier and determines whether the child will effectively complete the transition from primary to secondary education. High School, also known as Secondary School, is where the final stage of schooling takes place. Finally Higher Secondary Schools are the stepping stones towards attainment of higher education.

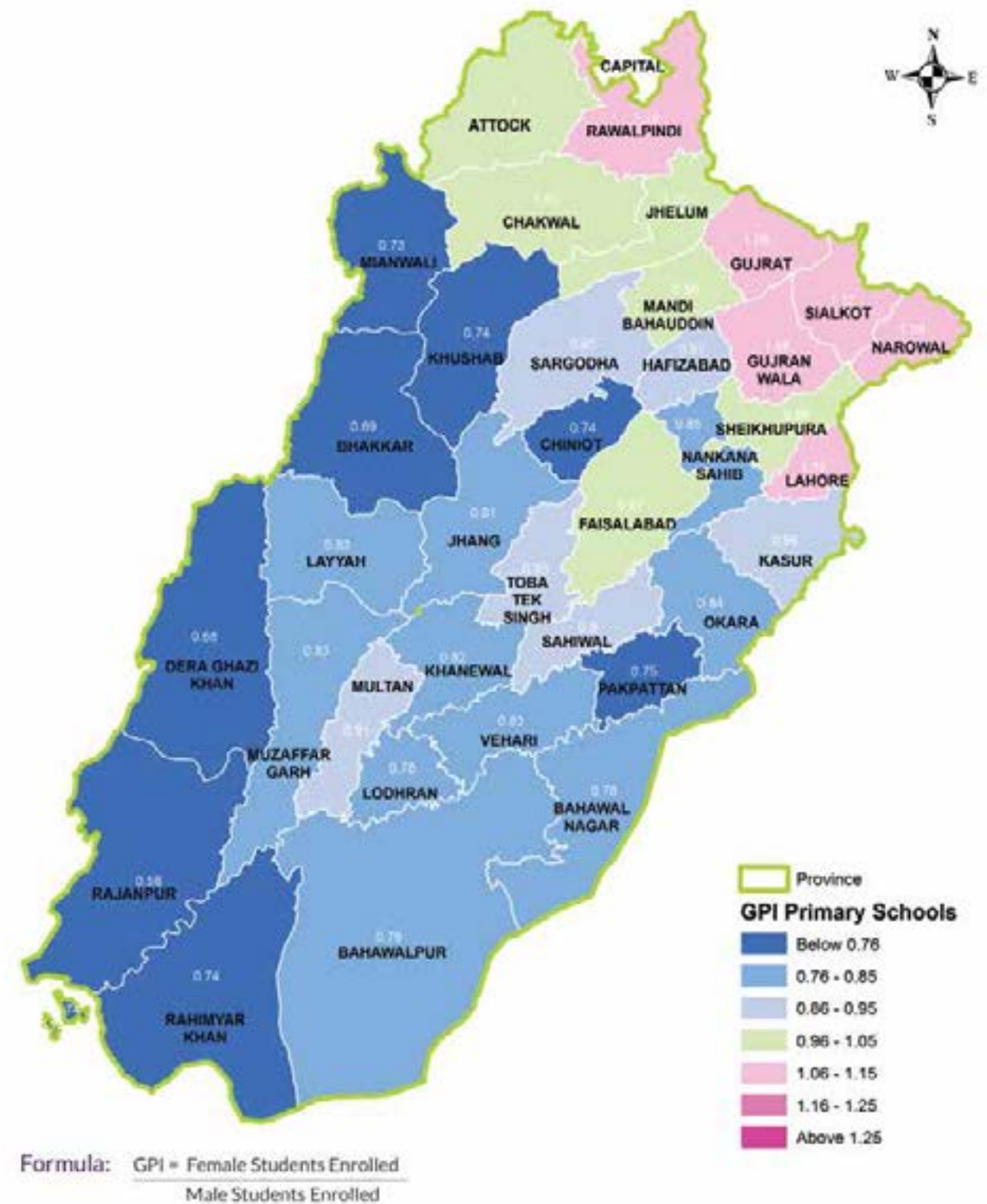
There are regional variations in terms of access to education as illustrated in Figure 5.6 which shows GPI of enrollment at the primary level across Punjab.

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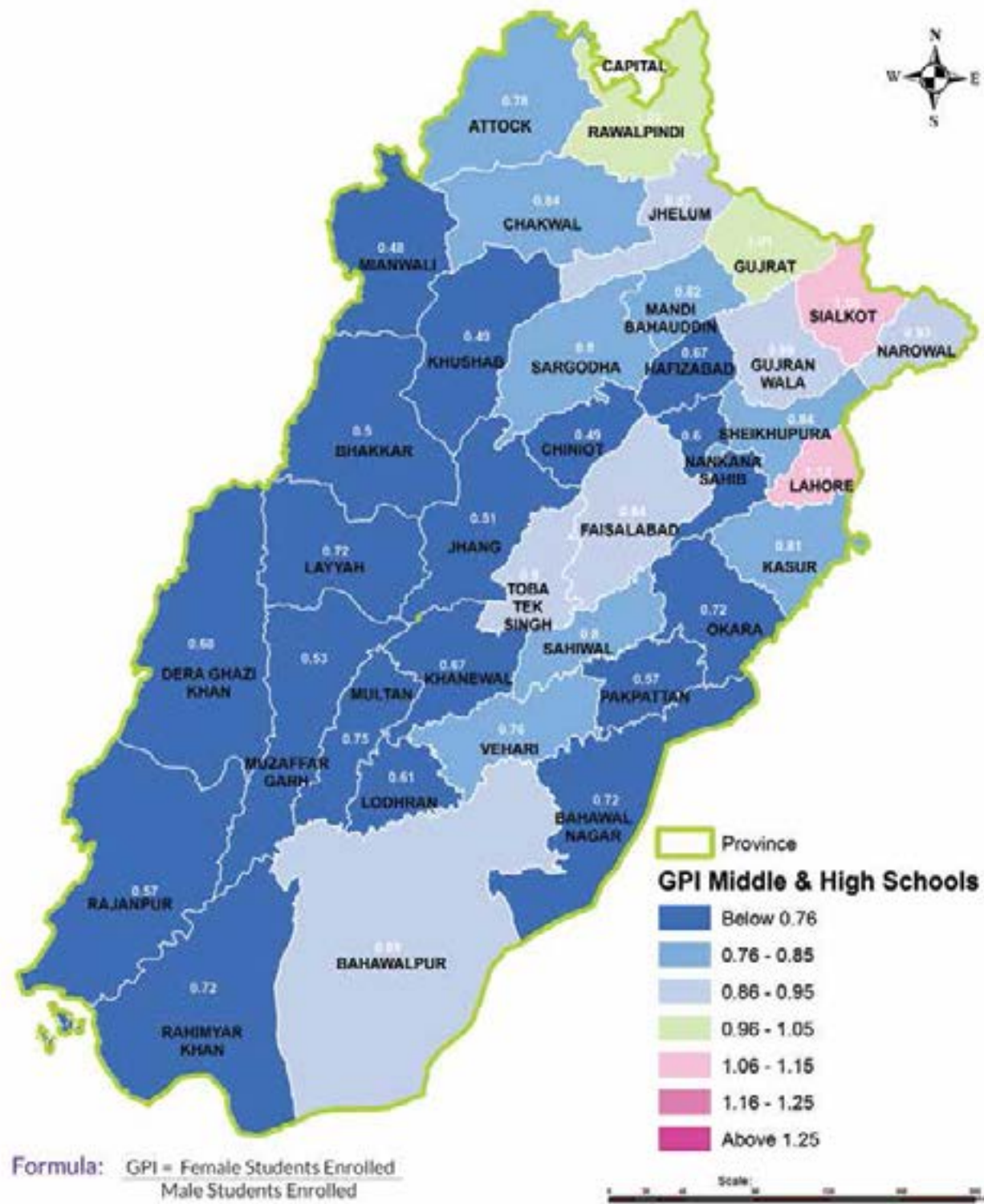


Source: Bureau of Statistics, Pakistan

Figure 5.6a: Gender Parity Index for Enrollment in Primary, Middle and High Schools Punjab 2015

¹¹²Pakistan Education Statistics 2014-15, Pg. 30.

Gender Parity Index - Enrollment in Middle and High Schools in the Punjab 2013-14



Source: Bureau of Statistics, Pakistan

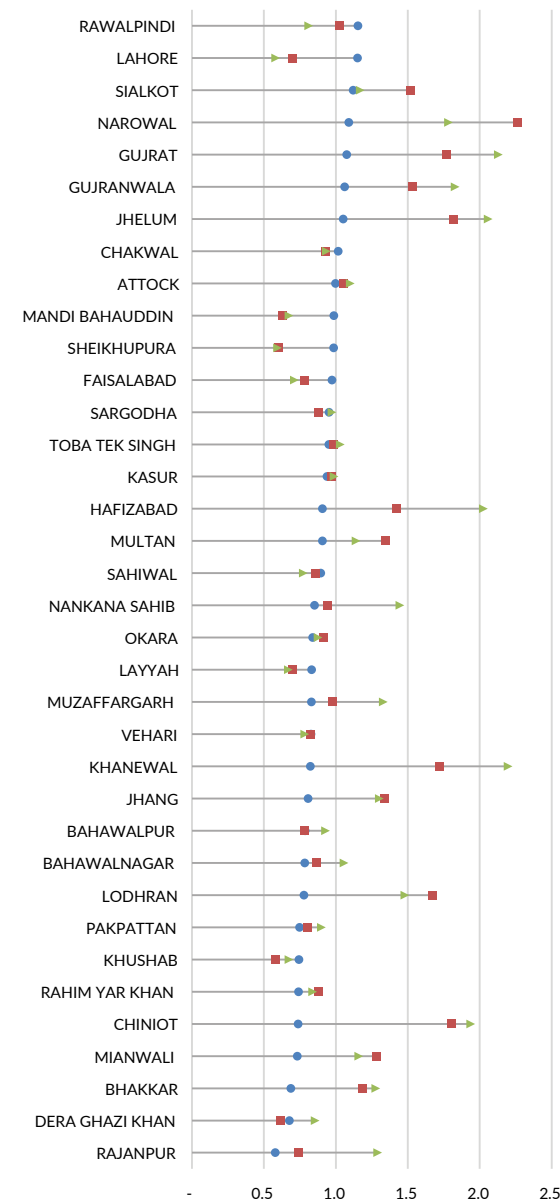
Figure 5.6b: Gender Parity Index for Enrollment in Primary, Middle and High Schools Punjab 2015

Figure 5.7 illustrates GPI for school enrollment at the Primary, Middle and High School level in the districts in 2013-2014. As evident from the maps, parity is low in majority of the districts, especially in Southern Punjab, with female enrollment significantly lower than that of males. Disparity increases with the increase in level of education i.e. Primary to Middle and High School. The gap is more pronounced in rural areas as compared to urban areas of Punjab.

While comparing enrollment statistics with education facilities provided for boys and girls at Primary, Middle and Secondary levels, there appears a rare

contradiction. Data (Figure 5.7) shows that girls have more chances to get educational services than boys in terms of (a) number of educational institutions (b) number of teachers and (c) students enrolled at the primary level. Nevertheless, the enrollment of girls is less than boys. It is quite clear that the reasons for low enrollment rates are embedded in social and cultural moorings of the society as discussed in the literature review. However, the supply side factors may also be taken into account such as low quality of education; teacher absenteeism and ghost schools phenomena.¹¹³

Gender Parity Index - Primary Schools (Formal Education Institutions 2013-14)



Gender Parity Index - Middle & High Schools (Formal Education Institutions 2013-14)

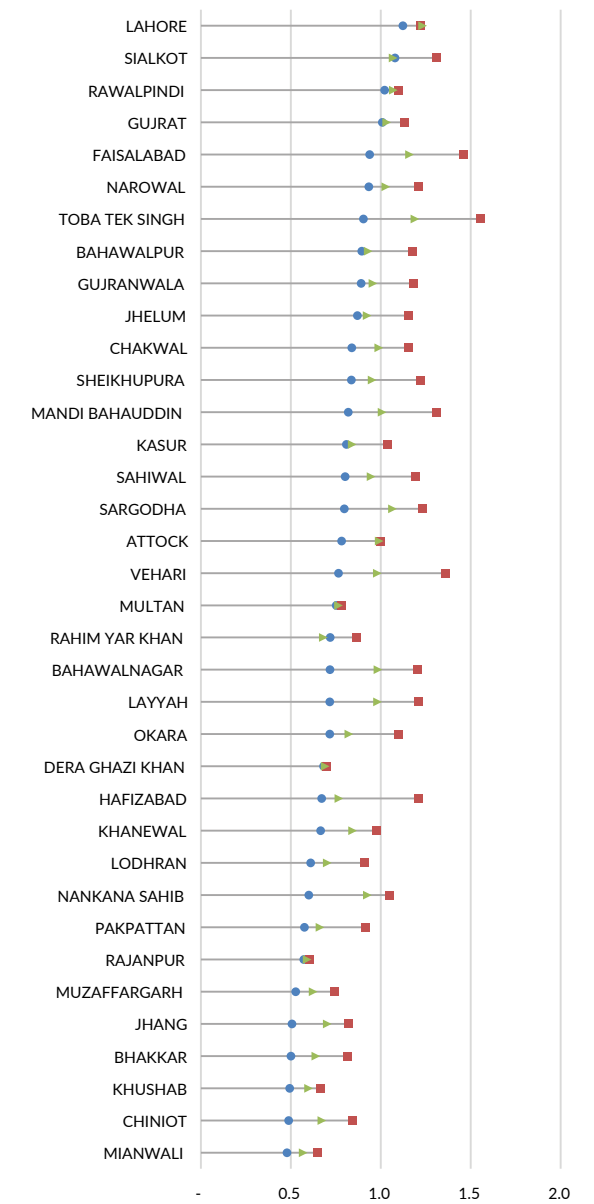


Figure 5.7: GPI for Enrollment, Institutions and Teachers in 2013-14

¹¹³UN Women, Social Determinants of School Enrollment. Status of Men and Women in Pakistan 2012

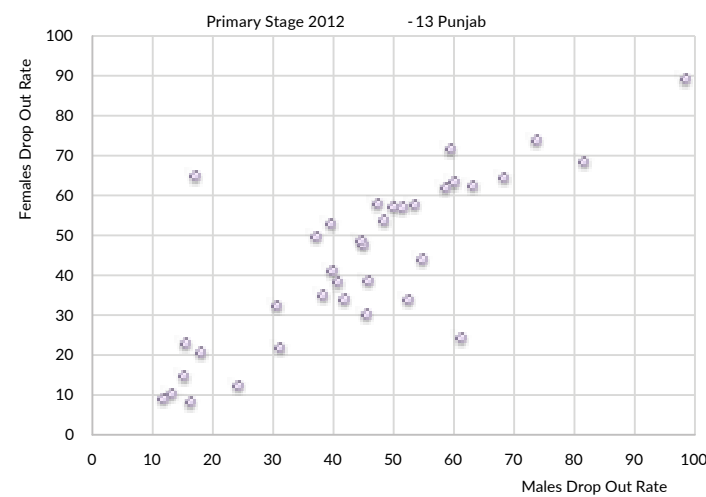
The comparison of GPIs for enrollment rates, number of institutions and availability of teachers for Middle and High Schools depicts that GPI is less for enrollment and availability of teachers but high for number of institutions for girl students.

GPIs for Middle and High Schools with regard to all three indicators, discussed above, articulate gender disparity. Institutions, teachers and enrollment levels are all relatively less for girls as compared to boys. The gap is more pronounced in terms of enrollment rate and teacher availability. Hence it is clear that as the level of school education increases, enrollment rates show a

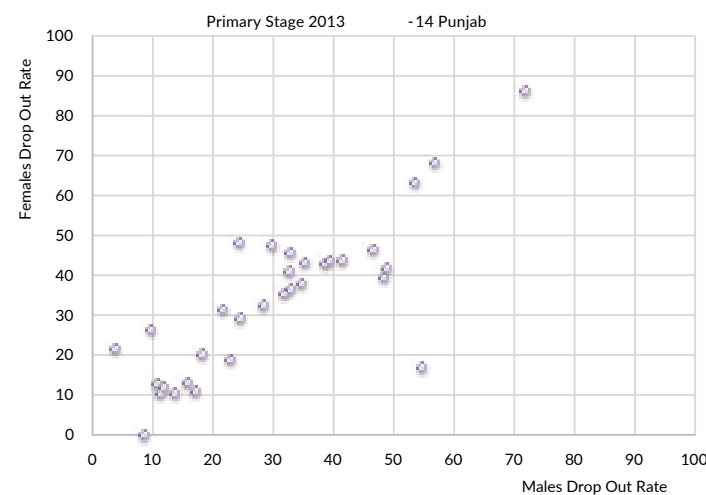
decreasing trend for female students. Apparently, this reflects the traditional and cultural hindrances for female education but this phenomenon needs further research and investigation by social scientists and academics.

Figure 5.8 illustrates a decrease in overall Dropout Rates for both male and female students from 2012-13 to 2013-14 at the primary level for the 36 districts of Punjab. Student Dropout Rates are more than 50% in only three districts for female students and in four districts for male students.

Dropout Rate in Formal School Education Institutions Primary Stage 2012-13 Punjab



Dropout Rate in Formal School Education Institutions Primary Stage 2013-14 Punjab



Source: Academy of Educational Planning and Management

Figure 5.8: School Dropout Rates in Formal School Education Institutions (2012-13 and 2013-14)

¹¹⁴Dropout Rate: the proportion of pupils/students who leave school during the year as well as those who complete the grade/year level but fail to enroll in the next grade/year level the following school year to the total number of pupils/students enrolled during the previous school year. Source

The Effective Survival Rate (ESR) up to Grade V shows improvements for both male and female students in the Punjab over the last two years. This shows that efforts aimed at lowering Dropout Rates at the primary level have been successful. Comparisons of male and female survival rates up to Grade V show more improvements as far as female students are concerned. There are only three districts in Punjab where Survival Rates are less than 50%. In the case of male students, Survival Rates are less than 50% in seven districts.

The Effective Transition Rate from primary to secondary education in Punjab over the last three years indicates a marked improvement. However, the Transition Rate is slightly lower for female students (70%) as compared to that of males (72%). There is a tendency to focus more on the provision of education at the primary stage by the Government. There is, however, an equally urgent need to focus on secondary and high education as well.¹¹⁵

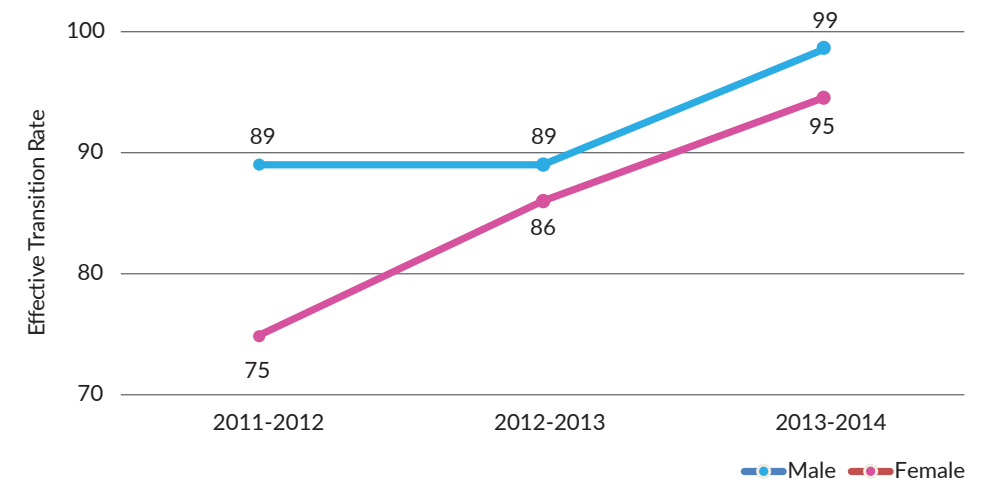
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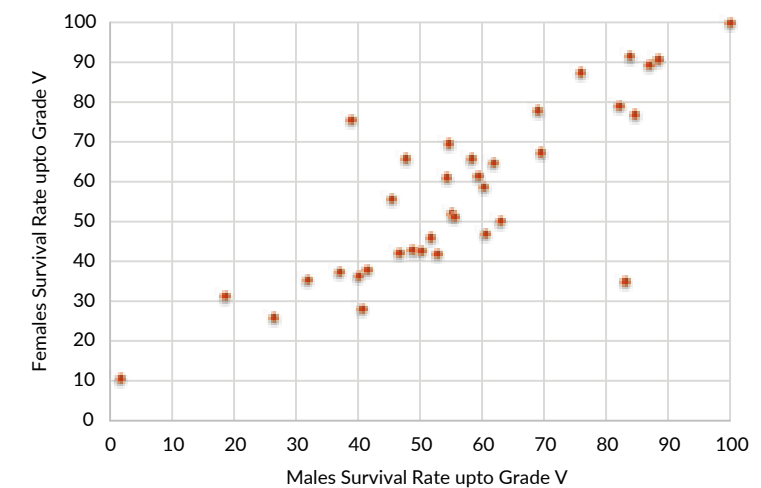
Effective Transition Rate in Punjab



Source: Pakistan Education Atlas

Figure 5.9: Effective Transition Rate in Punjab 2013-14

Survival Rate upto Grade V in the Punjab 2012 -2013

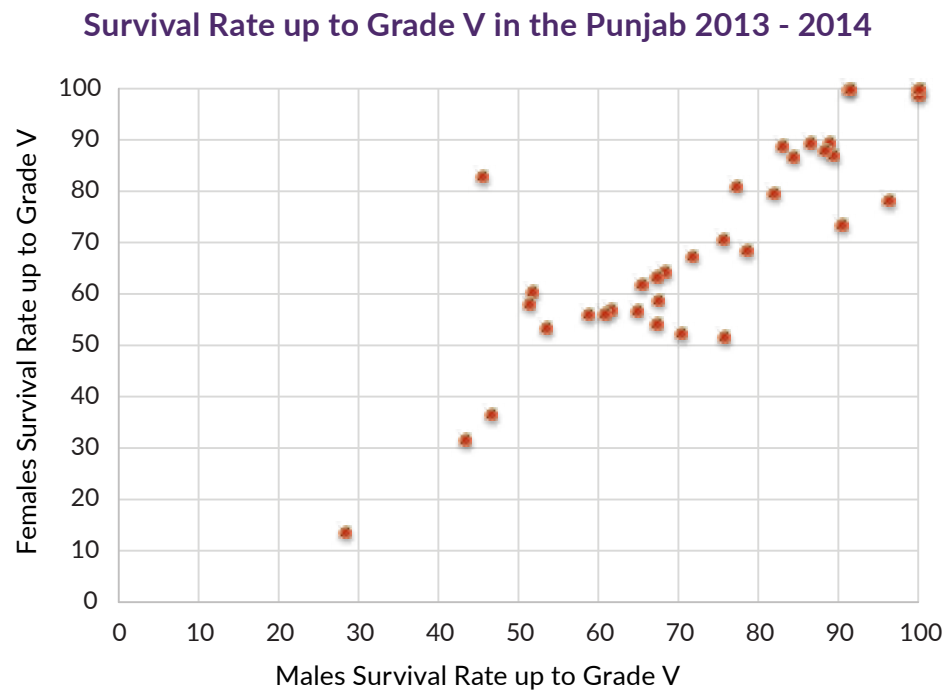


Source: Pakistan Education Atlas

Figure 5.10a: Survival Rate up to Grade V in Punjab 2012-13 and 2013-14

¹¹⁵UNESCO 2010. Secondary, Technical and Vocational Education.

Gender Parity Index - Enrollment in Higher Education in the Punjab 2014-15



Source: Pakistan Education Atlas

Figure 5.10b: Survival Rate up to Grade V in Punjab 2012-13 and 2013-14

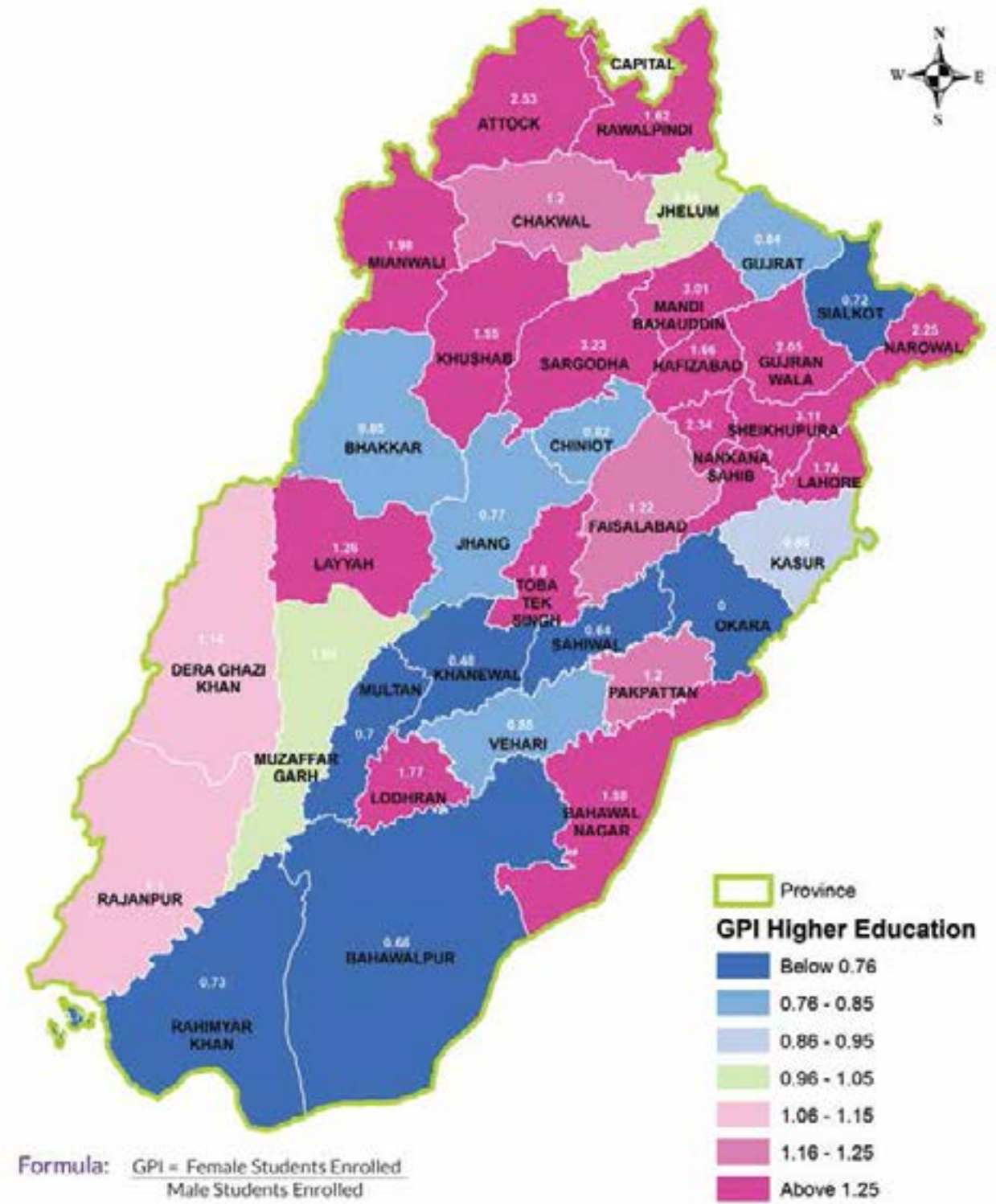
Enrollment trends show marked improvements for female students transitioning to Higher Education.¹¹⁶ Figure 5.11 depicts that in 22 districts, in Higher Education Institutes (Bachelors and Masters) female enrollment is higher than males. In Muzaffargarh and Jhelum, parity has been achieved. The difference between low female enrollments at the primary level as compared to higher education may be due to two reasons. Firstly, enrollment levels at the primary stage in rural areas for girls are low in comparison to boys. However, since population is significantly greater in rural areas, gender parity in urban areas is not visible. Secondly, as we move towards higher education, girls tend to take more interest in higher education completion than male students in both urban and rural areas, and this trend is clearly visible from the data available.

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Source: Directorate of Public Instructions Colleges BS. Graduation Part VII, Masters (Part VII)

Figure 5.11: GPI of Enrollment in Higher Education 2014-15

¹¹⁶Adult literacy is the percentage of population above the age of 15, which can with understanding read and write a short simple statement on everyday life and perform basic arithmetic. Adult Education refers to the variety of educational techniques used to educate individuals of 15+ Age, including formal, informal and TVET. Source: Pakistan Education Atlas 2015.

Gender Parity Index - Enrollment in Higher Secondary Schools in the Punjab 2013-14

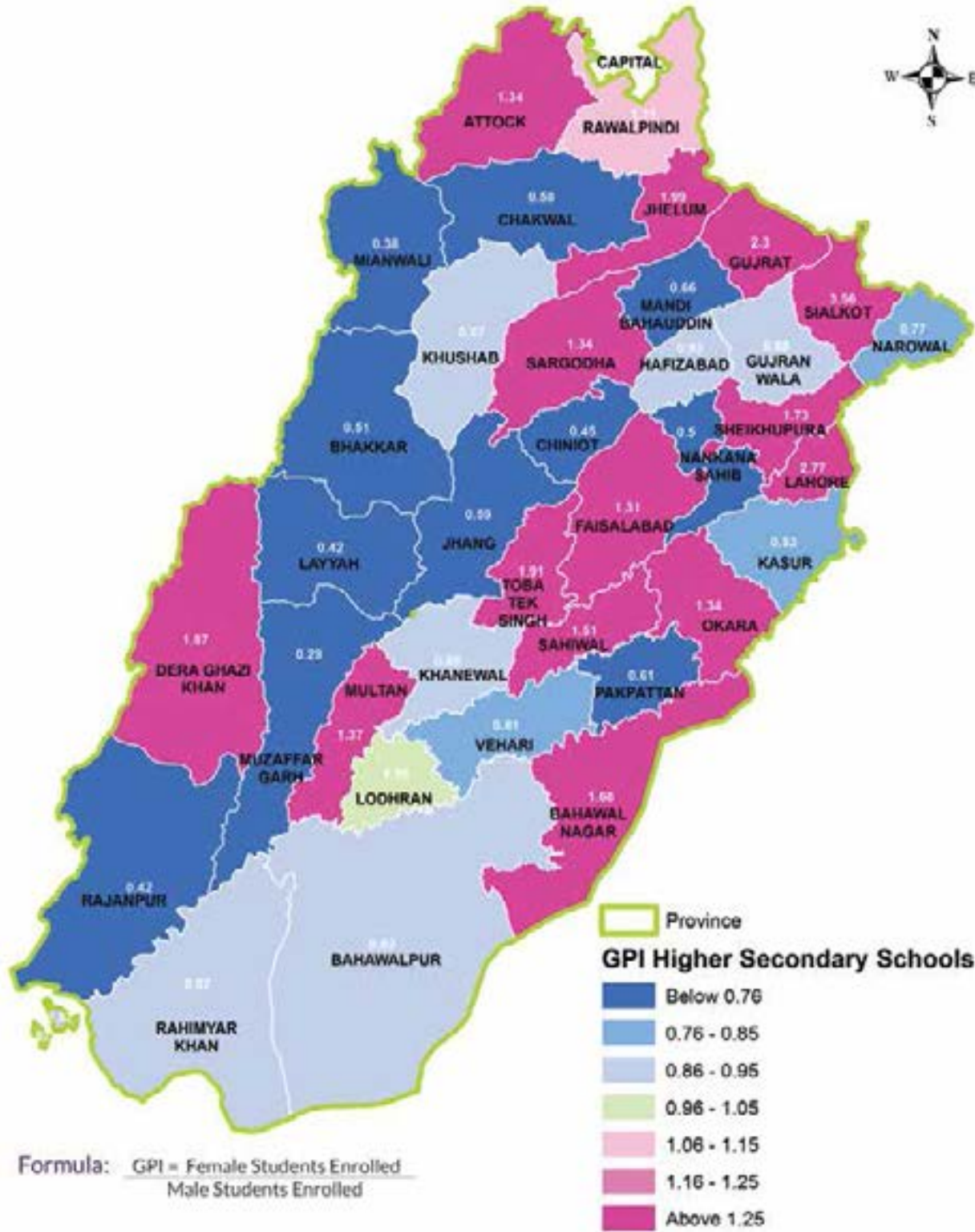


Figure 5.12: GPI of Enrollment in Higher Secondary Schools 2013-14

While comparing the GPI for Enrollment, number of institutions and teacher availability for Higher Secondary Education in Punjab, it is interesting to note that despite higher number of institutes and teacher availability for males, their enrollment is low.

Gender Parity Index - Higher Secondary School (Formal Education Institutions 2013 -14)

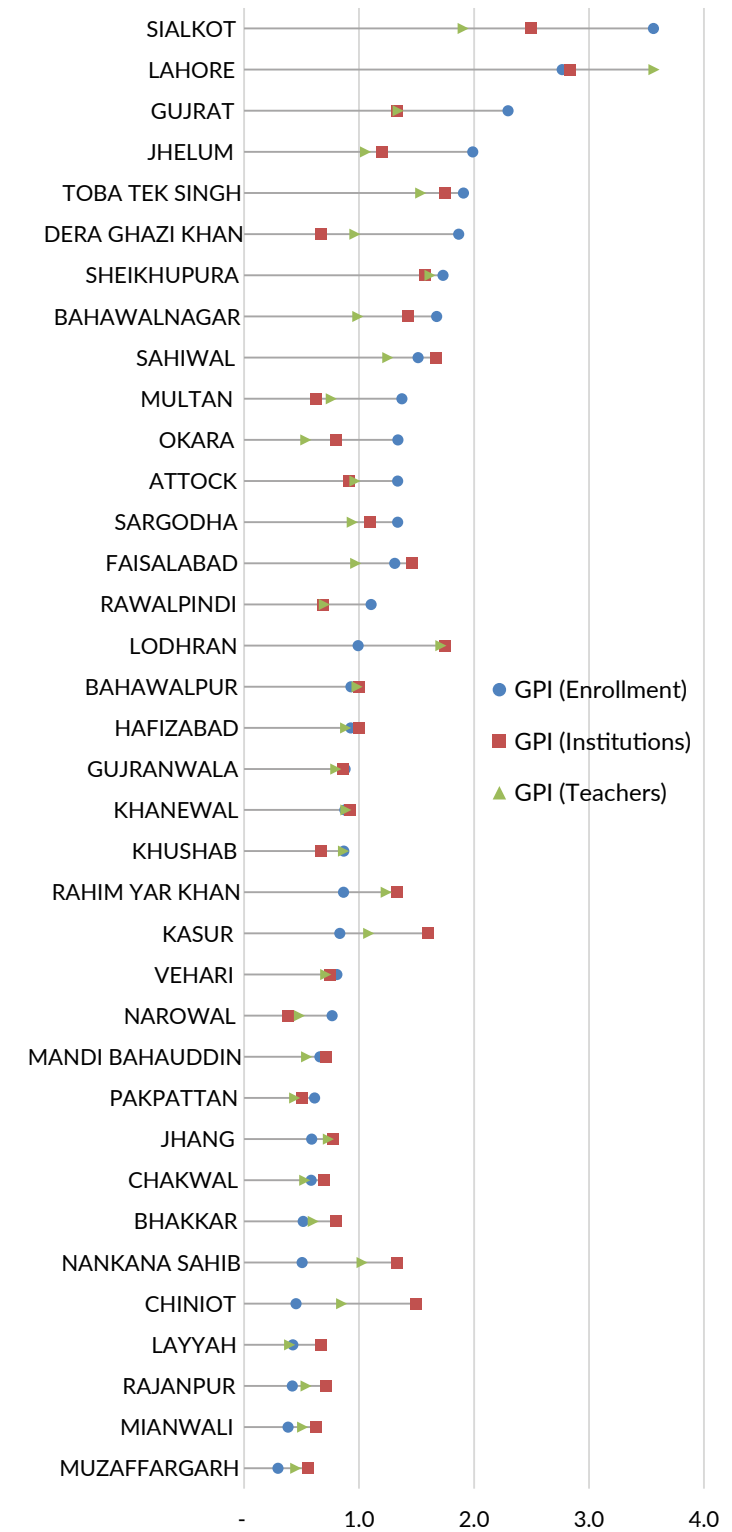


Figure 5.13: GPI Higher Secondary School

5.4.1.2 Non-formal Basic Education

In Pakistan, there are 146,185 formal primary, 42,147 lower Secondary and 29,874 secondary schools. Of these, 75% are public sector schools; 10% are private sector schools and the remaining 15% is almost equally divided between non-formal basic education schools (also referred to as community schools) and 'Deeni Madrassas' (religious schools).

Despite numerous challenges, the data shows a healthy trend for girls' education in Pakistan, with the ratio of female to male primary enrollment in Pakistan rising from 52% in 1991 to 88% in 2013.¹¹⁷ In more remote, under-served and conflict prone areas this demand is increasingly being met by non-formal education providers. The non-formal education model provides culturally acceptable and flexible options for education that are relevant to specific contextual needs of girls and their families. The geographic proximity of these local education institutions makes them socially acceptable to parents.¹¹⁸ Figure 5.14 shows a marked increase for male and female enrollment in community schools in South Punjab in 2014-15 as compared to 2012-13, female enrollment being slightly higher than male enrollment in all districts.

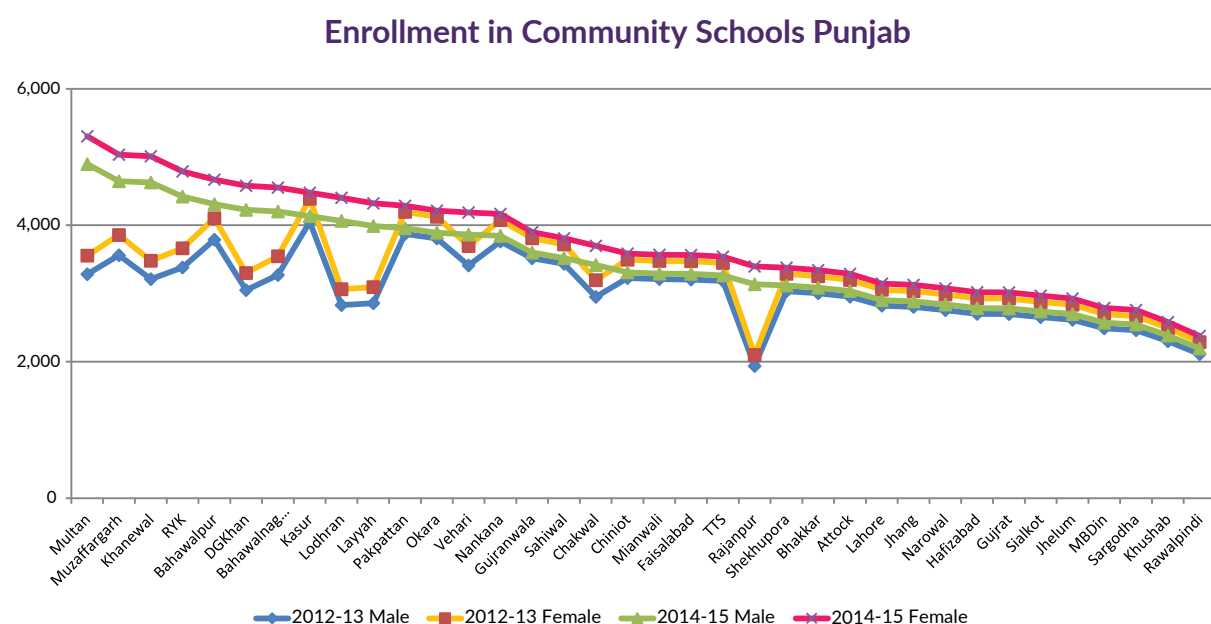
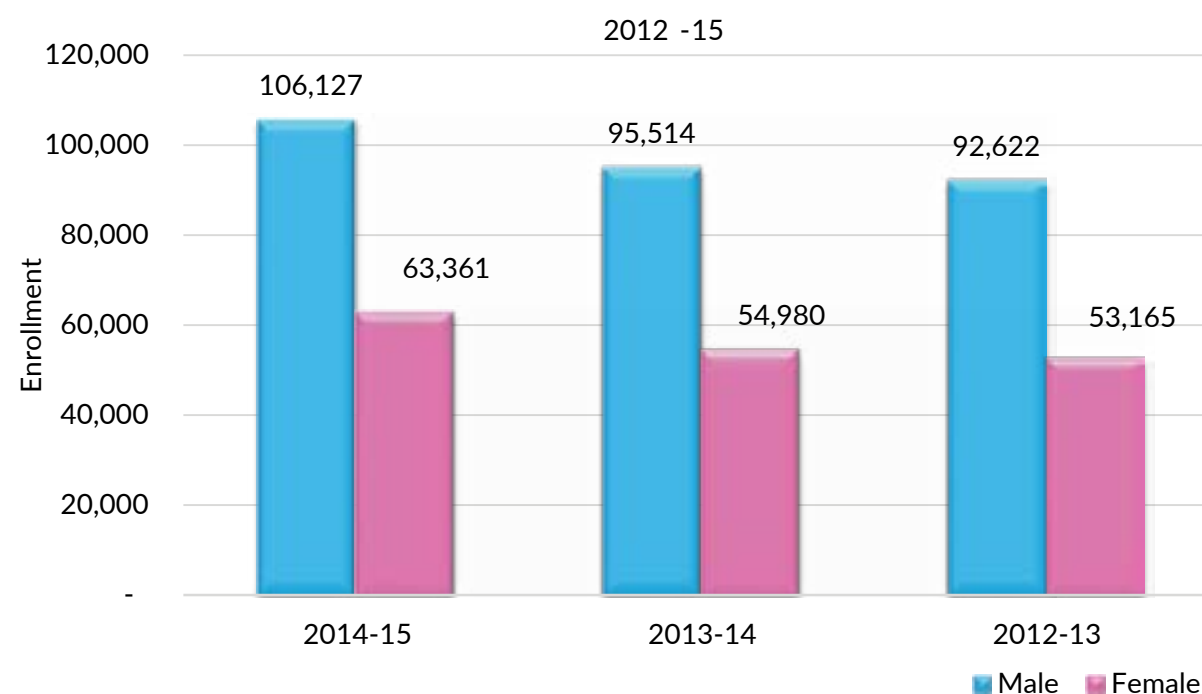


Figure 5.14: Enrollment in Community Schools in Punjab 2015

5.4.1.3 Technical & Vocational Education

Rapid technological changes in the work place require that emphasis be placed on technical education and vocational training for the workforce.¹¹⁹ This is an important tool for economic empowerment since it trains students for specific trades and provides them with skills that can help them enter the labour force. Figure 5.15 illustrates that enrollment has increased for both male and female students in these institutions of Punjab, in the last three years. Whereas there is significant gender disparity in enrollment, the GPI of enrollment has risen slightly from 0.574 in 2012-13 to 0.5970 in 2014-15.

Enrollment in Technical & Vocational Education in Punjab



Source: Punjab Education Statistics

Figure 5.15: GPI of Enrollment in TEVTA Punjab 2012-15

Figure 5.16 shows the GPI of enrollment in the Technical Education and Vocational Training Authority (TEVTA). Except for four districts in Punjab (Chakwal, Narowal, Hafizabad and Lodhran) where female enrollment is higher than that of males, TEVTA caters more to the male population. Gender mainstreaming requires that girls also get benefit from the technical education i.e. become part of the skilled labour force. For this, it is essential that efforts be made to raise female enrollment in TEVTA such as introduction of more female specific courses.

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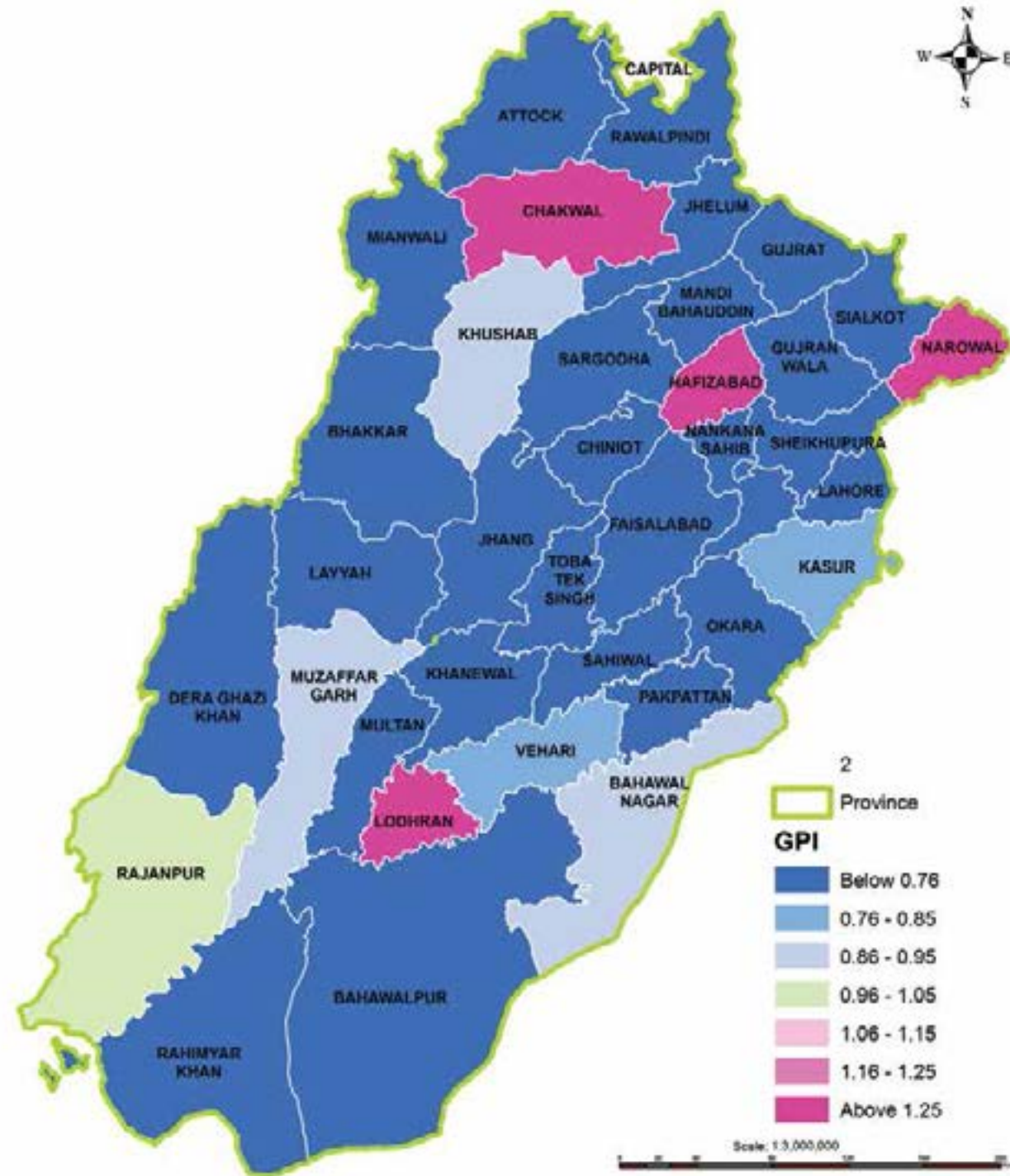
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Punjab Gender Parity Report 2016

¹¹⁷Razzaq, Jamila., contextualizing education services: possibilities for disadvantaged girls in Pakistan. September 18 2015. Retrieved from <http://www.brookings.edu/blogs/education-plus-development/posts/2015/09/29-possibilities-disadvantaged-girls-pakistan-razzaq>
¹¹⁸Badrunnesha, Musammat.Challenges and Opportunities of providing girls education in madrassas September 2015.

¹¹⁹UNESCO 2012.Secondary, Technical and Vocational Education.

Gender Parity Index - Enrollment in Technical & Vocational Education Institutions in Punjab 2015-14



Source: Technical Education and Vocational Training Authority, TEVTA
 Figure 5.16: Enrollment in TEVTA Programs in Punjab 2014-15

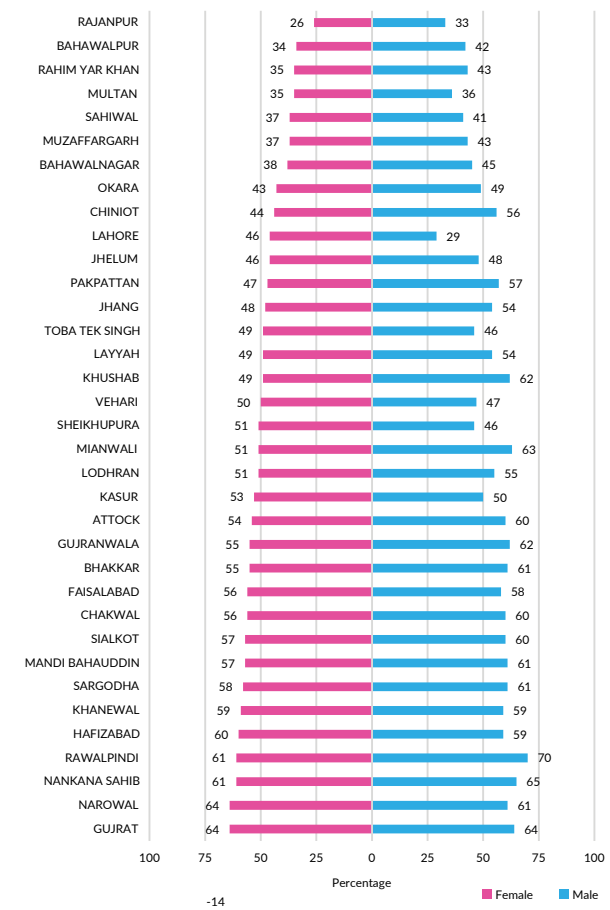
5.4.1.4 Learning Levels and out of School Children in Punjab

The Annual Status of Education Report (ASER) is an independent citizen led household based survey that provides gender-disaggregated data across districts, villages and households on student's learning levels. ASER assessed over 60,000 children from 36 districts in Punjab and profiled almost 2000 public and private schools in 2013-14. Its research reveals significant gains in learning outcomes for literacy and numeracy. Grade Four English level learning has improved by 12% since 2011. Arithmetic levels in Grade Four and Five have increased by 10% in 2013-14.

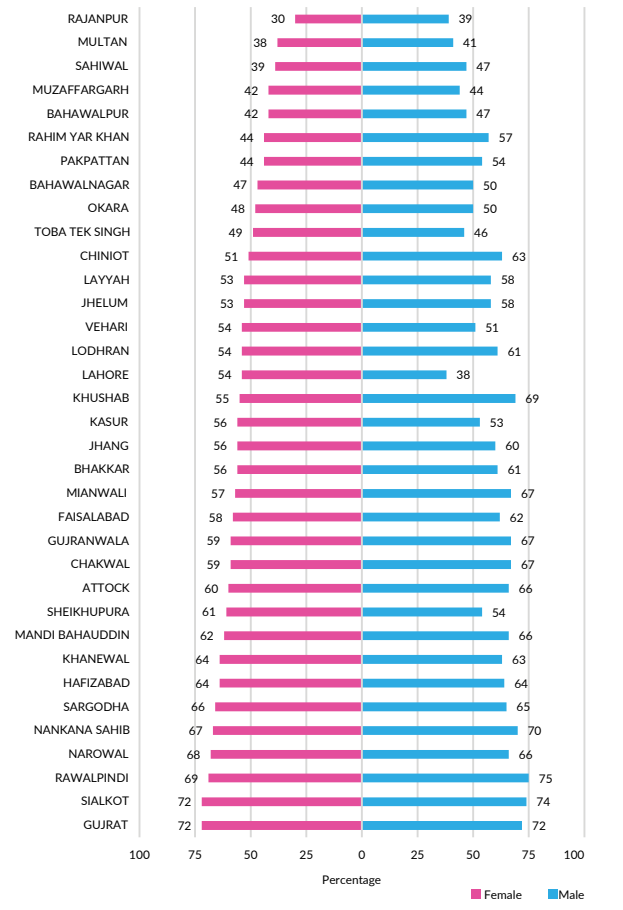
performed better in terms of teacher attendance rates and learning outcomes, now public and private school attendance rates for children (86%) and teachers (87%) are at par. Public school facilities are also improving; there are more toilets and drinking water available in government schools, as mentioned in the section on education facilities, which has further reduced discrepancies in relation to private schools.¹²⁰ Figure 5.17 illustrates learning levels of arithmetic¹²¹ and English in rural Punjab as reported by ASER in 2013-14.

Gaps between public and private education are closing. While private schools have historically

Learning Level: Arithmetic 2013-14 (Rural Punjab)



Learning Level: English 2013-14 (Rural Punjab)



Source: ASER Pakistan 2013-14

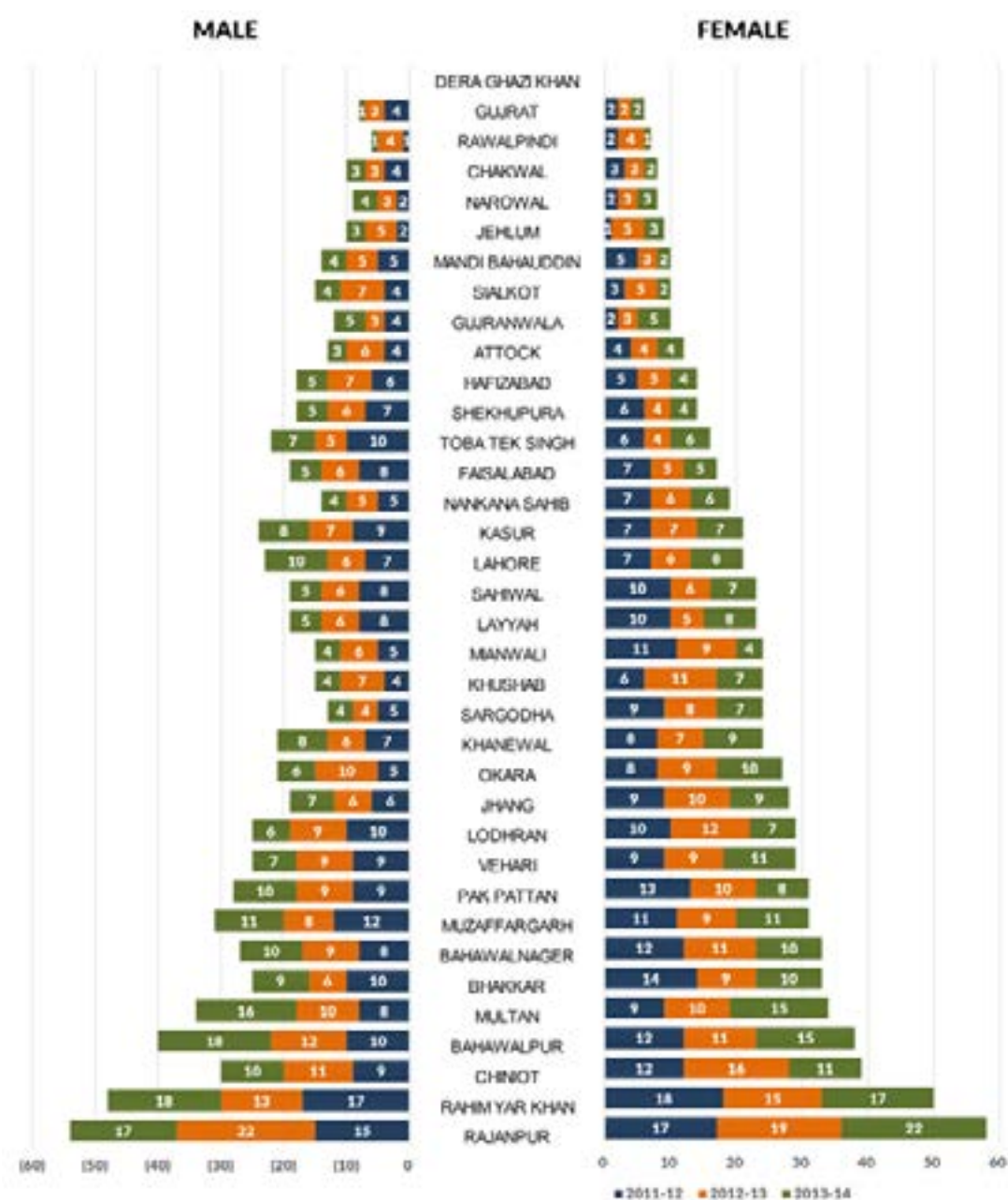
Figure 5.17: Learning Levels - Arithmetic and English (Rural Punjab)

¹²⁰Winthrop, Rebecca., Jamil, Raza Baela., Quiet Progress for education in Pakistan April 2013. Retrieved from < <http://www.brookings.edu/blogs/up-front/posts/2013/04/08-pakistan-education-winthrop> >
¹²¹Learning levels in arithmetic are defined as those who can at least recognize numbers 10 – 99 and can do basic subtractions and divisions. Learning levels in English are defined as those who read words and basic sentence in English.

These graphs illustrate that learning levels are generally higher for the more developed districts such as Rawalpindi and Gujrat as compared to the lesser-developed districts such as Rajanpur. However, there is a consistent pattern of male learning levels being higher than those of females in rural Punjab especially in the case of arithmetic.

Learning levels in arithmetic are also linked to analytical and decision-making skills which are useful in running businesses and managing one's economic security. English is also increasingly becoming an important medium of exchange especially in the formal job market.

Out of School Children (6-16 years) in Rural Punjab 2011-14



Source: ASER Pakistan

Figure 5.18: Out of School Children in Rural Punjab 2013-14

ASER's survey results are a useful tool to assess learning levels in rural areas and identify gender gaps. While analyzing the data for out of school children in rural Punjab over the last three years, not much improvement has been noticed for both male and female students. However, there is a larger percentage of female out of school children as compared to male students in certain age brackets.

5.4.2 Facilities in Formal Education

In 2013-14, of the public sector education institutions ranging from the primary to higher secondary level in Punjab, 72% belonged to the primary level. Higher Secondary schools only made up 1.2% of the total as depicted in Table 5.2. There is paucity of Higher Secondary Institutions in rural areas of Punjab, where they constitute only 0.98% of the total, as compared to 3.26% in urban Punjab.

In urban Punjab, there are more education institutions for females at all levels. In rural Punjab, there are more institutions for male students, except at the middle level. Gender disparity in the availability of education institutions is most marked in High Schools with a GPI of 0.7540 followed by Higher Secondary Schools with a GPI of 0.8685. It seems that the planning of new institutions is not based on any scientific method rather discretionary or reactionary approach is used with quite disregard of need of the area and feeder school system. This phenomenon needs further research.

Table 5.2: Number of Public Sector Education Institutions in Punjab

EDUCATION LEVEL	URBAN/RURAL	2011-12 MALE	2011-12 FEMALE	2011-12 TOTAL	2012-13 MALE	2012-13 FEMALE	2012-13 TOTAL	2013-14 MALE	2013-14 FEMALE	2013-14 TOTAL
Primary	Urban	1,800	1,936	3,736	1,603	1,720	3,323	1,546	1,731	3,277
Middle	Urban	390	567	957	413	541	954	422	548	970
High	Urban	657	659	1,316	656	692	1,348	669	708	1,377
Higher Secondary	Urban	64	110	174	74	117	191	71	119	190
Primary	Rural	21,375	18,953	40,328	18,399	17,625	36,024	17,664	17,486	35,150
Middle	Rural	2,868	3,931	6,799	3,008	4,068	7,076	3,100	4,140	7,240
High	Rural	2,551	1,723	4,274	2,644	1,931	4,575	2,663	2,008	4,671
Higher	Rural	231	183	414	234	210	444	218	469	

Source: Punjab Education Statistics 2013-14

The following figure shows access to facilities in Punjab for both male and female students. Data for seven different facilities¹²² available in formal education institutions was analyzed for Primary, Middle, High and High Secondary Education Institutions. The mean for each indicator was calculated for both genders.

Access to Facilities in Punjab 2014 -15

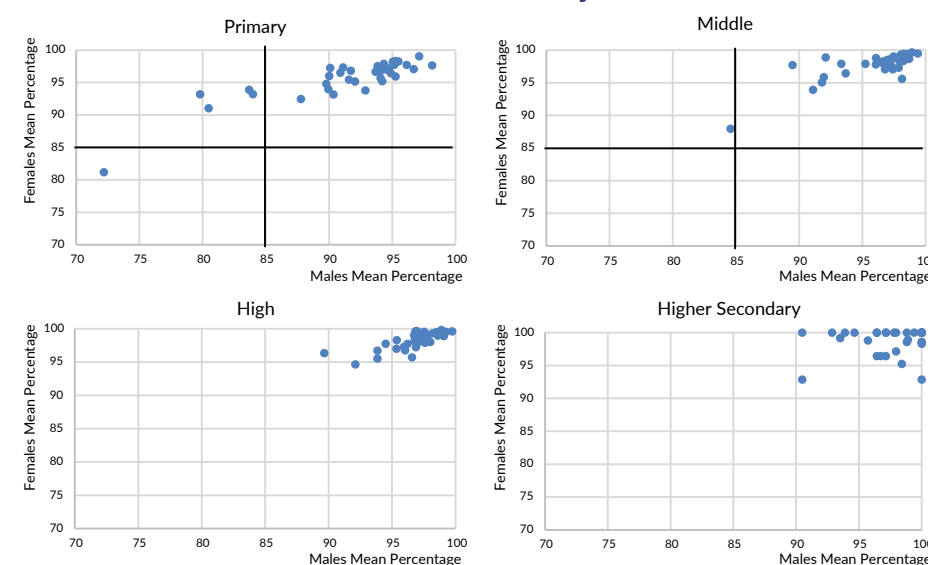


Figure 5.19: Access to Facilities in Punjab 2014-15

¹²² Facilities include availability of boundary wall, electricity, drinking water, toilets, buildings, sewerage and main gates. Source: Punjab Education Sector Reform Program

The key facilities, taken into account for the analysis, included: electricity, availability of washrooms, gates, boundary walls, sewerage, building, and clean drinking water. The data reveals that in majority of districts the key facilities are available in more than 85% of public sector education institutions for both male and female students. This is more so the case in Middle, High and Higher Secondary Education.

5.4.3 Human Resource

This section contains an analysis of the human resource employed in the public education sector. Table 5.3 shows the number of teachers available for Primary, Middle and High Schools in Punjab for both male and female schools. In 2013-14, teacher availability decreased for both male and female schools at primary, middle and high levels with the exception of middle schools for male students. The decrease was most marked in Middle Schools for female students and in Primary Schools for both male and female students.

Table 5.3: Availability of Teachers in Punjab 2015

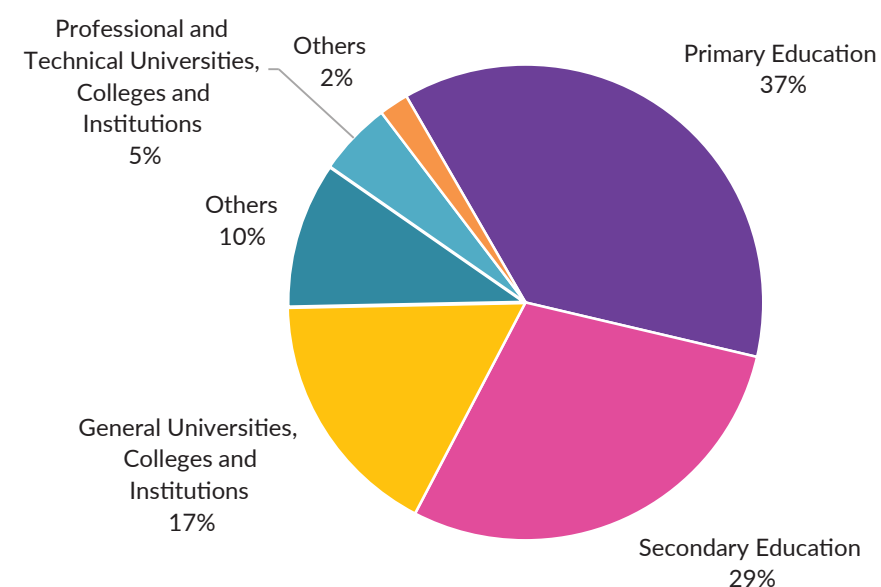
MALE												FEMALE											
High			Middle			Primary			High			Middle			Primary								
2011-12	2012-13	2013-14	2011-12	2012-13	2013-14	2011-12	2012-13	2013-14	2011-12	2012-13	2013-14	2011-12	2012-13	2013-14	2011-12	2012-13	2013-14						
#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease	#	Increase/Decrease						
1,639	11	47	630	(118)	186	1,297	(255)	53	1,370	117	(79)	935	171	(143)	1,125	245	(166)						
2,034	189	(102)	1,202	(5)	120	2,320	(106)	(68)	1,253	257	(4)	1,914	115	(152)	2,044	142	81						
1,718	(28)	(21)	943	67	40	2,195	(103)	(121)	1,189	97	(44)	1,130	219	(63)	1,734	182	(87)						
1,144	91	(16)	634	99	6	1,377	(5)	(264)	523	52	(4)	515	146	17	1,256	40	120						
1,634	148	130	740	(91)	155	984	(301)	363	1,416	316	(65)	1,042	247	(272)	961	551	(535)						
717	122	13	322	39	13	1,028	1,595	(2,052)	320	83	7	287	99	27	833	1,556	(1,283)						
1,255	68	(20)	828	81	63	1,706	264	35	726	92	27	610	186	(72)	1,586	170	(38)						
4,348	124	(114)	1,462	219	195	2,716	(1,667)	1,737	3,958	321	(51)	2,761	621	(384)	1,987	(1,209)	1,207						
2,483	169	4	1,306	16	(2)	2,076	(101)	(595)	1,913	230	121	1,543	261	(269)	1,874	262	389						
2,311	132	(20)	719	(87)	168	1,698	(412)	(291)	1,928	289	(54)	983	295	(116)	1,664	437	18						
778	67	11	258	53	(2)	854	(32)	(353)	300	95	6	417	49	26	665	42	243						
1,627	192	(9)	951	(61)	152	1,793	(144)	(89)	761	318	30	807	160	(73)	2,190	(71)	(88)						
1,234	56	(6)	559	(54)	54	917	(156)	(260)	1,017	114	(51)	520	180	(79)	765	195	71						
1,722	189	(97)	1,075	3	19	1,925	(30)	(257)	899	120	60	1,333	133	(99)	1,395	145	77						
2,114	192	(224)	1,172	685	(224)	1,675	(301)	(453)	1,196	197	(76)	1,415	377	22	1,333	40	650						
1,048	149	(30)	622	(22)	60	1,367	(75)	(84)	401	244	18	461	27	(58)	833	92	(111)						
3,822	(164)	297	1,249	(478)	479	1,499	(283)	500	5,077	317	(466)	1,491	567	(572)	976	558	(535)						
1,236	111	(18)	813	103	4	1,460	16	149	994	203	(18)	956	136	(65)	1,089	149	(150)						
1,025	45	36	665	6	(19)	694	1	(122)	424	46	86	659	88	(70)	769	47	32						
1,163	116	(40)	494	61	10	1,031	(130)	68	629	372	(10)	875	(6)	(45)	704	86	(136)						
1,371	128	(70)	723	34	88	1,255	11	78	585	119	(16)	586	125	(109)	1,555	155	(152)						
2,297	(129)	40	1,106	(3)	118	1,596	(137)	10	1,245	256	(55)	1,172	125	(121)	1,914	(45)	(194)						
1,572	51	49	1,068	46	(36)	1,903	111	(255)	718	83	(7)	717	223	(19)	2,048	116	174						
1,017	97	(24)	555	2	(31)	1,153	(106)	(381)	437	175	3	892	(13)	1	769	(27)	220						
1,284	57	(45)	667	2	71	1,118	324	(336)	1,183	85	(52)	723	187	(34)	2,170	(252)	53						
1,865	204	69	973	37	76	1,857	(110)	(127)	876	304	83	1,262	199	(74)	1,354	89	(23)						
1,014	158	(32)	618	112	10	1,018	76	(175)	443	105	-	520	169	6	701	92	34						
2,454	127	40	1,634	-	52	2,774	(30)	333	1,407	103	(105)	1,429	262	(170)	2,587	254	(258)						
645	56	(23)	417	43	26	1,305	152	(368)	328	38	(5)	283	81	(39)	1,087	104	214						
3,006	26	235	1,257	(374)	379	2,282	(1,068)	959	2,702	871	(473)	1,601	586	(448)	2,124	976	(1,337)						
2,034	69	(32)	1,027	43	70	1,229	(73)	38	1,283	123	(20)	1,572	220	(143)	840	188	(103)						
2,360	288	(62)	1,358	43	93	2,282	(79)	(153)	2,238	255	-	1,693	338	(184)	1,891	182	(79)						
1,547	184	(27)	812	3	24	1,771	11	122	939	271	16	1,213	60	(81)	1,248	129	(243)						
2,022	209	(53)	1,100	5	227	2,842	(404)	(55)	2,149	213	22	1,392	261	(290)	2,533	499	(245)						
1,664	241	(84)	911	97	123	1,601	(159)	(193)	1,379	318	(32)	1,618	361	(133)	1,075	156	56						
1,639	126	(16)	874	160	3	1,683	(78)	(52)	1,062	186	(29)	1,351	200	(41)	1,187	127	(97)						

LEGEND: > 100 51 to 100 1 to 50
 -1 to -50 -51 to -100 < -100

5.4.4 Financing

The Education for All Global Monitoring Report 2014 assesses that Pakistan is among a small group of middle income countries that need to roughly double relative spending on basic education to achieve the goals by 2030.¹²³ Historically Pakistan's overall national expenditure on education as a percentage of GDP has remained 2%, this is owing to the huge bill on defense spending, interest payments, and energy needs which limits expenditure spent on social sectors such as health and education.¹²⁴

Distribution of National Education Expenditure by Sub-sector 2012-13



Source: Provincial Assembly of the Punjab

Figure 5.20: Distribution of National Education Expenditure by Sub-sector (2012-13)

In 2012-13, pre-primary and primary expenditure on education was Rs. 178, 255 million i.e. the highest share (37%) in education expenditure, followed by Rs. 138,512 million on secondary (29%) and Rs. 106, 165 million on tertiary (22%) education as shown in Figure 5.20.

Table 5.4 shows the distribution of actual education expenditure in the financial year 2012-13.¹²⁵ On average at the national level, 89% of education expenditure comprises of current expenses such as teacher's salaries and only 11% is development expenditure. In comparison to other provinces, Punjab has the lowest development expenditure on education i.e. 5%.

Table 5.4: Distribution of Actual Education Expenditure 2012-13

Distribution of Actual Education Expenditure 2012-2013		
PROVINCE	% CURRENT	% DEVELOPMENT
Punjab	95	5
Sindh	94	6
KPK	78	22
Baluchistan	91	9
Federal	80	20
National	89	11

¹²³ Malik, Rabea., Rose, Pauline., 2015. Making Pakistan's target for education financing a reality. Retrieved from < <http://www.brookings.edu/blogs/education-plus-development/posts/2015/08/27-pakistan-education-financing-malik-rose>>

¹²⁴EFA Review Report 2015

¹²⁵EFA Review Report 2015

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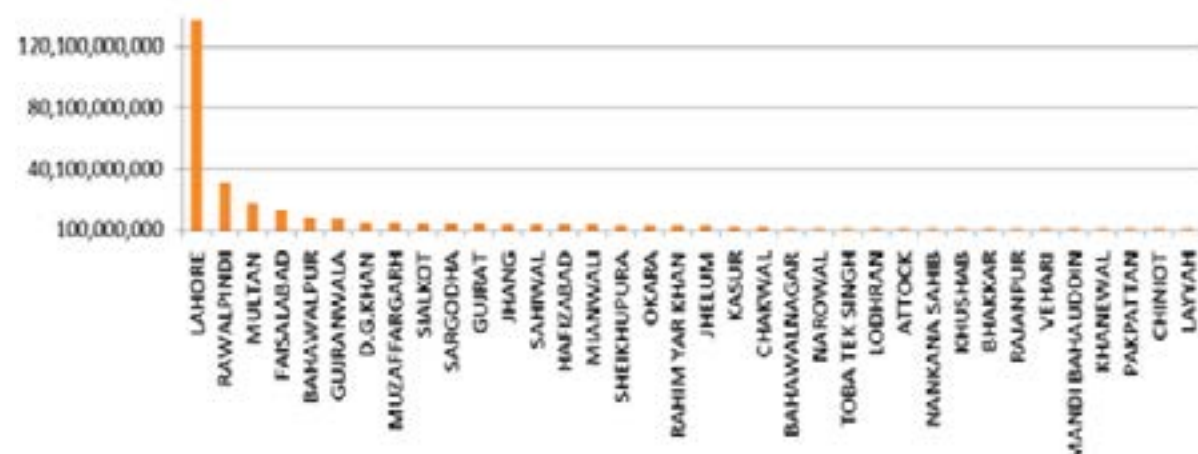
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While spending on education has increased in recent years, the absolute amount spent remains far below what is required to meet targets for better access to quality education for all. According to the Education for All Global Monitoring report 2014, if the Government of Pakistan increases its tax revenue to 14% of GDP and allocates one-fifth of this to education, it can raise sufficient funds to get all of Pakistan's children and adolescents into school.

In Punjab, Lahore and Faisalabad together receive 9% of the country's total education budget. A result of inadequate resources, schools in underdeveloped areas are more likely to be served by a single teacher. These schools are often of particularly poor quality, with teachers not trained to support children of diverse age groups and abilities within one classroom. This finding supports the literature which indicates that distribution of resources within a province is also not equitable; districts with the highest proportion of out of school children generally have the lowest budgets.¹²⁶ This is further verified by reviewing the Punjab education budget on actual expenditure on development (Figure 5.21).

Total Actual Expenditure on Development of Education in Punjab 2014-15



Source: Finance Department, Government of Punjab

Figure 5.21: Total Actual Expenditure on Development of Education in Punjab 2014-15

5.5 Key Findings

♀ GPI of adult literacy of Pakistan is 0.65, indicating that fewer women are accessing education relative to men.¹²⁷

♀ Adult literacy in Punjab is 69% for men and 50% for women. The GPI is 0.7246, which is higher in comparison to the other provinces.

♀ GPI of adult literacy is lowest in Rajanpur (0.42) followed by Khushab, Jhang, Chiniot, Dera Ghazi Khan and Muzaffargarh (0.52). It is highest in Lahore, Gujranwala and Sialkot (0.89).¹²⁸

♀ GPI for Primary Enrollment Rate in public sector institutions is lowest in Khushab (0.5034) followed by Jhang (0.5156). It is highest in Lahore (1.15) followed by Sialkot (1.12).

♀ The Effective Transition Rate¹²⁹ from primary to middle is 99% for boys in Punjab and 95% for girls. From middle to secondary, ETR is 100% for boys and 99% for girls.

♀ The Survival Rate¹³⁰ to Grade 5 is 72% for males and 70% for females.

♀ Gender disparity in education is more noticeable in Southern as compared to Northern Punjab.

♀ Non-formal education providers play a key role in providing education especially in rural areas.

♀ Currently Punjab's spending on the development expenditure is only 5% of the total budget; the lowest among all the provinces.

♀ Gender disparity in education is more noticeable in Southern as compared to Northern Punjab.

♀ Non-formal education providers play a key role in providing education especially in rural areas.

♀ Currently Punjab's spending on the development expenditure is only 5% of the total budget; the lowest among all the provinces.

5.6 Conclusion

Education plays a key role in the pursuit of gender equity, and therefore it is important to address gender gaps and inequalities in education policy, but the problems inherent in pursuing these objectives are those of cultural differences, availability of resources and priorities.

Although Literacy Rates are steadily increasing in Pakistan, the divide between male and female levels is still wide; 71% for men and 48% for women. Significant progress has been made in achieving gender parity at the primary level, especially in urban Punjab. Gaps, however, still remain in rural areas. In the Formal School Education System, more focus is given on raising primary enrollment rates for girls with the result that gender gaps exist in Secondary Education, both in enrollment and availability of facilities. It is also evident from data that gender inequality in the education sector is more pronounced in rural areas as compared to urban settlements. Similarly, a majority of the districts of Southern Punjab lag behind in attainment of gender parity at all levels of female education. The gap is too wide to be bridged easily. The government needs to increase the development portfolio for provision of better quality education to all.

There is no denying the fact that the last few years have witnessed marked improvement in almost all the indicators representing female education outcomes in Punjab which are the direct result of government interventions. Nevertheless, the gender disparity is deep rooted in behavioral and cultural moorings of our society. For this, all the segments of society have to work in tandem with the government's efforts.

¹²⁷Pakistan Education Atlas 2015

¹²⁸Pakistan Education Atlas 2015

¹²⁹Transition rate is defined as the percentage of students advancing from one level of schooling to the next (e.g. primary to middle stage of education or middle to higher stage of education)

¹³⁰Survival Rate to Grade V is the proportion of a cohort of pupils who reached Grade V, expressed as a percentage of pupils enrolled in the first grade of a given cycle in a given school year

¹²⁶Malik, Rabea., Rose, Pauline., Making Pakistan's target for education financing a reality August 2015



06 ECONOMIC PARTICIPATION AND OPPORTUNITIES

6.1 Introduction

Women Economic Participation rate is generally constructed as the difference between men and women in labour force participation rates,¹³¹ whereas women's economic opportunity is defined as a set of laws, regulations, practices, customs and attitudes that allow the women to participate in the workforce under conditions roughly equal to those of men, whether as wage-earning employees or as owners of a business.¹³² Both these terms are directly related to each other, depending upon varying degrees of endogenous factors. In a developing country like Pakistan, increased economic opportunities pave the way for better participation for women in the economic activities and vice versa. Ipso facto, the participation rate is the explicit manifestation of the implicit rules or traditions that govern the economic opportunities. It is, therefore, very important to study both these phenomenon jointly and unearth the hidden factors which inhibit the positive female Labour Force Participation Rate. This chapter, therefore, mainly focuses on the data shrouding economic participation of women and the underlying factors.

Greater Female Labour Force Participation (FLFP) is considered to be one of the drivers of economic growth by increasing the labour supply along with other socio economic benefits. If women are become economically productive, more families will invest in female education and healthcare, and more women in the future will be able to participate in development.¹³³ Studies have also confirmed that women are more likely to derive satisfaction from their participation in employment and through earning capabilities, reducing preferences for a child of a specific gender – when working mothers are financially sound, their daughters also end up receiving better education and that helps in transforming first the family's and then society's attitudes towards the value of children regardless of their gender. This process helps in enhancing the efficacy of family planning as well.¹³⁴

The information in this chapter attempts to capture evidence of female economic participation rate and allied factors based on sex-disaggregated data. This will encourage further research and dialogue on constraints to women's economic opportunities and the need for multidimensional assessments of gender equality which give a more wholesome picture of the problem.

6.2 Literature Review

Labour markets are one of the key mechanisms through which the disadvantageous groups can harbor the benefits of growth. Access to Labour Markets and, more specifically, an opportunity to decent work are imperative for diminishing the inequalities between men and women. Women's participation in labour force not only servers to augment household income and welfare but also provide tremendous impetus to enchased participation in public affairs as well.

Women's share in the labour force continues to rise globally. Women's income is becoming increasingly necessary to households of all types.¹³⁵ But in Pakistan the labour force participation rate is much less than the global and regional levels and would be further explained in the later part of this chapter.

Equally important is understanding the quality of women's employment. The reports on labour force also portray certain other gender inequalities. The women are often employed in less productive economic sectors that lack the aspect of decent work including social protection and voice at work. Moreover, occupations in which women are predominantly engaged offer lower wages. These occupations are much likely to keep women close to or inside home.¹³⁶

As is well documented in the literature, women typically earn less than men, even after controlling for differences in observable worker and job characteristics.

¹³¹Global Gender Gap Report 2015

¹³²Abruzzese, L. (2010) Empowering women economically: 2010 Women's Economic Opportunity Index. Retrieved from <http://www.voxeu.org/article/2010-women-s-economic-opportunity-index>

¹³³Rahman, R. I., and R. Islam. Female Labour Force Participation in Bangladesh: Trends, Drivers and Barriers. ILO Asia-Pacific Working Paper, 2013.

¹³⁴World Bank. World Development Report 2012: Gender Equality and Development. Washington, DC: World Bank, 2011.

¹³⁵Khan, Rashid Abdul., Bibi, Zainab., 2011.

¹³⁶UN Women, 2012 pg. 96

Based on a large sample of countries, a review paper finds that the earnings gap between men and women with similar characteristics ranges from 8% to 48%. As is the case for labour force participation, education plays a critical role in determining the nature of employment taken up by women. Education raises the reservation wage (lowest wage at which a person would accept a particular job) and changes the preferences of jobseekers. For example, one study of women in Indonesia concludes that college education of females increases the probability of working in a regular job by 25.6% and having a senior secondary education increases it by 10.3% in comparison to primary education. So, at higher levels of education, potential earnings act as a pull factor, helping overcome economic and social constraints.¹³⁷

So, it is important to study female labour force participation rate both at National and Provincial levels in formal as well as informal sectors. With regards to formal sector, public sector employment, permanent workers in the private sector would be considered. In the informal economy, given the important role of Agriculture, especially for rural women, access to agricultural resources and extension services also need to be studied. It is also important to study the degree of women's financial inclusion and access to public sector banking and microfinance facilities as another important indicator to assess the degree of economic opportunities available including the various forms of social security nets provided by the government.

6.3 Organisation of Analysis

This thematic section focuses on an analysis of economic participation and opportunities related indicators viewed through a gender perspective. It is divided into two sections, the first which provides an overview of the economic participation of women in Pakistan, especially in the formal and the informal sectors. Section two is further sub-divided into six sections that provide specific analysis and discussion female employment rate in Punjab and their wages, female public sector employment, female entrepreneurship, participation in agriculture and ownership of assets, access to banking and microfinance, inclusion in social security nets, issues of transport and mobility and participation in sports. The data sources for these are as follows:

- ♀ **Employment and Remuneration** - Public Sector Employment (Labour Force Survey Pakistan 2014-15, Punjab Employment Trends 2013, Government Departments of the Punjab, Attached Departments and Autonomous Bodies.
- ♀ **Access to Banking and Micro Finance** - Primary Data collection from Bank of Punjab (BOP), First Women Bank Limited (FWBL), Bank of Sindh, Bank of Khyber and Pakistan Microfinance Network.
- ♀ **Social Security Nets** - Benazir Income Support Program (BISP), Zakat and Usher Department, Employees Old Age Benefit Institution (EOBI) and Punjab Workers Welfare Board.
- ♀ **Agriculture and Access to Land** - Punjab Agriculture Department, Land Records Management Information System (LRMIS) and Agriculture Census of Pakistan 2000 and 2010.
- ♀ **Transport and Mobility Factors** - Punjab Transport Department
- ♀ **Sports as Employment**- Punjab Sports Board



Defining the labour force participation rate: The labour force participation rate is a measure of the proportion of a country's working age population that engages actively in the labour market, either by working or by looking for work. As the sum of the employed and (searching) unemployed, this indicator signals the relative size of the supply of labour available to engage in the production of goods and services (ILO Key Indicators of the Labour Market, 8th Edition. Online at: http://www.ilo.org/empelm/what/WCMS_114240/lang-en/index.htm).

People are counted as a part of the labour force if they are engaged in activities that are included in the System of National Accounts or are available and searching for work in such activities. Persons are classified as not being in the labour force if they are attending an educational institution, engaged in household duties, retired, or infirm or disabled (and other reasons).

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An analysis of each of the above mentioned categories provides a detailed picture of economic participation of and opportunities for women in Punjab and their related challenges.

6.4 Women Economic Participation and Opportunities at National Level

There has been significant focus and efforts have been made for provision of economic opportunities to women in the last few years but Pakistan is still behind in comparison to other countries. The Gender Global Gap Report (2015) finds "the economic participation and opportunity index for Pakistan is amongst the third lowest at 0.33 and rank is 143 out of 145 countries". Similarly, as in other emerging economies, women consistently trail men in formal labour force participation and income levels, entrepreneurship, and land and ownership rights.

Hence in terms of economic participation and opportunities, the condition of Pakistan's women is one of the worst in the world.

6.4.1 Employment

Creation of an environment that creates full and productive employment conditions is important for poverty alleviation and ensuring inclusive and sustainable development.¹³⁸ The labour market in Pakistan depicts phenomenal sectoral segregation in terms of gender. There is also disparity in paid employment rates. Women make up the bulk of the labour in the unpaid care economy essential to the survival of families and communities. A variety of gender related constraints such as responsibility of taking care of children and elderly, limit women's ability to work by adding challenges of mobility within the labour market.¹³⁹

Women in Pakistan face systematic barriers in access to productive inputs and services as well. Thus opportunities for raising their productivity and increasing household income are limited.¹⁴⁰

In the rural economy, women are more active than the urban areas.¹⁴¹ However, even where the extent of female labour input is acknowledged e.g. Agriculture, there is still a perception that women are unpaid family labour. They do not have an effective say in decision making or any control on finances. Furthermore, women do not get credit for the output they produce since it is either consumed domestically or marketed by male members of the household.

In the urban economy women work in a range of occupations from formal sector (e.g. factory workers, teachers, doctors), to the informal that is linked to formal (e.g. piece rate workers, working at home on contract for a factory); to the fully informal, as Home Based Workers (HBW), being self-employed or in family enterprises (e.g. seamstresses, leather workers, laundrers and vendors) or as outside wage workers (e.g. brick makers, construction workers, domestics).¹⁴² The informal sector is predominant with HBWs and piece rate workers making up the largest part of urban female workforce.

6.4.2 Agriculture and Access to Land

In Pakistan, the agro-based industry is the back bone of the Pakistan economy.¹⁴³ It is the leading sector with its employment absorption ability. A large majority of the population depends directly or in-directly on income streams generated by the Agriculture Sector. Agriculture accounted for 20.9 % of GDP in 2014-15 and is a source of livelihood of 43.5% of rural population a large percentage of which is female. The livestock sector which contributes 56.3% in agriculture recorded a positive growth of 4.1% in 2014-15.¹⁴⁴

Various studies indicate that the burden of labour on rural women is more than that of men, and includes a higher proportion of unpaid household responsibilities related to preparing food, fuel and water collection.¹⁴⁵ Women's participation in work, in rural areas, varies considerably across regions, but invariably women are over represented in unpaid, seasonal and part-time work, and, women are paid less than men, for the same work. Activities such as rearing small livestock, kitchen gardening, and post-harvest processing are often undercounted.

¹³⁸ PILDAT (2014) Employment and Labour Market Issues in Punjab: Current Situation and Way Forward. June 2014 Issue. Retrieved from www.pildat.org

¹³⁹ Kabeer Naila, Mainstreaming Gender in Social Protection for the informal economy, Common Wealth Secretariat, London 2007

¹⁴⁰ JICA 2008, Pakistan: Country Gender Profile

¹⁴¹ Women in Pakistan, An Economic and Social Strategy (1990) World Bank

¹⁴² Labour Force Survey 2013-14

¹⁴³ Pakistan Economic Survey 2014-15, Agriculture pg. 23

¹⁴⁴ Pakistan Economic Survey 2014-15, Agriculture pg. 25

¹⁴⁵ The role of women in Agriculture, FAO ESA Working Paper No. 11-02, March 2011

¹³⁷ Nopo, H., N. Daza, and J. Ramos. Gender Earnings Gaps in the World. IZA Discussion Paper No. 5736, May 2011.

Owning property can increase a woman's access to credit, and may confer broader social and economic benefits, including enhanced food security, livelihood, wealth, authority, and a greater propensity to make investments in land or property.¹⁴⁶ Women's access to land is crucial determinant of their economic and social well-being. However gender disparities in land access remain significant in most countries. An international comparison of agricultural census data shows that less than 20% of landowners are women, and same is the case with Pakistan.¹⁴⁷

Agricultural extension services help enhance and accelerate the process of agricultural development to meet food requirements for rapidly growing population. Its aim is to provide farmers with the information that enables them to adopt better farming practices and improve productivity. A study on role of rural women in agricultural development and their constraints revealed that among technical constraints illiteracy, lack of female extension staff, lack of subject matter specialists for women, were the major challenges faced by rural women in approaching agricultural extension services.¹⁴⁸ Cultural norms and traditional belief system were also cited as major social constraints faced by rural women in access to educational services.

6.4.3 Entrepreneurship

Entrepreneurship is an important driver of economic development and growth in many economies. Apart from general diversity in entrepreneurial practices, there are significant differences in the characteristics of male and female entrepreneurs. Women are mostly linked to businesses that operate as Micro or Small and Medium Enterprises (SMEs). With limited access to productive resources, i.e. land, credit, skills, technology, networks and information, enterprises headed by women tend to more risky in terms of success and profiteering.¹⁴⁹ The lack of property rights for women is a key constraint. This not only affects their access to finance but also other dimensions of the enterprise such as decision-making power.¹⁵⁰ Constraints faced in entrepreneurial activities also include; challenges in marketing of their products and lack of awareness about governmental, national and international licenses and registration procedures for women.¹⁵¹ Finally, female enterprises usually face problems as the

entrepreneur because females to balance their domestic and business responsibilities alike.

The regulatory environment including high registration, transaction costs and taxes also discourage women entrepreneurs. Policies are often based on gender-discriminatory assumptions, marginalizing women as a 'special' minority case.

Women are still excluded from many mainstream development interventions. Policymakers and women themselves need to recognize that women are dynamic agents-capable of transforming communities and economies when exogenous obstacles are removed and (their) basic rights are ensured. For the policy to be gender-sensitive and effective, the micro policy environment needs to be much more responsive to the requirements of women's enterprises.¹⁵²

Gender differences in employment and education also play a role in gender differences in entrepreneurship. Women now have access to banks like FWBL and other microfinance institutions for starting up an SME, or for an already established SMEs development. However, even though, the processes are lengthy and women have difficulty in providing collateral against their loans.¹⁵³

6.4.4 Access to Finance

6.4.4.1 Formal Banking Sector

Easy access to formal financial services to women is essential for equitable opportunities of economic growth. A vibrant banking system acts as catalyst for economic growth and a dynamic microfinance sector can further augment this.¹⁵⁴ In today's increasingly globalized world financial services and products include, but are not limited to, banking services consisting of deposit accounts, ATM cards, loan accounts, leasing facilities, credit cards and micro-credit provisions. Such facilities form the formal sources of finance which are considered to be an essential component of developed and regulated sectors of the economy.¹⁵⁵ Nearly 100 million adults in Pakistan do not have access to financial services, only 13% of Pakistani adults have a formal account and less than 5% of women are included in the formal financial sector.¹⁵⁶

¹⁴⁶ Abruzzese, L. (2010) Empowering women economically: 2010 Women's Economic Opportunity Index. Retrieved from <http://www.voxeu.org/article/2010-women-s-economic-opportunity-index>

¹⁴⁷ FAO, Gender and Land Rights : Understanding complexities ; adjusting policies

¹⁴⁸ Journal of Agricultural & Social Sciences, Tahir Munir, Zakaria Yusuf, Khalid Mehmood, University of Agriculture, pg. 54

¹⁴⁹ GC University. (2005). SME Development in Pakistan: Issues and Remedies. Retrieved from <http://www.gcu.edu.pk/publications/vc-sme.pdf>

¹⁵⁰ Women still tend to face higher barriers to access finance. This challenge is addressed in more detail in the section on Access to Finance on both public banking and microfinance institutions.

¹⁵¹ ILO. (2011). Gendered review of SME policy. Islamabad: ILO Pakistan.

¹⁵² ILO. (2011). Gendered review of SME policy. Islamabad: ILO Pakistan.

¹⁵³ Nenova, T., Niang, C., & Ahmed, A. (2009). Bringing Finance to Pakistan's Poor: a Study on Access to Finance for the Underserved and Small Enterprises. Retrieved from <http://siteresources.worldbank.org/INTFR/Resources/Paper-NenovaNiangandAhmad.pdf>

¹⁵⁴ Oxord 2006. Poverty and Social Impact Assessment: Pakistan Microfinance Policy. Retrieved from

¹⁵⁵ Oxord 2006. Poverty and Social Impact Assessment: Pakistan Microfinance Policy. Retrieved from

¹⁵⁶ CGAP 2014, Financial Inclusion for all World Bank, 2016.

6.4.4.2 Microfinance

"Microfinance facilities provide financial services to the ones who cannot access the bigger financial organization due to lack of wealth".¹⁵⁷ The Microfinance Institutions Ordinance 2001 was promulgated by the GOP to support the development of the Micro Finance (MF) sector, it is important to note that the Preamble of the ordinance states that MFIs will focus on "financial and infrastructural support to poor persons, particularly poor women, for mitigating poverty and promoting social welfare and economic justice through community building and social mobilization".¹⁵⁸ Pakistan's microfinance industry is growing at fast pace with over 3 million active borrowers with 58% female borrowers and 42% male borrowers.¹⁵⁹

6.4.4.3 Social Security and Safety Nets

Social protection offers a means of strengthening poor people's capabilities to mitigate and manage risk and vulnerability. This, in turn, can have a positive impact on underlying poverty & inequality.¹⁶⁰ Social Security and Safety Nets are key in providing support to vulnerable populations.

Social security (which maybe interchangeably used with Labour Safety Nets henceforth) is the protection provided by society to its members through various

community measures, to counter-balance the significant decrease in income from work, as a result of facing any natural risk or unforeseen problem, like, death of the bread earner, maternity, old age, sickness and unemployment. Social security systems are usually for people working in formal sector and consist of social assistance and social insurance measures.¹⁶¹

Safety nets are "generally short-term emergency measures, placed to avert people from falling below a given standard of living" and "provide support in case of economic crises". Careful planning in managing social protection programs can "decrease loss of human capital, enhance employment and protect people from falling into vicious circle of poverty in case of facing economic risks".¹⁶² Social assistance schemes of cash transfers or in-kind assistance are especially aimed at those who are outside the ambit of the labour market and are considered poor or destitute.

Social security schemes and safety nets are being provided by a variety of Government Departments and institutions functioning within their given mandates. Although at times they may share similar objectives e.g. providing basic support (unconditional cash transfer) to the poorest households; they have different histories, target groups and financing mechanisms. A schematic view of social protection instruments in Pakistan (mostly Punjab) is given in the table 6.1.¹⁶³

Table 6.1: A schematic View of Social Protection Instruments in the Punjab (2015)

CATEGORY/INSTRUMENTS	BENEFICIARIES	BENEFITS
Social Safety Nets		
Zakat and Usher	Socio-economically marginalized population	Cash Support
Bait-ul-Mall	Socio-economically marginalized population	Cash Support In-Kind Support
Benazir Income Support Program (BISP)	Socio-economically marginalized population	Cash Support
Social Security/Labor Safety Nets		
Punjab Employees Social Support Institution (PESSI)	Employees working in industries or commercial establishments.	Medical care cash Support
Punjab Workers' Welfare Fund	Workers of registered establishment	Cash Support In-Kind Support Housing facilities
Employees Old-Age Benefits Institutions (EOBI)	Workers of registered establishment	Old age pension Invalidity pension Survivor's pension Old age cash grant

¹⁵⁷Noreen, Ammara., Imran, Rabia., Impact of Microfinance on Poverty: A Case of Pakistan(2011) World Applied Sciences Journal 12 (6): 877-883, 2011

¹⁵⁸Oxford 2006, Poverty and social Impact Assessment: Pakistan Microfinance Policy

¹⁵⁹Pakistan Microfinance Network, Pakistan Microfinance Review 2014.

¹⁶⁰Bari, F., Hooper, E., Kardar, S. Khan, S. N., Mohammad, I., and Sayeed, A. (2005). Background Paper No. 4 Conceptualizing a Social Protection Framework for Pakistan. Asian Development Bank. Retrieved 17 February 2016, from http://www.researchcollective.org/Documents/Conceptualizing_Social_Protection.pdf

¹⁶¹Hassan, S. M. (2015). Making an impact? Analysis of Social Protection Programs in Pakistan. JRSP, Vol. 52, No. 1, January-June, 2015. Retrieved 17 February, 2016 from http://pu.edu.pk/images/journal/history/PDF-FILES/11-%20Syeda%20Mahnaz%20Hassan_52-1-15.pdf

¹⁶²Ibid 126

¹⁶³Adapted from Jamal, H. (2010). A Profile of Social Protection in Pakistan: An appraisal of empirical literature. Social Policy and Development Centre (SPDC). Retrieved 17 February 2016, from http://www.researchcollective.org/Documents/Conceptualizing_Social_Protection.pdf

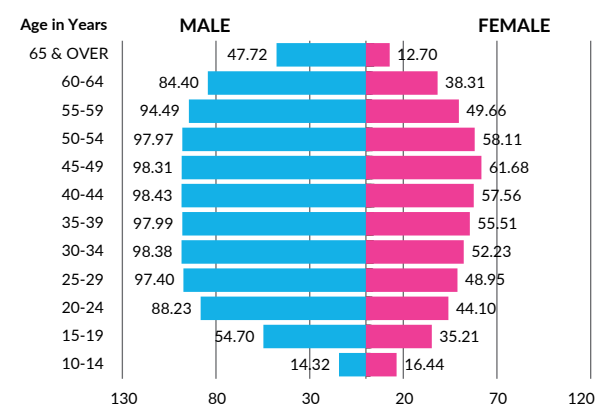
6.4.4.4 Transport and Mobility

In Pakistan, mobility constraints are one of the major causes for women in accessing education and work. For the purposes of this report, mobility is referred to the ability to access the work place and other places.¹⁶⁴ Generally, lack of mobility arises due to fear of harassment while travelling to work/college, cultural stigmas associated with leaving the house and pressure from family members against leaving home and abandoning household responsibilities.¹⁶⁵

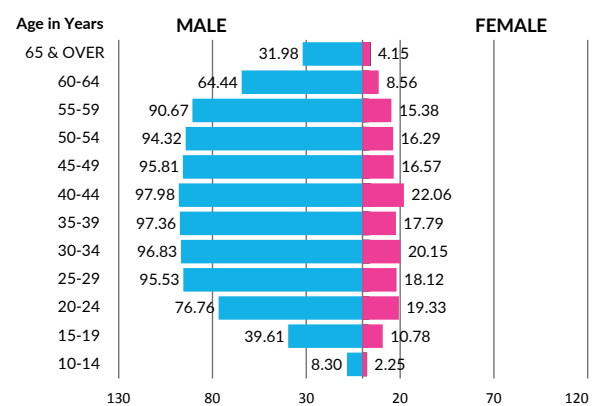
6.4.4.5 Sports

Existing social constructs of masculinity and femininity play a key role in determining access, levels of participation, and benefits from sport.¹⁶⁶ Whereas there have been a number of women who have played sports at national levels, and some have come into the limelight, it is not an area given a lot of attention. As per research, challenges to women's participation in Pakistan have been; Socio-cultural norms, family values, and a lack of appropriate opportunities and platforms.¹⁶⁷ Another very significant challenge has been stereotypical gender based discrimination in which priority is given to males and there is low participation of women in sports.¹⁶⁸

Labour Force Participation Rate in Rural Punjab 2014-2015



Labour Force Participation Rate in Urban Punjab 2014-2015



Source: Labour Force Survey 2014-2015

Figure 6.1 Labour Force Participation Rate in Rural and Urban Punjab

6.5 Employment and Remuneration

Labour Force Participation Rates for different age brackets show higher rates for rural women as compared to urban areas owing to the high employment of females in agriculture. In the most productive age brackets i.e. from age 25 – 60, Male Participation Rates are greater than 90% in both urban and rural Punjab. Female Labour Force Participation is less across the board, but especially low in urban Punjab where it ranges from 18% to 22%.

While comparing GPI's for Labour Force Participation Rates in the Punjab for 2013-14¹⁶⁹ in the most productive age brackets, GPI is greater in rural areas as compared to the urban (Table 6.2).

Table 6.2: GPI –Labour Force Participation (2015)

GPI Labour Force Participation in Punjab		
AGE	RURAL	URBAN
25-29	0.5025	0.1896
30-34	0.5309	0.2080

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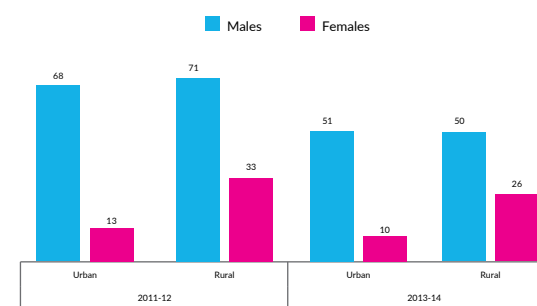
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Labour force participation statistics for women are grossly understated because of the invisibility of the bulk of women workers who are home based.¹⁷⁰ Figure 6.2 illustrates Labour Force Participation Rates for 2011-2012 and 2013 -2014. The gender disparity is more marked in urban areas as the economy grows more formal; in rural areas females enjoy relatively greater participation due to their traditional role in agriculture.

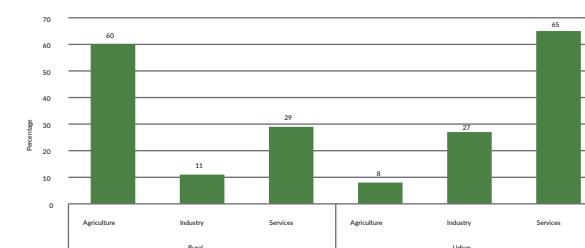
Labour Force Participation Rate



Source: Labor Department Punjab

Figure 6.2: Labour Force Participation Rate in Rural and Urban Punjab 2011-12 and 2013-14

Employment by Sector among Women

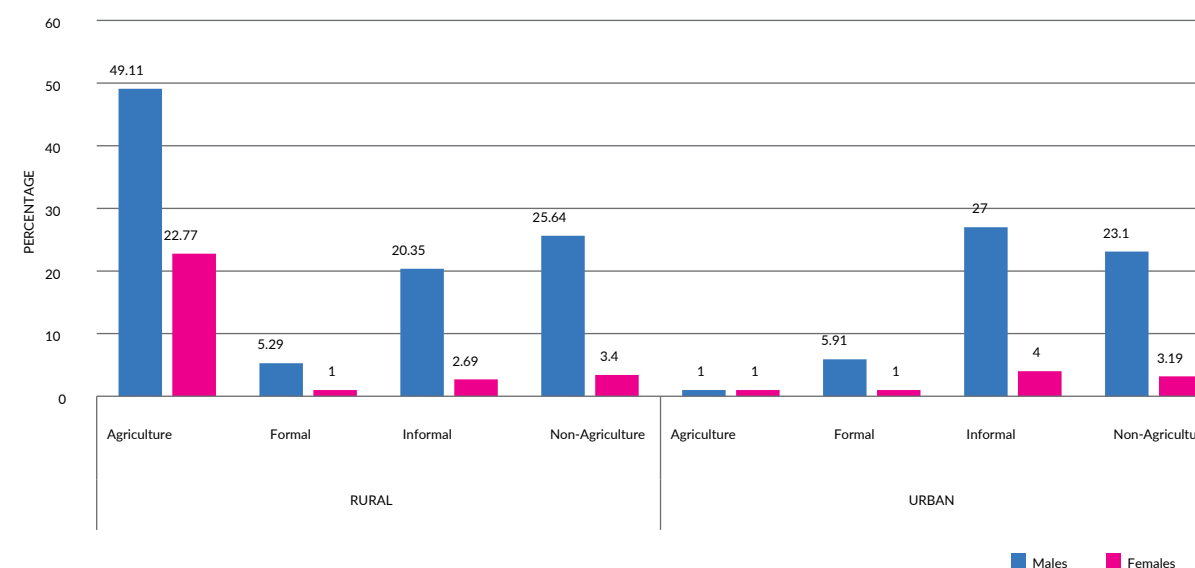


Source: Labor Department Punjab

Figure 6.3: Employment by Sector Among Women 2011-12

Figure 6.3 illustrates that in rural areas most females are employed in Agriculture whereas in urban areas Services is the dominant sector.

Employment by Sector Among Women 2012-13



Source: Labour Force Survey 2014-15

Figure 6.4: Employment by Sector Among Women 2012-13

Figure 6.4 illustrates the high rate of female employment in the informal sector as opposed to the formal.

¹⁷⁰Unpaid family helper: is a member of the family who works for the family enterprise without being paid. Although they are not paid, their efforts result in an increase in the household income; therefore they are considered employed persons, UN WOMEN 2012

¹⁶⁴For further definitions please refer to <http://dictionary.reference.com/browse/mobility>

¹⁶⁵Sharf, A. (2015) Sexual Harassment Women Face While Using Public Transport in Pakistan. Retrieved from <http://www.pakwheels.com/blog/sexual-harrasment-women-face-using-public-transport-in-pakistan/>

¹⁶⁶United Nations (N.M.) Chapter 4: Sports and Gender: Empowering Women and Girls. Retrieved from http://www.un.org/wcm/webdav/site/sport/shared/sport/SDP%20IWG/Chapter4_SportandGender.pdf

¹⁶⁷Gallup Pakistan (2012). Changing Preferences in Sport. Retrieved from http://gallup.com.pk/bb_old_site/Sports.php

¹⁶⁸Qadeer, A. (2015). Factors Discriminating Pakistani Women's Participation in Sports. Retrieved from <http://www.slideshare.net/AshhQ/sports-participation-of-pakistani-women>

¹⁶⁹Labour Force Survey 2014-15

It is pertinent to note that the Pakistan Labour Force Survey reports both conventional and improved participation rates. However, neither provides information on women's contribution to the care and maintenance of the family.

Table 6.3 demonstrates significant disparity between men and women in remuneration in major industry divisions in Punjab. Almost 50% of women fall under the lowest wage bracket i.e. those that earn up to Rupees Rs.5, 000, whereas only 7.2% men earn below this mark. The highest percentage of male i.e. 35% fall under the wage bracket of Rs.5,001 to 10,000, 25% under Rs.10,000 to 15,000 and 23.5% earn more than Rs.15,000. The disparity is accentuated by the fact that female employment is highest in Agriculture where generally wages are low and susceptible to seasonal changes due to weather, and natural disasters. The category of activities of household as employer/enterprise¹⁷¹ also measure female involvement in the informal sector. Female participation falls in the lowest wage bracket since remuneration as domestic and informal workers is generally low paid.

There is also significant gender disparity in wage remuneration in formal sectors such as manufacturing, construction, wholesale and retail, and public administration. Remunerations for men are higher even in areas where female participation is significant such as in manufacturing industries. Overall female participation is less in formal sector of the economy, hence areas such as transport, accommodation and food services have very low women's participation.

Table 6.3: Male and Female Wages in Major Industry Division

MAJOR INDUSTRY DIVISION	MALE				FEMALE			
	Upto Rs.5000	Rs.5001 to 10000	Rs.10001 to 15000	Rs.15001 & Over	Upto Rs.5000	Rs.5001 to 10000	Rs.10001 to 15000	Rs.15001 & Over
AGRICULTURE	1.48	6.19	1.04	0.84	25.05	9.39	8.54	1.75
MANUFACTURING	2.06	10.28	10.35	5.63	11.23	5.73	0.89	0.38
CONSTRUCTION	1.11	9.56	5.16	4.26	0.07	0.23	0.19	0.08
WHOLESALE AND RETAIL	1.49	5.14	3.27	1.34	0.16	0.20	0.26	0.09
TRANSPORT	0.26	1.83	1.95	1.67	-	-	0.05	0.02
ACCOMODATION AND FOOD SERVICES	0.15	0.65	0.46	0.26	0.06	0.09	-	-
PUBLIC ADMINISTRATION	0.09	0.25	0.68	4.82	-	0.04	0.11	0.58
EDUCATION	0.26	0.72	0.73	3.67	6.01	3.85	1.48	8.58
SOCIAL WORK	0.10	0.29	0.52	0.91	0.26	0.99	0.70	1.10
ACTIVITIES OF HH AS EMPLOYERS	0.20	0.53	0.53	0.12	6.34	3.79	0.32	0.03

KEY
 Below 1 1 to 5 5 to 10 More than 10
 0.50 1.50 5.50 11.00

Source: Labour Force Survey 2014-2015

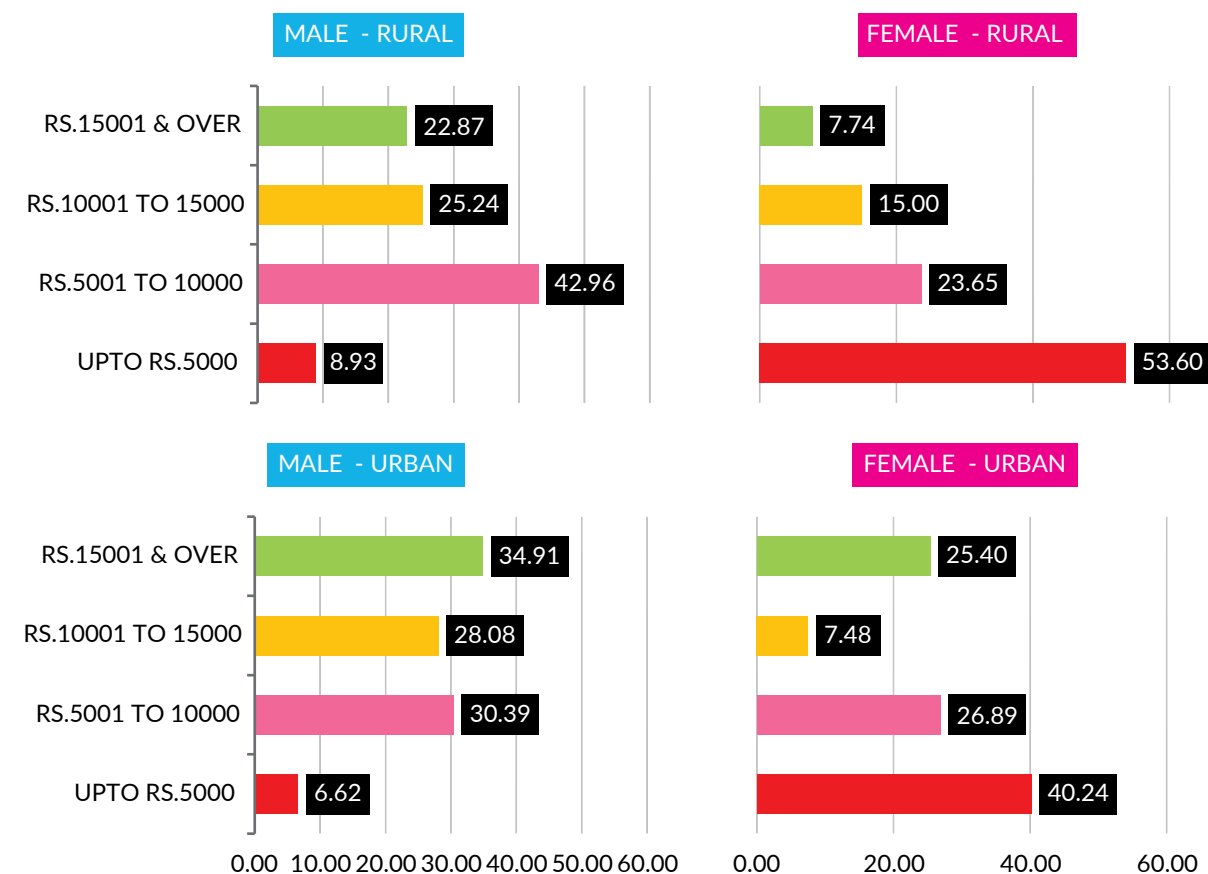
Figure 6.5 compares remuneration levels in rural and urban Punjab.¹⁷² Majority of women fall under the lowest paid category for both rural and urban areas i.e. up to Rs. 5,000, whereas majority of the urban male fall under the category of Rs. 15,001 and over, in urban areas, and Rs. 5001 to 10,000 in rural areas. Urban female earning power is higher since a larger percentage, i.e. 25.4% earn more than Rs. 15,000. However, wage disparities between men and women still persist.

¹⁷¹Household constitutes all those persons who usually live together and share their meals. A household may consist of one person or more who may or may not be related to each other.

Employer is a person working during the reference period on own account or with one or more partners at a "self-employment job" Household Enterprise is a production unit that does not have a separate legal entity independent of the household(s) or household members that own it. Source Labour Force Survey 2014-15 pg. 7

¹⁷²Labour Force Survey 2014-15, pg. 36

Wage Comparison - Urban and Rural Punjab 2014-15



Source: Labour Force Survey 2014-15

Figure 6.5: Wage Comparison - Urban and Rural Punjab

Table 6.4 shows employees by categories in the Punjab.¹⁷³ It is important to note the low employment of women in the category of "regular paid employees with fixed wages" i.e. (34.5%) in comparison to male (48.2%), which enhances their economic vulnerability.

Table 6.4: Number of Employees by Categories in the Punjab (%)

NUMBER OF EMPLOYEES BY CATEGORIES IN THE PUNJAB (%)	NUMBER OF EMPLOYEES BY CATEGORIES IN THE PUNJAB (%)		
	Both Sex	Male	Female
Regular paid Employees with fixed wages	45.7	48.2	34.5
Casual Paid Employees	28.1	33.3	14.1
Paid Worker by Piece Rate	25.5	19.7	50.9
Paid non-family apprentice	0.7	0.7	0.5

¹⁷³PILDAT 2014: Employment and Labour Market Situation in Punjab: Current Situation and Way Forward June 2014 Issue

6.5.1 Public Sector Employment

Women's participation in public sector employment is an important indicator in assessing their role in the economy and decision making. For the purpose of analysis, data has been gathered for Gazetted and Non-Gazetted Employee in the public sector organisations.¹⁷⁴

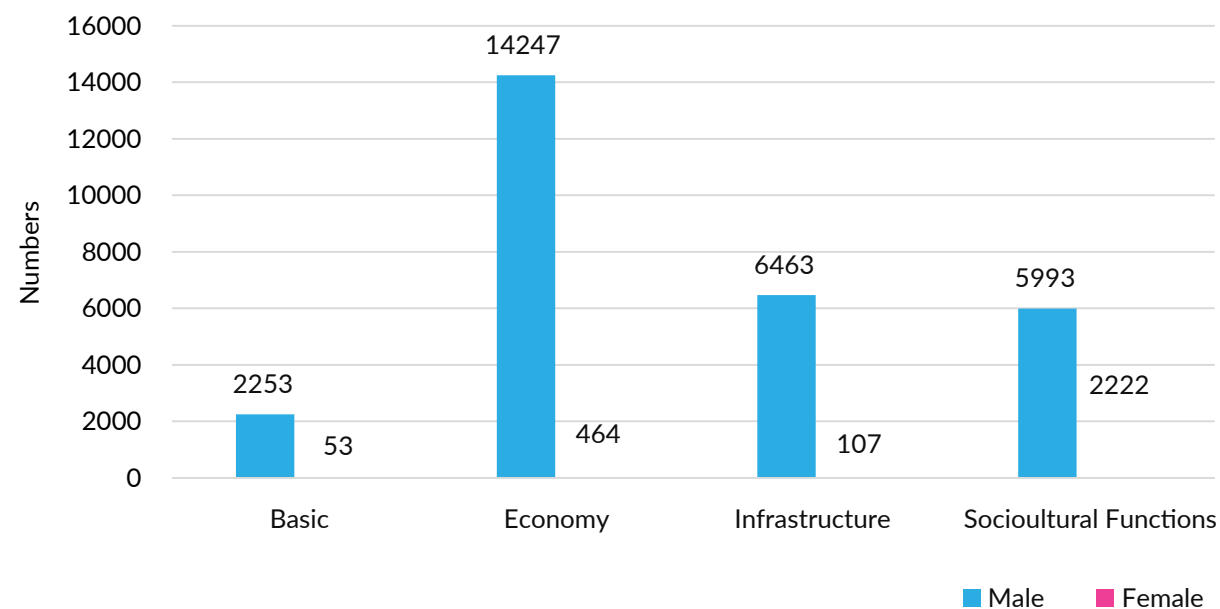
GPI of Gazetted and Non- Gazetted Employees

Non-Gazetted Employees: 0.0372
Gazetted Employees: 0.3014

Non-Gazetted officers are taken as those who are employed from Grade 1 to 14. These include Non-Commissioned Officers, field work supervisors and labour workers. GPI for Non-Gazetted Employees was calculated to be 0.0372. Out of a total of 23,098 Non-Gazetted Employees, only 830 (4%) were female and the large majority (96%) is male.

Further analysis of the data shows disparity between men and women in all types of assignments. The least number of female employees in Non-Gazetted Officials are in the category for infrastructure, followed by basic function and economic services. There is least disparity in sociocultural functions of government employment.

Non - Gazetted Officials by Typology in Punjab 2014-15



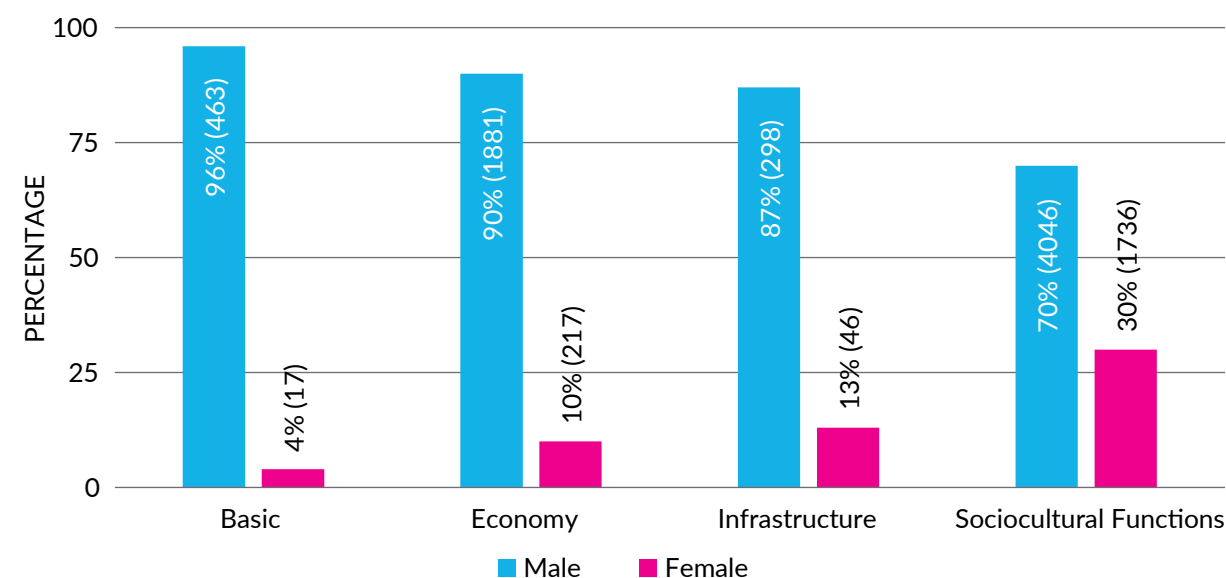
Source: Primary Data Collection

Figure 6.6: Non-Gazetted Officials in Punjab by BEIS Typology

Gazetted Employees in the Government of the Punjab include officers from Grade 16 to Grade 22. These employees enjoy substantial authority due to their nature of assignments. The findings highlight significant disparity in numbers (only 15% Gazetted female employees overall) as well as work functions reflecting existing social constructs of masculinity and femininity. The GPI is the lowest in Basic Functions, followed by Economic Services and Infrastructure. The highest is in sociocultural functions.

¹⁷⁴Based on data obtained from five Secretariat Departments, 43 Attached Departments and 15 Autonomous Bodies and Corporations.

Gazetted Employees in Government of the Punjab (2015)



Source: Departments, Government of the Punjab

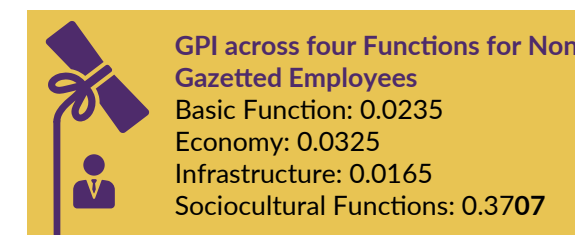
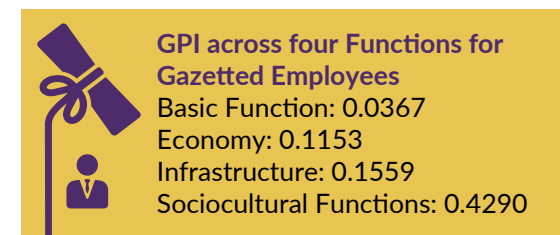
Figure 6.7: Gazetted Employees in the Government of the Punjab

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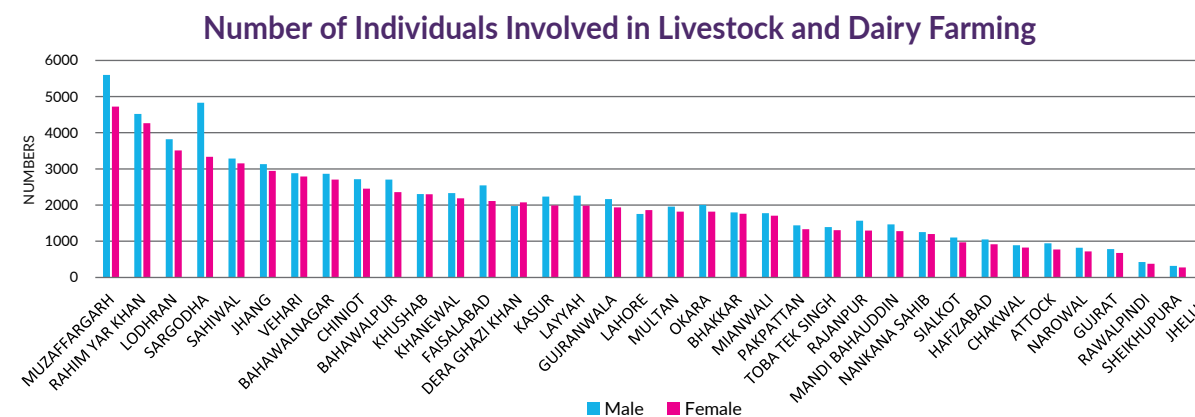
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6.6 Agriculture and Land

6.6.1 Livestock and Dairy Farming Activities

Figure 6.8 shows the high involvement of female in livestock and dairy sector in Punjab in 2014-15.¹⁷⁵



Source: Agriculture Census Pakistan 2010

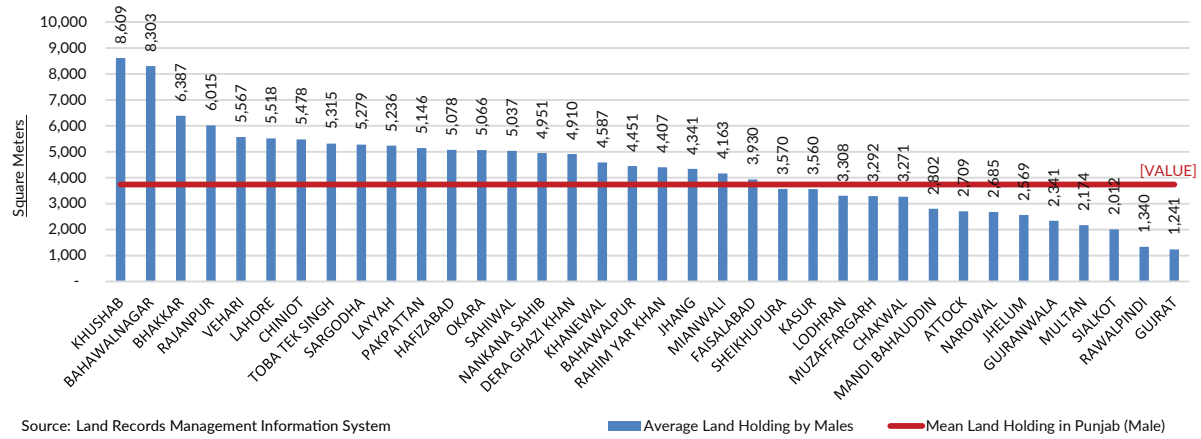
Figure 6.8: Number of Individuals Involved in Livestock and Dairy Farming

¹⁷⁵These are projected figures from Agriculture Census 2010

6.6.2 Ownership of Agricultural Land

The ownership patterns of agricultural land reveal that significant gender disparity is there as shown in Figures 6.9 and 6.10. The GPI for average value of land ownership in Punjab is 0.3338. Average value of land ownership for men is 3,738 square meters and for women it is 1,248 square meters; less than 50% of the male value.

Average Land Holdings by Males in Punjab (Sq. Meters) 2014-15



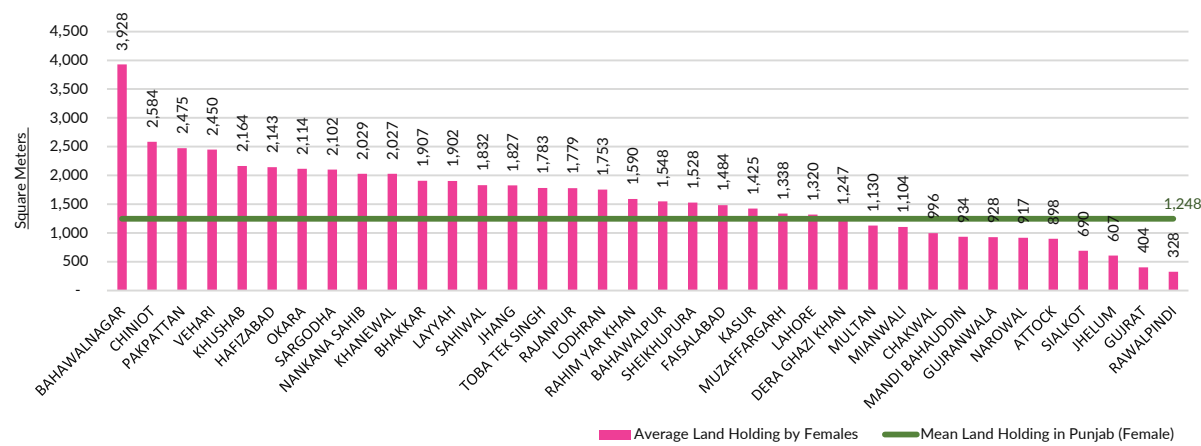
Source: Land Records Management Information System

Average Land Holding by Males Mean Land Holding in Punjab (Male)

Source: LRMIS

Figure 6.9: Average Land Holdings by Males in Punjab

Average Land Holdings by Females in Punjab (Sq. Meters) 2014-15

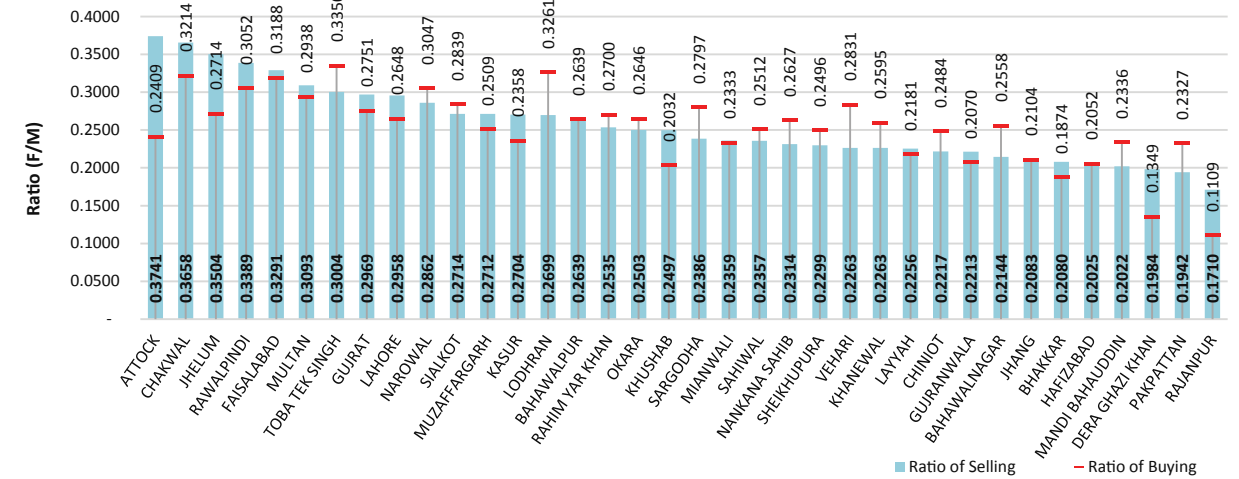


Source: LRMIS 2014-2015

Figure 6.10: Average Land Holdings by Females in Punjab

Figure 6.11 shows purchase and sale trends across the Punjab for agricultural land, by calculating GPI for buying and selling. There are much fewer females than males who are purchasing and selling land, with GPI ranging from 0.35 to 0.1.

Buying and Selling Trend in Punjab



Source: Land Records Management Information System

Figure 6.11: Buying and Selling Trend in Punjab

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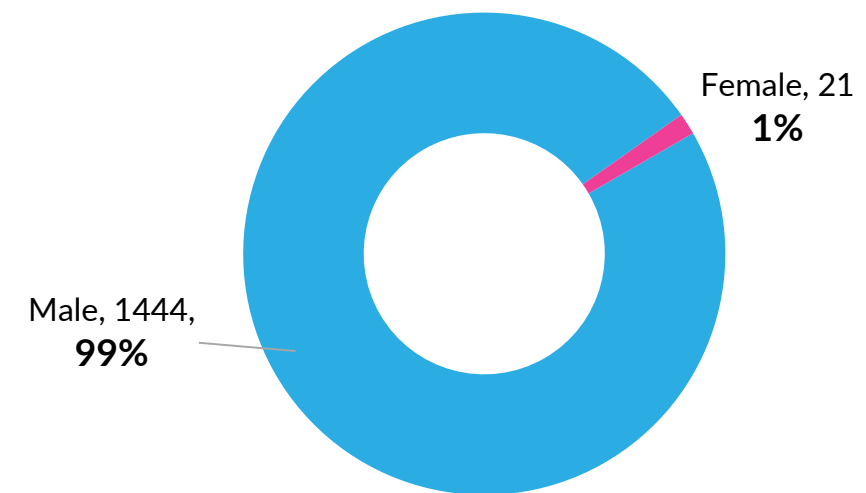
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Given the participation of women in the agriculture sector, it may be useful for the economy to institutionalize the role of women in this sector through women centric interventions e.g. distribution of seeds, fertilizers, and provision of extension services, livestock training and most importantly access to land.

Figure 6.12 illustrates that in 2012-13, the Government of the Punjab allotted land across different districts in the Punjab. Only 1% of the land was allotted to women under this scheme, with a GPI of 0.0145 which is extremely low. However, with regard to distribution of livestock, Figure 6.13 shows a very equitable distribution except poultry products.

Allotted Land by the Government of Punjab 2012-13

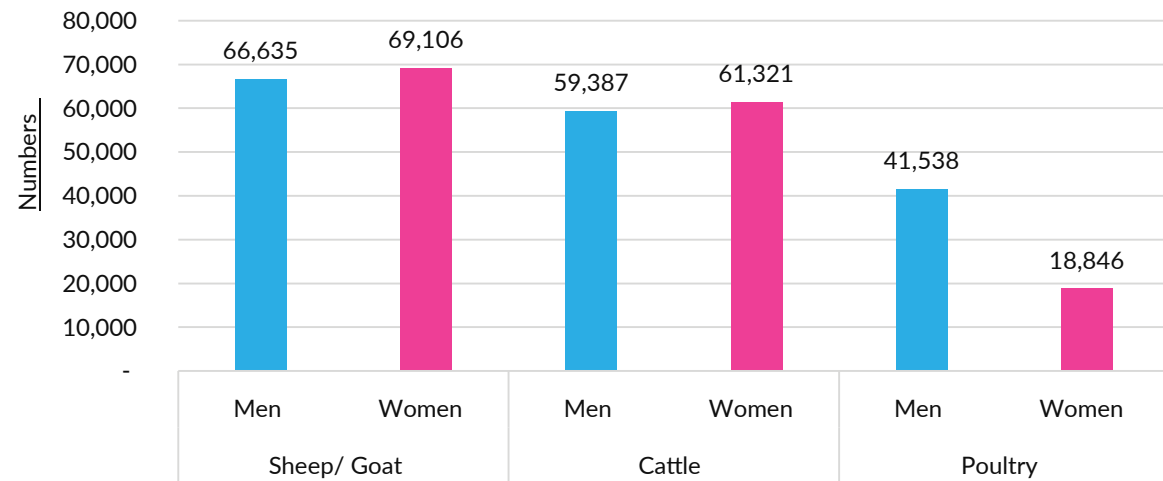


Source: Planning and Evaluation Cell Agriculture Department

Figure 6.12: Allotted Land by the Government of Punjab 2012-13

GPI of cattle and poultry distribution > Sheep/Goat: 1.0371 Cattle: 1.0325 Poultry: 0.4537

Women and Men whom were Distributed Cattle and Poultry by Government of Punjab 2014-15



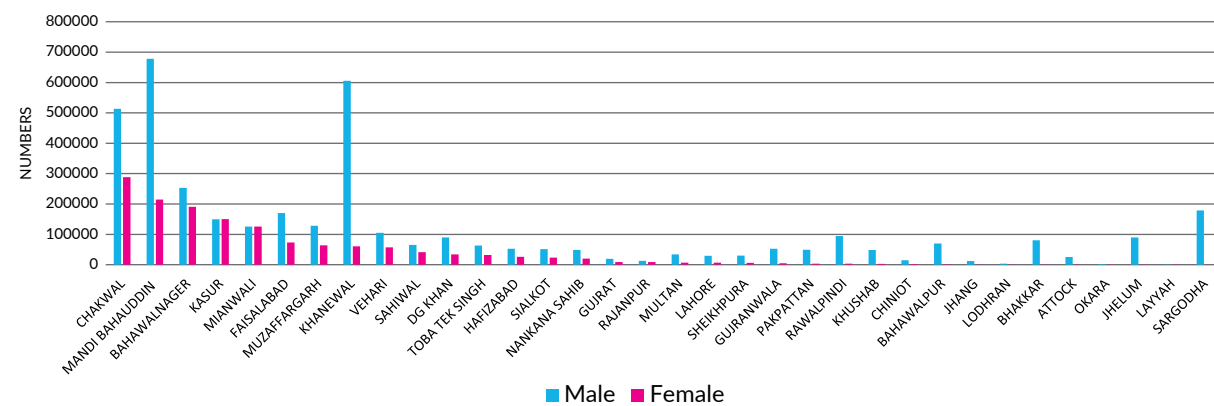
Source: Livestock & Dairy Development

Figure 6.13: Men and Women Distributed Cattle and Poultry by Government of Punjab (2014-15)

6.6.3 Extension Services

Women face many problems and constraints in access to extension services, as is evident in the Figure 6.14. With the exception of Kasur and Mianwali districts, extension services were provided largely to men in livestock and dairy development throughout the Punjab.

Extension Services Livestock & Dairy in Punjab in 2014-15



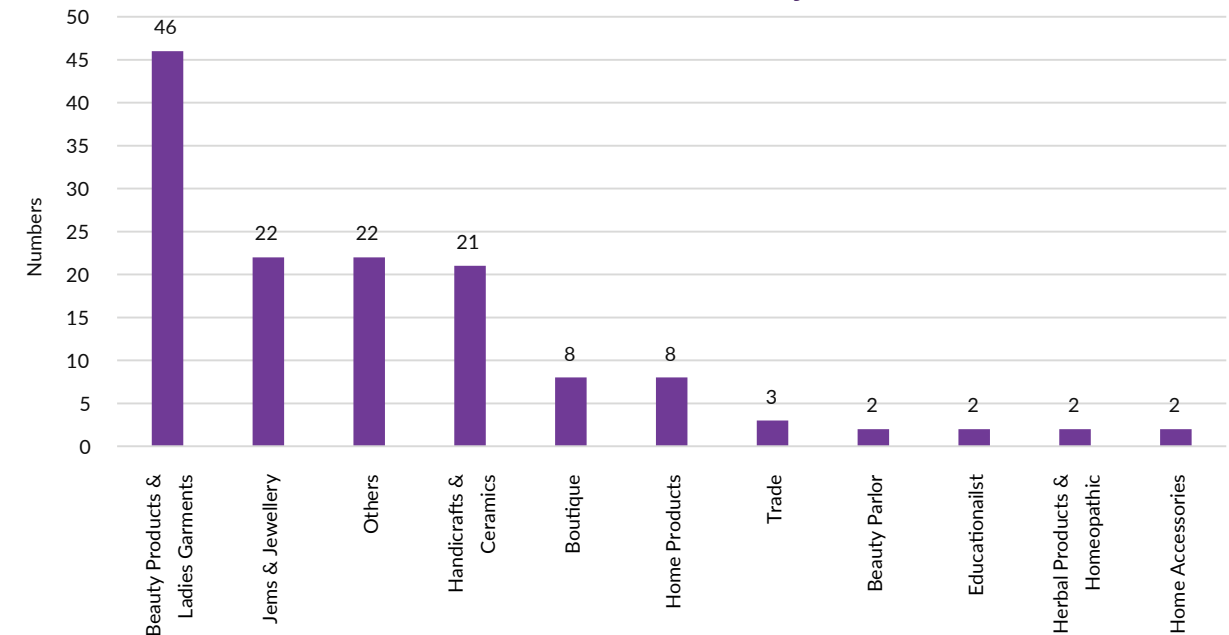
Source: Livestock & Dairy Development

Figure 6.14: Extension Services Livestock and Dairy in Punjab 2014-15

6.7 Entrepreneurship

In Punjab, the data shows that women-owned enterprises are mostly concentrated in service sector; fashion designing, dressmaking, knitting, cane work, retail trading, and food retailing. This simply means that women tend to be more interested in these areas but due to cultural reasons, but at the same time the women's prospects as entrepreneurs in high-growth sectors are not encouraging at this stage.¹⁷⁶

Female Headed SMEs in the Punjab 2015



Source: Small & Medium Enterprise Authority

Figure 6.15: Female Headed SMES in the Punjab 2015

The availability of data regarding the Cottage, Small and Medium Enterprises presence in Pakistan, especially pertaining to women entrepreneurs is limited because they are engaged mostly in home-based work, which is generally not recorded in official statistics. For the purposes of this report, data on Cottage and Small Scale Industries from The Punjab Small Industries Corporation (PSIC) was collected and collated.

6.7.1 Cottage Industry

6.7.1.1 Proprietors of Cottage Industries

The total number of male proprietors of Cottage Industries is 69,410 (97.4%) whereas only 1842 (2.6%) are women. Out of the total male proprietors, the highest share is from Faisalabad district (8.6%). The smallest proportion of proprietors has been reported in Jhelum (0.4%) due lesser industrial activity.¹⁷⁷ The GPI is quite low for proprietors as well i.e. 0.0265, with all districts being male dominated. However, urban rural disparity is not significant; 0.0333 in urban and 0.0326 in rural areas.

GPI of Proprietors of Cottage Industries in the Punjab (2013)



Rural Areas: 0.0326



Urban Areas: 0.0333

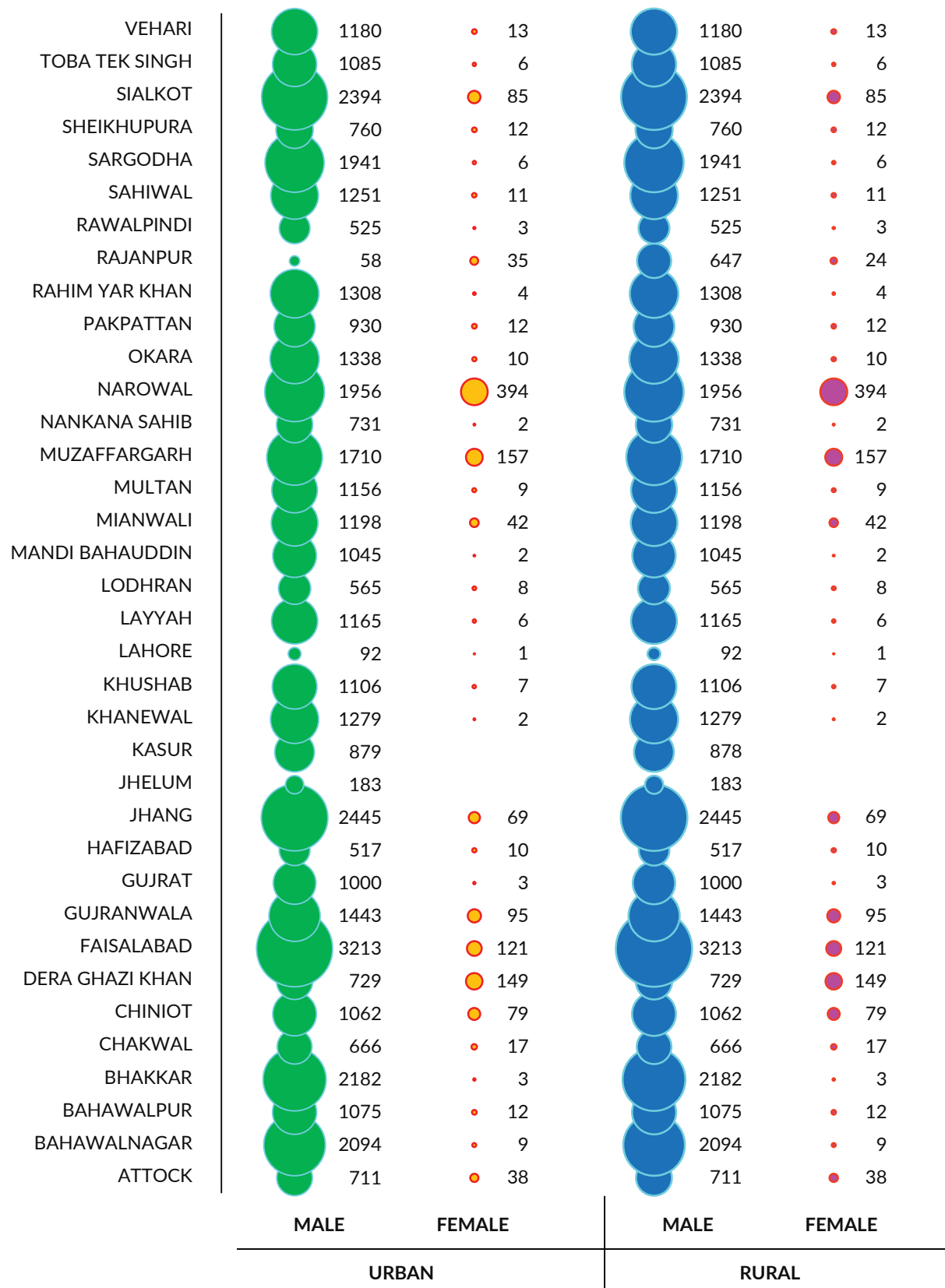


Total: 0.0265

¹⁷⁶GC University. (2005). SME DEVELOPMENT IN PAKISTAN: ISSUES AND REMEDIES. Retrieved from <http://www.gcu.edu.pk/publications/vc-sme.pdf>

¹⁷⁷Source: The Census of Small & Cottage Industry in Punjab 2011-2013. Punjab Small Industries Cooperation

Proprietors of Cottage Industries in the Punjab (2013)



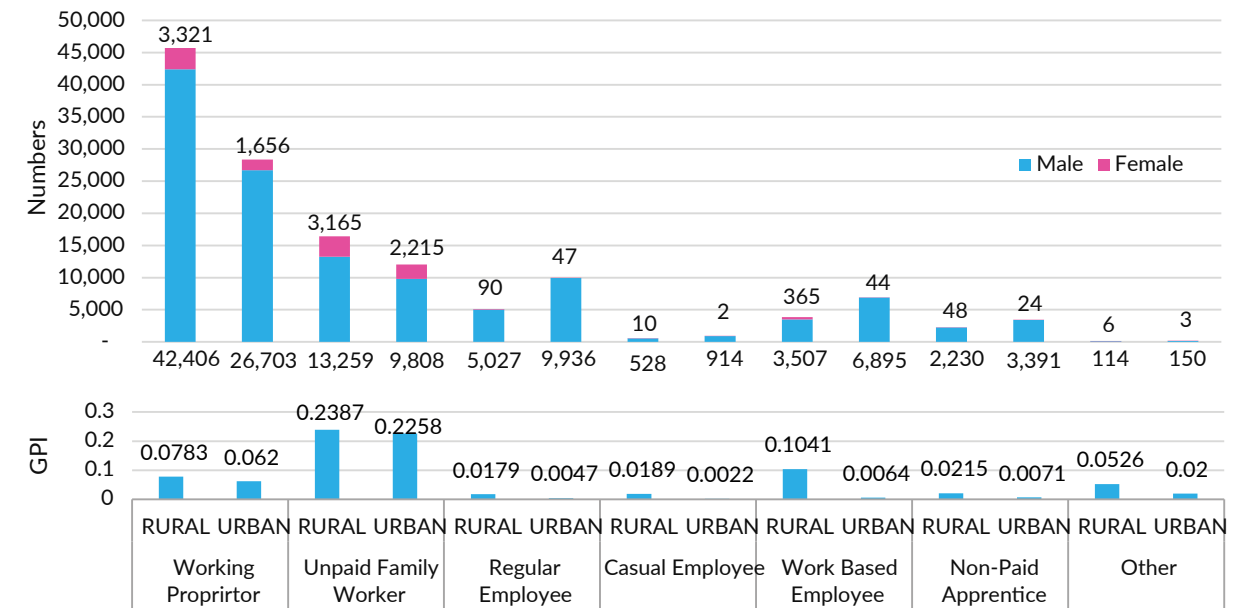
Source: Punjab Small Industries Corporation

Figure 6.16: Proprietors of Cottage Industries in the Punjab 2013

6.7.1.2 Employment in Cottage Industries

The data reveals that the total number of people employed by Cottage Industries by gender are 125,141 (91.9%) males, and 1, 1025 (8.1%) females. Among male employees, share of Faisalabad, Gujranwala and Sargodha is the highest. Among females (11,025), the share of employees of Cottage industry of Layyah (2,485 i.e. 22.5%) is the highest, followed by Faisalabad (13.3%) and Narowal (9.8%). Khanewal, Mandi Bahudin and Jhelum report almost zero female employees in cottage industries.

Person Power Employed in Cottage Industries in the Punjab 2013



Source: Punjab Small Industries Corporation

Figure 6.17: Person Power Employed in Cottage Industries in the Punjab 2013

The GPI of people employed by Cottage Industries varies from a minimum of 0.0022 to a maximum of 0.526. Aside from the category of unpaid family workers and proprietors, gender disparity across the rural and urban areas is quite pronounced.

Table 6.5: GPI of Person Power Employed by Cottage Industries in the Punjab 2013

	WORKING PROPRIETOR	UNPAID FAMILY WORKER	REGULAR EMPLOYEE	CASUAL EMPLOYEE	WORK BASED EMPLOYEE	NON-PAID APPRENTICE	OTHER
All Areas	0.0720	0.2941	0.0091	0.0083	0.0393	0.0128	0.0340
Rural	0.0783	0.2387	0.0179	0.0189	0.1041	0.0215	0.526
Urban	0.062	0.2258	0.0047	0.0022	0.0064	0.0071	0.02

Source: Punjab Small Industries Corporation

6.7.1.3 Average Monthly Wages in Cottage Industries

Average monthly wages of male employees throughout Punjab are approximately Rs. 8,365. Monthly wages of female employees are much lower, Rs. 2,059 approximately. Highest average monthly wage of male employees is in Lahore (Rs. 17,282) and the lowest is in Vehari (Rs. 5,610). Highest average monthly wages of female employees is in Hafizabad (Rs. 6,529) followed by Sheikhpura (Rs. 5,284).

The GPI for monthly wages in small-scale industries is low i.e. 0.2461. There is no significant urban rural disparity in GPI, indicating that women in the both rural and urban areas are earning approximately the same average monthly wage. Figure 6.18 depicts the same in terms of district wise distribution.

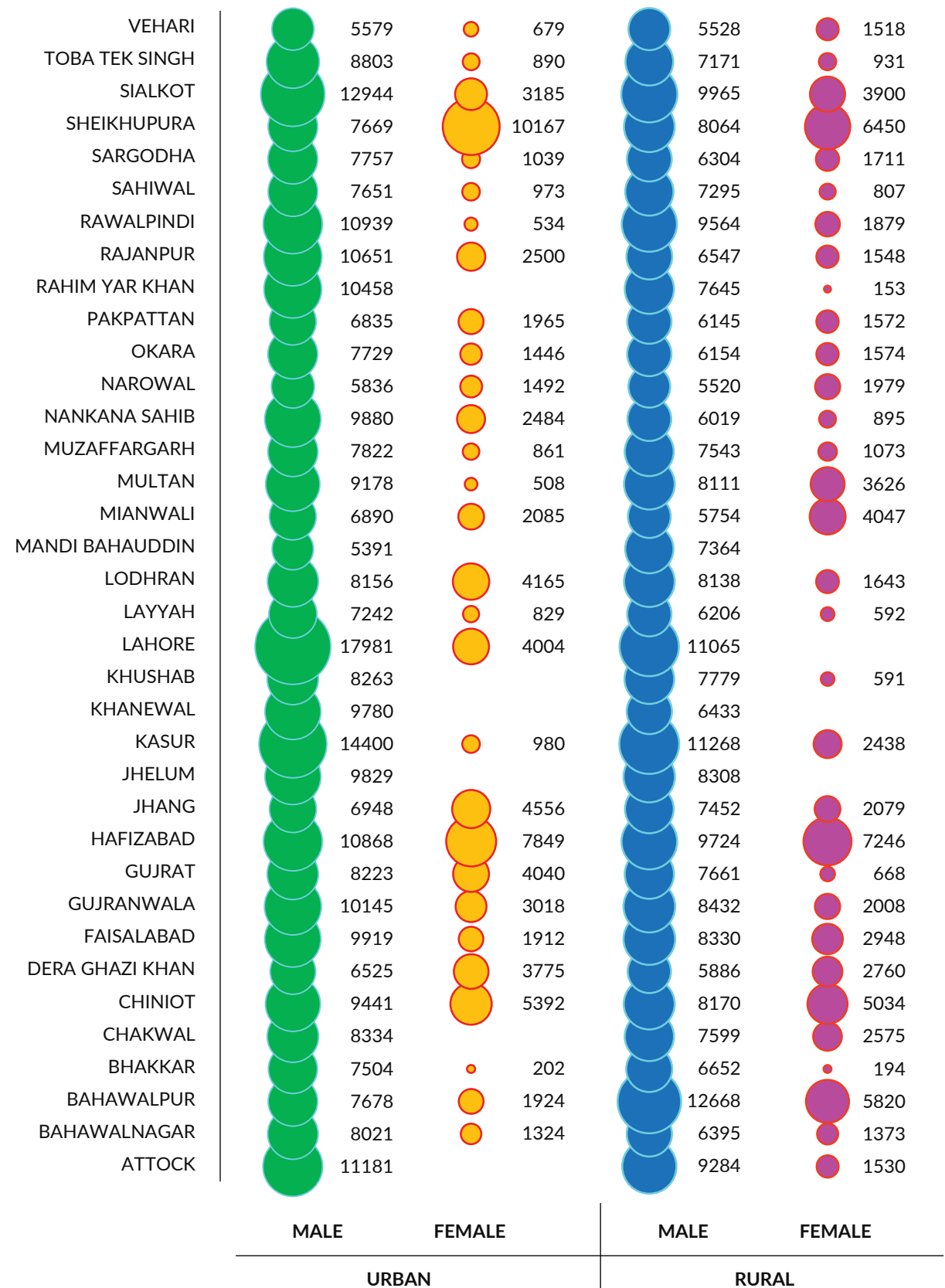
GPI of Average Monthly Wages in Cottage Industries in the Punjab (2013)



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Average Monthly Wages in Cottage Industries in the Punjab (2013)



Source: Punjab Small Industries Corporation

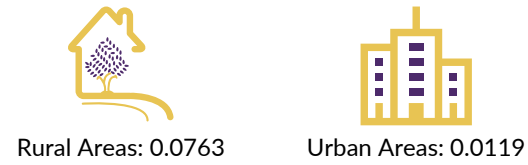
Figure 6.18: Average Monthly Wages in Cottage Industries in the Punjab (2013)

6.7.2 Small Scale Industries

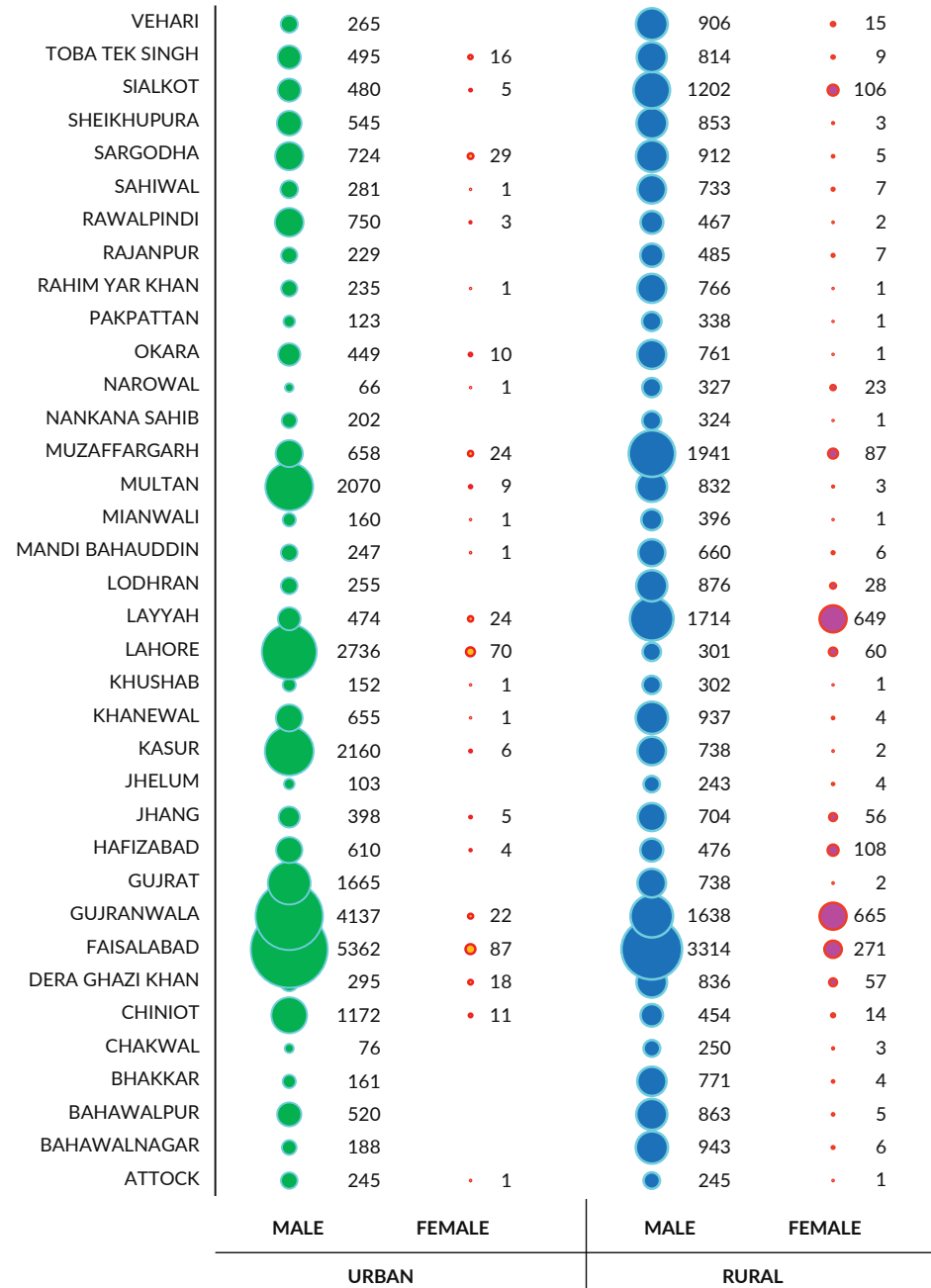
6.7.2.1 Proprietors of Small Scale Industries

The total number of male proprietors of Small Scale Industries is 58,403 (95.8%) whereas only 2569 (4.2%) are women. The highest number of owners, among men, have been reported in Gujranwala (26.7%) followed by Layyah. The share of female proprietors are lowest in Pakpattan, Nankana sahib and Raheem Yar Khan i.e. 0.1%.¹⁷⁸

GPI of Proprietors of Small Scale Industries in the Punjab (2013)



Proprietors of Small Scale Industries in the Punjab (2013)



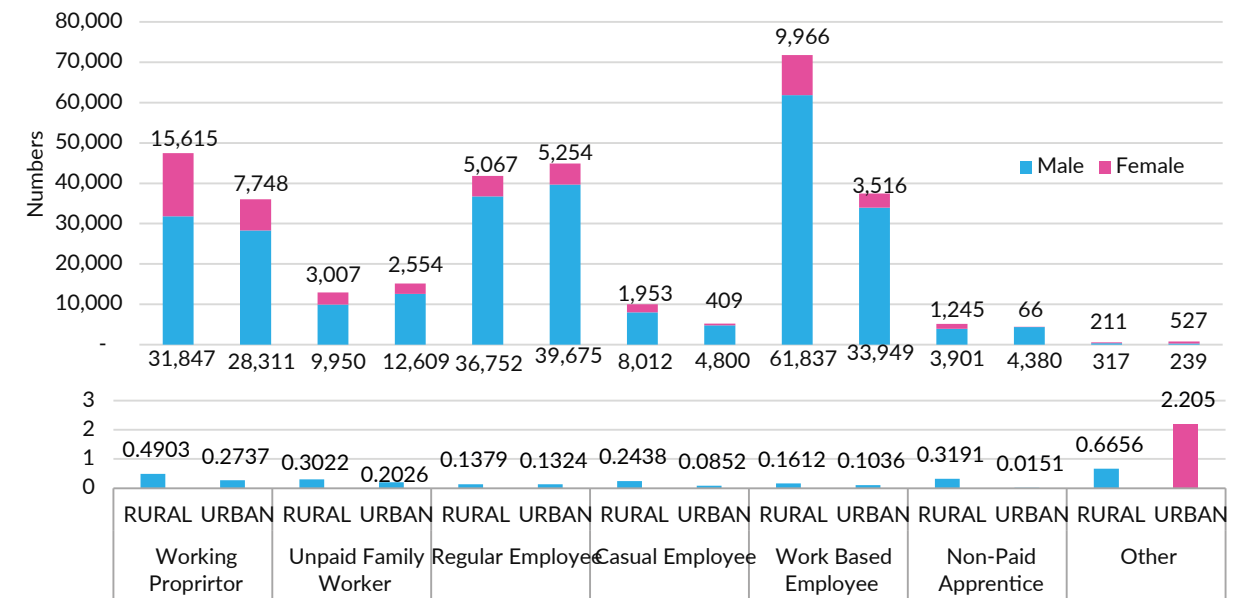
Source: Punjab Small Industries Corporation

Figure 6.19: Proprietors of Small Scale Industries in the Punjab (2013)

6.7.2.2 Employment in Small Scale Industries

The majority of the employees in Small Scale Industries are again males. Only 17% women are working in small scale industries throughout the Punjab. Among male employees, the highest are in Faisalabad (17.9%) and Gujranwala (7.8%). Among females (57,148) employees, Gujranwala has the highest i.e. 10.7% followed by Faisalabad i.e. 10.3%.

Person Power Employed in Small Scale Industries in the Punjab 2013



Source: Punjab Small Industries Corporation

Figure 6.20: Person Power Employed by Small Scale Industries in the Punjab (2013)

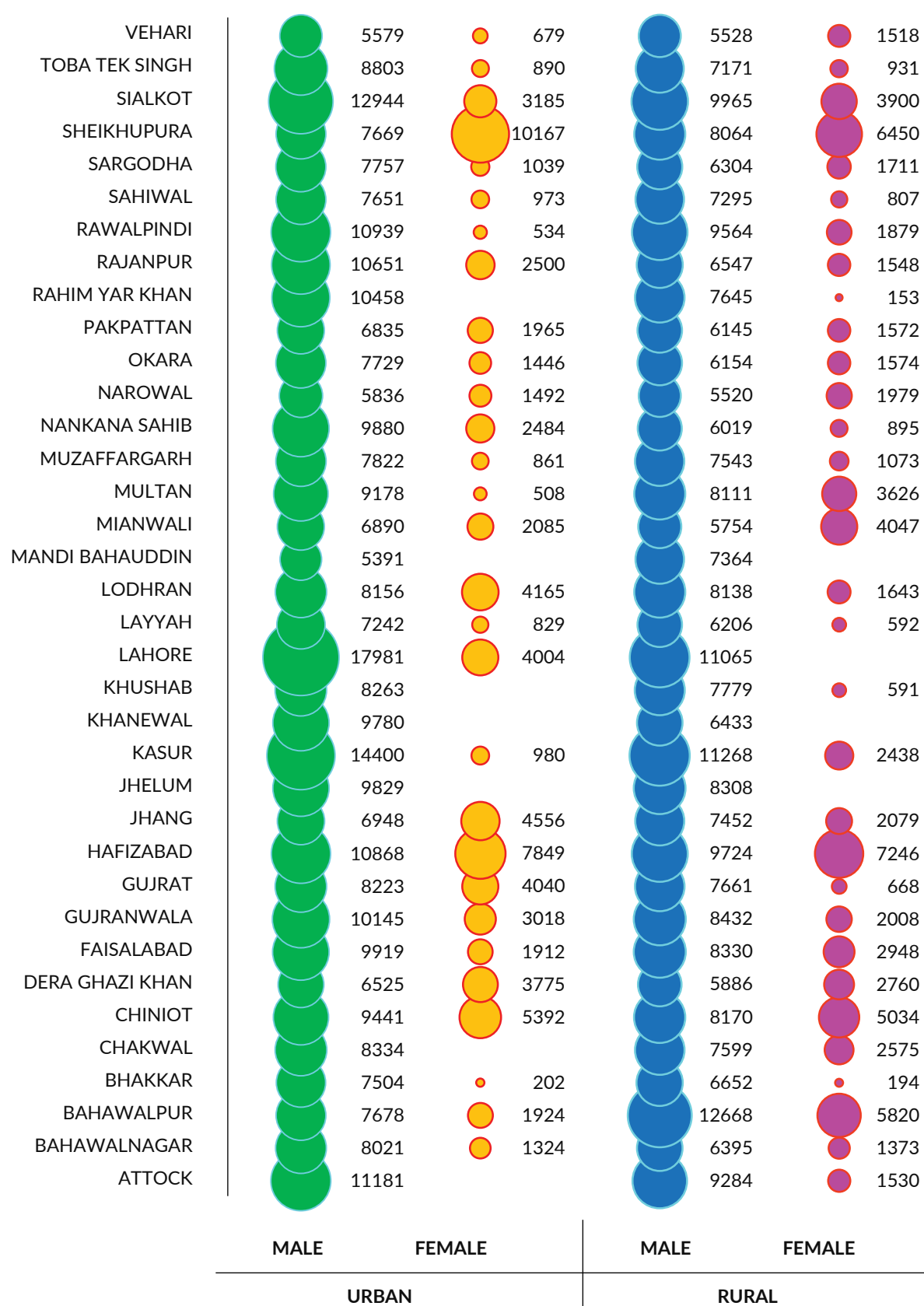
The GPI of Person power employed by Small Scale Industries varies from a minimum of 0.1119 to a maximum of 0.9255. The latter appears to be an anomaly though as it is not the part of the trend. Aside from regular and casual employees there is significant urban - rural disparity across the board in terms of the male and females employed.

Table 6.6: GPI of Person Power Employed by Small Scale Industries in the Punjab 2013

	Working Proprietor	Unpaid Family Worker	Regular Employee	Casual Employee	Work Based Employee	Non-Paid Apprentice
All Areas	0.3991	0.2469	0.1346	0.1843	0.1569	0.1583
Rural	0.4903	0.3022	0.1378	0.2437	0.1611	0.3191
Urban	0.2736	0.6817	0.1157	0.9159	0.1119	0.0090

¹⁷⁸ Source: Census of Small and Cottage Industry in Punjab 2011-2013. Punjab Small Industries Cooperation

Average Monthly Wages in Small Scale Industries in the Punjab (2013)



Source: Punjab Small Industries Corporation

Figure 6.21: Average Monthly Wages in Small Scale Industries in the Punjab (2013)

6.7.2.3 Monthly Wages in Small Scale Industries

There is a significant disparity in the wages among male and female employees in small scale industries in the Punjab. The average monthly wage of male employees is about Rs.17, 078, whereas the average monthly wages of female employees is almost Rs. 3,646. The highest average monthly wages of male employees is in Lahore district is Rs.37, 413 and lowest is in Jhelum i.e. Rs.7,552. Highest average monthly wages of female employees is in Jhelum district i.e. Rs.10,843 followed by Sheikhpura. Figure 6.21 depicts the same district wise.

The GPI for monthly wages in small scale industries is low i.e. 0.2076. The urban rural disparity in GPI is significant i.e. 0.2418 in urban areas and 0.1953 in rural areas, indicating that women in the former have a higher average monthly wage than in rural areas.

GPI of Average Monthly Wages in Small Scale Industries in the Punjab (2013)

Total: 0.2076
Urban Area: 0.2418
Rural Area: 0.1953

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6.8 Access to Financial Services

Access of finance in the Punjab includes access to products offered by the financial sector, including deposit accounts, ATM cards, loan accounts, credit cards, and micro-financing etc. These are largely accessed by men and women of major urban settlements due to broad based institutional presence through investment in sophisticated technological infrastructure, which seems to be lacking in the small cities and rural areas.¹⁷⁹ The lack of infrastructure and other allied facilities in rural and small urban areas in Punjab gives way for informal sector to provide financial sector, these also include micro-credit through registered microfinance institutions. In addition to this, soft loan disbursements through various schemes initiated by the Punjab Government also provide for useful source of finance these include Women Entrepreneurship schemes and Rozgar schemes.

The above mentioned institution target the deprived classes and, in the absence of adequate facilities of micro-crediting and poor outreach of the developed financial sector, are valuable sources of social security for men and women alike. This section of the report attempts to unravel the gender parity in their ability to access finance through a range of different sources in Punjab at provincial and district level.

6.8.1 Formal Banking Services

Major public sector banks, listed under the State bank of Pakistan, were approached to obtain data on different financial services provided in Punjab, these included The Bank of Punjab (BOP), The Sindh Bank, The Bank of Khyber, FWBL and The National Bank of Pakistan. Data collection from these banks included extracting gender segregated data pertinent to the deposit accounts, value of deposits, ATM cards, loan accounts, valuation of loans and credit cards. The table below shows data for the deposit accounts from the major public sector banks operating in the province of Punjab.

A large majority of the deposit accounts are held by males in BOP and Sindh Bank with female account holders ranging from 11% to 14% only. Bank of Khyber and FWBL show a greater ownership of female account holders; however, the overall portfolio of these two banks is relatively very small. In FWBL the relative share of accounts held by women show a steady decline of 1 to 2% over the last three years. As demonstrated in Table 6.7, GPIs for Deposit Account are slowly decreasing for all Banks except Sindh Bank.

The data from BOP indicates a decrease in the proportionate share of deposit accounts for women 13% in 2012-13 to 12% in 2013-14 before dropping further to 11% in 2014-15. The Sindh Bank maintained a steady 14% share for deposit accounts for women over the three years, whereas the female share dropped in FWBL. The following table illustrates the relative gender wise break-up of the deposit value from the public sector banks operating in the Punjab.

¹⁷⁹CGAP, Financial Inclusion for the poor in Pakistan 2015, Retrieved from <<http://www.slideshare.net/CGAP/financial-inclusion-for-the-poorest-women-in-pakistan>>

Table 6.7: Deposit Accounts of Males and Females 2012-15

Institution		2012-13		2013-14		2014-15	
		Male	Female	Male	Female	Male	Female
Bank of Punjab	Deposit accounts	1,276,553	181,365	1,402,118	190,474	1,601,854	207,946
	%	87%	13%	88%	12%	89%	11%
	GPI	0.1421		0.1358		0.1298	
Sindh Bank	Deposit accounts	12,791	1,998	18,511	3,021	23,848	4,002
	GPI	0.1562		0.1632		0.1678	
	%	86%	14%	86%	14%	86%	14%
Bank of Khyber	Deposit accounts					386	1,327
	GPI					3.4378	
	%					23%	77%
FWBL	Deposit accounts	17,702	22,169	20,042	22,600	20,866	22,605
	GPI	1.2523		1.1276		1.0833	
		45%	55%	47%	53%	48%	52%

Overall the value of female deposit accounts is only 4.4% of the total and compared to male as 95.6% in 2014-15. Over the last three years, the gender composition in terms of deposit value has remained at 94% deposit value for account held by men, and 6% by women for the Bank of Punjab. The Sindh Bank has maintained deposits valuing at Rs. 10m for men account holders in 2012-13 which has risen substantially to Rs. 8952 million in 2013-14 and Rs. 9770 million by 2014-15. This is also reflected for female account holders with deposits rising from Rs.

0.6 million in 2012-13 to Rs. 716 million in 2013-14 and Rs. 979 million by 2014-15. This may be taken as indicative of a development of banking infrastructure of the Sindh Bank in Punjab. The gender composition for the deposit value has improved in the favor of women; with deposit value gradually increasing from 6% in 2012-13 to 7% in 2013-14 and 9% in 2014-15. In FWBL, the deposit value of men and women shows a marked difference, even though the number of deposit accounts is greater for women.

Table 6.8: Deposit Value (M) in Public Sector Banks 2012-15

INSTITUTION		2012-13		2013-14		2014-15	
		Male	Female	Male	Female	Male	Female
Bank of Punjab	Deposit value(m)	273,75310	10,459	291,543	12,116	351,391	15,597
	%	96	4	96	4	96	4
Sindh Bank	Deposit value(m)	10	0.6	8952	716	9770	979
	%	94	6	93	7	91	9
FWBL	Deposit Value						
	%	61	39	61	39	63	37
Bank of Khyber	Deposit Value					43	218
	%					16	84

Table 6.9 shows the number of registered ATM cards issued by public sector banks in the Punjab vide their gender composition. Being the largest public sector bank in the Punjab, the BOP has issued 177,837 ATM cards to men rising to 230,533 in 2013-14 and 283,693 in 2014-15. Simultaneously, the number of ATM cards issued to women have increased from 39,967 in 2012-13 to 53,130 in 2013-14 and 67,978 in 2014-15. This rise can be attributed to a steady increase in population, growing tendency for using digital currency rather than cash and an ever improving banking infrastructure, products and services. However, keeping these factors constant, the use of ATM cards is dominated by male population with 82 % ATM cards being used by men and 18% by women; the proportion being largely stagnant in the year 2013-14 and 2014-15.

The Sindh Bank has also shown domination with male account holders carrying 83% of ATM cards and female account holders 17% for the years 2012-13 and 2013-14. In 2014-15 a further issuance of 8357 ATM cards to men is seen and 1623 to women; increasing the percentage of males to 84% and pushing back females to 16%. A more equitable distribution of ATM cards is seen in FWBL.

Table 6.9: Number of ATMs Issues in Public Sector Banks 2012-15

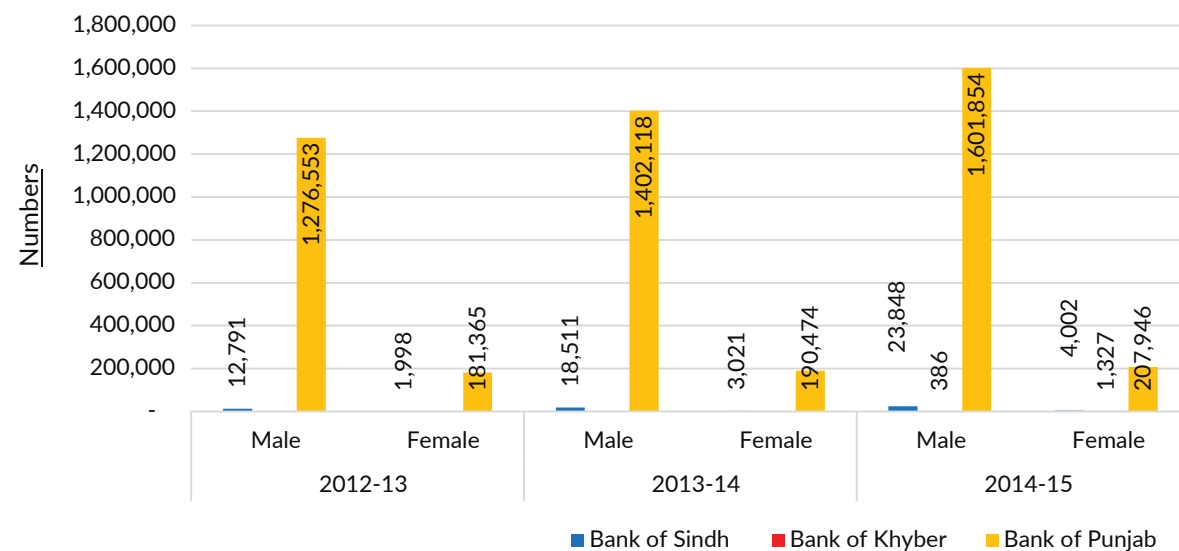
INSTITUTION		2012-13		2013-14		2014-15	
		Male	Female	Male	Female	Male	Female
Bank of Punjab	ATM cards	177,837	39,967	230,533	53,130	283,693	67,978
	%	82	18	81	19	81	19
Sindh Bank	ATM cards	4004	792	6058	1237	8357	1623
	%	83	17	83	17	84	16
FWBL	ATM Cards	2024	1727	2759	2262	3119	2766
	%	54	46	55	45	53	47
Bank of Khyber	ATM Cards					129	208
	%					38	62

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Deposit Accounts in Public Sector Banks of Punjab 2012-15



Source: Punjab Sector Banks

Figure 6.22: Deposit Accounts in Public Sector Banks Punjab

6.8.2 Microfinance

Microfinance institutions are providing financial services to the one who generally cannot access to mainstream financial institutions due to lack of collateral and other factors such as lack of wealth, societal, cultural and gender hurdles.¹⁸⁰ Micro-financing has increasingly gained importance into the GOP's overall economic program and strategy, particularly as a poverty alleviation tool.¹⁸¹ At the country level Khushhali Bank, The First Microfinance Bank Ltd., Tameer Microfinance Bank Ltd, Pak-Oman Microfinance Bank Ltd., Kashf, NRSP Microfinance Bank are operative, whereas, Rozgar Microfinance Bank Ltd., and Network Microfinance Bank Ltd. are also functioning at the district levels. Other types of organisations such as expert microfinance bodies, non-government organizations, rural support programs and commercial financial institutions are also providing microfinance facilities as well.

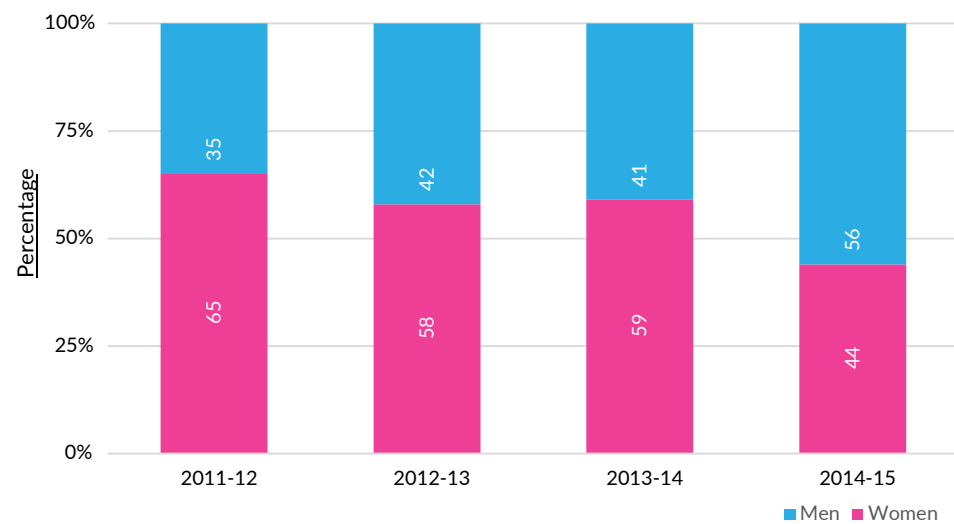
The purpose of microfinance credit is to stimulate economic growth by reaching to the lower strata of the society, in financial terms, by providing soft loans with easy settlement and issuance conditions.

Table 6.10 reflects the cumulative number of loan accounts for men and women and the associated GPIs for all the major microfinance banks registered under the State Bank Microfinance Banking ordinance 2001.¹⁸² The GPI is consistently greater than 1 in the last three years, although it has declined slightly from 1.3533 in 2012-13 to 1.2612 in 2014-15 which shows females are favored by microfinance institutions as clients.

Table 6.10: Number of Loan Accounts of Males and Females 2012-15

INSTITUTION	2012-13		2013-14		2014-15	
	Male	Female	Male	Female	Male	Female
Pakistan Microfinance Network	Number of Loan accounts (000s)					
	4228	5722	5145	6555	5749	7251
	%					
	42	58	42	58	44	56
GPI						
	1.3533		1.3533		1.3533	

Gender wise break-up of Loan Accounts of Microfinance Banks in Punjab



Source: Banks

Figure 6.23: Gender Wise Breakup of the Loan Accounts of Micro Finance Bank 2011-15

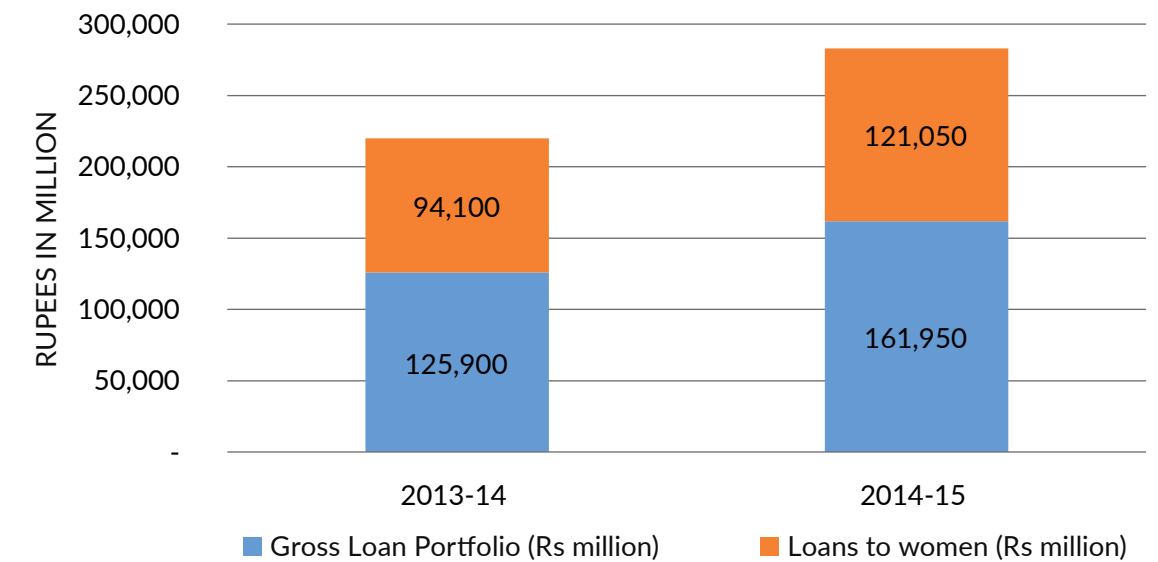
¹⁸⁰Noreen, Ammara., Imran, Rabia., Impact of Microfinance on Poverty: A Case of Pakistan(2011) World Applied Sciences Journal 12 (6): 877-883, 2011

¹⁸¹Oxford 2006, Poverty and Social Impact Assessment: Pakistan Microfinance Policy

¹⁸²Pakistan Microfinance Network

Similar trends can be seen in the loan value extracted from the microfinance sector.¹⁸³ Figure 6.24 shows the gender segregation of the loan disbursement with Rs. 125,900 million worth loans being disbursed to men and Rs 94,100 million to women. This accounts for 43% financing to the latter, where 59% of the loan account holders are females. This highlights the lower value of loan disbursement for female account holder as compared to their male counterparts. Similarly, in 2014-15 loan disbursement to men stood at Rs 161,950 million whilst that of women was Rs. 121,050 million. Overall this represent an increase in the gross loan portfolio of 29% compared to that of Rs 220,000 million in 2013-14. However, males get 57% of disbursements and women get 43%; as in the previous year. This signifies a steady demand and supply of microcredit finance, both to men and women account holders.

Micro-Credit Loan Disbursement (2013-15)



Source: Banks

Figure 6.24: Micro-Credit Loan Disbursement 2013-15

Akhuwat is another microfinance institution, providing soft loan disbursements to stimulate economic growth. This Microfinance Institution (MFI) is supported by the Government of Punjab and other major international donor funded agencies and therefore carries a specific value from the perspective of analysis for gender segregation.

Figure 6.25 shows relative gender wise breakup of the loan disbursement from Akhuwat. Loan disbursement to women in 2012-13 was Rs. 63,483, rising substantially to Rs. 93,953 in 2013-14 and Rs. 147,119 in 2014-15. Similarly loan disbursement to men has also increased from Rs. 95,483 in 2012-13 to Rs. 140,930 in 2013-14 to Rs. 220,679 in 2014-15, showing a striking 131% increase and. However, as per its policy, Akhuwat has maintained 60% financing for men and 40% for women across the previous three financial years.¹⁸⁴

6.9 Social Security and Safety Nets

Of the institutions providing Social Protection in the Punjab, at the time this report was developed complete data was still awaited from a few. PESSI had shared incomplete data, where as Bait-ul-Maal and EOBI did not provide relevant information.

6.9.1 Zakat and Ushr Department

The government, through the Federal Ministry of Religious Affairs and the Provincial Zakat and Social Welfare Departments, supervises and regulates the program subject to guidance by the Zakat Council, headed by a Supreme Court Judge.

¹⁸³The loan disbursement patterns are taken from the major microfinance institutions listed with the State Bank of Pakistan.

¹⁸⁴Source: Akhuwat

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At the ground level, there are local, district, and provincial levels that implement the program and disburse the Zakat funds among the beneficiaries. The Zakat and Ushr Department, Government of the Punjab, runs specific schemes to target and identify the neediest persons from the society to disburse the amounts collected as Zakat. The department runs nine schemes, listed below with only one specifically for women.

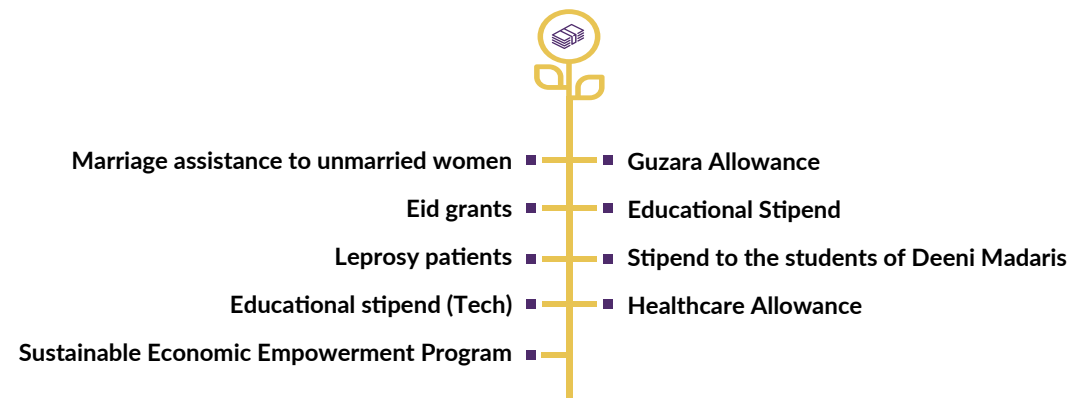
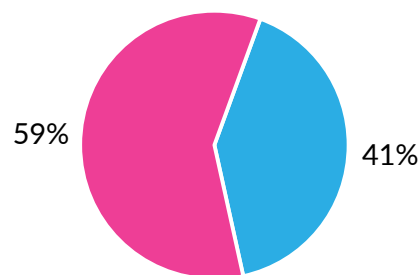


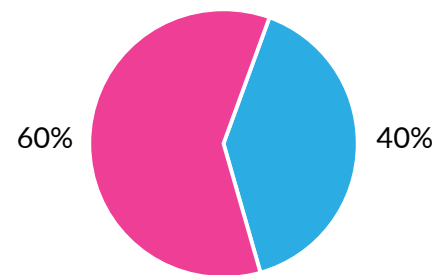
Figure 6.25: Schemes by the Zakat and Ushr Department

Figure 6.26 below shows comparative data for the number of beneficiaries and the amounts disbursed to them for the year 2014-2015.

Percentage of Zakat Payments made by Zakat and Ushr Department 2014-15



Percentage of Zakat Beneficiaries 2014-15



Source: Zakat and Ushr Department

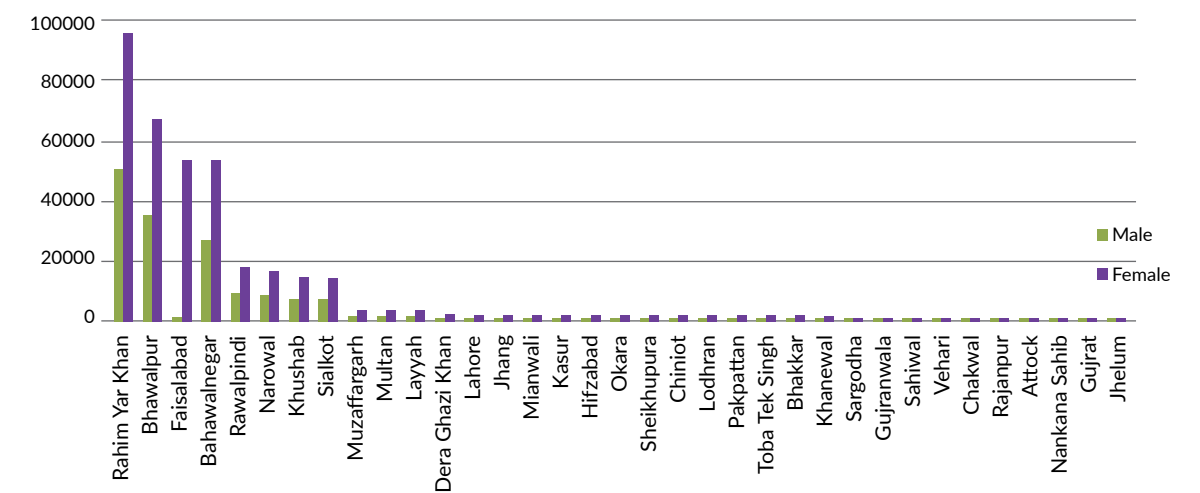
Figure 6.26: Percentage Value of Zakat Payments 2014-15

In the year 2014-15, the Zakat and Ushr Department disbursed Rs. 1,013 million (41%) to male beneficiaries whilst it disbursed Rs. 1,486 million (59%) to female beneficiaries with a GPI of 1.4672. Similarly, the Zakat and Ushr Department catered to the demands of 253,837 female beneficiaries accounting whilst also providing support to 169,896 male beneficiaries with a GPI of 1.4941. Hence, women were given the preference both in terms of volume and number of disbursements.

6.9.2 Benazir Income Support Programme

The Government of Pakistan established the Benazir Income Support Program (BISP) in 2008, to distribute cash payments to low income families. BISP aims to assist poor households help alleviate poverty through a variety of programs.¹⁸⁵ Waseela-e-Haq offers long term interest-free financial assistance of a maximum of Rs. 0.3 million to help promote entrepreneurship and self-employment, Waseela-e-Rozgar provides free vocational training to BISP women beneficiaries and lastly Waseela-e-Sehat offers life insurance of up to Rs. 0.1 million to main breadwinner of each beneficiary family. Figure 6.27 shows the cumulative number of BISP beneficiaries of these schemes. The majority of recipients are women. In 2014-15, BISP disbursed money to 3.4 million beneficiaries out of which 2 million were female beneficiaries with a GPI of 1.3679.

Number of BISP Male and Female Beneficiaries in Punjab 2014-15



Source: BISP

Figure 6.27 Male and Female BISP Beneficiaries 2014-15

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6.9.3 Employees Old Age Benefit Institutions

EOBI provide beneficial schemes for retired employees of registered government and semi-government organisations. These benefits include old age pensions, survivor pensions and old age grants for the beneficiaries.

Table 6.11: Percentage of Benefits Paid to Men and Women

	2012-13	2013-14	2014-15
Percentage of benefits paid to women	28	25	22
Percentage of benefits paid to men	72	75	78

The graph below shows the gender wise distribution of benefits, in the Punjab between the financial years 2012-13 and 2014-15. EOBI paid 72% of the benefits to male employees in 2012-13 compared to 28% women. The proportion further exacerbated for women employees with their proportion dipping to 25% in 2013-14 and to a further 22% in 2014-15. However, considering more men working in the Government and semi-government organisations, it is logical that they would be the ones benefitting more from the provisions of the EOBI.

Gender Wise % Break-up of the Benefits Payments

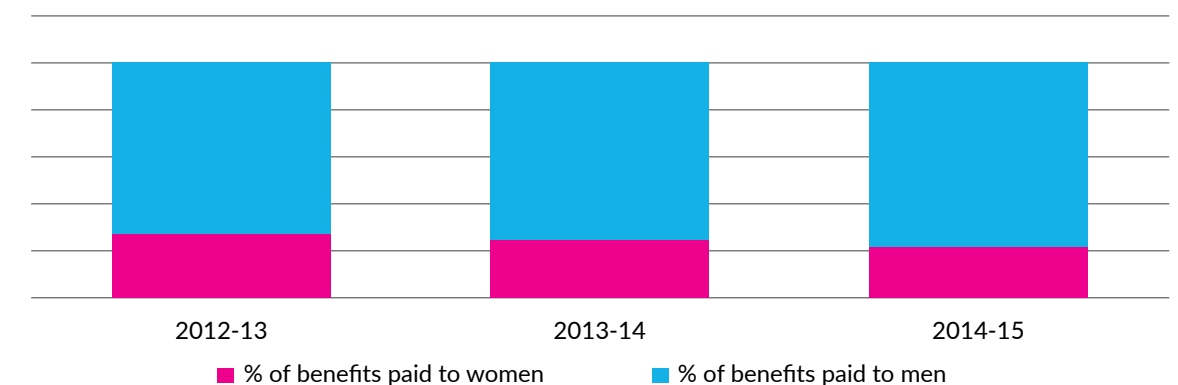


Figure 6.28: Gender Wise Breakup of the Benefits Payment

¹⁸⁵UN Women 2012.

6.9.4 Punjab Workers Welfare Board

Punjab Workers Welfare Board is a corporate entity established through a notification by the Government of Punjab under the Workers Welfare Fund Ordinance, 1971. The Board provides a holistic package of services to industrial workers, which includes provision of marriage grants, death grants and talent scholarship, establishment and maintenance of Labour Colonies and establishment and operation of Workers Welfare Schools in various districts of Punjab.

In terms of scholarships, in nine districts the GPI is higher than one i.e. more female candidates are getting scholarships than male ones. In two districts, there are only females recipients. In contrast, 15 districts have a lower than one GPI and two districts have only male students receiving scholarships. Only four districts have gender parity.

GPI for Scholarships Awarded by Punjab Workers Welfare Board 2015

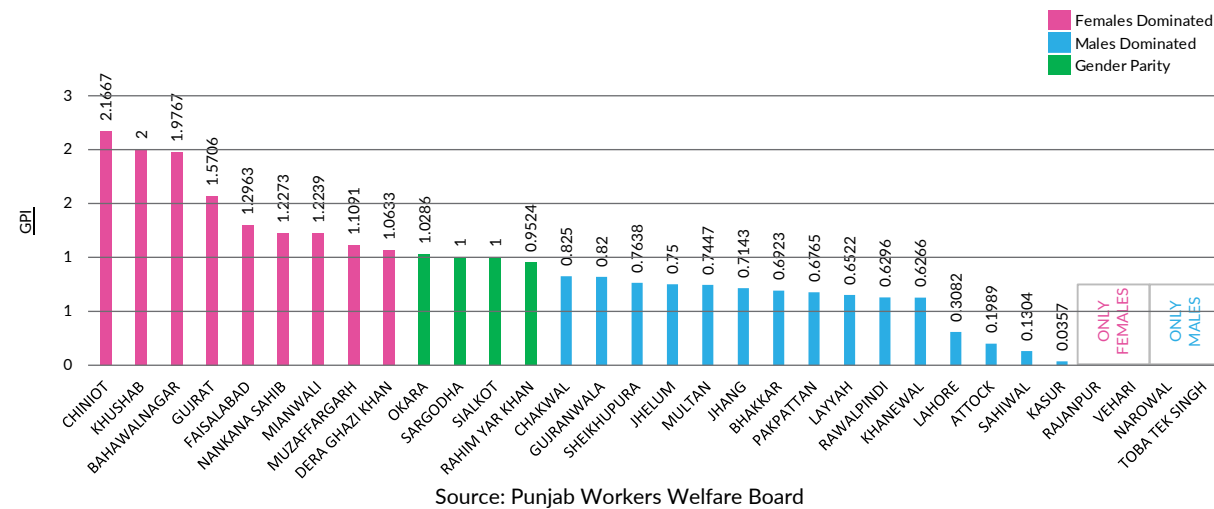


Figure 6.29: GPI for scholarships awarded by Punjab Workers Welfare Board 2015

With regard to the number of students attending schools, set up by the board, there is more parity in the workers' children, who do not have to pay a fee in these schools. It requires further research to reach a definite conclusion.

GPI of Private Atudents in Punjab Workers Welfare Boards Schools 2015

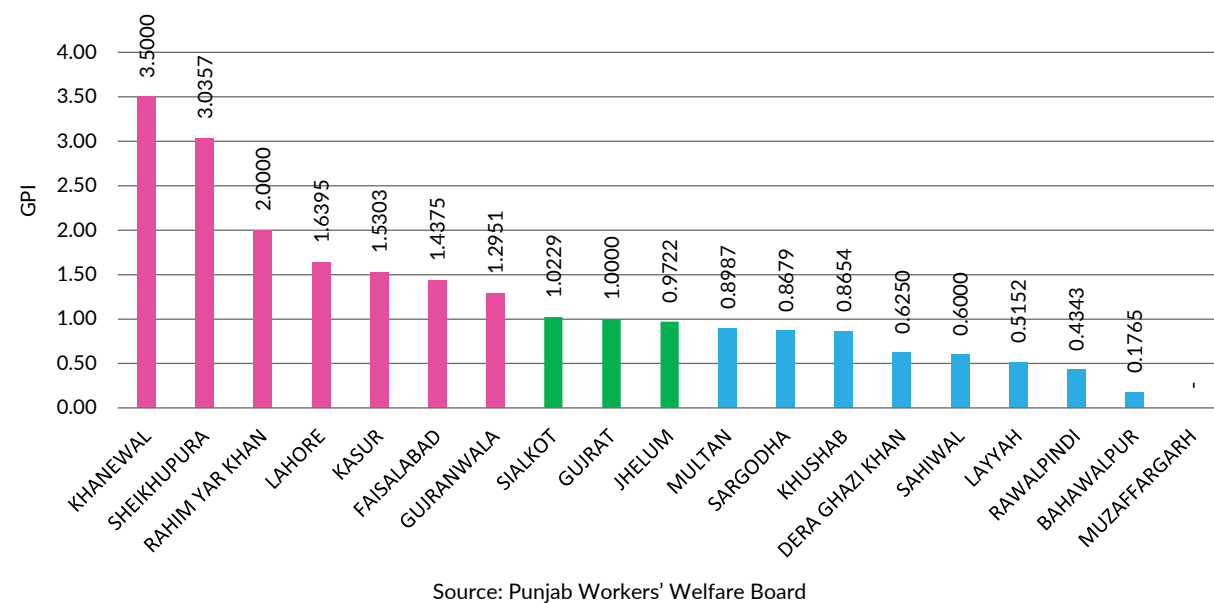


Figure 6.30: GPI for Workers' Children in Punjab Workers Welfare Baard Schools 2015

6.10 Transport and Mobility

Having a vehicle registered in their name not only directly facilitates mobility of women but is also an asset which enhances their social status and economic power. The data, however, indicates that with regard to ownership of vehicles, across the Punjab there is no parity and men own significantly more cars than women. Lahore has the most parity and the least is in Khusab in this regard. However, the trend does not indicate a significant relationship of ownership of vehicles with literacy.

At the district level, an analysis of the last two years shows a decrease in GPI in 35 districts. Jehlum saw an increase in women having registered cars but the corresponding increase in men's ownership resulted in an overall decrease in GPI in the district. Kasur has seen a dramatic decrease in the cars registered in women's names as a result of which the GPI has dropped from 0.1794 to 0.014. The situation was similar for Minawali with an increase in men's and decrease in women's cars. The reason for this drop needs to be further examined. In Lodhran, the GPI has also decreased, though this is due to the increase in total number of registered cars of men (from 4370 to 7504) as the percentage increase in cars in women's name was not comparable (i.e. from 123 to 149). The most dramatic drop was in Nankana, especially for women where cars in women's names dropped from 30 to 15. A similar case was observed in Sheikhupura with a drop from 816 to 42. The only slight increase in GPI (from 0.0081 to 0.0086) has been seen in Rajan Pur but that was due to a decrease in ownership of men; the number of women owners stayed the same.

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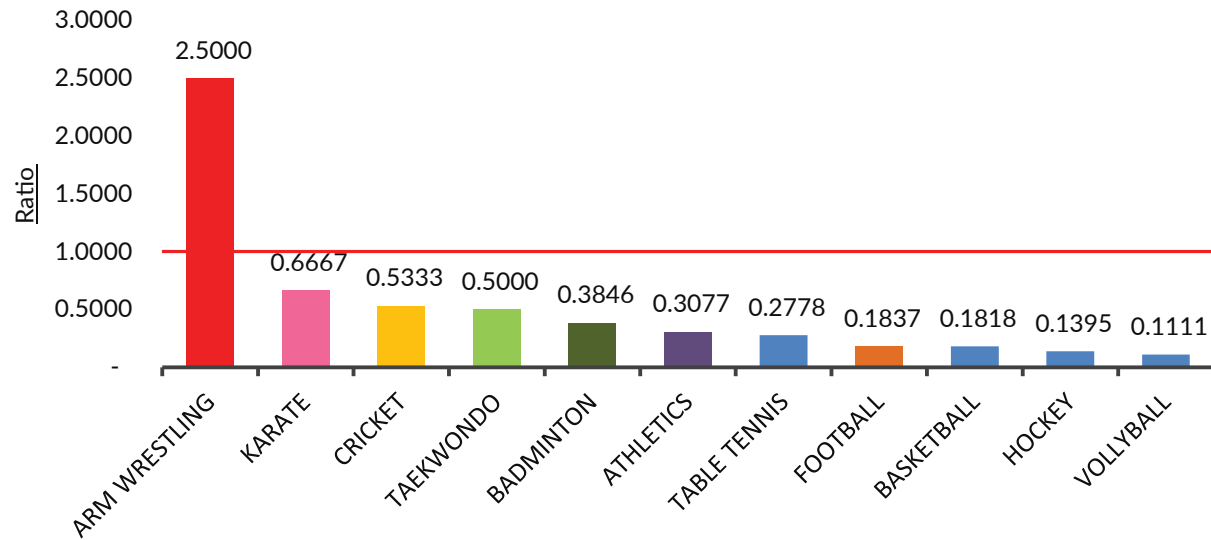
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6.11 Sports

The data received from the Sports Board essentially indicates the number of men and women that have registered with the Sports Board over since 1985. Presently, there has been significant disparity in terms of the participation in Sports in the Punjab at all levels of events throughout the years.

Gender Parity Index of International Sports in Punjab 2014-15

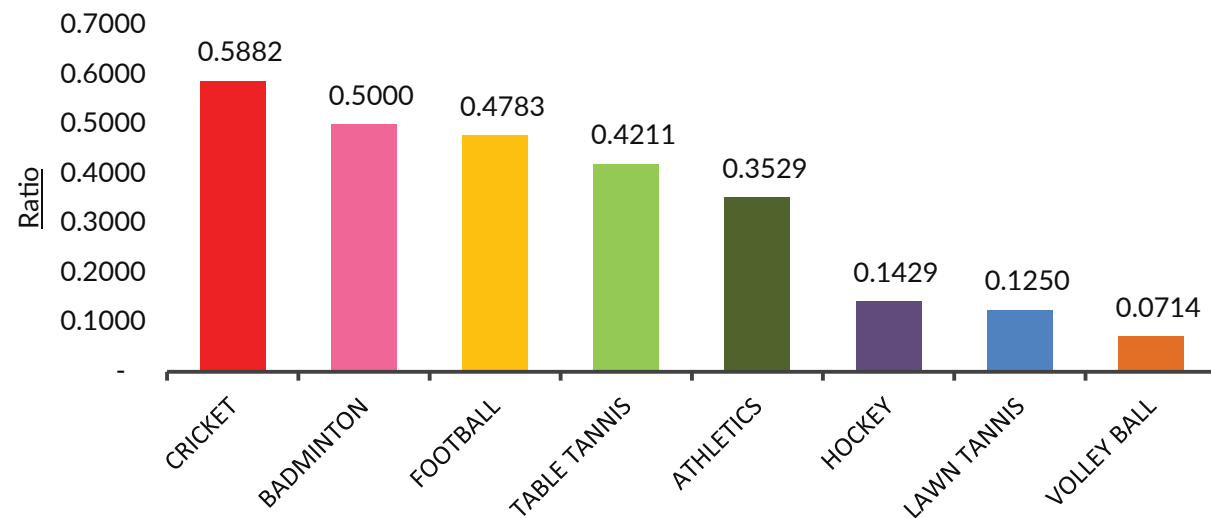


Source: Sports Board Punjab

Figure 6.32: GPI of International Sports Players from the Punjab (as of December 2015)

However, although the participation of women and girls in sport remains largely imbalanced, when compared to participation among men and boys, most researchers are in agreement that the consistent and continued participation of women and girls in sports has a major impact on achieving gender parity.

Gender Parity Index of National Sports in Punjab 2015

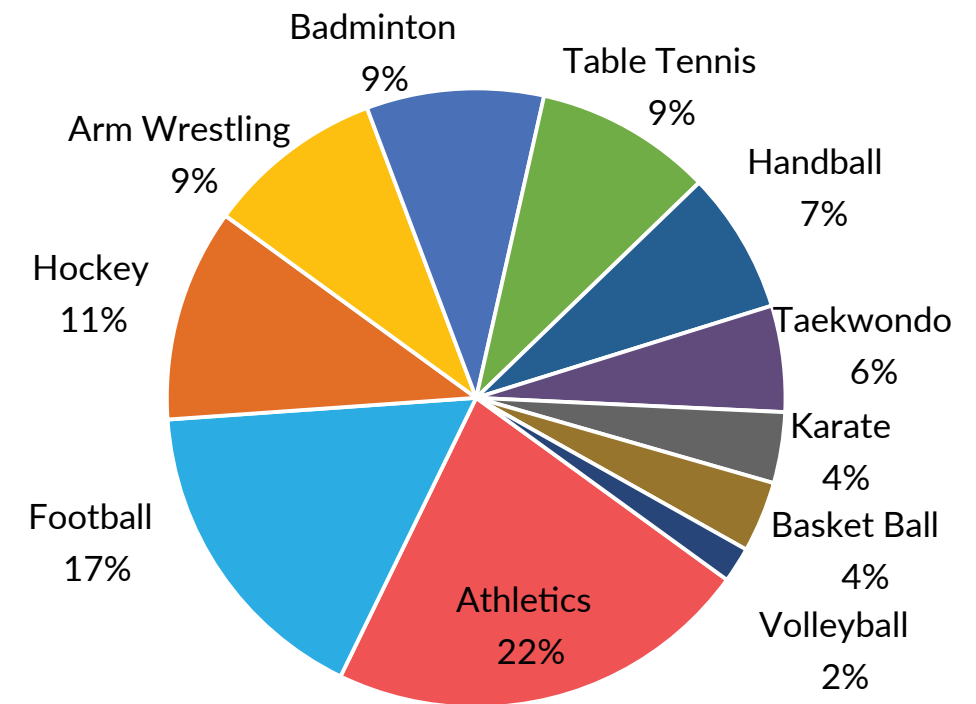


Source: Sports Board Punjab

Figure 6.33: GPI of National Sports Players from the Punjab (as of December 2015)

There is a large amount of compelling evidence reflecting the relationship between participation in sports and social integration and social inclusion for women. Evidence from developing countries indicates that some sports programmes provide women and girls with opportunities to develop leadership skills. Exposure to competing internationally is seen to add a boost to public recognition of the skills that women and girls can demonstrate through sports activities. It is interesting to note that although few, but women have been competing nationally and internationally in diverse types of sports; from arm wrestling to Athletics to Hockey.

Percentage Distribution of Women in each Sport in Punjab 2014-15



Source: Sports Board Punjab

Figure 6.34: GPI of National Sports Players from the Punjab (as of December 2015)

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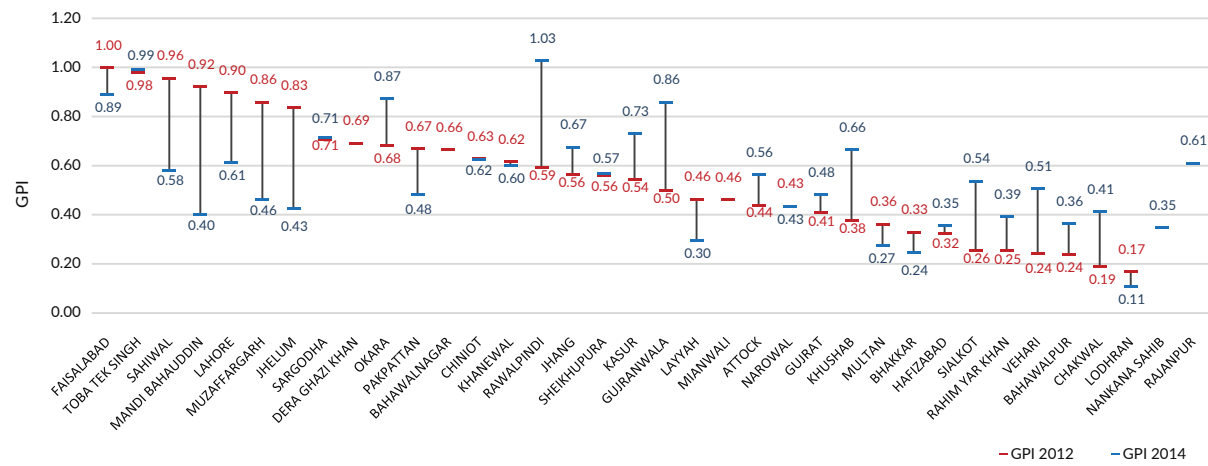
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In recent years, there has been a shift from advocating for 'gender equity in sport' towards using 'sport for gender equity and personal development'. Research suggests participation in sport and physical activity demonstrates higher self-esteem which accompanies enhanced feelings of accomplishment, perceptions of improved physical appearance and commitment to exercise. Evidence shows that involvement in organized sports activities helps girls' sense of agency, self-empowerment and personal freedom.

The organisation of the Punjab Youth Festivals can be seen as a positive move in this context. At the provincial level an analysis of the Gender parity index of the participants of the Punjab Youth Festivals between 2012 and 2014, one cannot see a consistent regional trend. In 2012 only one district, i.e. Faisalabad had a GPI of 1, i.e. an equal representation of men and women, which decreased in 2014. Sahiwal, Lahore, Mandi Bahudin, Muzaffargarh, and Jhelum all saw a dramatic decrease in female participation. Other districts e.g. Toba Tek Singh, Sargohda, Khanewal and Chinniot, remained at somewhat the same GPI.

It was encouraging to see a number of districts see an increase in female participation with Rawalpindi leading the way with a GPI of 1.03. Gujranwala, Khushaband Vehari and Chakwal also saw a positive increase in GPI. Some districts, such as Rajan Pur, Nankana Sahib, Dera Ghazi Khan, Bhawalnagar and Mianwali, data was not available so a comparative was not possible, however, the figures are indicative of their GPI in a given year.

Comparison of Gender Participation in Punjab Youth Festival 2012-14

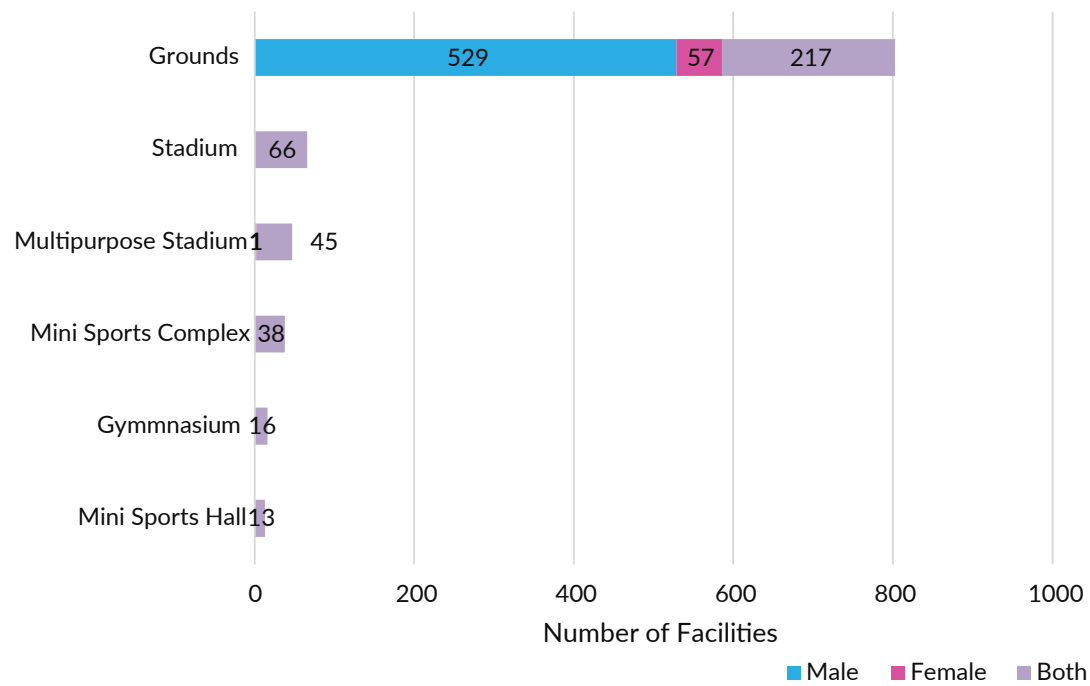


Source: Sports Board Punjab

Figure 6.35: Comparison of Gender Participation in Punjab Youth Festivals 2012-14

Access to safe places, where entry is restricted for women only, is very important in sports. In this context, when an analysis of the female specific sports facilities was undertaken the proportion is quite low as only 57 grounds of a total are for women, 217 can be accessed by both and 529 are for men only. In addition, only one multi-purpose stadium is purpose built for women in the Punjab as compared to 45 accessible for both gender.

Sports Facilities Available for Men and Women in Punjab 2015



Source: Sports Board Punjab

Figure 6.36: Sports Facilities Available for Men and Women in Punjab 2015

6.12 Key Findings

♀ The economic participation and opportunity index of Pakistan is amongst the third lowest in the world.¹⁸⁶

♀ Labour Force Participation Rates¹⁸⁷ for the Punjab reveal significant gender disparity in 2014-15. In the more productive age bracket of 30-34, the GPI for Labour Force Participation Rate is 0.5309 in rural areas and 0.2080 in urban areas.

♀ In the Punjab 34.5% of women fall under the regularly employed with fixed wage category and 50.0% as paid worker by piece rate, for males the statistics are 45.7% and 25.5% respectively. Hence, female economic vulnerability is greater.

♀ In public sector employment there is a significant disparity in the GPI of Gazetted Officials; 0.3014 (with 15% females) and Non-Gazetted Officials (with 4% females).

♀ 46% of the female labour force receives remuneration that falls under the lowest wage bracket i.e. up to Rs. 5,000, whereas only 7.7% of males receive compensation under the lowest wage bracket.

♀ The GPI for Cumulative Loan Accounts held at Microfinance Institutions in Pakistan is greater than one, but has declined slightly from 1.3533 in 2012-13 to 1.2612 in 2014-15.

♀ In 2014-15, females were favored both in terms of volume and number of disbursements by the Zakat

and Usher Department, with respective GPIs of 1.4672 and 1.4941.

♀ In rural areas, on average, female ownership is less than 50% of male average value of landownership in square meters, with a GPI of 0.3338.

♀ In the Government of the Punjab's livestock distribution schemes in 2014-15, an equitable share is provided to males and females with GPI's of 1.037 and 1.032 for Sheep and Goat and Cattle distribution respectively. Distribution of Poultry is skewed in favor of males with a GPI of 0.4537.

♀ Owning a vehicle is an important bargaining asset for women as well as means of secure transport, especially for women. In the Punjab, the GPI for vehicle ownership is very low, 0.013102; more men have cars registered to their names as compared to women.

♀ Women in Punjab have been participating at the national and international levels in a variety of sports; however, generally they under represented. There are fewer facilities specified for women where they can access "safe spaces" and take part in sports and athletics; 57 are for women, 217 are accessible for both and 529 are for men only reflecting high gender disparity and a GPI of 0.1077.

6.13 Conclusion

Despite spells of high growth and structural transformation, Punjab still has the lowest Female Labour Force Participation rate as discussed in the data. In Pakistan, the factors affecting FLFP are related to women's socio-economic status, level of education and mobility constraints. These are indicative traits of a patriarchal society and hence these significantly influence women's participation in the labour force market. In order to understand these factors, the data provides substantial evidence about the patterns of the employment of both men and women in our formal and informal economies. A comparison of male-female participation can ultimately help in overcoming challenges and resolving the issues. The nature of majority of the work carried out by women is characterized by its informal, seasonal and temporary nature which still leaves them as a vulnerable segment of the society.

Women's employment is driven by a range of multifaceted factors, including education, culture, social norms, and the nature of job. Beyond standard labour force participation rates, policymakers should also take into consideration whether women can access better jobs and take advantage of new labour market opportunities that arise as an economy grows and, in so doing, can contribute to the development process itself. For this reason, policies should consider both supply- and demand-side dimensions, including access to better education and training programs and access to childcare, as well as other supportive institutions and legal measures to ease the burden of domestic duties, enhance women's safety, and encourage private sector development in industries and regions that can increase job opportunities for women.

Innovative approaches and partnerships are needed to scale up women's economic empowerment. It will require sound public policies; integrating gender-specific perspectives at the design stage of policy and programming to reduce the disparity. More equitable access to assets and services - land, water, technology, innovation and credit, banking and financial services - will strengthen women's rights, increase agricultural productivity, reduce hunger and promote economic growth.

¹⁸⁶Global Gender Gap Report 2015

¹⁸⁷The labour force participation rate consists of the economically active population in a particular age group as a percentage of the total population of that same age group., UN, Definition of the Indicators of population ageing retrieved from <un.org> esa/population/publications



07 LEGAL & JUDICIAL PROTECTION

7.1 Introduction

The legal instruments of a country enshrine the noblest aspirations of its people. Therefore, the legal framework embodies the highest principles of civilized norms and behavior to protect the fundamental legal rights of every individual. But what is most important is the practical application of these laws to ensure fair treatment to every class or section of society. A system of implementation, that does not uphold the "Rule of Law" creates hindrances to the enjoyment of legal rights by the individuals and also indicates weaknesses of the judicial system of a country.

Today, women in our society not only face difficulties in access to health care, education, civic participation, and economic justice, as discussed in previous chapters, but are also victims of harassment, assault, discrimination, violence and other such criminal acts. Such a state of affairs is indicative of the weak legal and judicial system and poor enforcement of laws and rules¹⁸⁸. The situation is further accentuated by the institutional barriers to access the justice along with other cultural and traditional obstacles.

It is very important to identify such factors, within the justice system of the Punjab, which may restrict the access of women to their legal rights; so as to enable policy makers to review them and take remedial measures. This section of the report examines ways in which the rights of women are articulated in law and the manner in which they are implemented. The aim is to identify specific problems that women face while accessing justice by identifying weaknesses within the judicial system and the underlying factors in terms of availability of female lawyers, judges, women representation at various lawyers and judicial forums etc. It also identifies challenges that women face in prisons as well; a place where the chances of their exploitation are very high.

7.2 Literature Review

The agenda, encapsulating recent trends of development, has goaded successive governments to let women enter into every walk of life. Despite its strides in many fields, Pakistan languishes abysmally in women emancipation that has stymied their progress.

Women, still are victims of harassment, assault, discrimination, violence, and oppression; mainly due to poor enforcement of laws and a weak judicial system. The World Development Report (WDR) 2012 on Gender Equality and Development highlights the relevant role of law and justice in achieving gender equality. Though both men and women often face similar challenges in accessing justice, such as physical distance from justice service providers, poor infrastructure and high costs, women often experience additional or different "barriers". The lack of legal guarantees and the existence of unequal or gender-blind legal provisions, such as in the area of family laws, property rights and personal status, hinders women's access to justice. Furthermore, women's ability to access justice mechanisms, such as courts, legal aid, and administrative bodies, can also be limited due to economic (lack of money), social and psychological (stigma, restrictions on mobility, time constraints) and educational (limited education, limited access to information and social networks) factors, among others.

A variety of international covenants and local laws call for protection of women's rights and freedoms. The Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) calls for zero tolerance against exclusion, marginalization and oppression of women in societies across continents. One of its salient features includes legal empowerment of women. It accords "women equality with men before the law."¹⁸⁹

The Constitution of the Islamic Republic of Pakistan (1973) provides fundamental rights and principles of policy (Article 25 and Article 35). Article 25(1) of the Constitution provides that "All citizens are equal before law and are entitled to equal protection of law." Article 25(2) provides that "There shall be no discrimination on the basis of sex alone". Clause 3 of Article 25 provides that "Nothing in this article shall prevent the state from making any special provision for the protection of women and children." The purpose of this clause is the protection of women and children. It is a form of beneficial legislation and encourages the State to take up affirmative action policies to protect women and children¹⁹⁰ along with adherence to the "Rule of Law".

¹⁸⁸ Role of Law and Justice in achieving Gender Equality. Background Paper World Development Report. Chiongson, Rea Abada, Deval Desai, Teresa Marchiori, and Michael Woolcock. 2011-12

¹⁸⁹ The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) is an international treaty adopted in 1979 by the United Nations General Assembly

¹⁹⁰ Constitution of Islamic Republic of Pakistan 1973



The government and its officials and agents as well as individuals and private entities are accountable under the law.

The laws are clear, publicized, stable, and just; are applied evenly; and protect fundamental rights, including the security of persons and property.

Justice is delivered timely by competent, ethical, and independent representatives and neutrals who are in sufficient numbers, have adequate resources, and reflect the makeup of the communities they serve.

The process by which the laws are enacted, administered, and enforced is accessible, fair, and efficient.

Figure 7.1 Principles of Rule of Law

The Universal Declaration of Human Rights (UDHR) adopted by the General Assembly of the UN in 1948 recognizes that “it is essential, if man is not to be compelled to have recourse, as a last resort, to rebellion against tyranny and oppression, that human rights should be protected by the Rule of Law.”¹⁹¹

“The World Justice Project” has defined the Rule of Law as a system in which four basic principles are upheld (Figure 7.1). These principles include accountability of public and private entities under the law, just laws that protect fundamental rights enacted through a fair and efficient process, and the timely deliverance of justice through independent and neutral representatives.¹⁹²

In countries where Rule of Law does not exist or where judicial systems are weak, citizens, especially women, often face extreme difficulties in getting the rights and protections provided to them by the legal system. In addition to the challenges arising from the existence of weak systems and discriminatory social norms, women’s rights are also neglected because of a lack of awareness not only in women themselves but also in the authorities that protect them.¹⁹³

In order to study the application of the cardinal principle of Rule of Law and the protection of women’s rights, it is important to study the institutional arrangements that help women access justice. These include the judicial system, policing, prosecution, the prison system etc. (as summarized in Figure 7.1. and discussed above).

7.3 Organisation of Analysis

In the wake of above discussion, relevant data was collected from concerned government departments against the categories:

♀ Access to Justice - data collected from the Punjab Bar Council, Punjab Judicial Academy, Punjab Prosecution Department and the office of the Inspector General Police, Punjab

♀ Punjab Prisons - data collected from the office of Inspector General Prisons, Punjab

♀ Family/Guardianship cases - data collected from the Lahore High Court

An analysis of data, collected against each of above categories, divulges a comprehensive picture of the problems faced by women in the enjoyment of their legal rights. The analysis is divided into two sections; the first provides an overview of the justice system in Pakistan while the second one presents the status of women’s rights and the implementation of relevant laws in Punjab. A district level analysis is also provided wherever possible. Section two is further sub-divided into two sub sections that provide specific analysis on:

- (a) Access to justice (including Family/Guardianship cases) and
- (b) Women prisoners in the Punjab.

7.4 Legal Rights and the Justice System in Pakistan

Fairness and efficiency in the administration of justice is one of the most vital principles of good governance in any society.¹⁹⁴ Unfortunately, the judicial system in Pakistan is considerably weak making it inaccessible for a large segment of society, especially women. According to the 2015 Rule of Law Index that assessed 102 countries, Pakistan is ranked 66th and 75th in its criminal and civil administration of justice respectively.¹⁹⁵

¹⁹¹Preamble. Universal Declaration of Human Rights (UDHR), 1948

¹⁹²What is the Rule of Law? World Justice Project. <http://worldjusticeproject.org/what-rule-law>

¹⁹³Women and Land Rights: Legal Barriers impede women’s access to resources. The World Bank 2013

¹⁹⁴The District Judiciary. Mohsin Raza Malik. The Nation. June 12, 2015

¹⁹⁵Rule of Law Index. World Justice Project. 2014

Under the Constitution of Pakistan, all citizens enjoy the protection of law and are to be treated in accordance with it. The Constitution provides that any law, custom or usage having the force of law, which is inconsistent with the fundamental rights conferred by the Constitution, shall be void.¹⁹⁶ Article 25 of the Constitution provides specifically for gender equality and for the promulgation of specific provisions for women’s protection and empowerment.¹⁹⁷

All citizens are equal before law and are entitled to equal protection of law.

There shall be no discrimination on the basis of sex.

Nothing in this Article shall prevent the state from making any special provision for the protection of women and children.

Figure 7.2 Article 25 of the Constitution of the Islamic Republic of Pakistan (1973)

In reality, however, women in Pakistan often face legal inequalities and rarely benefit from the provisions contained in the Constitution or in specific legislations aimed at their protection and/or empowerment. Access to justice is restricted from the beginning with unsympathetic family members and usually apathetic; and sometimes even hostile, officers in police stations. Whether it is a woman seeking legal redress for a crime committed against her or for her legal share in property or inheritance, barriers exist at every stage of the judicial process often resulting in a complete negation of justice.¹⁹⁸

¹⁹⁶Article 8(1) of the Constitution of the Islamic Republic of Pakistan, 1973

¹⁹⁷Terms of Reference. Study on access to informal justice system in Pakistan. Law and Justice Commission of Pakistan Supreme Court. Government of Pakistan

¹⁹⁸Women’s Access to Justice in Pakistan. Sarah Zaman and Maliha Zia on behalf of War against Rape and Aurat Foundation, Pakistan. 2013

¹⁹⁹Violence against women and impediments in access to justice. Zia Ahmed Awan

²⁰⁰UNDP. Access to Justice. 2004

²⁰¹United Nations Development Programme, Programming for Justice: Access for All: A Practitioner’s Guide to Human Rights-Based Approach to Access to Justice (Bangkok: UNDP, 2005)

²⁰²Necessary Condition: Access to Justice. United States Institute of Peace

<http://www.usip.org/guiding-principles-stabilization-and-reconstruction-the-web-version/7-rule-law/access-justice>

²⁰³Ibid

7.5 Legal Rights and the Justice System in the Punjab

7.5.1 Access to Justice

Failure to access justice is one of the major reasons of lawlessness and a hindrance to achieving gender equality.¹⁹⁹ Access to justice generally refers to improving an individual’s access to courts or ensuring legal representation.²⁰⁰ It is defined as “the ability of people to seek and obtain a remedy through formal or informal institutions of justice for grievances in compliance with human rights standards.”²⁰¹ It involves “normative legal protection, legal awareness, legal aid and counsel, adjudication, enforcement, and civil society oversight.”²⁰²

“There is no access to justice where citizens (especially marginalized groups including women) fear the system, see it as alien, and do not access it; where the justice system is financially inaccessible; where individuals have no lawyers; where they do not have information or knowledge of rights; or where there is a weak justice system.”²⁰³

To analyze women’s access to justice in the Punjab, this section examines the steps involved in the process as well as the specific challenges women face as a result of weaknesses in the current system. It includes details on police stations, justice system providers (advocates, prosecutors and judges) and the Legal Aid Society of the Punjab Bar Council with a specific analysis of the number of males and females employed in every cadre of the justice system.

7.5.1.1 Police Stations in Punjab

While accessing justice, police stations are generally the initial point of access for a woman outside her own family. Unfortunately, reporting crimes and filing complaints and/or First Information Reports (FIRs)²⁰⁴ becomes a challenge due to frequent reports of women facing discrimination, dissuasion, harassment, and in some cases even violence at the hands of police officers themselves.²⁰⁵

In Punjab, there are 709 police stations out of which only 3 police stations (1 each in Lahore, Rawalpindi and Faisalabad) are female police stations having female police officers and staff.²⁰⁶ In the past couple of years, female help desks have been established at almost all police stations and 660 (93%) of the 706 police stations in Punjab now have help desks for women.²⁰⁷

The establishment of female police stations and help desks does not automatically guarantee improved access to justice for women. The attitude of female police officers is even objectionable at many occasions due to the innate problems of the policing system.²⁰⁸ It is, however, a step in the right direction and increased female police stations as well as gender sensitivity trainings of police officers coupled with other reforms may lead to improved access to justice for women.

7.5.1.2 Punjab Judiciary

There are 1,769 judges in Punjab. This number includes 55 judges of the High Court and 1,714 judges of District Courts.²⁰⁹ Of the 55 judges of the High Court, only 3 (less than 6%) are female judges whereas out of the 1,714 judges of District Courts, 260 (approximately 15%) are women. Gender parity, thus, in the judiciary is significantly low with a GPI of 0.1486. Table 7.1 provides details of numbers and types of female judges in Punjab.²¹⁰

Table 7.1: Female Judges in the Punjab (2015)

NO.	TYPE OF JUDGE	NUMBER ²¹¹
1	Lahore High Court Judges	3
2	District and Sessions Judges	0
3	Additional District and Sessions Judges	32
4	Senior Civil Judges	2
5	Civil Judges	226

7.5.1.3 Family and Guardian/Custodian Cases

Though the number of female judges in the Punjab has increased in the past few years and the Punjab Judicial Academy²¹² has been organising gender sensitivity trainings for its judges, it is still inadequate given the number of women-related cases and their pendency in court. Courts are burdened with a huge backlog of cases. At the same time, it is extremely difficult for those who live in urban slums and rural areas to physically reach to courts.²¹³ As of December 31, 2015, there were 93,264 family cases pending in courts of Punjab with highest number of cases pending in Lahore (10,325) and the least number pending in Rajanpur (774).²¹⁴ In addition, there were 16,895 guardian/custodian cases pending in courts of Punjab with the highest number of cases pending in Lahore (3,984) and the least number of cases pending in Bhakkar (53).²¹⁵ Figure 7.3 provides details of pending cases in the Family and Guardian/Custodian courts in each district of Punjab as of December 31, 2015.

²⁰⁴An FIR is an account of a cognizable (i.e. over which police has jurisdiction) offence that is entered in a particular format in a register at the police station. <http://punjabpolice.gov.pk/faqs>

²⁰⁵For women to file FIRs – Police Stations need Policewomen. Pakistan Today, February 1, 2011 <http://www.pakistantoday.com.pk/2011/02/01/city/lahore/for-women-to-file-firs-police-stations-need-policewomen/>

²⁰⁶Data received from the office of the Inspector General Police, Punjab

²⁰⁷Ibid at 191

²⁰⁸Seeking justice: Women's police stations in Latin America. Patrick Kavanaugh. 2009

²⁰⁹Data received from the Lahore High Court, Lahore

²¹⁰Ibid

²¹¹Ibid

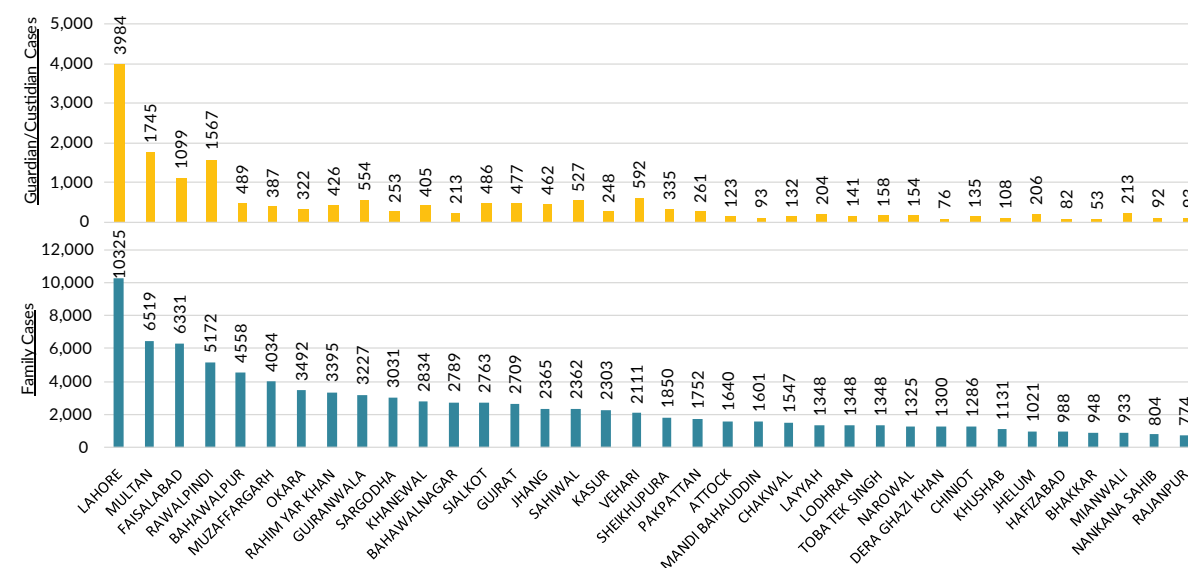
²¹²The Punjab Judicial Academy PJA was established under The Punjab Judicial Academy Act, 2007 (Pb. Act XV of 2007) for imparting pre-service and in service training to the judicial officers and court personnel with a view to developing their capacity, professional competency and ethical standards for efficient and even handed dispensation of justice.

²¹³Ibid at 1

²¹⁴Family law cases include cases of divorce, khula, maintenance, dowry and haq mehar

²¹⁵Guardianship cases include guardianship of person and property

Family and Guardian / Custodian Cases in the Punjab (2015)

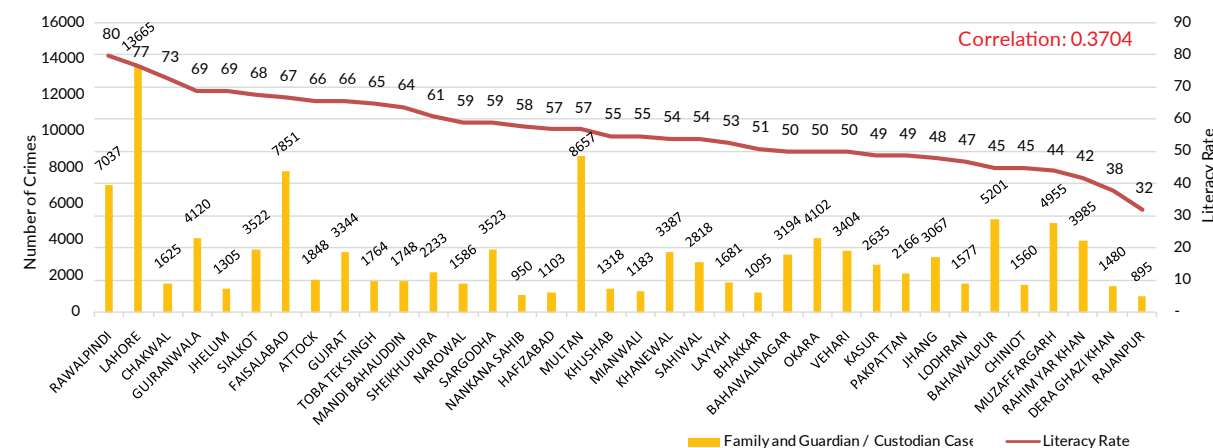


Source: Lahore High Court

Figure 7.3: Family and Guardian/Custodian Cases Pending in Punjab (2015)

A close analysis of family and guardian/custodian cases in each district that were still pending at the end of 2014, shows a weak correlation between the Literacy Rate and the number of cases under litigation. From this correlation, it can be inferred that in districts where the Literacy Rate is higher as compared to others, litigation (that is the number of cases) is generally high as well. However, since only a weak correlation exists, the trend is not seen in every district. Figure 7.4 below depicts this correlation clearly.

Relationship between Literacy Rate and Litigation (2014)



Source: (1) Pakistan Bureau of Statistics, (2) Lahore High Court

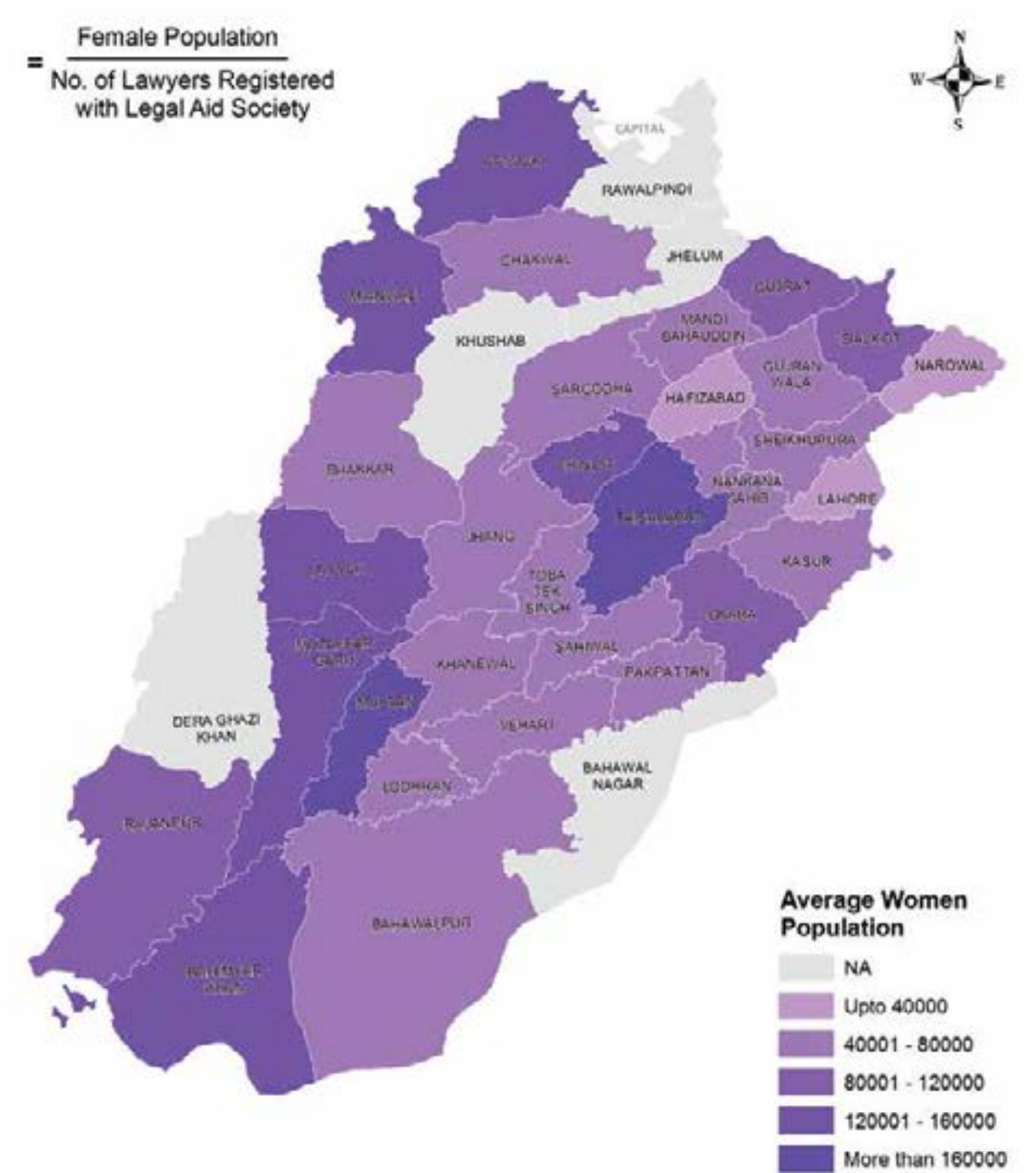
Figure 7.4 Relationship between Literacy Rate and Litigation (Number of Pending Cases)

7.5.1.4 Advocates in Punjab

The total number of advocates registered with the Punjab Bar Council is 70,032 out of which only 8,393 (approximately 12%) are women with a low GPI of 0.1198.²¹⁶ In addition, of the 8,393 registered female advocates, only 2,082 (24%) are licensed to appear before the High Court. Figure 7.5 depicts the number and percentage of female advocates licensed to appear before district courts of the Punjab as well as before the Lahore High Court which shows less gender parity.

²¹⁶Data received from the Punjab Bar Council

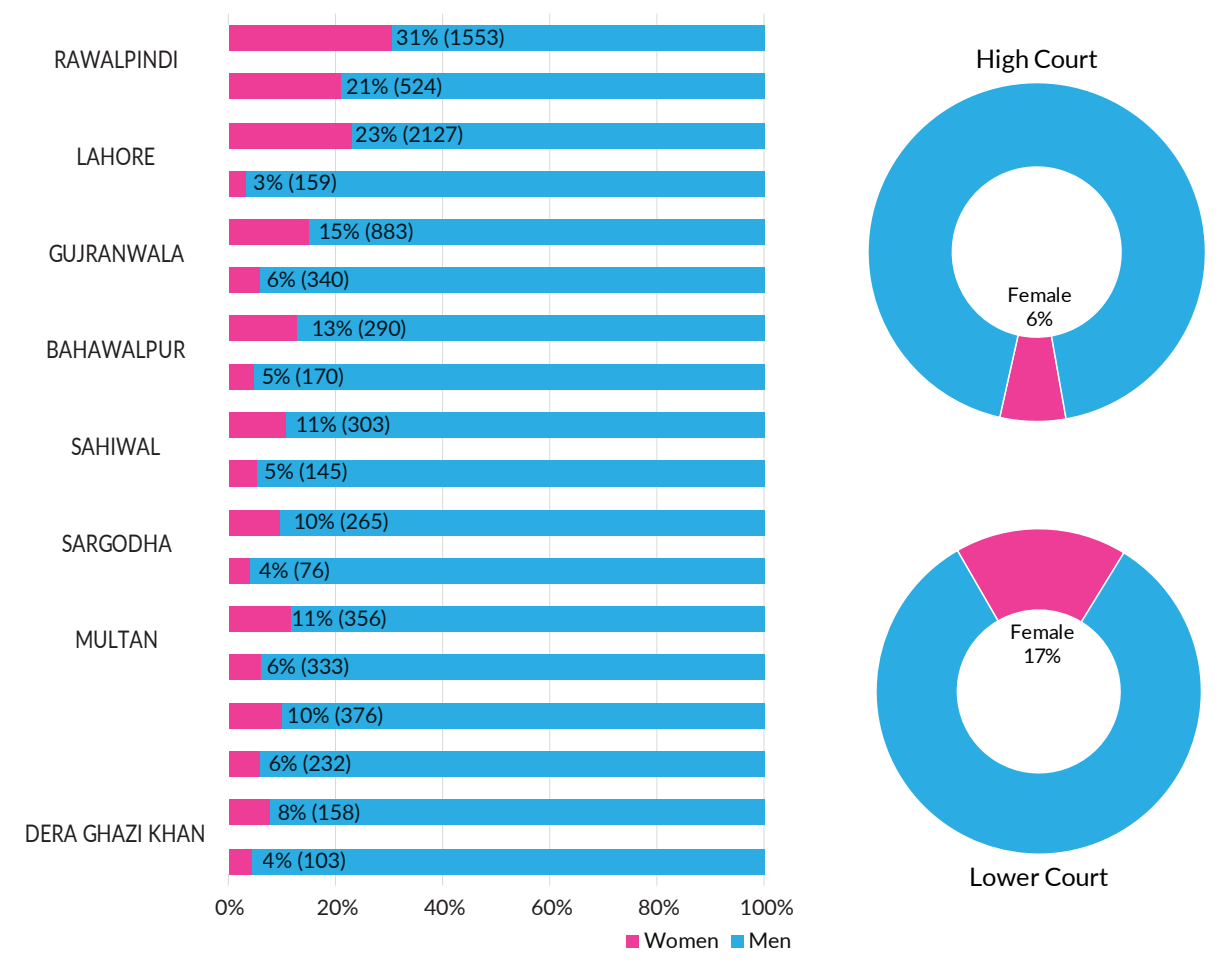
Average Women Population per Advocates Registered with the Legal Aid Society of the Punjab Bar Council (2014-15)



Source: Punjab Bar Council

Figure 7.6: Average Women Population per Advocates Registered with the Legal Aid Society of the Punjab Bar Council (2014-15)

Percentage of Women Advocates Registered with the Punjab Bar Council (2014-15)



Source: Punjab Bar Council

Figure 7.5: Percentage of Women Advocates Registered with the Punjab Bar Council (2014-15)

7.5.1.5 Legal Aid

The provision of legal aid to people, who cannot afford legal representation, is crucial for the fair, effective and efficient administration of justice.²¹⁷ Even though the Constitution of Pakistan does not explicitly provide for the right to legal aid, courts have held the right to legal representation to be part of the due process clause of Article 4 as well as the right to a fair trial under Article 10-A of the Constitution of Pakistan.²¹⁸

In 1999, the Pakistan Bar Council amended its Free Legal Aid Scheme of 1988 to include a new set of rules, namely the Pakistan Bar Council Free Legal Aid Rules of 1999 (the "Rules"). The Rules provide for establishment of Legal Aid Committees at the provincial and district levels so that advocates registered with the Legal Aid Society can provide free legal aid to those in need. To apply for free legal aid, a litigant is required to make an application to the relevant District Committee and adequately justify the need for it.²¹⁹

²¹⁷Legal Advisory and Representational services in South Punjab: Baseline study of availability and priority needs. Punjab Access to Justice Project. March 2015
²¹⁸Faisal v The State PLD 2007 Karachi 544. "The Court highlighted that a fair trial required access to a counsel (and access to free legal advice for deserving people) in a context where a large proportion of the country's population lived in rural areas, was illiterate, did not know their legal rights and/or was poor."
²¹⁹The crisis of Legal Aid in Pakistan. Yasser Latif Hamdani. Insaf Network Pakistan.
<http://inp.org.pk/sites/default/files/job%20description/%20Executive%20/The%20Crisis%20of%20Legal%20Aid%20in%20Pakistan.pdf>

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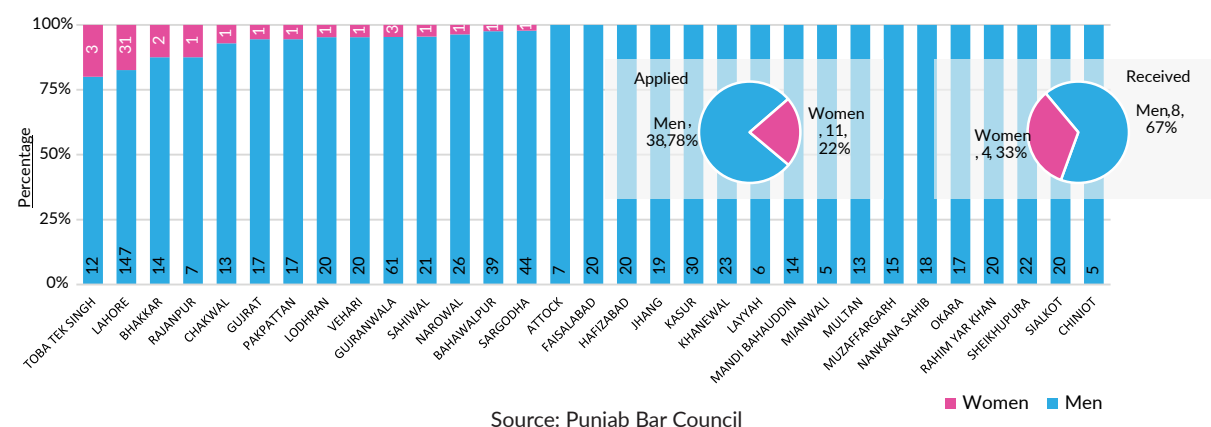
The total number of advocates registered with the Punjab Bar Council's Legal Aid Society is 774, out of which 49 advocates are females.²²⁰ A low GPI of 0.063 depicts significantly low parity in this area. Lahore has the highest number of advocates registered with the Legal Aid Society (148) with the highest number of female advocates as compared to other districts as well (31). Gujranwala has 64 advocates registered with the Legal Aid Society out of which only three are female. The rest of the districts have not more than two female advocates registered with the Legal Aid Society while some districts have none. Districts that do not have any advocates registered with the Legal Aid Society include Bahawalnagar, Dera Ghazi Khan, Khushab, Jhelum and Rawalpindi.

Figure 7.6 depicts the insufficiency of the Legal Aid Society in providing legal aid to the female population by comparing the number of advocates registered with the Legal Aid Society and the female population of the Punjab (2014-15). The comparison shows that in the current situation, one advocate is essentially available for thousands (and in some cases more than a hundred thousand) of females in each district.

It is pertinent to mention here that even though there are 774 advocates registered with the Legal Aid Society, legal aid was provided to only a handful number of people in 2014-15. There are several reasons for this non-functional role of the Legal Aid Society. Firstly, women in need of free legal representation are generally unaware of any initiative taken to provide them with the same. Secondly, women often have difficulties accessing courts/offices of advocates and lastly, as evidenced by the number of people who received legal aid in 2014-15, current advocates registered with the Legal Aid Society are not very motivated to provide pro bono services to people.²²¹

In 2014-15, only 49 people applied for legal aid through the Legal Aid Society. Of these 49 people, 11 were women and six of them were from Lahore. Based on the 49 applications submitted to the Legal Aid Society, only 12 people actually received legal aid out of which eight were men and four were women; two each from Lahore and Faisalabad.

Advocates Registered with the Legal Aid Society of Punjab Bar Council & Legal Aid Applications Received and Granted by the Legal Aid Society 2014-15



Source: Punjab Bar Council

Figure 7.7: Advocates Registered With & Legal Aid Applications Received & Approved by the Legal Aid Society

7.5.1.6 Trainings for Gender Sensitivity

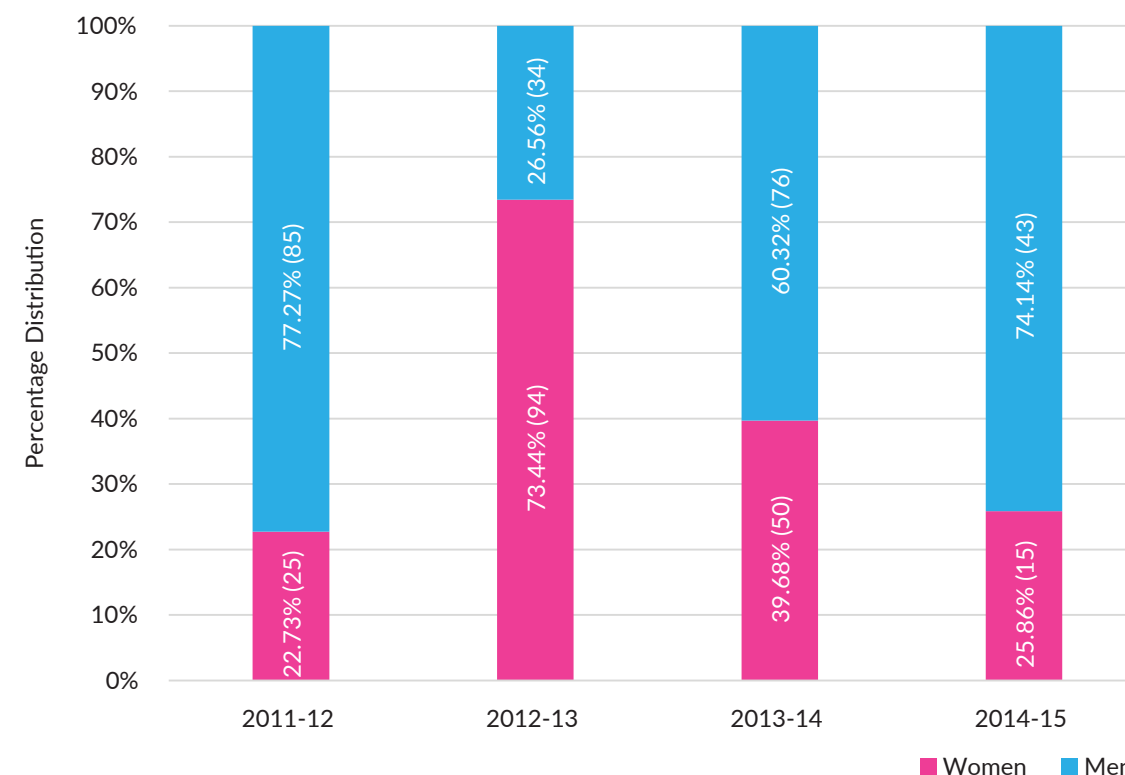
Judges

It is very important for equitable promulgation of legal and judicial system to train judges on gender issues. The Punjab Judicial Academy has been imparting such trainings with an interval of two or three times a year since 2012 and 422 judges have, until now, attended these trainings. The impact of such trainings needs to be analyzed by researchers and training providers.

Figure 7.8 provides the number and percentage of male and female judges who attended gender sensitivity trainings in the past four years. Of the 422 judges that have attended these trainings, 184 (approximately 44%) are female judges.

²²⁰Ibid at 30
²²¹Ibid at 18

Judges Trained on Gender Sensitivity in the Punjab (2012-15)



Source: Punjab Judicial Academy

Figure 7.8: Judges Who Attended Gender Sensitivity Trainings in the Punjab (2012-15)

Public Prosecutors

There are 1,023 prosecutors in the Public Prosecution Department²²² out of which 96 (less than 10%) prosecutors are females.²²³ The GPI (0.093) is very low in this case. The Punjab Prosecution Department does not have any training on gender sensitivity for its prosecutors.

7.5.2 Punjab Prisons

7.5.2.1 Women Prisoners

There are 37 prisons in Punjab with some districts like Lahore, Faisalabad, Bahawalpur and Multan having more than one prison while some districts have none. Districts that do not have any prisons include Nankana, Chiniot, Lodhran, Narowal, Hafizabad, Khanewal and Khushab. Out of the 37 prisons in the Punjab, there is only one prison specifically established for female prisoners which is located in Multan.

The number of female prisoners in the Punjab constitutes a small percentage of the total prisoner population. As of December 31, 2015, there were 939 female prisoners (less than 2%) as compared to 48,086 male prisoners across Punjab.²²⁴ Though small in number, women prisoners, a majority of whom are illiterate, are susceptible to the risks of sexual assault and/or physical abuse, severe healthcare issues, as well as extreme societal responses.²²⁵

²²²The Public Prosecution Department was established in 2005 with the aim of having an independent prosecution service in the Punjab. The Punjab Criminal Prosecution Service Act, 2006 regulates the constitution, functions and powers of the Punjab Criminal Prosecution Service and of the prosecutors who prosecute criminal cases on behalf of the government

²²³Data received from the Public Prosecution Department, Government of the Punjab

²²⁴Data received from the Office of Inspector General Prisons, Punjab

²²⁵Women prisoners: A case study of Central Jail, Kot Lakhpat, Lahore. Khalid Manzoor Butt. South Asian Studies. Vol. 29. No. 1. January to July 2014.

Figure 7.9 provides details of male and female prisoners in the Punjab; with specific numbers on convicted, under trial and condemned prisoners. A large percentage (64%) of prisoners (in case of both men and women) is those who are under trial. This indicates that delays in the judicial process result in under trial prisoners remaining in prisons for extended periods of time.

Prisoners in Punjab as of December 31, 2015

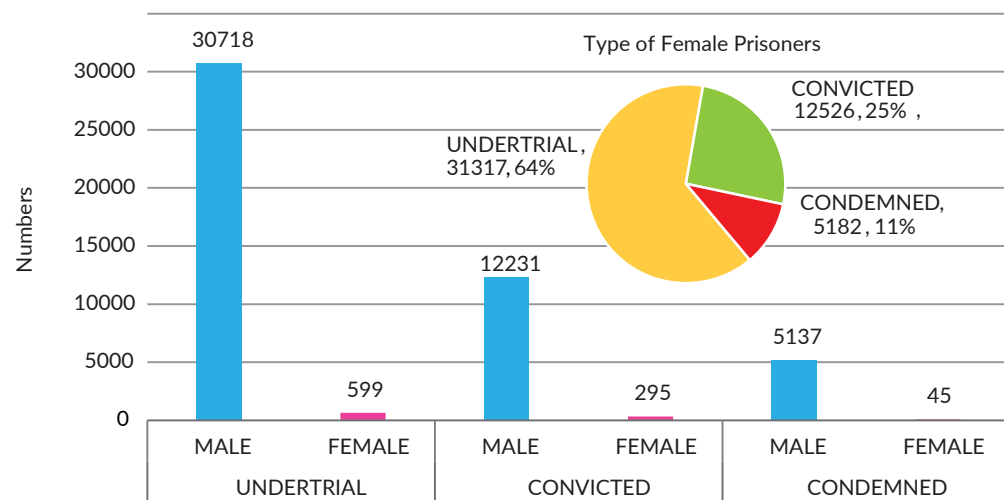


Figure 7.9: Prisoners in Punjab as of December 31, 2015

7.5.2.2 Facilities in Punjab Prisons

One of the major causes of concern for female prisoners is that during imprisonment, they are either separated from their children or are forced to bring them into prisons as well. As of December 31 2015, 128 female prisoners (almost 14%) had children with them. The total number of children accompanying their mothers is 156.²²⁶ The highest number of female prisoners with children is in Central Jail Rawalpindi (25), Women's Jail Multan (17) and Central Jail Lahore (13). Both female prisoners and their children are vulnerable to physical abuse and to sufferings due to lack of proper facilities within these prisons.²²⁷ Figure 7.10 depicts the number of female prisoners with children in different prisons in all districts of Punjab.

Female Prisoners with Children in Punjab Prisons as of December 31, 2015

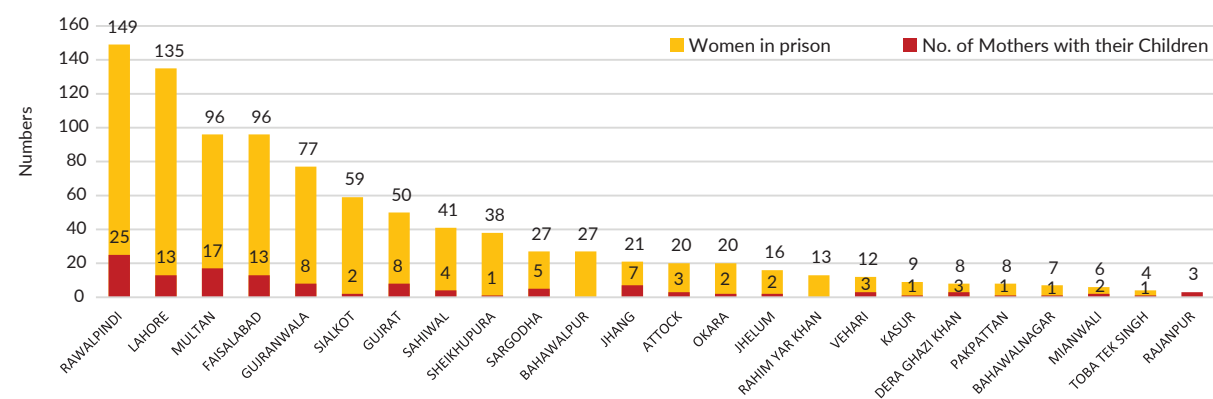


Figure 7.10: Female Prisoners with Children in Punjab Prisons

²²⁶ Ibid at 208
²²⁷ Ibid at 225

Figure 7.11 shows the number of female prisoners in Punjab disaggregated according to the type of prisoner. It shows that 62% of the female prisoners with children are under trial prisoners, 34% are convicted prisoners and 4% are condemned prisoners.

Convicted, Condemned and Under Trial Female Prisoners with Children as of December 31, 2015

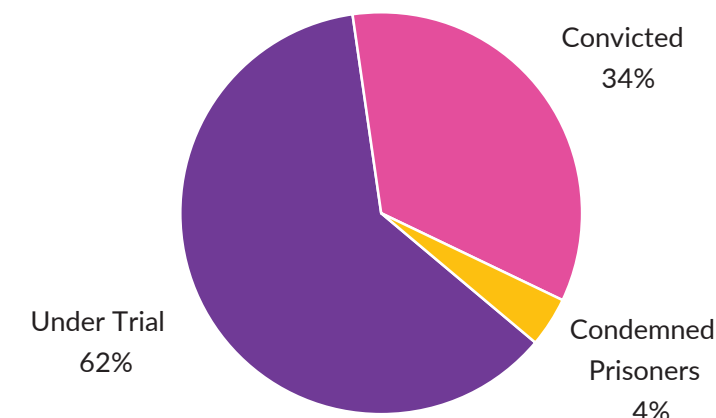


Figure 7.11 Convicted, Condemned and Under-Trial Female Prisoners with Children

7.5.2.3 Skills Training/Literacy

There exists no formal system of training/literacy programs in the prisons and no specific posts have been created through which qualified personnel could provide skills to female prisoners. But there is some kind of sporadic system of imparting education and trainings by the prison officials based on personal initiatives. In some prisons, provisions for literacy and skills training for female prisoners are completely absent. In prisons where facilities or initiatives do exist, the quality of instruction and learning is quite inadequate. Since 2012, there have been a total of 347 skills trainings in Punjab prisons out of which 55 were specifically for female prisoners.²²⁸ Out of these, 290 such trainings (of which 25 were specifically for females) have, however, been held in one prison alone: Central Jail, Sahiwal. There are a few other prisons that have also held a small number of trainings: 23 in District Jail Multan and five in Central Jail Rawalpindi for example.

Central Jail Rawalpindi, District Jail Faisalabad, Central Jail Mianwali, Central Jail Sahiwal and District Jail Sargodha. Through these referrals, 25 female prisoners in Central Jail Lahore, 21 in District Jail Faisalabad, 15 in Central Jail Minawali, and 195 females in Central Jail Rawalpindi have received legal aid since 2012. The Women's Jail in Multan has no such referrals program in place.

Figure 7.12 provides an overview on the types of facilities available in prisons in Punjab and the number of female prisoners who have availed such facilities.²²⁹

4 skills trainings have been held in women's jail, Multan since 2012.

²²⁸ Ibid at 208
²²⁹ Ibid at 208

Facilities Available to Women Prisoners in Punjab Prisons as of December 31, 2015



Source: Office of Inspector General Prisons, Punjab

Figure 7.12: Facilities Available to Women Prisoners in Punjab Prisons

7.6 Key Findings

♀ The total number of female judges in Punjab is significantly lower than male judges. Out of 1,714 judges in the lower judiciary, only 260 (approximately 15%) are females.²³⁰

♀ There are 55 judges in the Lahore High Court and only 3 (less than 6%) are females. Disparity in the lower and higher judiciary is significant with a GPI of 0.1486.

♀ The total number of advocates registered with the Punjab Bar Council is 70,032, of which only 8,393 (approximately 12%) are female with a GPI of 0.1198.

♀ Only 2,082 (24%) female advocates registered with the Punjab Bar Council are licensed to appear before the High Court.

♀ There are 1,023 prosecutors in the Punjab Prosecution Department and only 96 (less than 10%) of them are women. These numbers depict substantial disparity with a GPI of 0.093.

♀ The Punjab Prosecution Department does not have gender sensitivity trainings for prosecutors.

♀ The Punjab Judicial Academy holds two to three gender sensitivity trainings for judges each year. However, the number of judges who have attended these trainings is not very high (422 since 2012).

♀ Women's access to justice is impeded by prejudices existing within the judicial system. Women lack of

awareness about legal rights as well as access to justice service providers.

♀ Legal Aid being provided by the Legal Aid Society of the Punjab Bar Council is insufficient to meet the current needs. In 2014-15, 49 people applied for legal aid through the Legal Aid Society and only 12 received it, four of which were women.

♀ There are 709 police stations in Punjab. Lahore, Faisalabad and Rawalpindi have one female police station each.²³¹ The remaining 33 districts do not have female police stations. However, 660 (93%) police stations have established female help desks by now.

♀ The number of female prisoners in Punjab is a small percentage of the total prisoner population. As of December 31, 2015, there were 49,025 prisoners of which 939 were female.

♀ Of the 939 female prisoners, 599 (64%) were under trial, 295 (31%) were convicted and 45 (5%) were condemned.²³²

♀ There is no formal system for imparting skills, trainings and literacy/education programs in prisons and no official posts have been created for the same. A number of prisons do, however, provide these on a sporadic basis as a result of initiatives taken by individual prison officials.

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7.7 Conclusion

Eliminating discrimination and ensuring that women enjoy the rights and protections provided to them by a country's legal system are extremely essential in order to achieve gender equality. Achieving gender equality, however, requires a comprehensive understanding of the types of discrimination faced by women in the enjoyment of their legal rights in the local context.²³³ The principle of access to justice is embedded in the phenomenon of Rule of Law and the existence of both is crucial for achieving gender equality. Access to justice requires accessible and efficient judicial systems as well as the empowerment of women so that they can claim their rights and redress their grievances through the justice system.²³⁴ While it is essential to have a legal framework that affirms the equality of gender, this alone is not enough to guarantee women's rights and access to justice. Adequate participation of women and the existence of women in decision-making positions in the judiciary, the Public Prosecution Department and the Police Department are essential to reduce the barriers to justice faced by women.²³⁵

Due to the low number of females within them, prison systems have historically been developed keeping in mind the needs of the majority male prison population.²³⁶ While women constitute a small proportion of prisoners, the incarceration process has a huge impact not only on their own lives but also on the lives of their families. Women are generally more vulnerable in prisons and in greater danger of suffering from violence and abuse. Separation from their families, especially their children, has an extremely harmful impact on their mental well-being and they generally need more psycho-social support than male prisoners.²³⁷ They are often illiterate, unaware of their rights and need assistance in accessing legal representation. Special policies aimed specifically to provide assistance to female prisoners are, therefore, an important aspect of guaranteeing legal rights to women and ensuring the removal of discrimination to achieve gender equality.

Laws and policies – as both are objects and drivers of reform – have been one of the major factors among others that influence a country's prevailing practices regarding gender equality. In order to become an active participant in the transformation of gender roles and relationships, the main goal of reform efforts should be to create spaces wherein all the relevant stakeholders could be part of the decision making process. Though increased access to justice or better enforcement of law is equally important, but the women should be able to discuss and define what justice is. To achieve it, the efforts should mostly be made not only to change the “forms” through which laws and institutions work, but also to redesign the “function” of such institutions in order to create desirable spaces through which only a legal system that is required can develop.

²³³Women's rights are human rights. United Nations Human Rights Office of the High Commissioner. New York and Geneva. 2014

²³⁴Ibid at 12

²³⁵Women and the Rule of Law: A view from the Americas. Roberta S. Jacobson. 2014

²³⁶Females behind bars: Situation and needs assessment in female prisons and barracks. UNODC 2011

²³⁷Ibid

²³⁰ Numbers do not include judicial officers working on ex cadre

²³¹Police stations staffed with female police officers

²³²A condemned prisoner is a prisoner who has been sentenced to death by a court of law



08 VIOLENCE AGAINST WOMEN

8.1 Introduction

The social differences between men and women, embedded in traditional beliefs of a society, may result in complex power structures where women, in general, are at a disadvantageous position, which further accentuates and reinforces gender inequalities. These inequalities often increase the risk of acts of violence by men against women and these acts are generally termed as "gender based violence."²³⁸ In 1993, the UN Declaration on the Elimination of Violence Against Women offered the first official definition of the term "Gender-based Violence" as given in the box.²³⁹

The term gender-based violence is also interchangeably used with the term violence against women" because of the prevalent power structure in almost all countries of the world. It is defined as any public or private act of gender-based violence that results in, or is likely to result in physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty. Hence, it includes all types of violence whether perpetrated by men, society or the state such as physical, sexual and psychological harm. It takes many forms: violence by a family member, sexual harassment and abuse by authority figures, trafficking for prostitution, child marriages, dowry-related violence, honor killings, sexual violence committed by soldiers during wars and so on.²⁴⁰ The consequences of such violence range from physical injuries and unwanted pregnancies to sexually transmitted infections (including HIV), emotional problems such as anxiety and depression and in extreme cases, death.²⁴¹

Every government in Pakistan has made efforts to stop and minimize the acts of violence against women through various means such as administrative actions and policy initiatives. Promoting gender equality has been a critical part of violence prevention as enunciated in all policy documents of the government. The results of these efforts are rarely subject to any kind of scientific evaluation. Therefore, this thematic area has been selected with an aim to document and analyze the cases of violence against women in Punjab and the types of crimes being committed at the district

level. It also provides details on social services institutions being run by the Government to provide support and relief to victims of violence. The information provided and the analysis contained within this section will help policy makers identify the most critical areas that need their attention not only for the protection of victims but also for the prevention of violence against women.

Gender-based Violence

“Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivations of liberty, whether occurring in public or in private life.”

8.2 Literature Review

While the number of incidents of violence against women may vary by region, it is one of the most widespread crimes against humanity and Pakistan is no exception. Women and girls are subjected to physical, sexual, economic and psychological abuses, both within and outside their homes, though the degree of violence and the frequency may vary significantly.²⁴² For government and policy makers, in order to prevent violence against women and to provide necessary support to victims, it is imperative to understand not only what constitutes violence but also its different manifestations.

²³⁸ Promoting Gender equality to end violence against women, WHO, 2009

²³⁹ United Nations General Assembly A/RES/48/104 20th December 1993. (<http://www.un.org/documents/ga/res/48/a48r104.htm>, accessed 5 February 2009)

²⁴⁰ Ibid

²⁴¹ Violence against women. Fact sheet No. 239. Geneva, World Health Organization, 2008. (<http://www.who.int/mediacentre/factsheets/fs239/en/print.html>, accessed 5 February 2009)

²⁴² Researching Violence against women: A practical guide for researchers and activists. Ellsberg M, Heise L. 2005

Women's vulnerability to violence begins even before birth (sex selective abortions) and continues through childhood, adolescence, and reproductive ages and even beyond (Figure 8.1).²⁴³ Understanding the different forms of violence that women face is important, not only for prevention but also to determine necessary remedial measures to be provided to the survivors.

According to the Declaration on the 'Elimination of Violence Against Women', violence against women is a manifestation of historically unequal power relations between men and women, which have led to domination over and discrimination against women by men and to the prevention of the full advancement of women, and that violence against women is one of the crucial social mechanisms by which women are forced into subordination position compared with men."

Types of Violence against Women and Girls by Life Cycle Stages



Source: Adapted from Ellsberg M. and Heise L. 2005:10

Figure 8.1: Types of Violence Against Women and Girls by Life Cycle Stages

Article 2 of the Declaration provides that violence against women includes but is not limited to

- ♀ Gender-based violence
- ♀ Rape, marital rape and incest
- ♀ murder and assault including dowry-related violence and honor killings
- ♀ Forced marriages
- ♀ Female genital mutilation
- ♀ Human trafficking including cross-border prostitution rings and bride kidnappings
- ♀ War crimes including rape as a weapon of war

Victims of violence often suffer not only psychological trauma, but also sexual and reproductive health consequences which include unwanted pregnancies, unsafe abortions, fistula, sexually transmitted infections, and in the most extreme cases, even death.²⁴⁴ Perpetrators of violence against women are most often their intimate partners.²⁴⁵

There is an indirect relationship between gender equality and violence (both physical and sexual). This means that the greater the gender equality in a country, the lower the rates of violence against women and vice versa.²⁴⁶ Figure 8.2 describes this relationship; the countries with greater equality between men and women tend to have lower rates of violence against women.²⁴⁷ For the purposes of this analysis, equality has been taken as proxy of life expectancy; sex ratio at birth; adult literacy; primary, secondary and tertiary education enrollment rates; participation in the formal labor force; estimated earned income; wage equality; shares of seats in legislative, ministerial and senior political positions; and shares in management and technical positions and violence has been taken as 'Physical and/or Sexual Intimate Partner Violence'.²⁴⁸

The low social and economic status of women can be both a cause and a consequence of this violence.²⁴⁹ This also means that the social services, provided by the government, cast direct bearing on the protection of women against the violence and the rehabilitation thereof.

²⁴³ Source: Adapted from Ellsberg M. and Heise L. 2005:10)

²⁴⁴ United Nations Population Fund, UNFPA, Gender Based Violence <http://www.unfpa.org/gender-based-violence>

²⁴⁵ UNICEF (2014). Hidden in Plain Sight: A Statistical Analysis of Violence against Children, p. 167

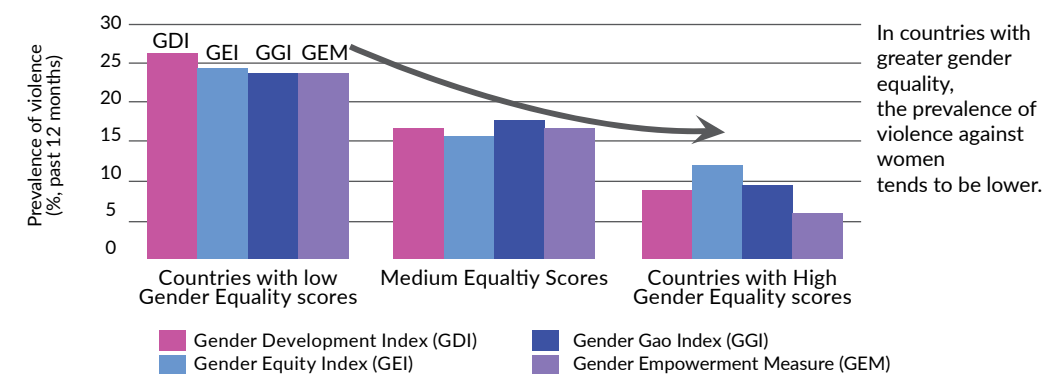
²⁴⁶ Ibid at 15

²⁴⁷ Source: UNIFEM, 2010

²⁴⁸ Ibid at 15

²⁴⁹ Chapter 6. Violence against women, Worlds Women Report 2010

Physical and/or Sexual Intimate Partner Violence & Measures of Gender Equality (56 countries)



Source: UNIFEM, 2010

Figure 8.2: Relationship between Gender Inequality and Violence Against Women

8.3 Organization of Analysis

On the basis of the review of the existing literature, violence against women has been divided into two main categories for the purposes of this report and relevant data has been collected for each of these categories from concerned government departments. These categories are listed below.

- ♀ Crimes against women²⁵⁰
- ♀ Government run social service institutions²⁵¹

Data collected against both categories has been analyzed to portray a comprehensive picture of the prevalence of violence against women in Punjab. The analysis is divided into four sections; the first of which provides an overview of violence against women in Pakistan. Section 2 gives a detailed picture of the prevalence of violence against women in the Punjab. Section 3 continues to present the current situation and analysis at the district level. This analysis is based on reported cases for different types of crimes of violence against women and the outcomes of those cases. Section 4 provides information regarding social service institutions being run by the Government to facilitate and provide shelter to the victims of violence.

8.4 Violence Against Women in Pakistan

The data, discussed in the preceding chapters, provides enough evidence to show the patriarchal structure of society in Pakistan. The inequalities between men and women are quite pronounced in almost every sphere of

activity and are also manifested in acts of violence by men against women. According to crime statistics compiled by relevant police departments of all provinces and reports published by organisations like the Human Rights Commission of Pakistan, violence continues to occur at staggeringly high rates. These reports indicate that violence against women, often in extreme forms, is widespread.²⁵² Each year, a large number of women are murdered, raped, beaten and burnt. The list does not end here. Tens of women are killed in the name of honor while many more have their faces and bodies mutilated because of acid throwing. In addition to physical and sexual violence, many are victims of psychological abuse as well which mostly goes unreported.

The prevalence of violence against women has led to the establishment of various support mechanisms including shelters and government helplines in each province. As already discussed, the National Commission on the Status of Women is a statutory body established in 2000, mandated to, among other things, examine and review policies and laws affecting the status of women and monitor the institutions and mechanisms established for the redressal of grievances.²⁵³

The Pakistan Penal Code, 1860 defines and provides punishments for various forms of violence against women. These include murder (Sections 299 and 302), assault (Sections 354 and 354A), rape (Section 375), criminal detention or intimidation of women (Sections 496A and 506), and insulting a women's modesty/modesty/harassment (Section 509).²⁵⁴

²⁵⁰Data collected from the office of the Inspector General of Police, Punjab

²⁵¹Data collected from the Social Welfare Department, Government of Punjab

²⁵²Intimate partner violence. Understanding and addressing violence against women. World Health Organization 2012

²⁵³National Commission on the Status of Women Act, 2012

²⁵⁴Pakistan Penal Code (Act XLV of 1860)

In the past few decades, members of Parliament have made efforts to introduce pro-women legislation and amended existing laws accordingly. Many such laws, like the Protection against Harassment of Women at the Workplace Act, 2010 and the Acid Control and Crime Prevention Act, 2011 have come into force in recent years. Details of laws relating to violence against women will be discussed in later chapters of the report. With the introduction of these new laws, a decrease in the cases of violence against women is expected. However, the situation has not improved and incidents of violence are on the rise.

8.5 Violence Against Women in Punjab

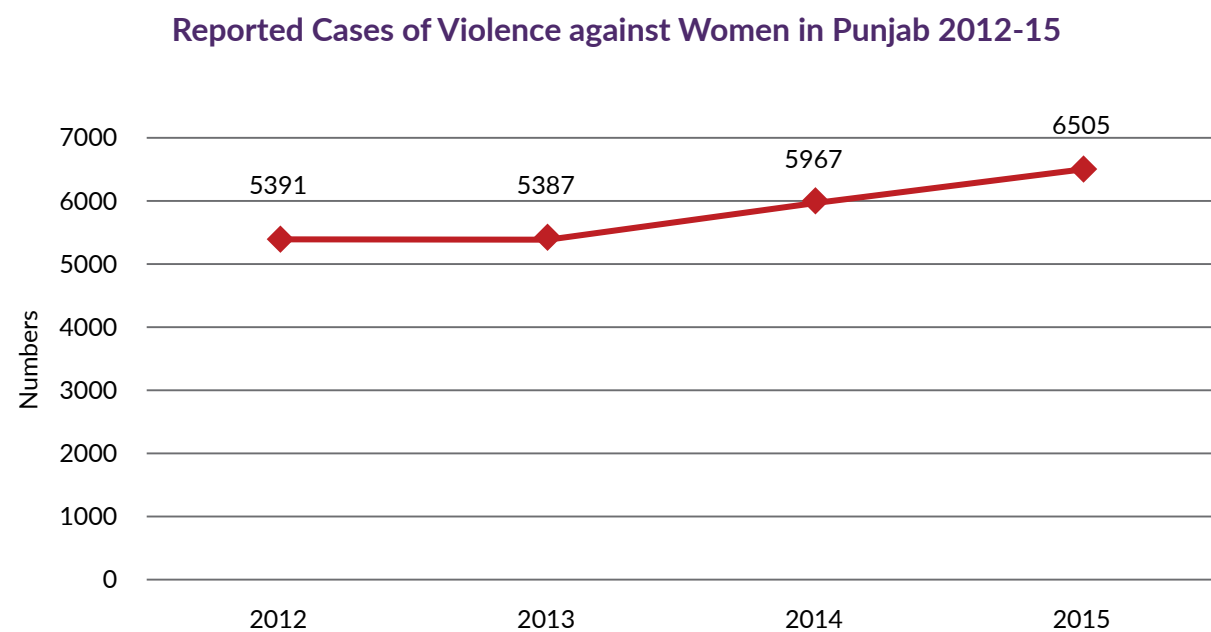
Violence against women in Punjab ranges from murder, rape, beatings, acid attacks, honor killings and stove burnings to harassment at the workplace.²⁵⁵ Data shows that the number of incidents of violence in the Punjab is high and the conviction rate for such crimes is appallingly low. With the aim of reducing violence against women in the province, new legislation titled “the Punjab Protection of Women against Violence” has

been promulgated on May 25, 2015. As a result, it can be safely said that the legal framework is now available both at the provincial and national levels. What is currently required at the moment is the proper implementation of these laws.

8.5.1 Reported Cases

The data of the last four years (2012-15) reveals that the number of reported cases of violence against women in the Punjab is on the rise with the year 2015 being the year with the highest number reported cases (6505). Figure 8.3 shows the number of reported cases in the Punjab for four years.

As reflected in Figure 8.3, there has been a 20% increase in the number of cases of violence against women from the year 2012 to 2015. Unfortunately, this increase in reported incidents of violence is accompanied by a decrease in the conviction rate; which has gone down from 7% in 2012 to 1% in 2015. Figure 8.4 provides a comparison of the number of reported cases with the number of convictions as well as acquittals in the past four years.

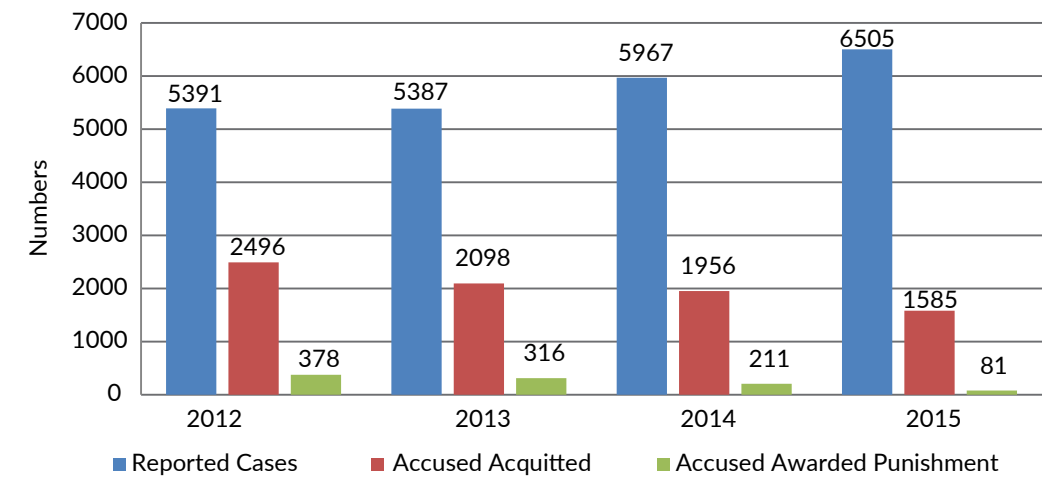


Source: Office of Inspector General Police, Punjab

Figure 8.3: Reported Cases of Violence against Women in Punjab 2012-15

²⁵⁵Categories of violence against women used in this report have been taken as categorized by the Office of the Inspector General Police, Punjab. Definitions of these categories (crimes) are provided as Annexure V of this report.

Comparison between Reported Cases and Convictions/Acquittals in Punjab 2012-15



Source: Office of Inspector General Police, Punjab

Figure 8.4: Comparison between Reported Cases and Convictions/Acquittals in Violence against Women in Punjab (2012-15)

132 133

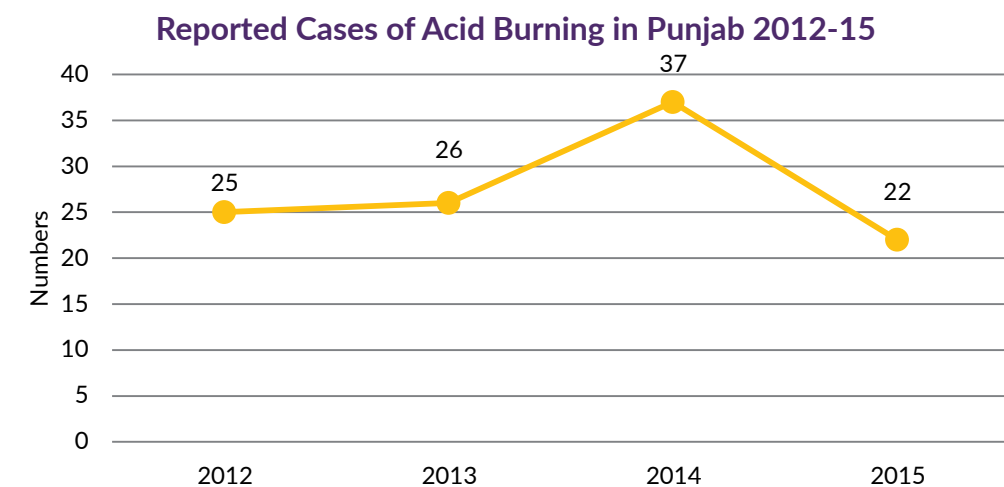
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8.5.1.1 Types of Crimes

Year wise analysis of reported cases of violence against women from 2012 to 2015 demonstrates nature of violence. This data also portrays a gloomy picture as the most heinous crimes such as rape, murder and beating having the highest numbers respectively. In 2015, the highest number of reported cases is that of rape²⁵⁶ followed by murder and beating with each having 2702, 666 and 588 reported incidents respectively. A large number of honor killings (173) were also reported in addition to 22 reported

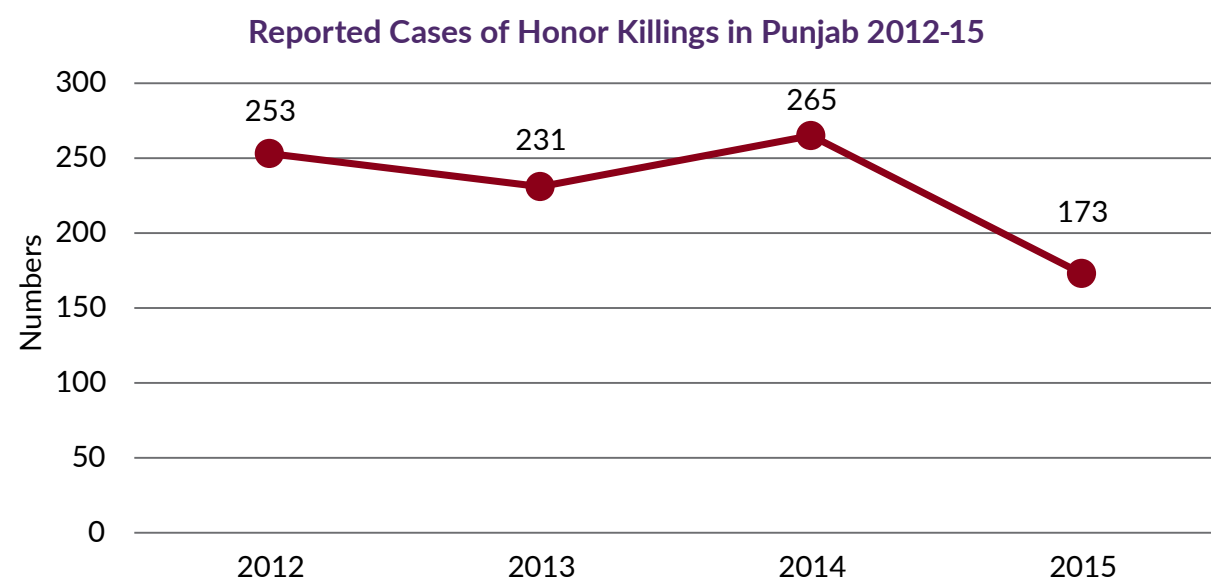
incidents of acid throwing in 2015. It must be noted that the number of reported incidents of acid throwing has decreased from 37 in 2014 to 22 in 2015. The situation is similar for reported cases of honor killings where the number has decreased from 265 in 2014 to 173 in 2015. Though the decrease in reported cases for both these violent crimes is encouraging, the numbers are still significantly high. Figure 8.5 and 8.6 depicts trends in reported cases of acid burning and honor killings in the last four years.



Source: Office of Inspector General Police, Punjab

Figure 8.5: Reported Cases of Acid Burning in Punjab (2012-15)

²⁵⁶Numbers on reported cases of rape include gang rape and custodial rape



Source: Office of Inspector General Police, Punjab

Figure 8.6: Reported Cases of Honor Killings in Punjab (2012-15)

Table 8.1 gives the number of reported cases of each type of crime committed in the past four years.

Table 8.1: Reported Cases of Specific Crimes of Violence against Women 2012-15

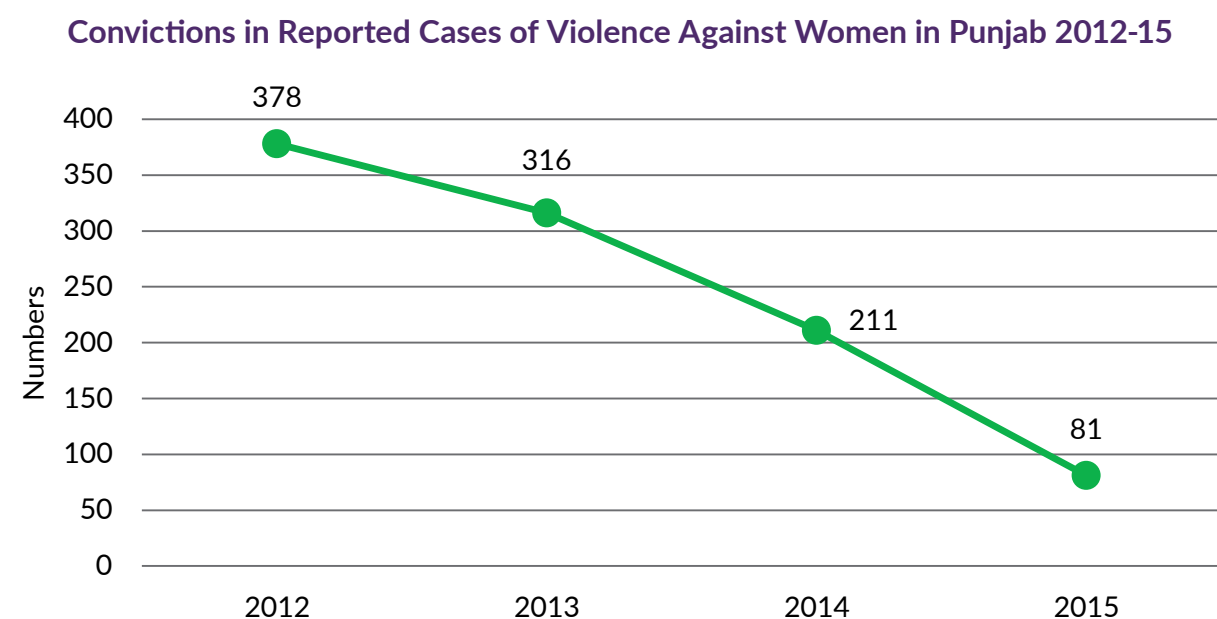
TYPE OF CRIME	2012	2013	2014	2015
Rape	2,295	2,427	2,669	2,509
Murder	998	1,035	1,099	666
Beating	814	816	788	588
Gang Rape	160	136	232	192
Honor Killing	253	231	265	173
Acid Burning	25	26	37	22
Incest	5	3	4	9
Stove Burning	-	5	2	3
Custodial Rape	-	-	-	1
Vini	1	2	4	1
Physical	290	233	305	-
Psychological	-	-	1	-
Sexual Harassment	24	40	27	-
Any Other	526	433	534	2,341

Source: Office of Inspector General Police, Punjab

8.5.1.2 Reported Crimes and their Outcomes

In order to reduce violence against women, it is extremely important to punish the perpetrators of these acts. Though a large number of people are accused in such crimes in the Punjab every year, few are punished. In 2015, 1,585 people were acquitted and only 81 were punished for committing acts of violence against women. This means that the

conviction rate for cases of violence against women in 2015 was only 1%. This also means that a large number of victims of violence never get justice and the perpetrators are never punished. Figure 8.7 illustrates the steadily decreasing trend of number of accused being convicted for crimes against women over the past 4 years.



Source: Office of Inspector General Police, Punjab

Figure 8.7: Convictions in Reported Cases of Violence against Women in Punjab (2012-15)

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8.6 District Level Analysis of Violence Against Women

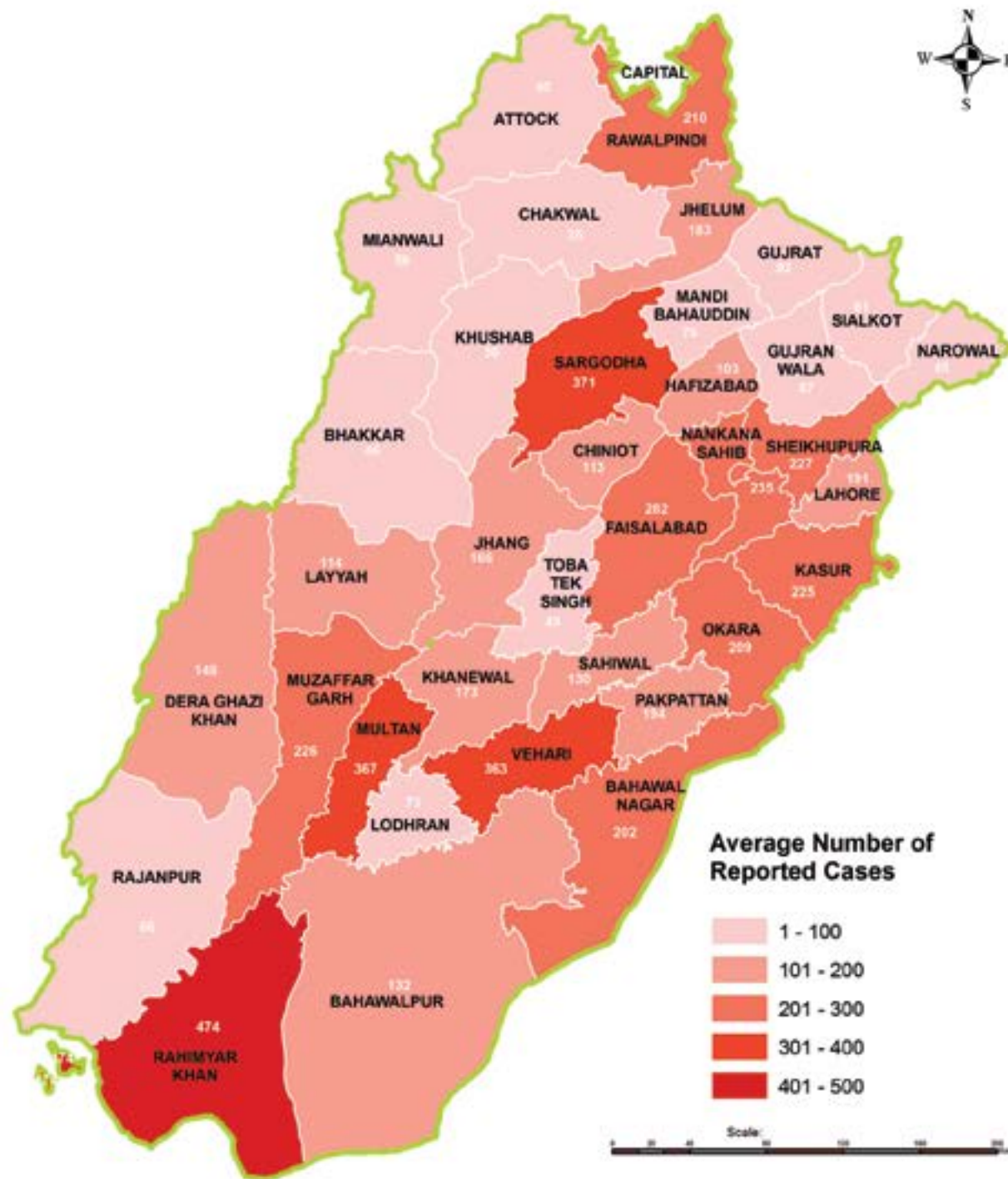
In the past four years, the highest average of reported incidents in percentile terms, related to violence against women, were witnessed in the districts of Rahim Yar Khan, Vehari, Sargodha and Multan. Districts with the lowest average for the past four years were Chakwal, Khushab, Attock and Bhakkar. With respect to total numbers, highest number of cases was also reported in Rahim Yar Khan and Vehari while the lowest number of cases was reported in Bhakkar.²⁵⁷

women went un-punished and not even one accused was brought to justice. As far as Rahimyar Khan and Vehari are concerned, 33 and 17 accused were punished for committing acts of violence in 2015 respectively. There have been no convictions in districts like Multan (reported cases: 659), Lahore (reported cases: 508) and Sargodha (reported cases: 156). Figure 8.8 provides an average number of reported cases of violence against women in each district of Punjab for the past four years.

Analysis of the data pertaining to the year 2015 shows that in certain districts, all incidents of violence against

²⁵⁷Districts with lowest number of reported cases do not include the districts of Bahawalpur, Hafizabad, Mianwali and Nankana (which reported 0 cases of violence against women in 2015)

Average Number of Reported Cases of Violence against Women (2012-15)



Reported Cases include:

Acid Burning, Beating, Custodial Rape, Gang Rape, Honor Killing, Incest, Murder, Rape, Physical, Sexual Harrassment, Stove Burning, Wani and others

Source: Office of Inspector General Police, Punjab

Figure 8.8: Average Number of Reported Cases of Violence against Women in Punjab (2012-15)

136 137

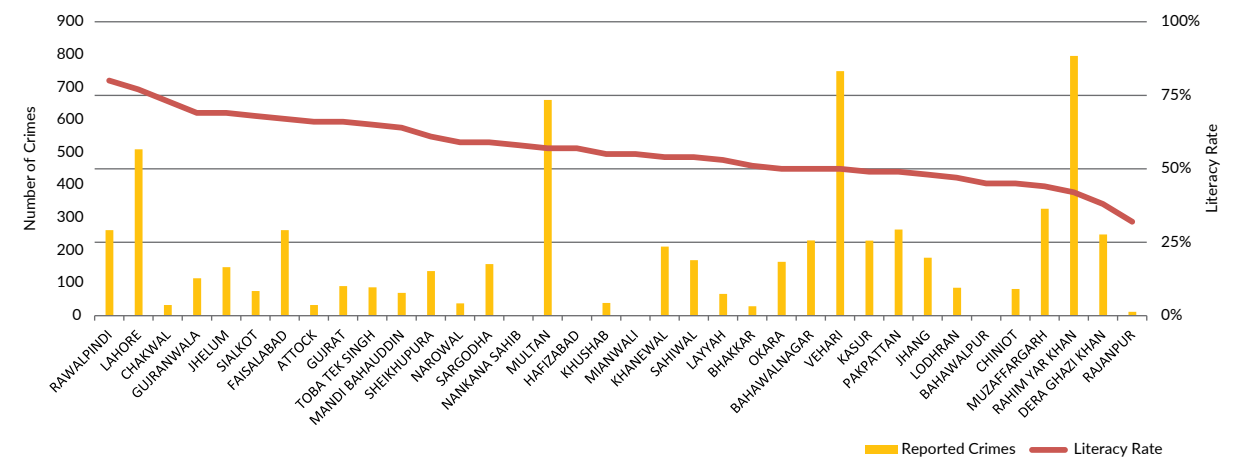
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The relationship between literacy levels and the number of Reported cases of violence against women has also been determined for each district for the year 2014 as shown in the Figure 8.9. There exists a positive relationship between the level of illiteracy and the incidence of violence against women in the districts of Punjab. Data shows that the districts having a Literacy Rate of 50% or lower exhibit higher number of reported cases of violence against women

as compared to districts with higher Literacy Rates. Similarly, districts like Chakwal, Khushab and Attock where the number of reported cases is comparatively less have relatively high literacy rates. There are, however, a few outliers in this comparison. For example, districts like Rawalpindi, Lahore and Multan have comparatively higher literacy rates but have a high reporting rate as well. This could be a result of their significantly larger populations.

Relationship between Literacy Rate and Reported Cases of Violence Against Women in Districts of Punjab 2014



Source: (1) Pakistan Bureau of Statistics (2) Office of Inspector General Police, Punjab

Figure 8.9: Relationship between Literacy Rate and Reported of Cases of Violence Against Women in Districts of Punjab (2014)

8.6.1 Types of Crimes

As mentioned earlier in the report, crimes of rape, murder and beating are most reported crimes in Punjab in terms of rate of incidence in the last four years. For instance;

♀ Lahore, Sargodha and Rawalpindi experienced the highest number of reported cases of murder in 2015 with 96, 62 and 52 cases reported respectively.²⁵⁸

♀ Faisalabad, Lahore and Rahimyar Khan had the highest number of reported cases of rape in 2015 with 213, 187 and 160 respectively.²⁵⁹

♀ Vehari, Kasur and Muzaffargarh had the highest number of reported cases of beating in 2015 with 87, 84 and 76 cases respectively.

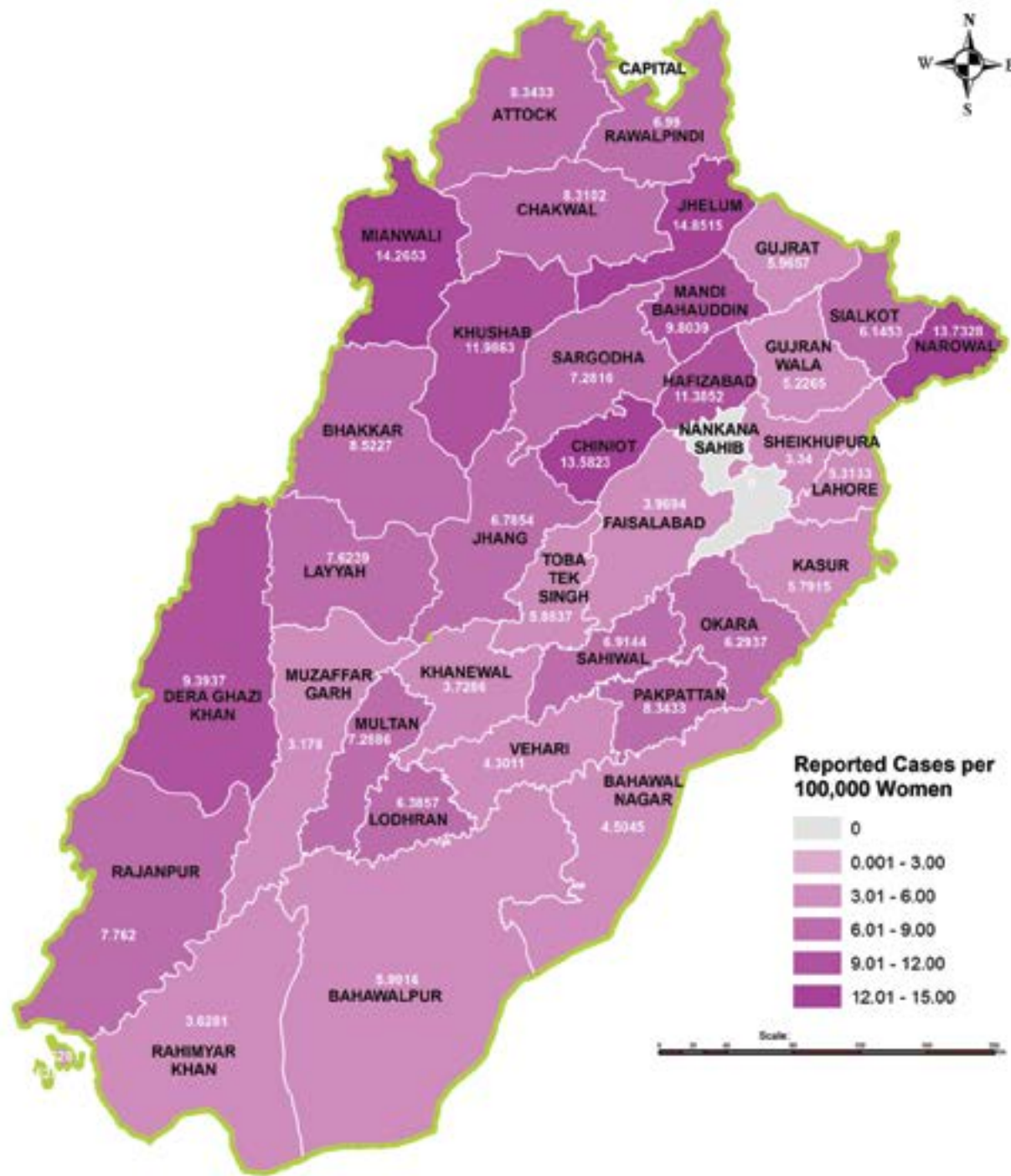
♀ The reported cases of honor killings decreased from 265 in 2014 to 173 in 2015 but the number remains quite high. The highest numbers of honor killings in 2015 were reported in Faisalabad, Sargodha and Chiniot with 41, 17 and 15 reported cases respectively.

♀ Reported cases of acid burning also decreased to 22 in 2015 with four cases reported in Bahawalnagar and three cases each in Chiniot and Muzaffargarh.

²⁵⁸ Numbers relating to murder include murder as a form of domestic violence as categorized by the Office of the Inspector General Police, Punjab

²⁵⁹ Numbers include reported cases of gang rape and custodial rape

Reported Cases of Violence against Women per 100,000 Women in each District of Punjab (2012-15)



Reported Cases include:
Acid Burning, Beating, Custodial Rape, Gang Rape, Honor Killing, Incest, Murder, Rape, Physical, Sexual Harrassment, Stove Burning, Wani and others

Source: Office of Inspector General Police, Punjab

Figure 8.10: Map Showing Average Number of Reported Cases of Violence against Women per 100,000 Women in each District of Punjab (2012-15)

In order to get a clearer picture of the prevalence of violence against women in different districts of Punjab, it seems very important to consider the proportionality of incidents of violence as compared to the female population of each district.²⁶⁰ Figure 8.10 shows the ratio of reported crimes against the female population of each district.

In light of data received from the 36 districts of Punjab, these districts have been ranked in Figure 8.11 in accordance with the severity of the situation in each part of the province.²⁶¹ As evident from the figure, Vehari, Pakpattan, Rahimyar Khan, Jhelum and Multan are the worst ranked districts in Punjab. This means that not only do these districts have a high number of reported cases (also compared to their female populations) but the number of convictions in these districts is also very low.

District Rankings Based on Data Relating to Violence against Women in Punjab 2012-15

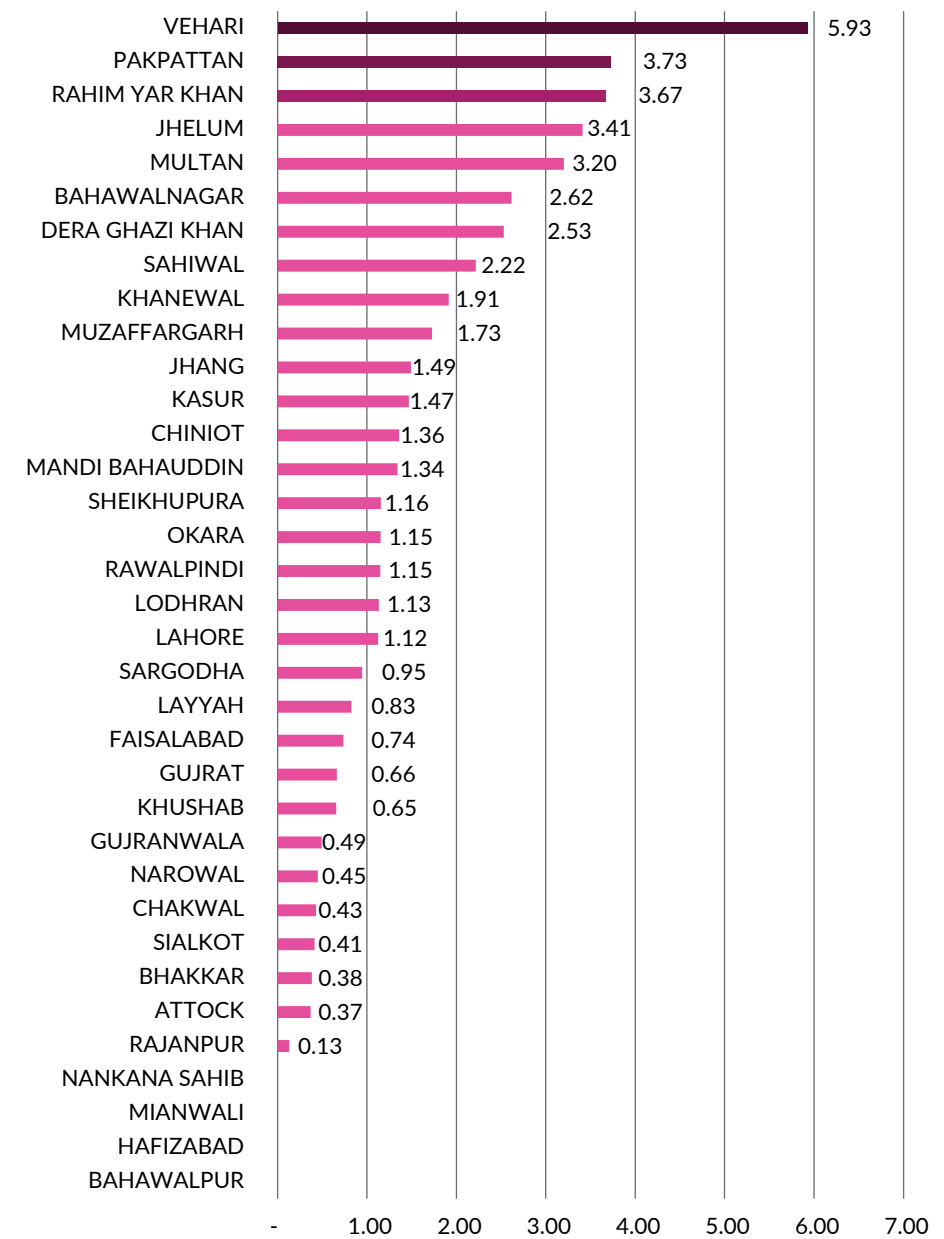


Figure 8.11: District Rankings Based on Data Relating to Violence against Women in Punjab 2012-15

²⁶⁰ It must be noted that only reported cases of violence against women are being used for the purposes of this analysis even though the number of actual cases may be much higher and results may be different

²⁶¹ For the purposes of this calculation, the number of reported cases of violence against women were normalised by the population of each district and weightage of +1 was awarded to number of convictions and -1 to number of acquittals

8.7 Government Initiatives and Social Service Institutions

In order to provide support to victims of gender-based violence or to further prevent the recurrence of these incidences, there are 196 government-run social service institutions in Punjab where women can take shelter/refuge. These institutions have been categorized as under:²⁶²

- (i) Shelter Homes (Darul Amans)
- (ii) District Industrial Homes (Sanatzars)
- (iii) Socio Economic & Rehabilitation Centres (SERCs)
- (iv) Medical Social Services Projects (MSSPs)
- (v) Community Development Projects (CDPs)
- (vi) Model Children Homes
- (vii) Nigheban
- (viii) Mother & Children Homes (Darul Falahs)
- (ix) Nasheman
- (x) Kashana
- (xi) Chaman
- (xii) Qasr-e-Behbood
- (xiii) Social Welfare Training Institutes
- (xiv) Gehwaras
- (xv) Half Way Homes
- (xvi) Old Age Homes (Aafiat)
- (xvii) Drug Rehabilitation Centres (DRCs)
- (xviii) Silai Markaz

The numbers and types of institutions may vary from district to district. Lahore and Rawalpindi have the highest (16) and second highest (12) number of institutions. It should be noted, however, that districts having a higher number of reported cases of violence against women do not correspondingly have more social service institutions. For instance, districts like Faisalabad and Muzaffargarh, where reported cases of violence against women are high have only six and four such institutions respectively.

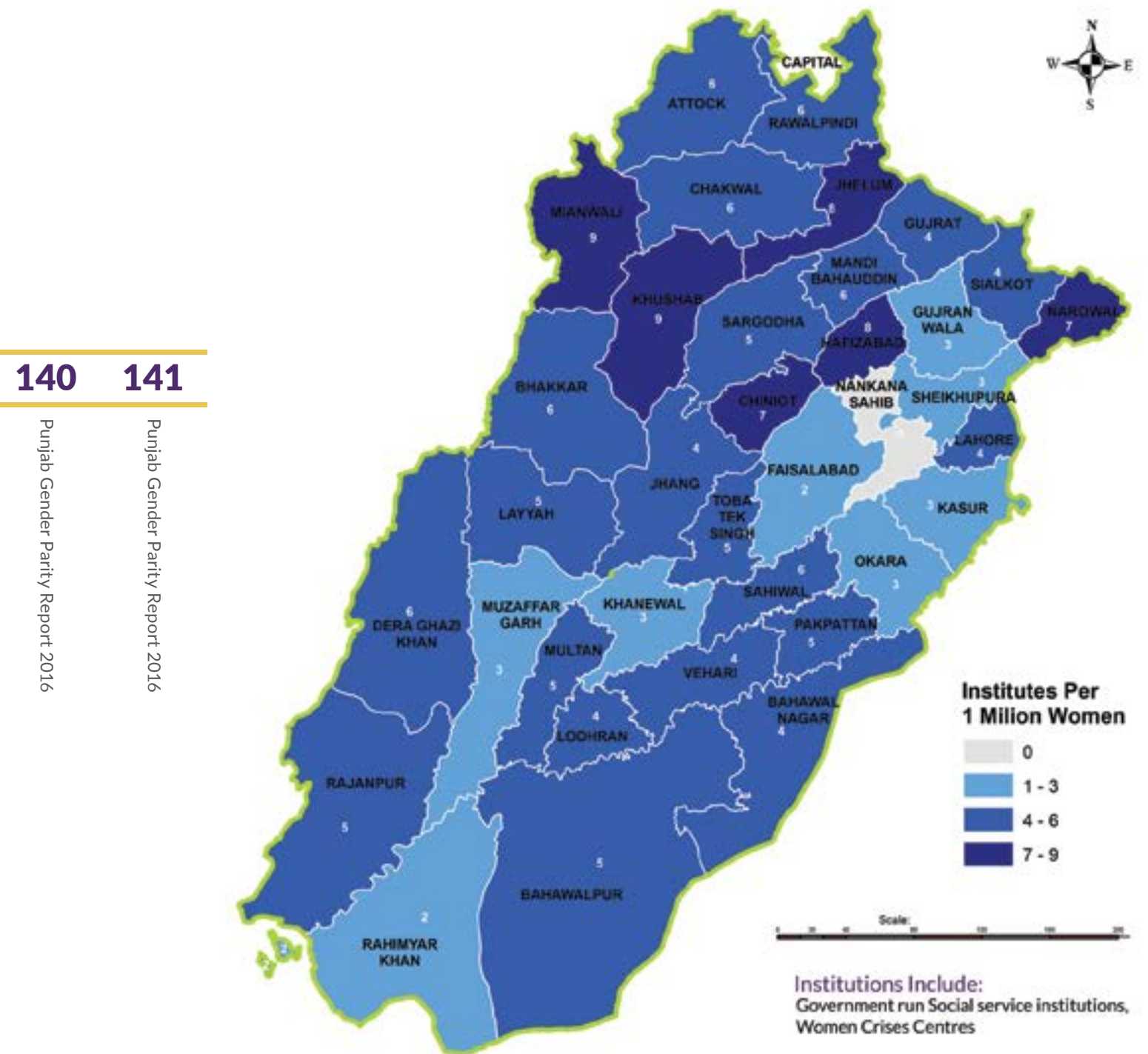
Currently, there are 17,074 women and girls residing in 195 government-run social service institutions in the Punjab.²⁶³ The number of women residing in such institutions varies in each district. In Lahore, there are 1,011 women residing in 16 institutions with Muzaffargarh's four institutions housing only 120 women. Vehari's four institutions are providing shelter to 370 women while Bahawalpur's eight have 713 women living in them. In districts like Vehari and Muzaffargarh where reported cases of violence are higher than other districts, more institutions providing shelter/refuge to victims of violence are required to be set up. In addition, existing institutions need to be capacitated to cater to the needs of women seeking refuge.

Figure 8.12 shows the number of social service institutions per one million of female population in each district. As reflected by the graph, there is a need for additional facilities for the current number is not enough to cater to the female population viz a viz large number of incidents of violence against women.

²⁶²Source: Social Welfare Department, Government of the Punjab

²⁶³ibid at 197

Government run Social Service Institutions per 1 Million Women (2014-15)



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Source: Social Welfare Department, Government of Punjab

Figure 8.12: Map Showing Number of Social Service Institutions per 1 Million Women in Punjab

8.8 Key Findings

♀ Data relating to reported crimes against women between 2012 and 2015 depicts an increasing trend of violence against women in Punjab. Numbers reflect a 20% increase since 2012 (from 5391 reported cases in 2012 to 6505 cases in 2015 against).

♀ On the other hand, there has been a steady decrease in the number of convictions in cases of violence against women from 2012. In 2015, only 81 (1%) accused were convicted as compared to 378 (7%) in 2012.

♀ Since 2012, Rahim Yar Khan, Sargodha, Multan and Vehari have, on average, witnessed the highest number of reported cases of violence against women.

♀ On average (from 2012), reported cases of violence against women were lowest in Chiniot, Chakwal, Khushab and Attock.

♀ In most cases, districts with a Literacy Rate of 50% or lower recorded a higher number of reported cases of violence as compared to districts with higher literacy rates.

♀ In 2015, the number of reported cases of honor killings (173) was quite high in Punjab.

♀ With over 17,000 women currently residing in social service institutions in Punjab, existing facilities are insufficient to meet the needs in each district.

8.9 Conclusion

There has been a steady increase in the number of incidents of violence against women in the province which has also prompted the government to improve the legal framework dealing with such incidents. The Government of the Punjab has accordingly passed the "Punjab Protection of Women against Violence Bill" which shows the determination of the government to prevent violations of legal rights of women and its goal to punish the perpetrators of violence. Despite this focus, however, violence against women is on the rise and punishment in such cases is very rare.

Major crimes against women include rape, murder, honor killings and acid burnings as reported in the past four years. Districts of Vehari, Pakpattan, Rahim Yar Khan, Jhelum and Multan have the highest number of reported cases of violence given their female population whereas the number of convictions is significantly low. On the other hand, Rajanpur, Attock, Bhakkar, Sialkot and Chakwal have comparatively less number of reported cases as compared to the female populations of these districts.

Significant reduction in the incidence of violence against women in Punjab may be possible by strengthening the criminal justice system where culprits cannot escape punishment. Nevertheless, the real problem lies in the social and psychological fabric of society where women are generally not considered equal to men. Promoting gender equality is an essential part of preventing violence against women; which is the real challenge for the government and this society. In this regard, it is very important to involve the whole society and introduce a range of school, community and media interventions aimed to promote non-violent relationships by addressing gender stereotypes that allow men more power and control over women. The selection of these interventions is also very important and to be deeply studied before implementation.

School programmes are well placed to prevent violence against women, since they have the potential to address gender norms and attitudes before they become deeply ingrained. Similarly, certain targeted community programmes, especially in the districts with high rate of incidence of violence, can also be useful. Community programmes with male peer groups show promise in changing attitudes towards traditional gender norms, as well as violent behavior, but they require more rigorous monitoring especially at the outcome level. Finally, media campaigns appear to be very effective at addressing attitudes towards women's rights that may influence violent behavior especially in our society where media plays a very active role. Further research is also needed to explore new ways to improve gender equality and reduce gender based violence. It is important, therefore, to engage both men and women and boys and girls in interventions that promote gender equality and prevent violence against women. Education also plays a very important role. As discussed above, there is a direct positive relationship between literacy and reduction in violence. So, in the long run, an educated and enlightened society is needed to address gender issues. But short term measures such as implementation and enforcement of specific laws are also required. For this purpose, it is very important to improve the monitoring mechanism at each level of enforcement.



09 SPECIAL INITIATIVES

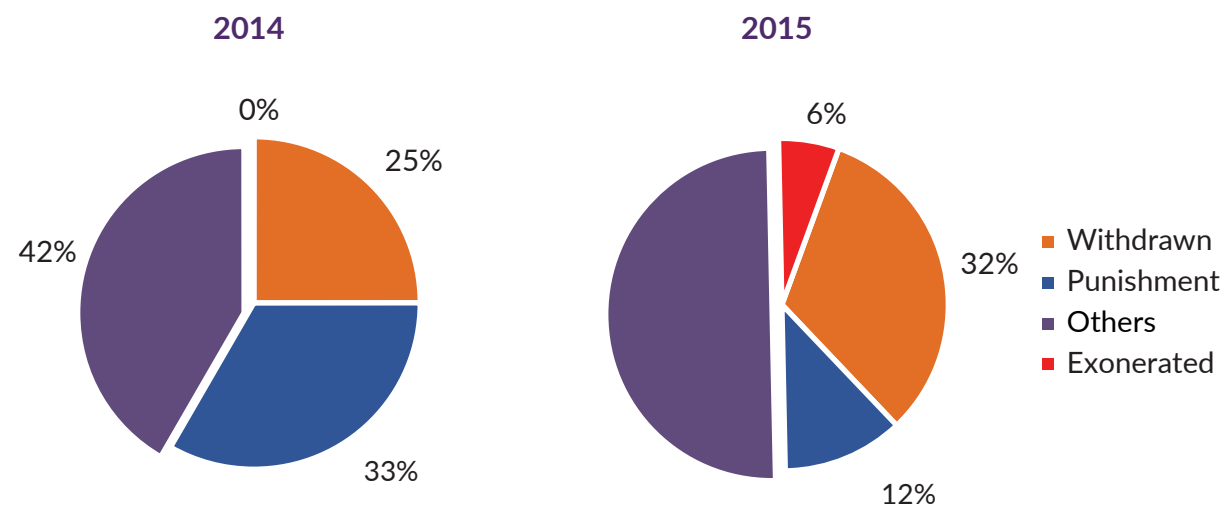
Gender inequality and disparities foster discrimination, social injustice, sub-optimal economic progress. The discussion on six thematic areas shows that Gender inequality manifests itself in all aspects of human life such as Health, Education, Law and Order, Governance, Representation, and civic and individual rights. In order to promote gender equality, it is essential that the government takes affirmative action's such as those specified in the Punjab Women Empowerment Package 2012 and Punjab Women Empowerment Initiatives 2014. Such initiatives aim to strengthen the social, economic and political position of women in Punjab. This section of the report provides implementation status of provisions contained both within the PWEP and PWEI as an effort to portray the real picture of the impact of these initiatives for the government, policy makers, implementation bodies etc.

9.1 Women's Rights

9.1.1 Legislation

9.1.1.1 Harassment at the Workplace

After the enactment of the Punjab Protection against Harassment of Women at the Workplace Act 2012, the office of the Ombudsperson was established in 2013. The office deals with complaints related to harassment at the workplace. In 2014, the office received 12 and in 2015, 34 complaints from various districts of the Punjab. Four accused were awarded punishments in both years. Punishments include censure, minor penalties of withholding annual increments and in a few cases, removal from office.²⁶⁴ Figure 9.1 represents the number of complaints received by the Office of the Ombudsperson in 2014 and 2015 and their outcomes.



Source: Office of the Ombudsperson, Punjab

Figure 9.1: Outcomes of Complaints of Harassment Received by the Office of the Ombudsperson, Punjab 2014 & 2015

²⁶⁴Source: Office of the Ombudsperson, Punjab

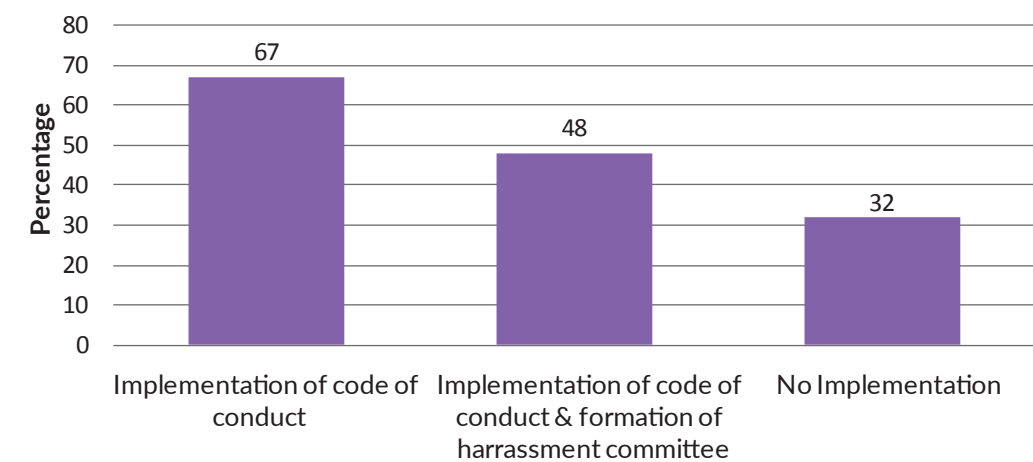
♀ Volunteer Campaigns

To raise awareness on the Punjab Protection against Harassment of Women at the Workplace Act 2012, and the office of the Ombudsperson, volunteer campaigns have so far been organised in eight districts of the Punjab.²⁶⁵ More campaigns targeting remaining districts of Punjab have been planned.

♀ Code of Conduct of Protection against Harassment of Women at the Workplace Act

PWEP is responsible for implementation of a Code of Conduct for Protection against Harassment of Women at the Workplace Act in all public offices. It also provides for the establishment of Harassment Committees in all offices. As of December 31, 2015, 71 departments provided information relating to the implementation status of the Code of conduct that includes 9 Provincial Departments, 48 Attached Departments, 13 Autonomous Bodies/Companies and 1 Special Department. According to the available data, 67% of the offices that responded had implemented the Code of Conduct in their departments. In addition, 48% had also formed Harassment Committees. Figure 10.2 provides the details of the implementation status within the offices that responded to request for information.

Implementation of Code of Conduct of Protection against Harassment of Women at the Workplace Act 2015



Source: Primary Data

Figure 9.2: Implementation of Code of Conduct and Formation of Harassment Committees 2015

9.1.1.2 Acid Throwing

Data, relating to this provision, was not available with the researchers at the time of compilation of this report.

Table 9.1 Data Relating to Acid Throwing

PROVISION	DESCRIPTION
Acid Throwing Provincial Board of Acid Burns Survivors	Under the PWEP, a Provincial Board of Acid Burns Survivors and Fund was to be established to provide support to victims of acid attacks. During this research, no information relating to this provision was obtained

²⁶⁵Eight districts include Dera Ghazi Khan, Layyah, Multan, Okara, Rajanpur, Rawalpindi, Sahiwal and Vehari

9.1.1.3 Inheritance Laws

As highlighted in the PWEF, existing laws and rules governing land administration do not adequately protect women's inheritance rights. For this purpose, Revenue Officers have been tasked with the responsibility of initiating proceedings of inheritance mutation upon the death of a landowner and completion of the proceedings in timely manner. Upon sanctioning of mutation, the Revenue Officer is required to commence partition proceedings immediately. The Punjab Land Revenue Rules, 1968 have been amended to include specific provisions relating to inheritance mutation and the punishment of Revenue Officers who, due to collusion or malafide intention, deprive a legal heir of his/her right in property/inheritance (hereinafter referred to as delinquent Revenue Officers).

9.1.1.4 Penal Action Against Delinquent Revenue Officers

PWEF provides for penal action against delinquent Revenue Officers. Eight such officers were punished by the Board of Revenue, Government of Punjab in 2015.²⁶⁶ It is to be noted that no complaints were filed against any Revenue Officer in 2015 and the punishments awarded were on the initiative of the Board of Revenue itself. Table 9.2 provides the number of delinquent Revenue Officers punished district wise in Punjab.

Table 9.2: Number of Delinquent Revenue Officers Awarded Punishments 2015

NO.	DISTRICT OF THE PUNJAB	NUMBER OF REVENUE OFFICERS PUNISHED
1	Attock	1
2	Dera Ghazi Khan	1
3	Jhang	1
4	Rajanpur	1
5	Rawalpindi	1
6	Sahiwal	1
7	Mianwali	2

9.1.1.5 Urban Immovable Property

As provided for in the PWEF, the Punjab Partition of Immovable Property Act, 2012 was enacted to ensure expeditious partition of immovable property and alleviate the suffering of joint owners (especially women) resulting from protracted litigation in urban areas. In 2015, an amendment was made to the Punjab Partition of Immovable Property Act, 2012 for speedy processing of such cases and elimination of discrimination against women in partition cases.

9.1.1.6 Stamp Duty

The PWEF provides that stamp duty shall be waived for partition made effective due to inheritance for both rural and urban properties. In this regard, data received from only 10 districts during the timeframe of project. Table 9.3. shows the data received from various districts regarding exemption from stamp duty on partition of inherited land.

Table 9.3: Data Relating to Stamp Duty

NO.	DISTRICTS	NO. OF CASES WHERE EXEMPTION WAS SOUGHT	NO. OF CASES WHERE EXEMPTION WAS GRANTED
1	Lahore ²⁶⁷	One case of partition dated 10-12-2012 ²⁶⁸	1
		One case of partition dated 22-02-2012 ²⁶⁹	1
2	Sahiwal	Nil	Nil
3	Bahawalnagar	Nil	Nil
4	Jhelum	Nil	Nil
5	Pakpattan	Nil	Nil
6	Okara	Nil	Nil
7	Hafizabad	Nil	Nil
8	Khanewal	Nil	Nil
9	Nankana Sahib	Nil	Nil
10	Sialkot	Nil	Nil

9.1.1.7 Proprietary Rights

Under a provision in the PWEF, a joint title was to be given to husbands and wives (50% share each) in the housing schemes below for purposes of poverty alleviation.

♀ Jinnah Abadi Scheme in rural areas of Punjab (approximately 90,000 households)

♀ Residents of Katchi Abadis (approximately 110,000 households)

♀ Regularisation of residential occupants of state land in Village Abadis (approximately 700,000 households)

Data could not be received on the Jinnah Abadi Scheme and on regularisation of residential occupants of state land in Village Abadis from the Board of Revenue at the time compilation of this report. The process of transfer of ownership in the Katchi Abadis entails the provisions mentioned above. Data provided by Directorate of Katchi Abadis shows a lag in implementation towards this initiative. To date, property rights have been fully granted to husband and wife (50% share for each) in Sargodha whereas in Chiniot, only 1679 out of 4631 have been transferred. The data from Bahawalpur and Khushab also shows that very few numbers of properties have been transferred to the people.

Table 9.4: Percentage of Property Rights Granted under Katchi Abadis 2015

DISTRICT	DWELLING UNITS	PROPERTY RIGHTS GRANTED	PERCENTAGE OF PROPERTY RIGHTS GRANTED
Sargodha	6589	6589	100%
Chiniot	4631	1679	36.25%
Khushab	3307	5	0.15%
Bahawalpur	18693	10	0.05%

²⁶⁷Source: Stamp Wing, Board of Revenue Department, Government of Punjab

²⁶⁸Stamp Duty: PKR 77400/-

²⁶⁹Stamp Duty: PKR 25000/-


²⁶⁶Source: Board of Revenue, Government of the Punjab

9.1.1.8 Right to Equal Remuneration

PWEP provided for an amendment in Wage Laws and Rules in accordance with the ILO Convention to ensure equal remuneration to men and women. According to the notification of the Law and Labour Department, this has not been implemented so far. However, the Punjab Fair Representation of Women Act, 2013 provides for 33% representation in all boards of statutory organizations, public sector companies and committees. Amendments in Punjab Fair Price Shops (Factories) Ordinance, 1971 and Punjab Maternity Benefits Ordinance, 1958 are also under consideration to ensure women's inclusion in decision-making.

Home Based Workers (Women and Trade Unions)

Amendments have been made in Punjab Industrial Relations Act, 2010 to ensure participation of women workers in the executive body of Trade Unions as per the proportion of their numerical strength in the work force of the concerned organisation. A similar amendment has been made in The Punjab Fair Price Shops (Factories) Ordinance, 1971, to ensure participation of women in Managing Committee (Fair Representation of Women Act) as per the proportion of their numerical strength in the work force of the concerned organisation.



Domestic Workers

Under the PWEP, there is a provision to set up a task force for the formulation of a Domestic Workers Policy and plan of action by the Labour and Human Resource Department.

This taskforce was established and existing laws reviewed to cater to effective promotion and protection of Domestic and Home Based Workers (HBW), particularly female domestic workers. A policy was formulated and approved by the Cabinet on December 17, 2015. A provincial council is to be established to monitor implementation.

9.2 Protection

9.2.1 Women Crisis Centres

There are 12 Women Crisis Centres that provide legal, psychological and basic health referral services to women in the Punjab in the following districts.

- | | | | |
|--------------|-------------------|-------------|----------------|
| 1 Bahawalpur | 2 Dera Ghazi Khan | 7 Multan | 8 Muzaffargarh |
| 3 Faisalabad | 4 Vehari | 9 Sialkot | 10 Khushab |
| 5 Sahiwal | 6 Lahore | 11 Mianwali | |



9.2.2 Government's Toll Free Helpline

The PWEP provided for the establishment of a Toll Free Helpline for women. This Helpline was to be established by the Social Welfare Department but was not set up till compilation of this report. The PWEP also provided for the establishment of a Helpline for women. As a result, a was established in 2014 by Women Development Department, Government of Punjab.

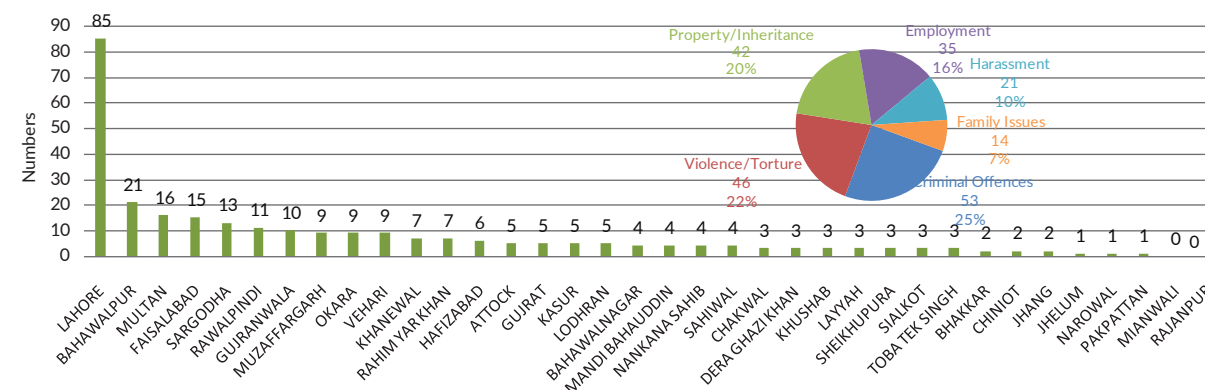


It is managed and supervised by PCSW and is now available from 8 am to 4 pm on all days except Sunday. The team comprises of women call agents, women legal advisors, supervisors and management staff to address inquiries and complaints on:

- 1 Workplace harassment
- 2 Gender discrimination
- 3 Property disputes and inheritance rights
- 4 Domestic violence
- 5 Hostels, day-care centres and other facilities for working women
- 6 Increased women's participation in government decision making bodies
- 7 Quota for women in public sector jobs
- 8 Skills development
- 9 Changes in employment policies
- 10 Various other economic and social issues²⁷⁰

Since its establishment in 2014, the Helpline has received 270 complaints, details of which has been provided in Figure 9.3.

Complaints Received on the Government's Toll Free Helpline 2014-15



Source: Punjab Commission on the Status of Women

Figure 9.3: Complaints Received on the Government's Toll Free Helpline

In addition to complaints received on the Helpline, PCSW also received twenty-eight online complaints. Of the total 239 complaints received, forty-five have so far been settled to the satisfaction of the complainants.

9.2.3 Female Help Desks at Police Stations

In order to create an enabling environment for women in police stations, the PWEP proposed that help desks be established in every police station of the Punjab. Only women police officers need to be posted at these Help Desks so that they can provide assistance to female complainants.

As of December 31, 2015, female help desks had been established at 660 (93%) police stations of the Punjab. Work is under progress to establish similar help desks at the remaining 49 police stations.

²⁷⁰ Source: Punjab Commission on the Status of Women

9.3 Women's Empowerment/Economic Empowerment

9.3.1 Public Sector Employment and Economic Empowerment

9.3.1.1 Female Quota in Public Sector Employment

For economic empowerment of females, it is essential that their role in public sector employment be enhanced. The PWEP mandated that the quota for women in public service employment including posts recruited through the Punjab Public Service Commission should be enhanced to 15%. Data collected from 63 public sector entities (5 Secretariat Departments, 43 Attached Departments and 15 Autonomous Companies²⁷¹) highlights that this provision is being met in only four (6.3%) of the entities that responded. These four offices include the Office of the Ombudsperson Punjab, the Special Education Department, the Administration of Zakat and Ushr Department, and the University of Veterinary and Animal Sciences.

9.3.1.2 Female Representatives in Selection and Recruitment Committees

The PWEP also provides provision for the presence of at least one female representative in all Selection and Recruitment Committees for regular and contractual employment. In this regard, total 177 Provincial departments, Attached departments and Autonomous bodies and 36 district offices (DCO, DOC, Health, Community Development, Finance & Planning, Education, Agriculture, Chamber of Commerce, Press Clubs and TMA) were requested to share their data. Total 83 Provincial departments, Attached departments and Autonomous bodies; and 44 district offices of 12 districts responded for this indicator. Table 9.5 provides information received by Government Departments that responded to data requests during the timeframe of this project.

Table 9.5: One Female Representative in Selection and Recruitment Committees

ONE FEMALE REPRESENTATIVE IN SELECTION AND RECRUITMENT COMMITTEES

Institutions that responded	Institutions that have committees	Institutions where condition is met in all committees	Institutions where condition is met in some but not all committees
83	32	21	4

Source: Primary Data Collection from all Departments of Government of Punjab 2015

Table 9.6: Number of Employees in Punjab Secretariat Personal Wing from Grades 1-16

NUMBER OF EMPLOYEES IN PUNJAB SECRETARIAT PERSONNEL WING FROM GRADE 1-16

2012-13			2013-14			2014-15		
Male	Female	Total	Male	Female	Total	Male	Female	Total
3423	106	3529	3553	125	3678	3423	145	3568
Percentage		3.0%			3.4%			4.1%

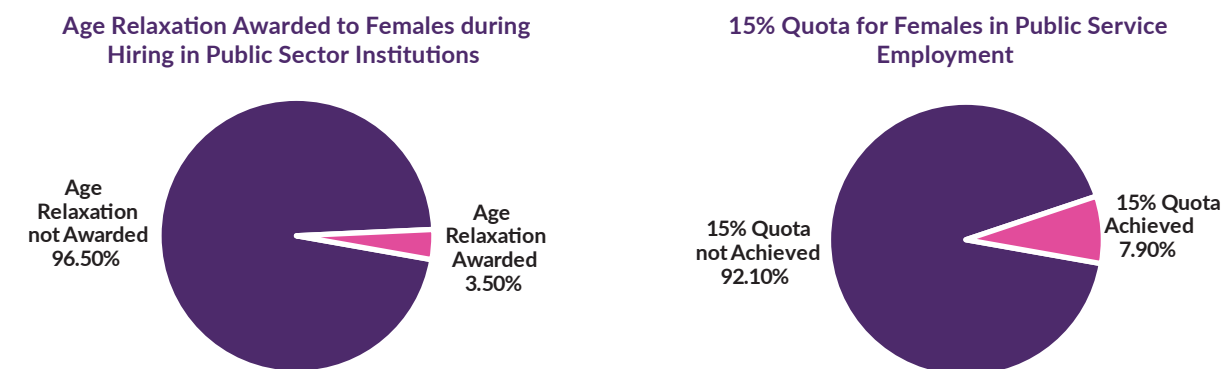
Source: Government of Punjab Services and General Administration Department 2015

Table 9.6 presents data received with respect to employees from grade 1 -16 in punjab secretariat departments. Since pwep was announced, there has been a 1.1% increase in female employment. Although the aim to maintain a 15% participation rate for females in public sector employment is far from reality, there is a steady, albeit slow, increase in female employment.

²⁷¹ Data from more public sector organizations was being received while this report was being compiled. Updated data will be available on the GMIS

9.3.1.3 Age Relaxation

PWEP provides for age relaxation up to three years to be allowed to female employees for fresh induction, over and above normal upper age ceiling including existing general relaxation. This aims at encouraging female employment in the public sector and enabling women to overcome challenges related to delays in seeking and taking up employment due to marriage, children or other responsibilities. Out of the responses obtained from 63 public sector entities, age relaxation was awarded to females in only 10% of the cases. Figure 9.4 shows that of 57 institutions that responded only 3.5% had awarded age relaxation to female candidates during the hiring process.



Source: Primary Data from Government Departments

Figure 9.4: Age Relaxation Awarded to Females and 15 % Quota for Females in Public Service

9.3.1.4 Maternity and Paternity Leaves

A major constraint in female employment is the insufficiency of maternity leave. To overcome this constraint, provisions in the PWEP provide that maternity leave shall not be less than 90 days and the condition, to avail 45 days before due date and 45 days after, has been abolished. To expedite this process, applications of maternity leave are to be approved as soon as the leave application is moved to the immediate superior and the concerned female is not required to provide a fitness certificate on joining after availing the leave. A week's paternity leave is also provisioned to male employees for two children.

Table 9.7 illustrates the number of maternity and paternity leaves availed in 2015 (based on responses received from 67 institutions). An almost equal number of institutions (40%) gave maternity and paternity leaves to their employees.

Table 9.7: Status of Maternity and Paternity Leaves

TOTAL INSTITUTIONS THAT RESPONDED	INSTITUTIONS THAT GAVE MATERNITY LEAVE	INSTITUTIONS THAT GAVE PATERNITY LEAVE
67	27	26

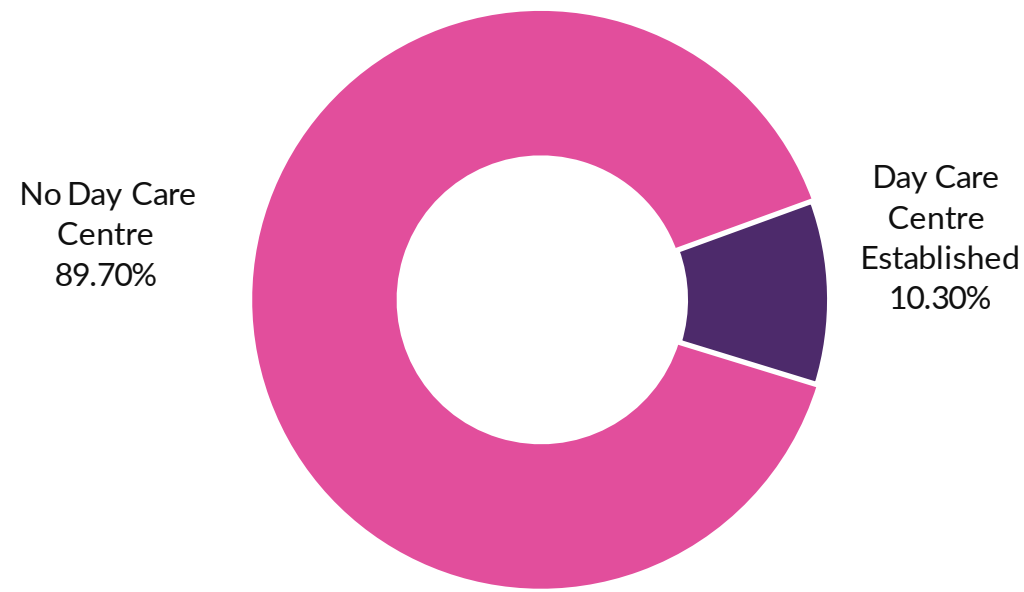
Source: Primary Data Collected from Government of Punjab Departments (2015)

9.3.1.5 Day Care Centres

To facilitate working mothers, PWEP provides for the establishment of the Punjab Day Care Fund and a flagship day care centre at the Civil Secretariat; both of which have been set up.

Figure 9.5 depicts responses received from 87 public sector entities showing that Day Care Centres have been established in 10.3% of the institutes that have more than five female employees.

Day Care Centres in Public Sector Institutes



Source: Primary Data from Government Departments

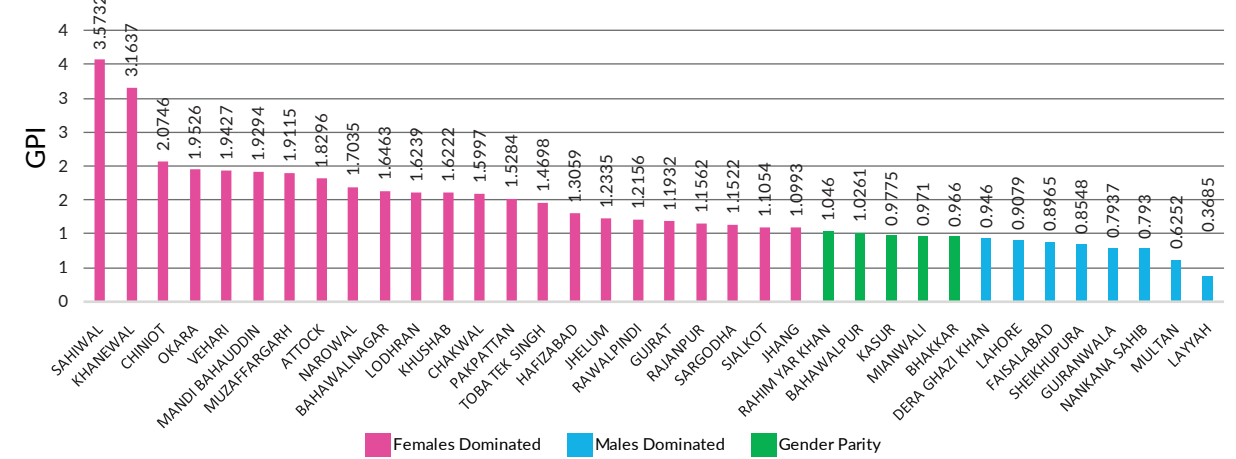
Figure 9.5: Day Care Centres in Public Sector Institutes

9.4 Women Entrepreneurship

9.4.1 Punjab Rozgar Scheme

The PWEP provides that the Government of Punjab, in collaboration with Akhuwat, will provide interest free loans to unemployed skilled persons under the Chief Minister's Khud Rozgar Scheme. To date, more than Rs. 16 billion have been disbursed through this scheme. As demonstrated in Figure 9.6, data received for 2015 shows that females were the major beneficiaries in the majority of the districts in Punjab where disbursements took place.

GPI for Beneficiaries of Chief Minister's Self-employment Scheme (CMSES) 2015



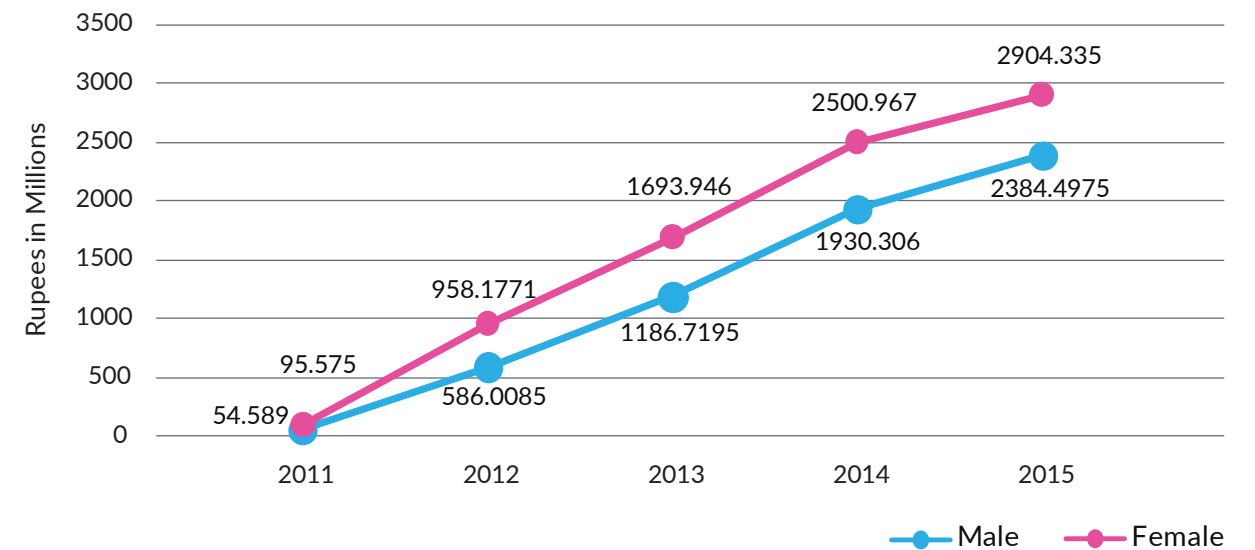
Source: Akhuwat

Figure 9.6: GPI for Beneficiaries of CM's Self-employment Scheme 2015

9.4.2 Interest Free Loans For Women

Figure 9.7 shows the value of the loans disbursed from 2011-2015 among the male and female population of the Punjab under the Chief Minister's Special Employment Scheme (CMSES). It demonstrates that women have consistently been given preference under this scheme.

Value of Loans Dispersed through Chief Minister's Self-employment Scheme (CMSES) 2011-15



Source: Akhuwat

Figure 9.7: Value of Loans Dispersed CMSES 2011-15

9.3.1.6 Day Care Workers Training

The Punjab Day Care Fund (PDCF) has been established as per a provision in PWEP with a mandate to provide funding to potential entrepreneurs interested in setting up Day Care Centres to facilitate women. A total of 65 applications for funding of Day Care Centres were approved out of which 55 have been given funding. Each Centre caters to at least 25 children. The PDCF has identified trainers for conducting trainings to skilled workforce for the Day Care Centres and these are scheduled to start in the beginning of 2016. These certified trained workers will then be employed by Day Care Centres established through future PDCF grants for standardisation of services.

9.3.1.7 Transfer/House Rent

Data under this provision was still awaited at the time of compilation of this report on this issue.

Table 9.8: Transfer/House Rent Provisions in the PWEP 2015

PROVISION	DESCRIPTION
Transfer	All women contractual employees to avail an additional chance of transfer to place of residence of spouse in case of marriage. Information on this provision not received during the timeframe of the project
House Rent	House rent of only one spouse to be deducted if government accommodation is allotted and both are government servants. Data on this provision not received during the timeframe of this project.

9.5 Skills Development

9.5.1 Punjab Skills Development Fund

As per provisions of PWEI, the Punjab Skills Development Fund (PSDF) initiated the 'Skills for Market Training Program' for rural women in Punjab. To date, more than 27,000 rural women have been trained in various districts in Punjab. The areas of training include agriculture, livestock, food processing, garments, textile and services. Table 9.9 provides the number of women trained by PSDF from 2011-15.

Table 9.9: Trainings Provided by PSDF to Rural Women

YEAR	2011-2012	2013-2014	2014-15
Number of women trained	2226	3739	20790

Source: Akhuwat

9.5.2 Technical Training of Workers' Wives

In order to create opportunities for workers' wives and provide them with skills for employment, three vocational training and display centres for girls were proposed under the "Workers Wives Vocational Program" in workers welfare schools. The following Workers Welfare Schools have been nominated as Vocational Training Institutes for Workers' Wives:

- 1 Workers Welfare High School (Girls), Nishtar, Colony, Lahore
- 2 Workers Welfare School (Girls), Multan

Short courses of six months each are given in the fields of beautician, tailoring and embroidery. A display centre has been established in Labour Colony, Defence Road, Lahore for displaying products/handicrafts made by workers' wives.²⁷²

9.5.3 Training of Domestic Workers

Table 9.10: Training of Domestic Workers

PROVISION	DESCRIPTION
Training of domestic workers	According to the PWEI, 10,000 domestic workers were to be trained in a comprehensive skills development program. The All Pakistan Women's Association (APWA) was mandated with this task. However, no data was received from APWA during the time frame of this project.

Source: Akhuwat

²⁷² Source: Punjab Workers Welfare Board

9.5.4 Veterinary Training of Women in Livestock and Poultry

Keeping in view the importance of women in agriculture and the need for extension services to enhance women's role in agriculture related roles, the PWEI provided for veterinary training of women in livestock and poultry at Tehsil Hospitals of the Livestock and Dairy Development Department. 119,707 rural women were trained in 33 districts across Punjab. These trainings constitute 30.7% of the total trainings provided to men and women by the Livestock and Dairy Department.

9.5.5 Vocational Trainings for Women in Minority Communities

PWEI places special emphasis on free of cost vocational trainings to women belonging to minority communities. TEVTA has provided training to 240 women from minority communities. There are also plans of TEVTA and the department for human rights & minority affairs to develop a follow-up mechanism aimed at encouraging them to participate in the trainings being organised by TEVTA.

9.6 Poverty Reduction

9.6.1 Exclusive Space in Existing Sunday and Ramadan Bazaars

The PWEI provides for exclusive spaces in existing Sunday and Ramadan bazaars where women can set up stalls. Notifications for implementation that were referred to during fieldwork include the following:

➤ Notification By LG&CD in February, 2014²⁷³ with Directions to the Tehsil/Town Municipal Officer;

➤ Notification by WDD in December, 2015²⁷⁴ for Status of Implementation of the Initiative.

A few of the Tehsil Municipal Authorities (TMAs) specified places for women as per the above notification. These included the TMAs in Attock and Multan. In Mandi Bahudin, Hafizabad and Sargodha, space was reserved but staff was not aware of the notification. However, women did not set up stalls in spite of the space reserved for them. As a result, some TMAs removed the reservation. The lack of implementation may be attributed to

➤ Lack of Follow up by Implementing Authority;

➤ Minimal Response or Interest by Women to Set Up Stalls; and

➤ Cultural or Market Demand and Supply Constraints.

Along similar lines, a notification was issued by LG&CD in January, 2016²⁷⁵ conveying directions to all TMAs in Lahore to provide space in Sunday Bazaars for home based workers working with home net Pakistan.²⁷⁶

²⁷³ Vide letter number SOR (LG&CD)42-1/2010 dated February 5, 2014

²⁷⁴ Vide letter No.SO (P) WDD: 1-128/2013(Vol-I) 1162 dated December 31st, 2015

²⁷⁵ Vide letter No.SO Estate (LG) 2-2/2010(P) dated January 22, 2016

²⁷⁶ Home Net Pakistan works with home based workers who will put up stalls of their products.

9.6.2 Establishment of Cottage Villages

The Labour Department was mandated to provide suitable space in Labour Colonies to establish cottage villages for women as a marketing and sale point of products such as handmade clothes, jewelry and handicrafts.

Currently, 28 Labour Colonies have been established. There are two ongoing projects; one in Multan and the second in Nankana Sahib. Future Projects include projects in Kasur and Taxila. List of the completed Labour Colonies²⁷⁷ as well as those that are under construction and being planned, is attached as Annexure VII.

Table 9.11: Status of Implementation of Provision of Exclusive Space for Females' Stalls in Existing Sunday and Ramadan Bazars 2015

DISTRICT	PERCENTAGE OF STALLS SPECIFIED FOR WOMEN	NUMBER OF STALLS SET BY WOMEN	NUMBER OF STALLS SET BY MEN	NOTIFICATION
Attock	10	3	29	Received
Multan	4%	2	98	Received
Hafizabad	30%	0	-	Not received
Sargodha	5%	0	-	Not received
Lodhran	10%	4	38	Not received
Mandi Bahuddin	33%	0	-	Not received
Layyah	0	0	-	WDD notification received
Dera Ghazi Khan	0	0	-	WDD notification received
Jehlum	0	0	-	WDD notification received
Remaining Districts	0	0	-	Not received

With regard to Cottage villages, at the time the report was compiled; 1 cottage village was planned to be developed in Nishter Colony, Multan.

Source: Minutes of Meeting of Punjab Women Empowerment Initiatives 2014 on 21st October 2015 under the chairpersonship of Minister for Women Development at the C.M. Secretariat

9.6.3 Distribution of Poultry and Cattle

The PWEI provides for distribution of poultry and cattle to women in rural Punjab. Under this project, 36,000 heifers (1000 in each district) and 72,000 sheep/goat (2000 in each district) were to be distributed to women as reported by the Livestock and Dairy Department, Government of Punjab. The total estimated cost of this four-year project is Rs. 2,160 million. To date, a total of 149,273 rural women have been distributed poultry and cattle across 36 districts in rural Punjab.

²⁷⁷ <http://www.pwwb.com.pk/Housing.htm>

9.7 Business Development

9.7.1 Canteens in Female Educational & Training Institutions

For the economic empowerment of women through business development, PWEI issued a notification for women to be contracted to run canteens in female education and training institutions (schools, colleges and universities). The notification effectively ensured that the bid for contracts be offered by women and once awarded be executed by them. The premise was that creation of such specific business opportunities for women would enable them to participate actively economic growth.

The school education department issued a notification in november 2014²⁷⁸ in lieu of this intervention. Detailed data with regard to the implementation of this initiative was still to be received at the time this report was being developed.

In higher education department, 214 of the 325 female colleges in the punjab have canteens. Currently, 145 (68%) of these canteens are being run by women in 34 districts of the punjab. The number of women running canteens is higher in larger cities like lahore and faisalabad. A smaller districts i.e. Bahawalpur, has such a high number i.e. 16. One possible reason is that the district has more strictly defined gender roles and boundaries due to which men are not allowed to enter the premises of female colleges. Gujranwala, on the other hand, has no women running canteens. The reasons for this trend need further research.

9.8 Employment

9.8.1 Delegation of Powers

The highest number of employees in the public sector belongs to the health, school and higher education departments. Prior to the announcement of the PWEI, district employees were required to travel to lahore to get leaves sanctioned. In light of time constraints and long distances, this was a cumbersome process especially for women. To facilitate the employees, it was proposed to delegate the power to sanction medical leave by the officers at the divisional level.

The school education department has issued a notification and has delegated leave sanction powers at the division level.²⁷⁹

²⁷⁸ Information received from the School Education Department

²⁷⁹ Ibid

²⁸⁰ Information received from the Higher Education Department

²⁸¹ Information received from the Health Department

The Higher Education Department has delegated powers to the divisional level as well. However, this excludes ex-Pakistan and study leave.²⁸⁰

The Health Department, however, still requires that employees, requesting leave for more than 89 days and above, should get approval from their respective provincial (secretariat) department. Maternity leave is authorized by EDO (health).²⁸¹

9.8.2 Affordable Residential Facilities Voucher Scheme

Under the Punjab Working Women Endowment Fund, the residential facilities voucher scheme is aimed at provision of vouchers to working women in order to enable them to afford residential facilities. These vouchers will be distributed in april 2016.

9.9 Decision Making

9.9.1 Inclusion of Women in Executive Bodies and as Office Bearers in Trade Unions

Data on the inclusion of women in executive bodies and as office bearers in trade unions could not be collected during the timeframe of this project.

Table 9.12: Inclusion of Women in Executive Bodies and as Office Bearers 2015

PROVISION	DESCRIPTION
Inclusion of women in executive bodies and as office bearers in Trade Unions	Inclusion of women in executive bodies and as office bearers in Trade Unions in the same proportion in which they are employed in the establishment means that at least one member in an executive body shall be female. For this purpose, the Punjab Industrial Relations Act, 2010 shall be amended. The Labour Department shall also consider further amendments in the Punjab Fair Price Shops (Factories) Ordinance, 1971 and Punjab Maternity Benefits Ordinance, 1958.

9.10 Education

9.10.1 Higher Education

The PWEI mandated that significant investments be made in higher education to encourage female enrollment. These investments include transport facilities for women colleges, establishment of Career Development Centres in all Public Sector Women Universities and counseling facilities in post-graduate colleges.

9.10.1.1 Career Counseling Facilities

The provision was to develop Counseling Centres in all public sector colleges across the Punjab. As per the information received in Higher Education Institutes they have been formed in only five districts in the Punjab, namely Dera Ghazi Khan, Gujranwala, Muzaffargarh, Sargodha and Layyah.

9.10.1.2 Hostel Facilities

The provision relating to hostel facilities in the PWEI was aimed at ensuring that hostel facilities would be made available in at least one District Degree College for women at District Headquarters. To date, hostel facilities are available in only ten districts, details of which are provided in Table 9.13.

Table 9.13: Provision of Hostel Facilities in District Government Degree Colleges for Women in Punjab 2015

DISTRICT	NUMBER OF HOSTEL FACILITIES
Bhakkar	1
Faisalabad	3
Gujranwala	1
Jhang	1
Khushab	1
Lahore	4
Mianwali	1
Nankana Sahib	1
Sahiwal	1
Sargodha	1

9.10.1.3 Transport Facilities

In order to enhance female accessibility to colleges and universities, funds are to be directed to provide transport facilities for girls in all women; intermediate, degree and postgraduate public sector colleges that do not have adequate services in this regard. Figure 9.8 demonstrates the number of buses available for female colleges in various districts of Punjab.²⁸⁴

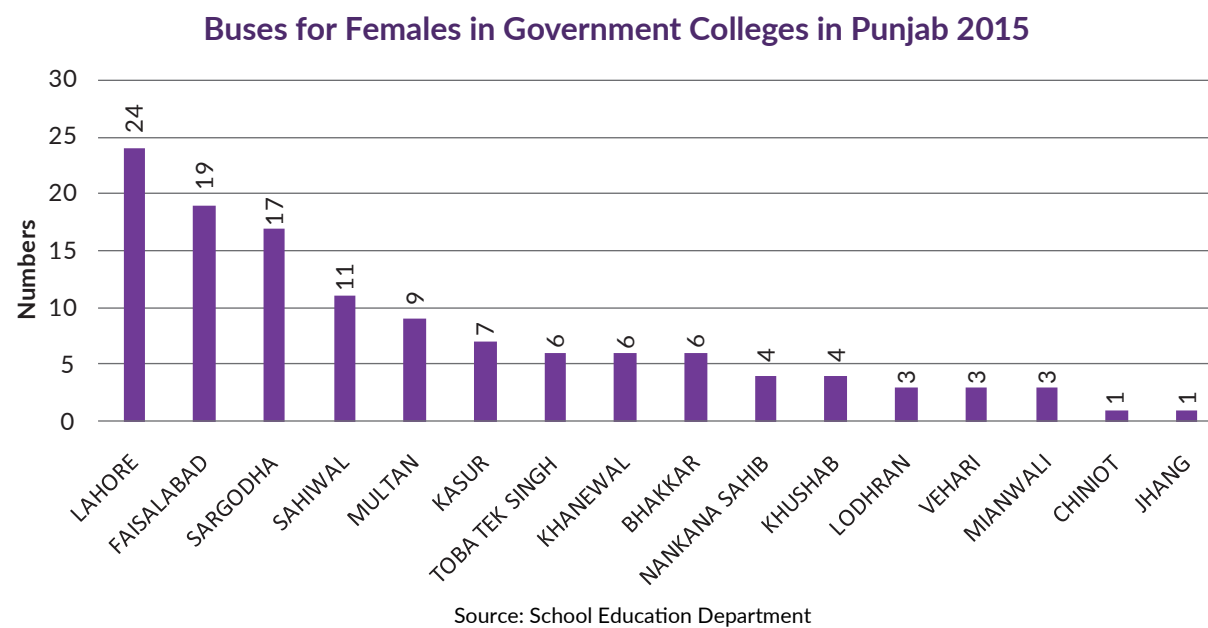


Figure 9.8: Number of Buses in Each District

²⁸⁴ It is to be noted that five districts did not share disaggregated data

9.10.2 School Education

To enhance enrollment rates in school education, various provisions were made under the PWEI. These include provision of missing and other facilities as well as the up-gradation of primary, middle, secondary and high schools.

9.10.2.1 Provision of Toilet and Boundary Walls in Girl Schools

The PWEI contains a provision that all female schools will be provided with toilets and boundary walls, and 80 to 90% of schools now have both facilities.²⁸⁵ Table 9.14 provides information on the PWEI provisions for which data was not received during the timeframe of this project.

Table 9.14: Data not Accessible or Awaited at the Time of Compilation of PGPR 2015

Provision	Description
Missing Facilities	60% of PESRP funds to be reserved for provision of missing facilities for female schools in ADP 2012-2013
Jobs	At least 70% jobs earmarked for women in primary education
Schools Up gradation	Government of Punjab shall allocate funds for up-gradation of girls elementary, middle, secondary and high schools

9.10.3 Punjab Educational Endowment Fund

Punjab Educational Endowment Fund (PEEF) was established with the objective of providing scholarships/monetary assistance to talented and needy students for pursuing quality education with equal opportunities. Scholarships are allocated tehsil and district wise as per the results of students. The defined criteria of the target are the students who belong to poor families with earnings not more than Rs. 15,000 per month for school and college education, and in the case of Masters Degree, not earning more than Rs. 30,000 per month.²⁸⁶ For this purpose, districts have been divided into two major categories: Developed Districts (DDs) and Less Developed Districts (LDDs). The 20 DDs and 16 LDDs have both been allocated 50% of the scholarships.

In 2012, the data regarding distribution of scholarships among students show parity in terms of numbers and amounts. In 2013 and 2014, the number of female beneficiaries are more because PEEF, in collaboration with Department For International Development DFID, disbursed scholarships especially to girls in LDCs²⁸⁷ (ten of which are in South Punjab). As a result, the trend here is skewed in favour of females. Figure 10.10 provides details of scholarships provided by PEEF in 2014.

²⁸⁵ Information received from the School Education Department

²⁸⁶ Scholarships are classified into two categories: Outreach Scholarships (80% of the total number of scholarships) and Special Quota Scholarships (20% of the total number of scholarships). Special Quota Scholarships are awarded to meritorious and deserving students who fall in at least one of the following categories: orphan children, children of government servants in BPS 1 – 4, children belonging to minority religions, and special children.

²⁸⁷ The Eligibility Criteria for the scholarships was the same as PEEF but was especially focused on females.

GPI of Scholarships Disbursed to Women and Men under Punjab Education Endowment Fund- 2014



Source: Punjab Education Endowment Fund (PEEF)

Figure 9.9: GPI of Scholarships Disbursed to Males and Females under Punjab Education Endowment Fund 2014

Table 9.15 provides the commitments of the Punjab government under the PWEI and the progress that has been made with regards to these commitments.

Table 9.15: Status of Scholarships under the PWEI

	COMMITMENT UNDER PWEI (2014-16)	PROGRESS IN 2014	TO BE ACHIEVED
Number of Females	38,387	12,188	26,199
Amount of Scholarships (in Rupees)	1031 million	267.5 million	763.5 million

Source: School Education Department

9.11 Health

9.11.1 Chief Minister's Charm Program and the Government's Nutrition Package

Table 9.16: Chief Minister's CHARM Program and the Government's Nutrition Package

PROVISION	DESCRIPTION
CHARM Program	The PWEI provides for the scaling up of the CM's CHARM program. No information was, however, received on this during the time frame of this project.
Government's Nutrition Package	The PWEI provides for the announcement of a nutrition program aimed at improving the health of pregnant and nursing mothers. No information was, however, received on this during the timeframe of this project.

9.11.2 Health Insurance Policy

PWEI provides for a healthcare policy plan for people living below the poverty score-line. The policy includes the provision of comprehensive maternity care through the issuance of Health Cards to women. Rs. 2.4 billion has been approved by the Federal Government and is in the process of being transferred to the Punjab. A separate company is being established for the implementation of this policy.

9.11.3 Antenatal Clinic Services

PWEI provides for Antenatal (ANC) Services under one roof in a phased manner in Punjab. Currently, 700 Basic Health Units are operating across the Punjab providing around the clock ANC services. Additionally, the PWEI proposed a pilot project targeting provision of ANC check-ups in Ganga Ram and Lady Wellington Hospitals in Lahore. The model clinics in both hospitals are functioning successfully.

9.11.4 Ambulances

The provision of 300 ambulances was proposed specifically for transporting women from poor communities to hospitals under the PWEI. Purchase of 193 ambulances is already in process and some ambulances have already been deployed in mainly rural districts. Hafizabad has 15 ambulances delegated specifically for transporting pregnant women to hospitals at the time of delivery.

9.11.5 Waiting Rooms

PWEI provides for birth waiting rooms for expecting mothers from far flung tribal areas at District Headquarter/ Tehsil Headquarter for Dera Ghazi Khan and Rajanpur. These waiting rooms are being constructed and would be completed shortly.

9.12 Political Participation

9.12.1 Mainstreaming Gender Perspective in Policies and Programs

Gender Mainstreaming Committee has been established in the Punjab Assembly in 2013. Presently, there are 10 members (all women) of the Committee, the Chairperson being Ms. Raheela Khadim Hussain.

Table 9.17: Gender Mainstreaming Committee in the Punjab Assembly

CHAIRPERSON	MEMBERS	
	Men	Women
Raheela Khadim Hussain.	0	10

However, to ensure sustainability it desirable that male members be also represented in the committee. Inclusion of male members (instead of all females) will give wider ownership to the committee and would not be tagged as a "women's committee."

9.13 Social Empowerment

9.13.1 Mind Set Change

9.13.1.1 Inclusion of PWEI, Gender Equality and Women Issues in School Curricula

Education is a powerful tool for transformation of social norms essential for female empowerment. Male centric curricula reinforce stereotypes and perpetuate gender discrimination. The Punjab Curriculum and Text Book Board (PCTB) was to include the PWEI in text-books and review school curricula to ensure gender sensitivity.

PCTB reviewed text-books through a gender lens with the support of donors such as GIZ. They also built capacity of the Board, specifically its subject specialists, to undertake an analysis and develop material that is gender sensitive. Detailed information is still being awaited with regards to specific initiatives under PWEI (such as number of text-books amended and grades for which amendments are being made).

As a follow up initiative by the Chief Minister's Special Monitoring Unit (SMU), it has been decided to include a chapter on violence against women in Matric²⁸⁸ and Intermediate²⁸⁹ Urdu textbooks. PCSW has developed the required chapter for Grades 9 and 10 on request by PCTB for the coming academic year.

9.13.1.2 Inclusion of PWEI and the Punjab Protection Against Harassment of Women at the Workplace Act, 2012 into Training Courses

According to the PWEI, public sector employees undergo mandatory trainings in the Revenue Academy, Police Training Centres and the Management & Professional Development Department (MPDD). To improve gender sensitivity and increase awareness about the law, the PWEI provides that the Punjab Protection against Harassment of Women at the Workplace Act, 2012 and the PWEI must be included in the trainings conducted by these departments.

These have been included in trainings provided by the following government departments in Punjab:

- 1 Management Development Professional Department

- 2 Social Welfare Department (SWD)
- 3 Directorate of Staff Development (DSD)
- 4 Higher Education Department (HED)
- 5 Health Department

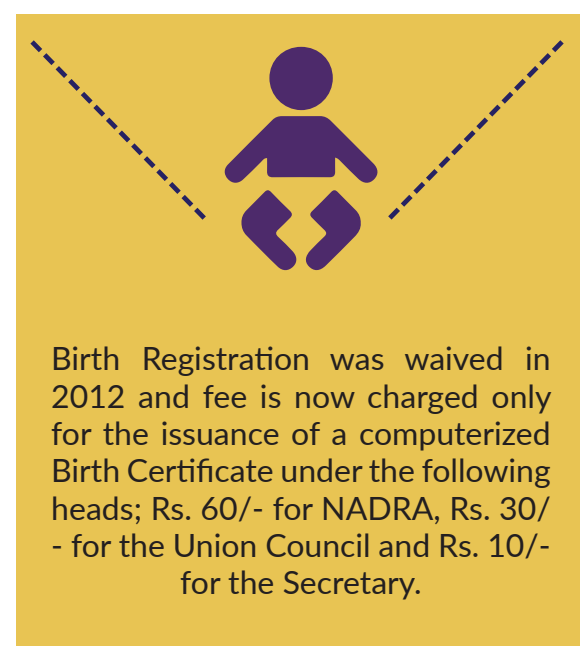
According to the Police Department, the Protection against Harassment of Women at the Workplace Act, 2012 has already been included in trainings whereas the PWEI has been sent to the Training Branch to incorporate it into future trainings.

Confirmations from the Board of Revenue and the School Education Department were not received during the compilation of this report.

9.14 Women and Family

9.14.1 Waiving off Birth Registration Fee

High birth registration fees and cumbersome registration processes deter families, especially those from lower income brackets, from registering births of children especially daughters. The PWEI recommended waiving off fee on new and late birth registration of both girls and boys to encourage parents to get their children's births registered. It was also suggested to review the procedure for late birth registration and make it more convenient for the applicants.



9.14.2 Family Court Complexes

PWEI provides for the establishment of new Family Court Complex to be built in the District Headquarters of Punjab in order to provide a congenial atmosphere for the resolution of family disputes in a less adversarial and more mediatory and reconciliatory manner. Ten such complexes are currently being established but are not functional yet.

9.14.3 Family Law Reforms

The PWEI provides for several reforms in the Muslim Family Laws Ordinance, 1961 so as to provide protection to women in family and matrimonial affairs. One of the provisions specifically focuses on amending the current 'Nikahnama' (marriage contract) and ensuring that it is filled correctly by Nikah Registrars responsible for registering a marriage. As a first step in this process, the Local Government and Community Development Department (LG&CD) of the Government of Punjab has collected data on the number and qualifications of Nikah Registrars in each district of Punjab. In the next financial year, Punjab Commission on the Status of Women and the LG&CD Department have planned to provide trainings to these Nikah Registrars to ensure that 'Nikahnamas' are filled correctly and rights of women are protected. Table 9.18 provides the number of Nikah Registrars in each division of Punjab.

Table 9.18: Number of Nikah Registrars in Punjab

PROVISION	NUMBER OF NIKAH REGISTRARS
Rawalpindi	3789
Gujranwala	7003
Faisalabad	5038
Lahore	4596
Sargodha	3851
Multan	3876
Sahiwal	3595
Dera Ghazi Khan	3305
Bahawalpur	3740

9.14.4 Provision of Scooties for Working Women

Mobility is a major challenge faced by majority of working women due to challenging travelling conditions, inadequate capacity of women's sections in local transport and issues of harassment. In order to address these challenges, the PWEI provides for the provision of scooties to working women.

Currently, scooties for this project are being procured. The implementation of the scheme is planned for March 2016, when 200 Scooties will be distributed.²⁹¹

Another related initiative to improve women's independence and mobility has been undertaken by the CM's SMU (Law & Order) and Traffic Police. Under this initiative, females are being trained for driving motorcycles. The trainings were initiated in November 2014 by City Traffic Police Driving School.²⁹² A Women-on-Wheels (WOW) rally was held in the beginning of January 2016 once the first training was completed. It is hoped that change will follow in terms of creating a public space for more women to use motorcycles and scooties as a means of conveyance.

9.15 Conclusion

Through the PWEI, 2012 and PWEI, 2014, the Government of Punjab has taken various legislative, policy and administrative measures relating to women's empowerment and protection as affirmative action. There are mixed results of these interventions. Some of the initiatives have been completed whereas, progress is slow in certain areas. Nevertheless, these initiatives reflect the commitment of the government to improve the situation and break the status quo regarding women empowerment.

Significant amendments have been made in Family Laws as well as Land Revenue Laws so as to protect women from discrimination in family and inheritance/property matters. Measures taken to enhance skills development and entrepreneurship such as provision of loans to rural women for small businesses in CMSES, trainings carried out by PSDF, and TEVTA are very effective tool for women emancipation. At the same time, provisions for enhancing the role of women in public sector employment such as achieving 15% Quota and 33% representation of women in Boards of Statutory Organisations are progressing is also showing results gradually.

²⁹⁰ Marriage document used to register a marriage

²⁹¹ Information received from the Transport Department

²⁹² This initiative was implemented with the collaboration of City Traffic Police Lahore, Women Development Department and UN Women He for She.

²⁸⁸ Secondary School
²⁸⁹ Higher Secondary School



4

SECTION

10 LEGISLATION AND WOMEN

Gender inequalities not only give rise to economic disparities but also cast substantial bearing on the social and cultural well-being of the society. Closing gender gaps, therefore, promotes social justice and protection of individual rights. It is more of moral and legal imperative rather than an economic question.

Legislation plays a vital role in the protection and promotion of rights of citizens. Given the situation of women in Pakistan, as discussed in the previous chapters, various pro-women laws have been enacted at the national and provincial levels as an attempt to remove or lessen the disparities between men and women. These laws focus on the protection and empowerment of women within the private and public spheres. This part of the report provides an overview of the constitutional and legal framework of Pakistan, more specifically Punjab, intended to protect and promote legal rights.

10.1 Constitution of Islamic Republic of Pakistan

The Constitution of Pakistan is the most important policy document of the country which is binding on all the segments of the country. The Constitution iterates that all citizens are equal before law and there is no discrimination among citizens on the basis of gender. At the same time there is no prohibition upon promulgation of preferential laws to protect women and children.²⁹³ The Constitution aims to ensure that women are given special representation in all government institutions.²⁹⁴ The State gives the right to women to work under humane and favorable conditions.²⁹⁵

10.2 National Laws

10.2.1 Fair Representation Women Act 2015

Rationale

The main objective of the Bill is to ensure women's access and participation in the democratic institutions of the state to foster better and equitable participation of women in the decision making processes.

Salient Features

The Law requires 33% membership of females in the Assembly. This Act further makes it mandatory upon all trade unions to fairly represent the needs of female workers through women members. The senior decision making posts in organisations must include female members.

Analysis

This Law acknowledges the need for representation of women in the state institutions it lacks mechanisms of enforcement. The representation guaranteed in the assemblies, however, is a positive step towards ensuring the involvement of females in the legislative process.

10.2.2 The National Commission on the Status of Women Act 2012

Rationale

The Act transforms the commission into a powerful and autonomous body. The NCSW is tasked with reviewing government policies and legislation to ensure gender equality and women empowerment.

Salient Features

The establishment of the National Commission is the *raison detre* of the Act. It is an autonomous body to act as legislative watchdog to protect female interests. The Commission has the mandate and power to work in all areas; legal, social, economic and political and could suggest policy measures to the Government as a result of its findings.

Institutional Arrangement

A commission by the name of the National Commission on the Status of women was formed. The commission comprises of a Chairperson and 2 members each from the four provinces, one each from Islamabad Capital Territory, Federally Administered Tribal Agencies, Gilgit Baltistan & Azad Jammu Kashmir, a representative of the religious minorities & five ex-office members from Ministries of Law, Finance, Foreign Affairs, Interior and Chairperson or designated member of each provincial commission on status of women.

²⁹³Article 25, Constitution of Islamic Republic of Pakistan.

²⁹⁴Article 32 and 34, Constitution of Islamic Republic of Pakistan

²⁹⁵Article 37, Constitution of Islamic Republic of Pakistan

Analysis

It is commendable that such an institution has been set up and is bringing positive changes in the national policies. However, the recommendations of these commissions mostly remain an appeasement mechanism and their policies are usually not converted into Acts.

10.2.3 The Election Laws (Amendment) Act 2011

Rationale

The Act made it mandatory upon all National Identity Card Holders for voters' registration with issuing CNICs to women on priority basis.

Salient Features

The Act makes it mandatory for all new and old CNIC holders to be added to the electoral register. A greater need for confidentiality of information acquired during the process of working in the commission was required. Misuse of information was punishable by five years and/or five million rupees fine can be imposed.

Analysis

It has been noted that due to the broadening of the electoral register, the voting population witnessed increase in the 2013 election. An increase of 5.5% in the female voters has been witnessed in the recent elections.²⁹⁶ However, the Act may not be able to receive the desired effect in areas where a majority of female still does not hold CNIC.

10.2.4 Women in Distress and Detention Fund 1996

Rationale

This legal instrument has been issued for the establishment of a fund for women in distress and detention in need of legal assistance. This promotes the females' legal rights to bring them in power with their male counter parts while accessing justice.

Salient Features

A fund was established recognizing the special need of female to receive legal aid. The Act defines the functions and the powers of the Board managing the Fund. The Act defines the possibility of delegation of its powers to another authority, Chairman, member of the Board or executive committee. This law allows the Board to make rules to carry out the purpose of the Act.

²⁹⁶FAFEN's earlier analysis of the development of the voters' lists include "10 Million Citizens Missing on Draft Electoral Rolls 2011: A Report Based on Nationwide Monitoring of House Listing Exercise"; "Preliminary Electoral Rolls 2012: Accurate but Incomplete: An Assessment of Voter Lists Displayed for Public Scrutiny in March 2012"; and "FAFEN Calls for Urgent Partnerships to Increase Voter Registration," FAFEN Press Release, August 8, 2012, "The number of women voters on the lists decreased more than 600,000 in Balochistan and almost 400,000 in Sindh from 2007 to 2012. More than 300,000 of these women already have CNICs, but have not been included on the new voters' lists."

Institutional Arrangements

The fund established under the Act is managed by the Board of Directors. Where the Chairperson of the fund is the Federal Minister of Human Rights.

Analysis

The Act is very short and requires detailed subordinate legislation for better management of the Fund. The delegation of power, have been very crucial factor in implementation of this Act which can possibly lead to weakening the administration of the Fund. There is no mention of the reporting mechanism of the funds disbursed or the criteria to be followed for their disbursement.

10.2.5 The Family Court (Amendment) Act 2015

Rationale

The procedural delays in the courts to access justice relating to family matters used to act as a deterrent for females in approaching the Courts. Females suffered financial hardships in maintenance matters due to such delays. Many females were reluctant to get Khula through courts because, in this scenario, they have to surrender their dowry. The Act has been promulgated to protect such rights of women.

Salient Features

The court shall fix a date not later than 30 days when the plaint is received to expedite the process. The Act allows for audio/video recordings to be used as evidence to protect the witnesses. No appeals against the award granted by the family courts will be considered unless there are exceptions as mentioned in the Act. Interim orders for maintenance must be prescribed, which can be more than the prayer. These changes resolved the pendency of family cases and prolonged litigation, reducing the time period in which a defendant may file his reply. Failure to file reply during this time period will result in the closing of the defendant's right of defense, and the family court will decide the case in favour of the woman according to law. A crucial change allows women to keep up to 50% of the dower in the case of Khula as well.

Analysis

The changes made in the Act are of extreme importance and protect females from delays and excessive litigation. The Act does not seek to help women in any way when it comes to the cost of the litigation.

10.2.6 Child Marriage Restraint (Amendment) Bill 2014

Rationale

The reason for the Introduction of this Amendment is to raise the age of marriage to 18 year in order to protect girls from health issues that arise out of early marriages and gapless pregnancies.

Salient Features

The family court will have jurisdiction under this Bill. A child as per this Bill is a person under the age of 18. All Offences under the Bill are going to be cognizable. The court can issue an injunction against the marriage if they are satisfied by the evidence in front of them.

Analysis

This Bill because of which it has still not become Law. Many NGOs have pushed for this vigorously for many years. However, as the reporting rate of the offence is also very low the Bill lacks the potential to make major impact.

10.2.7 Protection of Women (Criminal Laws Amendment) Act 2006

Rationale

To protect the women from gender based violence and ensure that laws are not discriminatory, certain amendments need to be made to improve the criminal law system.

Salient Features

Certain sections have been added in the Pakistan Penal Code. Section 365B states that kidnapping, abducting or compelling females for marriage is punishable by life time imprisonment. Section 367 B kidnapping or abducting in order to subject person to unnatural lust is punishable by 25 years of rigorous imprisonment or death. The Act defines rape and the offence punishable by death or life imprisonment. The Act separates the two crimes of Zina (adultery) and Zina-bil-jabr (rape). The primary object of all these amendments is to make zina and qazf punishable only in accordance with the Injunctions of Islam as laid down in the Holy Qur'an and Sunnah, to prevent exploitation, curb abuse of police powers and create a just and egalitarian society.

Analysis

The lack of evidence in most cases often obstructs justice. The victim receives no protection (e.g. slides between the accused and the victim) under this Act when it comes to collecting evidence or during the process of trial. So, there are issues in implementation of laws.

10.2.8 The Protection Against Harassment of Women at the Workplace Act, 2010

Rationale

To create a safe working environment for women free from all kinds of physical, mental and financial harassment.

To ensure that women get equal opportunities in the work place.

Salient Features

Under this law, an office of the Ombudsperson has been established to investigate or inquire into the cases of harassment against women. The decisions of the Ombudsperson can be challenged with the Governor of the Province and to the President of Pakistan. The entire Code of Conduct has been made a part of the Act.

Institutional Arrangements

An Ombudsperson has been established at the federal and provincial levels to ensure that the Code of Conduct is being followed. The Ombudsperson has the power to look into the complaint, investigate and require evidence to be produced. The accused has 5 days to respond to the notice sent to him, failing of which may prompt ex-parte decision. The Ombudsperson shall record its decision, inform both parties and can enforce the organisations to implement the orders.

Analysis

The Act has been able to create awareness in the workforce regarding the rights of working women. Many cases have been brought forward in Punjab related to the women harassment. However, there is a need for better access that covers the local, private and corporate sectors.

10.2.9 The Acid Control and Acid Crime Prevention Act 2011

Rationale

To ensure punishment of culprits of acid throwing crimes against women.

Salient Features

The Penal Code has been amended to protect the women against the rising instances of acid throwing or other dangerous substances. The offenders faces life imprisonment and a fine which is not less than five hundred thousand rupees. Section 6 of the Poison Act 1919 has been amended to state that any unauthorized sellers of the substances face the worth.

hundred thousand rupees in the first instance and imprisonment of two years and/or a fine of two hundred thousand rupees upon offending the second time. The Act brings about an amendment in section 2 of the Poison Act 1919 which allows the provincial governments to regulate the sale, purchase, control, use, manufacture, possession of corrosive substances. The only exceptions are chemists, medical practitioners, dentists or any other category specifically allowed to be in possession of such a substance.

Analysis

The realization and the promulgation of the Act, criminalizing the offence in a separate category shows the seriousness of the government to control this heinous offence. However, there is a greater need to pacify and rehabilitate of the victims of such crimes as well. The creation of a separate institutional body seems to be missing from the implementation mechanism. Often the medical expenses of the victims are higher than the fine.

10.2.10 Prevention of Anti-women Practices Act 2011

Rationale

This law has been enacted to prevent the customary practices related to women forced marriages and wrongful deprivation from inheritance.

Salient Features

Prohibition on depriving women from inherited property has been criminalized with five years' imprisonment and/or a fine of one million rupees. There is a prohibition on forced marriages with minimum three years' imprisonment and/or a fine of five hundred thousand rupees. Prohibition on marriage with the Holy Quran, the act has been prohibited with minimum three years' imprisonment and/or a fine of five hundred thousand rupees. The Act prohibits interference with sentence of rape.

Analysis

Many female rights activists have worked on this Act for many years. The need for an Act that would criminalize these anti-women was felt for many years. These oppressive and discriminatory practices have been criminalized under the Act, but the effect of this is yet to be seen.

10.3 Provincial Laws

10.3.1 Punjab Fair Representation of Women Act 2014

The salient features of this Act are the same as stated above in the Fair Representation Women Act 2015.

10.3.2 The Punjab Commission on Status of Women 2014

The Commission to assess the status of women has been created in all provinces. The Commission in Punjab has been doing exceptional work since its inception as highlighted in this report.

10.3.3 Punjab Land Revenue (Amendment) Act 2015

Rationale

To ensure that the Revenue Officers work in accordance with the law and protect title and rights of female heirs.

To include electronic means and devices as valid modes of serving summons.

Salient Features

The Act validates the electronic communication when it comes to summons. Also summons can now be received by any adult irrespective of gender. The requirement to file a suit by the concerned parties in the matter of partition proceedings has been done away with, the Revenue Officer is now required by law to decide the question of the partition of property by himself.

Analysis

Women have been deprived of their legal right to inherit on many occasions. The Act is a step towards protecting this right. However, the Act does remain silent upon the division of the land and surrender of the right to inheritance under duress.

10.3.4 The Punjab Partition of Immovable Property Act 2013

Rationale

To alleviate the misery of joint owners of property, especially females. The protracted litigation in cases of joint ownership was leading to female deprivation of property.

Salient Features

A joint owner may file a suit for partition of joint urban property by making all the co-owners as respondents/defendants in the suit. The Court shall immediately serve a notice not later than ten days, on the defendants/respondents to submit private settlement.

If the parties submit the private settlement, the Court shall incorporate such settlement as decree of the Court. If all the parties agree on partition of the joint property through appointment of local commission, the Court shall appoint local commission for partition of the property.

If any party objects to partition of the joint property, the Court shall proceed to auction the property amongst the co-owners after fixing the base price. If a co-owner fails to pay the price in case of being successful in this limited auction, he shall be debarred from participation in the next restricted auction of the joint property amongst the co-owners. If the co-owners fail or refuse to participate in restricted auction, the Court shall order open auction of the joint property giving the co-owner right to participate in open auction.

If any person feels aggrieved to title or share in the joint property, the Court shall decide such question before resorting to auction of the joint property. The parties may, at any stage of proceedings before any successful auction, enter into private settlement and the Court shall give effect to such settlement.

The Court shall finally dispose of the suit / proceedings or partition / sale of joint urban property within six months from the date of institution of the suit. Failing which, the Court shall submit the case to the District judge seeking extension of time for disposal of the suit / proceedings. The District Judge may, grant extension in time for disposal of the suit/proceedings taking into consideration the facts and circumstances of the case.

Analysis

The effect of the legislation is yet to be seen. Following timelines in property matters is often very difficult due to non-completion of the paperwork. The system of paper work need to be improved as well.

10.3.5 Punjab Reproductive, Maternal, Neo-natal and child Health Authority Act 2014

Rationale

To provide legal framework to manage the affairs of employees of national program for primary healthcare and family planning.

Salient Features

An Authority has been created with powers and qualifications to educate female of the benefits of family planning. There is a need to develop minimum service standards in maternal clinics. An annual reporting system has been created too.

Institutional Arrangements

The Authority is titled Punjab Reproductive, Maternal, Neo-natal and Child Health Authority. It consists of the Board members which will have a perpetual

common succession. The fund established receives grants from the Federal Government and will utilize those funds to promote this agenda.

Analysis

There was an immediate need for such an Act to promote, standardize and regulate the services regarding reproductive health. There is a need to explain the benefits of having a gap between the pregnancies and explaining the importance of having deliveries in healthy environment.

10.3.6 The Punjab Maternity Benefits (Amendment) Bill 2015

Rationale

This law has been proposed to protect the rights of working women and give more maternity benefits for better health outcomes. This measure will help to protect the health of mother and child.

Salient Features

Allowing for a six week leave after delivery.

An employer cannot ask a woman to do work of arduous nature six weeks prior to delivery and six weeks after she returns from the maternity leave.

Analysis

The Bill needs to come into force to allow a healthier environment for working women.

10.3.7 The Punjab Free & Compulsory Education Act 2014

Rationale

Article 25A of the Constitution of Islamic Republic of Pakistan enjoins that the State shall provide free and compulsory education to all children of the age of five to sixteen years and, for the purpose, it is expedient to make provisions to provide for the same.

Salient Features

The Act places responsibility on parents, schools and teachers to ensure attendance of the students. The Government has a duty to provide free and compulsory education.

Analysis

The Act is an important legal instrument to provide education. But the Act does not address the concern about female literacy specifically. The Act further fails to provide emphasis on the need for women to attend schools.

10.3.8 The Punjab Industrial Relations Act 2010

The Punjab Fair Representation of Women Act 2014 has added

“ Without prejudice to the provisions of sub-section (1), a trade union of workmen shall not be entitled to registration under the Act— [(c) if women are employed as workers in the establishment, group of establishments or industry with which the trade union is connected, unless it has included the female workers in the executive body, not being less than the proportion of their numerical strength in the work force of the establishment, group of establishments or industry.”

10.3.9 The Punjab Muslim Family Laws (Amendment) Act 2015

These Laws ensure that the Punjab Courts and the advocates of the Province are following the timelines to ensure expedited justice and women receive their financial rights in the matter of Khula and maintenance suits.

10.3.10 The Punjab Family Courts At 2015

The Punjab Courts have incorporated the changes made in the Federal Act and are ensuring the same timelines and efficiency in process, is followed.

10.3.11 The Punjab Protection of Women Against Violence Bill 2015

Rationale

The Constitution of the Islamic Republic of Pakistan, while guaranteeing gender equality, enables the State to make any special provision for the protection of women necessary to protect women against violence including domestic violence, to establish a protection system for effective service delivery to women victims and to create an enabling environment to encourage and facilitate women to freely play their desired role in the society.

Salient Features

It allows women to reside in the matrimonial home against eviction. Order can be passed for medical expenses and maintenance.

The establishment of a Protection Committee.

Power to enter the home premises and provide assistance has been provided in the Bill.

Institutional Arrangement

District Women Protection Committee is to be notified under this Bill. The Committee will consist of (a) Executive District Officer (Health); (b) Executive District Officer (Community Development); (c) a representative of the head of District Police; (d) District Officer Social Welfare; (e) District Public Prosecutor; and (f) District Women Protection Officer. Shelters homes and Protection Centres will be established under the Bill.

Analysis

There is a need for this Bill to achieve greater security and protection to women against domestic violence.

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10.4 Recommendations

On the basis of the discussions with the proponents of gender equality and the expert groups, a few recommendations can be put forward to further improve the legal framework and its implementation to improve the situation regarding gender disparity.

♀ It is important to note that in 2013, the Peshawar High Court formed an exclusive female bench. This is a possible practice that can encourage women to bring forward their complaints and ensuring a greater comfort level during the judicial proceedings. This would ensure larger representation of women in the judiciary and will improve access to justice as well.

♀ The Department of Health is seen to be better regulated through policy decisions and campaigns provided through the Health Department. A leading example of such intervention is the family planning campaigns.

♀ Access to education is a fundamental right of every citizen. It is recognized as a basic right in the Constitution for all children below the age of sixteen irrespective of sex.²⁹⁷ Educating a woman tantamounts to educating a family. In order to provide better educational facilities to the girls, it is important to improve the legal framework as well by incorporating the female specific provisions for educating girls in the existing laws.

♀ Unless the entire society realizes the need for the 50% of the population to have economic rights and participation, it would be very difficult to achieve any growth objectives. It has been understood and recognized by many studies that the ownership of land and assets will help females achieve greater economic independence. Further, with children's better nutritional status tends to be much more positively linked to the mother's earnings than the father's' (Agarwal, 1994; p. 29). The right to entitlements, especially inheritance, need to be protected with more punitive clauses against the violations. This may improve the social status of women as well.

♀ Under Punjab Women Empowerment Package, there was a provision to set up a task force, for formulation of Domestic Workers Policy and plan of action by the Labour and Human Resource Department. This taskforce was established, the existing Laws were reviewed in order to cater to the effective promotion and protection of Domestic and

♀ Home based workers particularly women domestic workers and a policy was formulated approved by the Cabinet on 17th December 2015. A provincial council is to be established to monitor the implementation. This may improve the working conditions for female domestic workers.

♀ It may also be very useful to educate and inform the girls, in their early ages, about their legal rights and the give awareness about the existing laws and regulations that ensure the protection of their rights.

♀ The Pakistan Penal Code, 1860 defines and provides punishments for various forms of violence against women. These include murder (section 299 and 302), assault (section 354 and 354A), rape (section 375), criminal detention or intimidation of women (section 496A and 506), and insulting a women's modesty/harassment (section 509).²⁹⁸ In addition, the laws mentioned above criminalize the offences of acid throwing, honor killings and harassment at the workplace. There is a need to provide awareness to the society about these laws so that that may act as deterrence.

♀ The National Commission on the Status of Women in India has included an online complaint mechanism to involve the citizens in the process of the watch. This practice can possibly be adopted in Pakistan as well.

♀ There is a need for the Government to legally validate elections only after a certain percentage of female votes has been casted, in comparison to male voters in each constituency, in order to ensure women participation in the political process. (This can be based on the population demographics of the province)

♀ Maintenance cases need to be decreed without further room for litigation. Many countries in the world ensure this by linking this to the ex-husbands' employers or through direct transfer mechanisms from their bank accounts.

♀ There is also a need for provision of legal aid in case of family matters as well as to ensure that women do not suffer in silence due to lack of funds through a well-defined institutional method by the government having legal cover.

♀ There is a need to include punishment for the parents of the bride and groom and the Nikah Khwan, in case of early and forced marriages, to create deterrence against the crime.

²⁹⁷ Article 25A, Right to Education, Constitution of Islamic Republic of Pakistan

²⁹⁸ Pakistan Penal Code (Act XLV of 1860)

♀ Immediate enactment is required to protect the rights of female domestic workers.

♀ Awareness workshops may be arranged to create awareness regarding harassment at workplaces. These practices have been considered in India and are being implemented more widely. The results and efficacy of which is to be seen.

♀ There is a need for establishment of a provincial level body that would collaborate with the NGOs and provides legal aid to victims. One of the functions of this body may be to act as a one-stop consultation and counselling office for these victims, as approaching the police in such situations can be a very troublesome experience. There is a need to create a better liaison between the NGOs and the police so that such cases are actually highlighted and properly documented.



5

SECTION

11 RECOMMENDATIONS

The discussion in the previous sections presents a comprehensive overview of gender parity in various fields portraying the status of women in the Punjab. It is quite evident that there is marked improvement, over time, in gender statistics as a result of the important steps already taken by governments, the private sector, social partners and non-governmental organizations. The introduction of anti-discrimination laws in workplaces and society; legislating employment-related quotas, maternity and paternity leave; implementation of anti-harassment measures, progress in education and health outcomes have considerably improved the status of women in the province. Nevertheless, significant gender disparities and biases remain in occupational choices; earning levels; working conditions; career progression; representation in decision making positions; in the uptake of paid and unpaid work; in entrepreneurial activities; in access to finance; and in literacy and political empowerment and in accessing justice.

Therefore, much remains to be done to close gender gaps in political representation, provision of education and health services, economic empowerment, earnings, legal rights, accessing justice and eradicating gender-based violence. Strong and effective actions by all actors are needed in both the public and private sectors to remove the remaining persistent obstacles to gender equality. The commitment of the government and the society to improve gender equality in education, employment and entrepreneurship will contribute not only to greater equality of opportunities for men and women but also to strong and sustainable economic growth as the full potential of women would be unleashed.

A systematic review and analysis of factors that have a significant impact on women and affect their status within a specific (thematic) area, provide the basis for recommendations given in this section. They are aimed at creating an enabling environment for women, improving gender sensitivity and ultimately achieving gender parity.

These recommendations address both qualitative and quantitative concerns identified during the data collection and analysis for compilation of the report as well as its findings. Keeping this distinction in mind, the recommendations for the PGPR are divided into

four sections. All four sections of recommendations broadly highlight the need for research and documentation, advocacy for awareness raising and behavior change, provision of legislative protection, capacity building and institutional strengthening.

A: Policy and Legislation – Improvements and Implementation

♀ The non-availability of the gender disaggregated data with the relevant government entities (at all levels) is one of the major constraints in not only assessing gender disparities but also in their realization and recognition. This gap needs to be addressed by PCSW who possesses legal mandate and institutional strength to collect and compile gender statistics. The government may, through an executive order, direct all the government entities and their field formations to collect and maintain data disaggregated by sex and age and provide it to PCSW; in a timely manner. The government must ensure that adequate resources are allocated to this important activity.

♀ Necessary amendments may be made in “National and Provincial Assemblies Allocation of Reserved Seats for women and Non-Muslims (Procedure) Rules, 2002” for addressing the regional disparities for allocation of seats reserved for women. Another proposal may be to hold direct elections on regional basis on reserved seats.

♀ Reservation of minimum number of seats for women in all Grades may improve the promotion prospects for women.

♀ The Government may introduce “gender sensitivity” as one of the criteria/indicators in “Performance Evaluation Reports” for promotion of all civil servants to inculcate respect for women at workplace.

♀ Introducing mechanisms to improve the gender balance in leadership positions in the public sector, such as disclosure requirements, target setting or quotas for women in senior management positions;

strengthening the flexibility, transparency and fairness of public sector employment systems and policies; and monitoring progress of female representation in the public sector.

♀ The Government may announce special benefits for registration of girls (on their births) with respective Union Councils and NADRA especially in the case of districts with low GPIs.

♀ In certain areas, where gender disparities are quite high, the government may announce special financial benefit for the parents on the birth of a girl.

♀ Budgetary allocations (for development expenditures) for Health and Education Sectors need substantial increase as a percentage of the total budget and at least 30% of this may be earmarked for addressing issues specifically related to women.

♀ Making the study of Science, Technology, Engineering, Mathematics (STEM) and financial and entrepreneurship issues, as well as education, arts and the humanities, equally inclusive and attractive for both boys and girls through curriculum revision.

♀ Encouraging more women who have completed STEM studies to pursue professional careers in these areas, for example by means of career counselling, adult education, internships, apprenticeships and targeted financial support.

♀ Fixation of quota for girls in TEVETA institutes.

♀ MCH services need special attention of the government. The government may forge partnerships with the international community and organizations for provision of specialized services in the rural districts of Punjab.

♀ Promote all appropriate measures to end sexual harassment at the workplace. The convicted officials may not be given any important assignment for at least five years.

♀ Legal framework required for monitoring of investigation and prosecution of cases of violence against women and punishments may be prescribed for negligence on part of investigating officers.

♀ The Government must develop a provincial action plan for eliminating violence against women. The Plan should be based on consultations, with Government departments, NGOs, legal experts and the donor community. This plan should include measures to prevent violence, provide protection, support and rehabilitation services to victims and punish offenders.

♀ Designed tax-benefit systems for women employees (in specific sectors) and entrepreneurs to incentivize women participation in economic activities.

♀ Public sector banks are regulated by the State Bank of Pakistan (SBP). To effectively monitor women's access to formal sources of credit, it is essential that the Federal Government issue directive to SBP to maintain a database which provides regular gender disaggregated data at all levels.

Special policy and legal framework required for improving employment conditions and access to social support for informal workers, especially those in the most vulnerable categories such as home-based and domestic workers.

♀ Elimination of the discriminatory gender wage gap by strengthening the legal framework and its enforcement for combating all forms of discrimination in pay, emoluments, recruitment, training and promotion.

♀ Legislative measures are needed to promote pay transparency ensuring that the principle of equal pay for equal work or for work of equal value is respected in labour laws and practice.

♀ Mainstream the gender equality perspective in the design, development and evaluation of relevant policies and budgets, for example by conducting systematic gender-impact assessments, and a gender budget analysis on an annual basis.

♀ The Public Prosecution and the Police Departments must have gender sensitivity trainings for prosecutors and police officers respectively. The Punjab Judicial Academy must increase the number of trainings provided in a year and also the number of judges who attend these trainings.

♀ The number of social service institutions providing shelter must be increased to cater to v

B. Capacity Building and Institutional Strengthening

♀ To increase transparency, Election Commission of Pakistan (ECP) should collect and release gender disaggregated electoral data at all stages of the elections. This information can provide a vital insight into the need of voters' education amongst women.

♀ Transformative gender trainings for public representatives need to be conducted to build capacities so that they promote gender equality issues in governance.

♀ At the institutional level; Government training institutions should include political and technical aspects of gender; gender analysis and planning, gender budgeting and auditing, and gender mainstreaming

♀ Considering the lack of progression of female political workers from local government to provincial and national levels; networking and coalition building is recommended to form a collective voice and challenge public patriarchy, male domination and gender based discrimination in politics and the government.

♀ Existing networks of women representatives should be supported and strengthened. Networking should be at multiple levels; women councilors must be linked vertically from UC to district level. Issue-based cross-section network of women needs to be established and strengthened.

♀ A Continuous Professional Development (CPD) framework in the health sector should be formulated to enable the professionals to gain a specialized skillset.

♀ Registration of community health workers (like 'dais' and 'ayas') should be undertaken to bring them under the umbrella of the Government. This could be a first step towards their formal certification after due capacity development and training and will also help promote adoption of hygienic, safe and secure measures.

♀ Rigorous data collection needs to be done in breast, ovarian and cervical cancer cases, affected women from acid burn, and fistula. The data will help guide policy makers for allocation of appropriate funds to provide health care facilities for patients.

♀ The capacity of the provinces to link resource allocations to development needs and desired outcomes must be built to improve efficiency of spending. An important aspect of this is to ensure provinces have the capacity and associated systems (such as data management information systems, and budgetary tracking and planning frameworks) to implement a needs-based formula for distribution of resources.

♀ Teacher's availability and attendance are significant challenges in public sector schools and can affect enrolment rates as well as achievements of enrolled students. It is, therefore, imperative to invest in a system that has effective attendance policies and keeps teachers in the classrooms. Teacher availability in girls' schools, especially in higher education institutes needs to be improved to lower the drop-out rates.

♀ There is a need to develop information sources and training facilities for rural women, who are largely dependent on government agencies, for the latest information related to crop production, livestock, and poultry production.

♀ More female extension workers should be trained to facilitate female farmers. It is necessary to particularly identify women as an integral part of the agricultural extension policy and develop gender specific operational guidelines, which will direct the extension activities of women farmers. Existing women's group in villages, such as those formed by the Rural Support Programs, should be organized and strengthened to increase women's access to extension services, credit facilities, agricultural inputs and even marketing services.

♀ The Government should launch specific training and educational programs for rural women keeping in view their problems and these also should be broadcasted through television, radio and group meetings at certain public spaces or other access areas.

♀ Low mobility reduces access to educational institutions, job markets and health care facilities. Investment in roads and transport, and provision of secure transport facilities should be undertaken, especially in rural areas. (An example of the Government's initiative is seen in Hafizabad where 15 ambulances have been commissioned solely to take pregnant women from their homes to health facilities.²⁹⁹) Initiatives of similar kind must be taken up in all districts of Punjab.

♀ Public sector banks are regulated by the State Bank of Pakistan (SBP). To effectively monitor women's access to formal sources of credit, it is essential that the Federal Government issue directive to SBP to maintain a database which provides regular gender disaggregated data at all levels.

♀ While it is important that the Constitution and the laws of a country uphold the principle of gender equality, this alone is not enough to guarantee access to justice for women. Justice service providers that include the police and the judiciary must not only reflect adequate participation of women but also women in decision-making positions. It is, therefore, essential for justice service providers in Punjab to recruit and train new female police officers, prosecutors and judges who can work with their male counterparts to reduce the barriers that women face when accessing justice. In addition, a system free of discrimination must be in place to promote deserving women to senior positions within the police department and the judiciary.

♀ For legal aid to be an effective tool in improving women's access to justice, it is necessary that it be provided systematically, convenient, and as an integral part of the justice system. The Punjab Bar Council must reorganize the Legal Aid Society and its District Committees to make it an effective organization that provides legal aid to a significant number of people (especially women) in the Punjab. The Legal Aid Society must improve outreach to raise awareness about its services and also establish a system through which its advocates provide pro bono services on a regular basis.

♀ The Public Prosecution and the Police Departments must have gender sensitivity trainings for prosecutors and police officers respectively. The Punjab Judicial Academy must increase the number of trainings provided in a year and also the number of judges who attend these trainings.

♀ Female police officers must be made aware of the jurisdiction of their police stations and be empowered to take action (file complaint/FIR) once a complaint is received.

♀ Backlog in pending cases must be reduced and a system developed through which women centered cases be dealt with on an expedited basis. This will also help in reducing the time, the female under-trial prisoners spend in prisons.

♀ Facilities for female prisoners must be improved in all prisons of Punjab. Skills trainings and literacy/education must be institutionalized instead of being provided on a sporadic basis. A relevant post of skills trainer must be created in each prison by the government.

♀ All prisons must develop an effective system of referring female prisoners in need of legal representation to the Legal Aid Society as well as other organisations providing legal aid.

♀ Since many female prisoners face abandonment and stigmatization upon their release from prison, the Government must establish rehabilitation centers and facilitate their reintegration into society.

♀ The number of social service institutions providing shelter must be increased to cater to victims of violence.

♀ Support integrated models of service provision (similar to the Violence Against Women Centre established in Multan where victims of violence will receive medical treatment, police and legal services, shelter and support all in one place) must be increased.

C: Social Advocacy

♀ Awareness campaigns must be held to change attitudes towards women's role in public life. The purpose would be to highlight the importance of women's representation and participation in decision-making; the political change that women bring; and women's political participation as a human right.

♀ Advocacy is required in two regards when it comes to birth registrations; the value of a girl child/daughter; and registration. In addition, the process needs to be further simplified and awareness created about accessing it.

♀ A multi-pronged capacity building strategy should be adopted at the community level which encompasses the whole range of women's citizenship as voters, candidates and elected officials. It should include voters' rights to awareness; young women's leadership training; how to run and win; and skills-building for women who get elected in the local councils, and the provincial and national assemblies. These skills include developing a policy agenda; articulation and negotiation; influencing and shaping policy decisions and allocation of resources.

♀ Population welfare needs increased focus as projections indicate that the population of Punjab will almost be doubled by 2050. Aggressive family planning awareness campaigns need to be started that map out the benefits of having a smaller family.

♀ Although overall enrolment of girls at the secondary level has increased, gender disparity continues to persist, especially in rural areas of Punjab. While it is important to focus on increasing enrolment at the primary stage (as is being done by the government), it is equally important to focus on secondary education.

♀ Enrolment and completion of secondary education provides girls with an opportunity to improve their livelihoods and can also result in increased enrolment in primary schools and reduced child marriages in the future by producing more educated and socially aware mothers.

♀ Low female enrolment rates demonstrate the constraints on girls' education due to traditional norms deeply entrenched in society. Awareness campaigns need to be carried out by the Government in collaboration with Civil Society Organisations to emphasize the needs for Girls Education.

²⁹⁹ Source: EDO Health, Hafizabad

D. Data Collection & Research

♀ Data collection needs to be strengthened; the census should be regularly organised and reasons for such delays need to be analyzed and addressed. Data collected in major data collection surveys such as the Population Census, Agriculture Census and Economic Survey should be disaggregated by gender. Where possible, data should also be segregated by (dis)ability and minorities. Similarly, data collected by the various departments should be the part of an integrated database. For regular updating of data, Monitoring, Evaluation and Research (MER) cells should be developed in the respective departments.

♀ Academic and research institutions should be supported to conduct research in the issues identified in the thematic areas. An in-depth study of all facets; sub-sectors, challenges and opportunities in terms of participation and opportunities need to be undertaken. The inter-linkages between human development and poverty alleviation (through microfinance, social security nets, and so on) need to be researched in terms of correlations of variables in order to see a clear causal relationship and provide effective support to marginalized female populations.

♀ Awareness and advocacy of the Right to Information (RTI) Act needs to be enhanced in both the citizens and government departments. All departments need to ensure they have adequate protocols in place if such a request is made to them.

♀ Capacity building of public sector officials needs to be undertaken to ensure collection of quality data that is representative of all stakeholders' needs.



6

SECTION

12 ANNEXURES

List of all Provincial and District Government Departments/ Attached Departments and Autonomous Bodies Surveyed/ Contacted to Collect the Required Data for PGPR

ANNEXURE I

1. SECRETARY AGRICULTURE DEPARTMENT	Provincial Department (1)
2. Director General Agriculture (Extension & AR), Punjab	Attached Departments (14)
3. Director General, Agriculture (Field), Punjab	
4. Director General, Agriculture (Research), Punjab	
5. Director General, Agriculture (Water Management), Punjab	
6. Director General Pest Warning & Quality Control of Pesticides, Punjab	
7. Director of Agricultural Information, Punjab	
8. Director of Agriculture, Crop Reporting Service, Punjab	
9. Chief, Planning & Evaluation Cell	
10. Chief, WTO Cell	
11. Director of Agriculture (Economic and Marketing), Punjab	
12. Chief Coordinator, Regional Agriculture Economic Development Centre	
13. Director Floriculture (T&R)	
14. Director Punjab Institute of Agriculture Marketing	
15. Director General, Soil Survey of Punjab	
16. Punjab Seed Corporation	Autonomous Bodies (04)
17. University of Agriculture, Faisalabad	
18. Punjab Agricultural Research Board	
19. Pir Mehr Ali Shah University of Arid Agriculture, Rawalpindi	
20. Punjab Agriculture Marketing Company (PAMCO)	Company (01)
21. SECRETARY AUQAF AND RELIGIOUS AFFAIRS DEPARTMENT	Provincial Department (01)
22. Punjab Auqaf Organization	Autonomous Bodies (01)
23. SECRETARY (LAND COMMISSION) BOARD OF REVENUE	Provincial Department (01)
24. SECRETARY COLONIES DEPARTMENT	Provincial Department (01)
25. Director General of Kachi Abadies	Attached Department (01)
26. Punjab Privatization Board	Autonomous Bodies (02)
27. Killa Gift Fund Trust, Faisalabad.	
28. SECRETARY COMMUNICATIONS AND WORKS DEPARTMENT	Provincial Department (01)
29. Chief Architect, Punjab.	Attached Department (02)
30. Chief Engineer, District Support & Monitoring Department	
31. Lahore Ring Road Authority	Autonomous Bodies (01)
32. SECRETARY CONSOLIDATION OF HOLDINGS DEPARTMENT	Provincial Department (01)
33. SECRETARY COOPERATIVES DEPARTMENT	Provincial Department (01)

34. Registrar, Co-operative Societies, Punjab	Attached Department (01)
35. Punjab Cooperative Board for Liquidation (PCBL)	Autonomous Bodies (01)
36. SECRETARY ENERGY DEPARTMENT	Provincial Department (01)
37. Chief Engineer, Power Zone, Lahore	Attached Department (01)
38. Punjab Power Development Board (PPDB)	Autonomous Bodies (01)
39. SECRETARY ENVIRONMENT PROTECTION DEPARTMENT	Provincial Department (01)
40. Director General Environmental Protection Agency, Punjab	Attached Department (01)
41. SECRETARY EXCISE AND TAXATION DEPARTMENT	Provincial Department (01)
42. Director General Excise and Taxation, Punjab	Attached Department (01)
43. SECRETARY FINANCE DEPARTMENT	Provincial Department (01)
44. Punjab Revenue Authority	Autonomous Bodies (01)
45. Punjab Pension Fund	Special Institutes (02)
46. Bank of Punjab	
47. SECRETARY FOOD DEPARTMENT	Provincial Department (01)
48. Cane Commissioner Punjab	Attached Department (02)
49. Punjab Food Authority	
50. SECRETARY FORESTRY, WILDLIFE & FISHERIES DEPARTMENT	Provincial Department (01)
51. Chief Conservator of Forests (Planning, Monitoring & Evaluation), Punjab, Lahore.	Attached Department (06)
52. Chief Conservator of Forests (Central Zone), Lahore.	
53. Chief Conservator of Forests (Northern Zone), Rawalpindi	
54. Chief Conservator of Forests (Southern Zone), Multan	
55. Director General (Wildlife and Parks), Punjab	
56. Director General Fisheries, Punjab	
57. SECRETARY HEALTH DEPARTMENT	Provincial Department (01)
58. Director General Health Services, Punjab	Attached Department (03)
59. Directorate General Nursing	
60. Director, Blood Transfusion Services, Punjab	
61. Nursing Examination Board	Autonomous Bodies (16)
62. King Edward Medical University, Lahore.	
63. University of Health Sciences, Lahore.	
64. Punjab Pharmacy Council	
65. Punjab Medical Faculty	
66. Allama Iqbal Medical College, Lahore	
67. Services Institute of Medical Sciences / Services Hospital, Lahore.	
68. Fatima Jinnah Medical College/ Sir Ganga Ram Hospital, Lahore	
69. Postgraduate Medical Institute/ Lahore General Hospital	
70. Punjab Medical College/Allied Hospitals, Faisalabad	
71. Rawalpindi Medical College/ Allied Hospitals, Rawalpindi	
72. Nishtar Medical College, Multan	
73. Quaid-e-Azam Medical, College / B.V Hospital, Bahawalpur	
74. Sheik Zayed Medical College / Hospital, Rahim Yar Khan	
75. Punjab Institute of Cardiology, Lahore	
76. National Institute of Dentistry, Multan	

77. SECRETARY HIGHER EDUCATION DEPARTMENT	Provincial Department (01)
78. Director Public Instructions (Colleges), Punjab	Attached Department (01)
79. Aitchison College, Lahore	Special Institutes (01)
80. SECRETARY HOME DEPARTMENT	Provincial Department (01)
81. Inspector General of Police, Punjab, Lahore	Attached Department (08)
82. Inspector General of Prisons, Punjab	
83. Director, Civil Defence, Punjab	
84. Director Reclamation and Probation, Punjab	
85. Commissioner Afghan Refugees Punjab	
86. Border Military Police, D.G.Khan	
87. Border Military Police, Rajanpur.	
88. Baloch Levy D.G. Khan	
89. SECRETARY HOUSING, URBAN DEVELOPMENT AND PUBLIC HEALTH	Provincial Department (01)
90. Chief Engineer, Public Health Engineering Punjab, North Zone	Attached Department (02)
91. Chief Engineer, Public Health Engineering Punjab, South Zone	
92. SECRETARY HUMAN RIGHTS AND MINORITIES AFFAIRS DEPARTMENT	Provincial Department (01)
93. Director of Human Rights	Attached Department (01)
94. SECRETARY INDUSTRIES, COMMERCE AND INVESTMENT DEPARTMENT	Provincial Department (01)
95. Director of Industries, Punjab	Attached Department (03)
96. Controller, Printing and Stationery, Punjab	
97. Director, Consumer Protection Council (CPC)	
98. Technical Education and Vocational Training Authority (TEVTA)	Special Institutes (01)
99. SECRETARY IRRIGATION DEPARTMENT	Provincial Department (01)
100. Chief Engineer Irrigation, Lahore Zone, Lahore	Attached Department (11)
101. Chief Engineer Irrigation, Development Zone, Lahore	
102. Chief engineer Irrigation, Research Zone, Lahore	
103. Chief Engineer Irrigation, Drainage & Flood Zone, Lahore	
104. Chief Engineer Irrigation, Greater Thal, Canal, Kot Adhi Kot	
105. Chief Engineer Irrigation, Planning & Review Zone, Lahore	
106. Chief Engineer Irrigation, Faisalabad Zone, Faisalabad	
107. Chief Engineer Irrigation, Sargodha Zone, Sargodha	
108. Chief Engineer Irrigation, Multan Zone, Multan	
109. Chief Engineer Irrigation, D.G. Khan Zone, D.G. Khan	
110. Chief Engineer Irrigation, Bahawalpur Zone, Bahawalpur	
111. SECRETARY INFORMATION AND CULTURE DEPARTMENT	Provincial Department (01)
112. Directorate General of Public Relations, Punjab	Attached Department (01)
113. Punjab Film Censor Board	Special Institutes (02)
114. Punjab Information Commission	
115. SECRETARY LABOUR AND HUMAN RESOURCE DEPARTMENT	Provincial Department (01)
116. Director General of Labour Welfare, Punjab	Attached Department (02)
117. Chairman, Minimum Wages Board, Punjab	
118. SECRETARY LAW AND PARLIAMENTARY AFFAIRS DEPARTMENT	Provincial Department (01)
119. Solicitor to Government, Punjab	Attached Department (03)

120. Administrator General and Official Trustee, Punjab	
121. Chief, Public Defender, Punjab	
122. Provincial Assembly of Punjab	Special Institutes (02)
123. Office of the Advocate General Punjab	
124. SECRETARY LITERACY AND NON FORMAL BASIC EDUCATION DEPT.	Provincial Department (01)
125. SECRETARY LIVESTOCK & DAIRY DEVELOPMENT DEPARTMENT	Provincial Department (01)
126. Director General (Extension), Punjab	Attached Department (02)
127. Director General (Research), Punjab	
128. SECRETARY LOCAL GOVERNMENT & COMMUNITY DEVELOPMENT DEPT.	Provincial Department (01)
129. Director General Local Government & Community Development, Punjab	Attached Department (01)
130. SECRETARY MANAGEMENT & PROFESSIONAL DEVELOPMENT DEPT.	Provincial Department (01)
131. Chief Instructor, Punjab Institute of Management & Professional Development	Attached Department (01)
132. SECRETARY MINES AND MINERALS DEPARTMENT	Provincial department (01)
133. Director General of Mines and Minerals, Punjab	Attached Department (02)
134. Chief Inspector of Mines, Punjab	
135. SECRETARY PLANNING AND DEVELOPMENT DEPARTMENT	Provincial Department (01)
136. Director General, Agency for Barani Area Development.	Attached Department (03)
137. Director General Bureau of Statistics, Punjab.	
138. Director General Monitoring and Evaluation	
139. SECRETARY POPULATION WELFARE DEPARTMENT	Provincial Department (01)
140. Director General Population Welfare, Punjab	Attached Department (04)
141. Prosecutor General, Punjab	
142. Director General (Monitoring), Punjab Criminal Prosecution Service	
143. Director, Center for Professional Development of Public Prosecutors	
144. DIRECTOR GENERAL, PROVINCIAL DISASTER MANAGEMENT AUTHORITY (PDMA)	Provincial Department (01)
145. SECRETARY REVENUE AND ESTABLISHMENT	Provincial Department (01)
146. Director, Land Records, Punjab	Attached Department (01)
147. Punjab Land Commission	Special Institutes (01)
148. SECRETARY SCHOOL EDUCATION DEPARTMENT	Provincial department (01)
149. Director Public Instruction (SE)	Attached Department (07)
150. Director Public Instruction (EE)	
151. Program Director, Directorate of Staff Development.	
152. Project Director, Children Library Complex Punjab.	
153. Director, Punjab Education Assessment System	
154. Director, National Education Equipment Centre, Punjab.	
155. Director, National Museum of Science & Technology, Lahore	
156. Sadiq Public School	Special Institutes (01)
157. SECRETARY S. & G.A. DEPARTMENT, IMPLEMENTATION & CONFIDENTIAL WING	Provincial department (01)
158. Director General Anti-Corruption Establishment, Punjab	Attached Department (03)
159. Director General Protocol, Punjab	
160. Director General, Public Libraries, Punjab	Special Institutes (04)
161. Lahore High Court	

162.	Office of the Provincial Ombudsman	
163.	Punjab Service Tribunal	
164.	Punjab Public Service Commission (PPSC)	Special Institutes (04)
165.	SECRETARY SOCIAL WELFARE AND BAIT-UL-MAAL DEPARTMENT	Provincial Department (01)
166.	Director General, Social Welfare and Bait-ul-Maal, Punjab	Attached Department (01)
167.	SECRETARY SPECIAL EDUCATION DEPARTMENT	Provincial Department (01)
168.	Director, Special Education, Punjab	Attached Department (01)
169.	SECRETARY TRANSPORT DEPARTMENT	Provincial Department (01)
170.	Chairman, Provincial Transport Authority	Attached Department (02)
171.	Chairman, Regional Transport Authorities	
172.	SECRETARY YOUTH AFFAIRS, SPORTS, ARCHEOLOGY AND TOURISM DEPARTMENT	Provincial department (01)
173.	Director General, Archeology, Punjab	Attached Department (03)
174.	Director General, Sports, Punjab	
175.	Deputy Controller, Department of Tourist Services	

TOTAL

1.	Provincial Department	39
2.	Attached Department	96
3.	Autonomous Departments/Companies	28
4.	Special Institutes	14

GRAND TOTAL**177**

36 District Offices (DCO, DOC, Health, Community Development, Finance & Planning, Education, Agriculture, Chamber of Commerce, Press Clubs and TMA) were also surveyed and requested to share the data for this

ANNEXURE II**List of Major Indicators against which Data was not Received or Proved to be Challenging**

Department	Indicator	Challenges
Board of Revenue (BOR)	<ol style="list-style-type: none"> Houses Allocated in Jinnah Abadi Scheme in Rural Areas Women having 50 percent Property Shares in Jinnah Abadi Scheme in Rural Areas Meetings of District Enforcement of Inheritance Rights Committees Women who applied for exemption from stamp duty on partition of inherited land Women who received exemption from stamp duty on partition of inherited land Cases for Inheritance Mutation and Partition of Property of Women Women's Inheritance dispute cases pending 	BOR was visited regularly during the timeframe of this project. However, very little data was shared with the project team and complete analysis relating to land and inheritance issues could not be done for the purposes of this report. Only ten districts share data regarding stamp duty.
Lahore High Court (LHC)	<ol style="list-style-type: none"> Divorce cases Divorce cases in which a woman exercised her right of divorce (khula) Maintenance cases filed by women Non-payment of haqmehar cases Number of cases registered against men for not returning dowry Percentage of cases decided in favor of women against men for not returning dowry after divorce Child custody cases filed by mother Custody cases in which custody was given to mother Cases relating to a woman's inheritance/property Percentage of cases decided in favor of women regarding inheritance/ property Criminal proceedings taken up by court(s) to combat inheritance issues 	LHC provided the project team with data with regards to the number of judges in the Punjab and the number of family law cases and custody/guardianship cases. This data has been included in the report. Recommendations have, however, been made to the LHC to maintain data/information on cases in a way that it is disaggregated according to the type of case and also according to the gender of the applicant.
Office of the Ombudsperson, Punjab	<ol style="list-style-type: none"> Complaints of Harassment received by the Office of the Ombudsperson, Punjab Complaints of Harassment disposed off by the Office of the Ombudsperson, Punjab 	Though numbers relating to complaints were provided, data was not provided at the district level.
PITB, Punjab, Lahore	<ol style="list-style-type: none"> Number of driving licenses issued for men and women 	Data for the entire province of Punjab is not available

DEPARTMENT	INDICATOR	CHALLENGES
City Traffic Office (CTO)	1. Number of driving license issued for men and women	They only have data of Lahore available.
WTO Cell, Punjab, Lahore	1. All Departments Data 2. Name and number of schemes specially designed/introduced for women farmers from 2012 to 2015 3. Number and types of training organised for women farmers from 2012 to 2015	The Cell was inactive.
Punjab Social Security Institution (PESSI)	1. Social security payments made to men and women through PESSI	Data collection was delayed and inefficiently collected which resulted in receipt of incomplete/incorrect data, in spite of frequent follow ups through letters, telephone and in person. They were collecting data from all districts at the time of report compilation.
Land Record Management Information System (LRMIS), Revenue Department, Lahore	1. Ownership of land and assets other than agriculture land from 2012 to 2015	There is no such query to acquire this data
Education EDOs at District Level	1. Students Enrolled under Parho Punjab and Barho Punjab 2. Initiatives under Parho Punjab and Barho Punjab	Data under follow-up
Punjab Education Sector Reform Program (PESRP)	1. Schools Upgraded	Data under follow-up
Punjab Curriculum and Textbook Board	1. Textbooks revised to ensure gender sensitivity in formal education	Data under follow-up

DEPARTMENT	INDICATOR	CHALLENGES
All Government Departments/ Institutions mentioned in Rules of Business	1. Number of men and women inducted in Punjab Government institutions on contractual basis 2. Number and /percentage of married government servants (both husband and wife) of whom only one has deduction for house rent if government accommodation is allotted.	This information was not available from the Secretarial Departments and District Offices that were contacted
All Government Departments/ Institutions mentioned in Rules of Business (Responses to these were received from some Departments majority are under follow-up)	1. Number and percentage of selection and recruitment committees for regular and contractual employment fulfilling the condition of at least one woman representative 2. Proportion of women in public service employment including posts recruited through PPSC against quota of 15% since PWEP and PWEI 3. Number and percentage of appointment in which age relaxation of maximum up to 3 years for women was allowed. 4. Number of women who availed maternity leave in Public Sector 5. Number of women friendly public amenities in public offices	Data under follow-up
All Pakistan Women Association	1. Number of trainings of domestic (informal) workers under government or donor funded schemes/projects in last three years	Data under follow-up
Public Sector Banks	1. Number and percentage of personal loan accounts held by women in the public sector banks. 2. Total Value and percentage of personal loans issued to women from the total current loan portfolio. 3. Long term personal loans held by women as a percentage of the total long term personal loans issued by the public sector banks. 4. Credit cards issued to women as a percentage of the total portfolio of credit cards issued by the public sector banks.	This information was either not gender disaggregated or the banks declined to share it
Bank of Punjab	1. Number and percentage of value of loans disbursed through "Women Entrepreneurship Financial Scheme" to the total loan portfolio.	Data under follow-up
Office of Inspector General Police Lahore	1. Acid throwing data	Data not received
Labor Department	1. Inclusion of women in executive bodies and as office bearers in trade unions	Data not received

ANNEXURE III

Categorisation of Standing Committees in National Assembly and Provincial Assembly of Punjab According to BEIS Typology

National Assembly

Basic Functions:

Climate Change, Defence, Defence Production, Foreign Affairs, Inter-Provincial Coordination, Interior and Narcotics Control, Law and Justice, Parliamentary Affairs, Rules and Procedures and Privileges, States and Frontier Regions, Cabinet Secretariat; Kashmir Affairs and Gilgit Baltistan.

Economy:

Commerce; Finance, Revenues, Economic Affairs, Statistics, and Privatisation; Industries and Production, National Food Security and Research, Petroleum and Natural Resources, Planning and Development, Ports & Shipping and Textile Industry.

Infrastructure:

Communication, Housing and Works, Information and Technology and Telecommunication, Information, Broadcasting and National Heritage, Railway, Water and Power.

Socio - Cultural Functions:

Federal Education and Professional Training, National Health Services, Regulation & Coordination, Overseas Pakistanis and Human Resource; Religious Affairs & Inter-Faith Harmony Development; Science & Technology Standing.

Provincial Assembly of the Punjab

Basic Functions:

Home Affairs, House, Law and Parliamentary Affairs, Services and General Administration; Committee on Privileges, Committee on Government Assurances and Finance Committee of the Assembly.

Economy:

Agriculture, Commerce and Investment, Cooperatives, Excise and Taxation; Finance, Food, Forestry and Fisheries, Industries, Livestock and Dairy Development, Mines and Minerals, Planning and Development, Revenue, Relief and Consolidation, Public Accounts I, Public Accounts II and Business Advisory.

Infrastructure:

Communication and Works, Housing, Urban Development and Public Health Engineering, Information, Information Technology, Irrigation & Power and Transport.

Sociocultural Functions:

Colonies, Culture and Youth Affair, Education, Environment Protection, Health, Labour and Human Resource, Literacy and Non-formal Basic Education, Local Government and Rural Development, Management and Professional Development, Population Welfare, Religious Affairs and Auqaf, Social Welfare and Bait-ul-Maal, Special Education, Gender Mainstreaming, Zakat & Ushr and Library

ANNEXURE IV

Statutory Entities Surveyed For Review of Female Representation in Governing Bodies

Sr. #	Source	Type of Governing Bodies	Representatives	Male	Female	Total
1.	Pir Mehr Ali Shah, Arid Agriculture University Rawalpindi	Board	Members	15	1	16
		Board	Chairman	1	0	1
		Board	Secretary	1	0	1
2.	Punjab Seed Corporation	Board	Members	6	0	6
		Board	Chairman	1	0	1
		Board	Chairman	1	0	1
3.	University Of Agriculture Faisalabad	Board	Members	8	0	8
		Technical Advisory Committee	Chairman	1	0	1
		Technical Advisory Committee	Members	11	0	11
		Investment Committee	Chairman	1	0	1
4.	Punjab Agriculture Research Board	Investment Committee	Members	3	0	3
		Board	Member	13	0	13
5.	Punjab Privatisation Board	Board	Chairman	1	0	1
		Board	Members	13	1	14
6.	Punjab Cooperative Board For Liquidation(PCBL)	Board	Chairman	1	0	1
7.	Punjab Pension Fund	Management Committee	Member	9	1	10
		Management Committee	Chairperson	0	1	1
		Board	Chairman	1	0	1
8.	University of Health Sciences Lahore	Board	Members	8	2	10
		Board	Secretary	1	0	1
		Syndicate	Chairman	1	0	1
		Syndicate	Member	12	1	13
9.	Punjab Pharmacy Council	Syndicate	Secretary	1	0	1
		Council	President	1	0	1
10.	Allama Iqbal Medical College	Council	Member	5	1	6
		Board	Principal	1	0	1
11.	Fatima Jinnah Medical College/Sir Ganga Ram Hospital Lahore	Board	Members	4	0	4
		Board of Management	Chairman	1	0	1
		Board of Management	Members	5	3	8
		Board of Management	Secretary	1	0	1

12. Postgraduate Medical Institute	Ethical Committee for Basic Disciplines	Member	3	1	4
	Ethical Committee for Clinical Disciplines	Member	4	0	4
	Career Development & Counseling Committee	Member	6	2	8
	Academic / Time Table / Curriculum Committee	Member	9	2	11
	Medical Education & Research Committee	Member	6	2	8
	Technical Advisory Committee:	Member	6	1	7
	Disciplinary & Students Affairs Committee:	Member	5	1	6
	Library Committee	Member	2	1	3
	Purchase / Repair Committee	Member	4	1	5
	Inspection Committee	Member	1	2	3
	Condemnation / Auction Committee		1	2	3
	Hostel Committee	Member	2	2	4
	Canteen Committee	Member	1	3	4
	Sports Committee	Member	3	1	4
13. Punjab Medical College/Allied Hospitals Faisalabad	Extra Curriculum Committee: (Debates-Audio Visual)	Member	6	1	7
		Member	2	3	5
	Transport Committee	Member	3	0	3
14. Nishtar Hospital Multan	Board	Chairman	0	1	1
	Board	Member	8	0	8
	Executive Committee	Chairman	1	0	1
	Executive Committee	Secretary	1	0	1
15. Sheikh Zayed Medical College/Hospital Rahim Yar Khan	Executive Committee	Members	3	0	3
	Board	Chairman	1	0	1
	Board	Members	8	0	8
16. Punjab Institute of Cardiology, Lahore	Board	Chairman	1	0	1
	Board	Members	8	2	10
17. Nishtar Institute of Dentistry, Multan	Board	Chairman	1	0	1
	Board	Member	8	1	9
18. Multan Institute of Cardiology	Committee	Chairman	1	0	1
	Committee	Member	2	0	2

19. Punjab Health Foundation	Board	Chairman	1	0	1
	Board	Members	9	0	9
	Financial & Technical Committee	Chairman	1	0	1
	Financial & Technical Committee	Secretary	1	0	1
20. Provincial Quality Control Board	Financial & Technical Committee	Members	3	1	4
	Board	Chairman	1	0	1
	Board	Member	8	0	8
21. Board of Intermediate and Secondary Education Gujranwala	Board	Secretary	1	0	1
	Board	Member	2	0	2
22. Board of Intermediate and Secondary Education Sargodha	Board	Chairman	1	0	1
	Board	Members	11	2	13
	Finance Committee	Chairman	1	0	1
23. Bahauddin Zakariya University, Multan, Pakistan	Finance Committee	Members	2	1	3
	Syndicate	Chairman	1	0	1
24. University of Gujrat	Syndicate	Member	10	1	11
	Syndicate	Chairman	18	3	21
25. University of Sargodha	Syndicate	Chairman	1	0	1
	Syndicate	Member	14	2	16
26. Government Fatima Jinnah College (W), Chuna Mandi	Board	Chairman	1	0	1
	Board	Secretary	0	1	1
	Board	Members	4	5	9
27. Rawalpindi Development Authority	Governing Body	Member	9	0	9
	Governing Body	Minister	1	0	1
28. Parks and Horticulture Authority	Board	Chairman	1	0	1
	Board	Members	11	1	12
29. Punjab Land Development Company	Board	Chairman	1	0	1
	Board	Members	10	1	11
30. Punjab Small Industries Corporation	Board	Chairman	1	0	1
	Board	Members	6	2	8
31. Punjab Board of Investment and Trade (PBIT)	Board	Chairman	1	0	1
	Board	Ceo	0	1	1
	Board	Members	10	4	14
	Advisory Council	Members	5	0	5
32. Punjab Judicial Academy	Board	Chairperson	1	0	1
	Board	Member	10	0	10

	Syndicate	Chairman	1	0	1
	Syndicate	Members	18	1	19
	Syndicate	Secretary	1	0	1
	Academic Council	Chairman	1	0	1
	Academic Council	Members	31	3	34
	Academic Council	Secretary	1	0	1
33.	University of Veterinary & Animal Sciences (Uvas) Lahore	Chairman	1	0	1
	Board	Members	6	0	6
	Board	Secretary	1	0	1
	Board	Chairman	1	0	1
	Board	Members	16	3	19
	Board	Secretary	1	0	1
34.	Punjab Agriculture & Meat Company (Former Lahore Meat Company)	Member	12	2	14
	Board	Chairman	1	0	1
35.	Punjab Rural Support Programme	Member	9	3	12
	Board	Chairman	1	0	1
36.	Punjab Municipal Development Fund Company	Member	9	0	9
	Board	Chairman	1	0	1
37.	Punjab Economic Research Institute	Member	2	1	3
	Board	Chairman	1	0	1
38.	Punjab Information Technology Board	Chairman	1	0	1
	Board	Members	7	1	8
	Board	Secretary	0	1	1
39.	Punjab Text Book Board	Chairman	1	0	1
	Board	Members	2	2	4
40.	Punjab Examination Commission	Chairman	1	0	1
	Committee	Ceo	1	0	1
	Committee	Members	14	3	17
41.	Punjab Education Foundation	Chairman	1	0	1
	Board	Directors	10	3	13
42.	Cadet College Hasan Abdal	Chairman	1	0	1
	Board	Members	12	0	12
	Board	Secretary	1	0	1
43.	Punjab Government Servants Housing Foundation	Chairman	1	0	1
	Board	Directors	7	0	7
	Board	Secretary	1	0	1
44.	Punjab Library Foundation	Chairman	1	0	1
	Board	Vice Chairman	1	0	1
	Board	Members	9	2	11
	Executive Committee	Convener	1	0	1
	Executive Committee	Secretary	1	0	1
	Executive Committee	Members	5	0	5

45.	Punjab Public Service Commission	Statutory Body	Chairman	1	0	1
		Statutory Body	Member	12	1	13
46.	Punjab Social Services Board	Statutory Body	Chairman	0	1	1
		Board	Chairman	1	0	1
		Board	Members	9	2	11
47.	Punjab Welfare Trust for the Disabled	Board	Secretary	1	0	1
		Executive Committee	Chairman	1	0	1
		Executive Committee	Members	7	0	7
48.	Lahore Transport Company	Board	Chairman	1	0	1
		Board	Member	9	1	10
49.	Sports Board Punjab	Board	Chairman	1	0	1
		Board	Members	22	1	23
		Board	Secretary	1	0	1
50.	Tourism Development Corporation of Punjab	Board	Director	1	0	1
51.	Punjab Commission on The Status of Women	Commission	Chairperson	0	1	1
		Commission	Member	2	8	10
52.	Punjab Vocational Training Council	Council	Chairman	1	0	1
		Council	Member	12	3	15
53.	Punjab Power Development Board (PPDB)	Board	Managing Director	0	1	1
		Board	Member	5	0	5
54.	Punjab Agriculture and Meat Company (PAMCO)	Board	Chairman	1	0	1
		Board	Member	12	2	14
55.	Ayub Agricultural Research Institute	Board	Directors	20	0	20
		Admin Committee	Chairman	0	1	1
56.	Punjab Bait -UI-Maal	Admin Committee	Members	4	2	6
		Admin Committee	Secretary	1	0	1
		Council	Members	6	4	10
57.	PCRDB	Board	Member	17	2	19
Total				749	134	883

ANNEXURE V

Categories of Crimes as Defined by the Office of the Inspector General Police, Punjab

NO.	TYPE OF CRIME	DEFINITION	SECTION (UNDER REL LAW - if applicable)
1.	Murder ("Qatl") (As a form of domestic violence)	"Causing the death of a person"	Section 299 (j) of the Pakistan Penal Code, 1860
2.	Rape (Sexual violence)	"A man is said to commit rape who has sexual intercourse with a woman under circumstances falling under any of the five following descriptions: (i) against her will (ii) without her consent (iii) with her consent, when the consent has been obtained by putting her in fear of death or of hurt (iv) with her consent, when the man knows that he is not married to her and that the consent is given because she believes that the man is another person to whom she is or believes herself to be married; or (v) With or without her consent when she is under sixteen years of age"	Section 375 of the Pakistan Penal Code, 1860 [Inserted by Criminal Law (Second Amendment) Act, 2011]
3.	Any other form of domestic violence	Any form of domestic violence that does not fall under murder or beating	
4.	Physical	"Whoever causes pain, harm, disease, infirmity or injury to any person or impairs, disables, disfigures, defaces or dismembers any organ of the body or part thereof of any person without causing his death, is said to cause hurt"	"Physical" falls within the definition of Hurt under Section 332(1) of the Pakistan Penal Code, 1860
5.	Acid Burning	"Whoever with the intention or knowingly causes or attempts to cause hurt by means of a corrosive substance which is deleterious to human body when it is swallowed, inhaled, comes into contact or received into human body or otherwise shall be said to cause hurt by corrosive substance"	Section 336A of the Pakistan Penal Code, 1860 [Inserted by Criminal Law (Second Amendment) Act, 2011]
6.	Stove Burning	The practice of stove burning originally involved a woman being burnt alive through the deliberate tampering with a stove, causing an explosion. Another formulation occurs when the husband or other family member douses a woman in the stove's kerosene oil before setting her on fire.	Section 299 (j) of the Pakistan Penal Code, 1860

7.	Honour Killing	"Offence committed in the name or on the pretext of honour" means an offence committed in the name or on the pretext of karo kari, siyah kari or similar other customs or practices" [Definition added in Chapter "of offences related to life"]	Section 299(h) (ii) of the Pakistan Penal Code, 1860 [inserted by Criminal Law (Amendment) Act, 2004]
8.	Incest (Sexual)	The crime of sexual relations or marriage taking place between a male and female who are so closely linked by blood or affinity that such activity is prohibited by law	[No specific provision for incest is there in the Pakistan Penal Code or any other law. Cases could potentially be dealt with under the section dealing with Rape]
9.	Gang rape (Sexual)	Falls within the definition of Rape	Section 375 of the Pakistan Penal Code, 1860 [Inserted by Criminal Law (Second Amendment) Act, 2011]
10.	Custodial rape (Sexual)	Falls within the definition of Rape	Section 375 of the Pakistan Penal Code, 1860 [Inserted by Criminal Law (Second Amendment) Act, 2011]
11.	Wani	Wani refers to the traditional practice wherein young girls are forcibly married as part of punishment for a crime committed by her male relatives	Section 310A of the Pakistan Penal Code, 1860 [Substituted by Criminal Law (Third Amendment) Act, 2011 (XXVI of 2011)]
12.	Beating (As a form of domestic violence)	"Whoever causes pain, harm, disease, infirmity or injury to any person or impairs, disables, disfigures, defaces or dismembers any organ of the body or part thereof of any person without causing his death, is said to cause hurt"	"Physical" falls within the definition of Hurt under Section 332(1) of the Pakistan Penal Code, 1860
13.	Any other form of violence	Any type of violence that does not fall within the 13 categories mentioned above	Relevant section would depend on the actual act of violence

ANNEXURE VI

Government Departments, Attached Departments and Autonomous Bodies that Responded for Primary Data Collection

No.	Name of Department
1	Punjab Public Service Commission Lahore
2	Director General Agriculture (PW&QCP) Punjab
3	Director of Agriculture (Fruit & Vegetable Development)
4	Director General Agriculture (Field) Punjab
5	Director General Agriculture (Ext & A.R)
6	Office of the Ombudsperson (MOHTASIB) Punjab
7	Director General Industry Prices Weight Measures Punjab
8	Punjab Power Development Board, Energy Department
9	Board of Revenue
10	Special Education
11	Human Rights and Minorities Affairs Department
12	Punjab Industries Estates Development & Management Company (PIEDMC)
13	Punjab Institute of Management & Professional Development
14	Finance Department
15	Industries Commerce & Investment Department (Punjab Board Of Investment & Trade)
16	Directorate of Women Development
17	Punjab Economic Research Institute (PERI) Lahore
18	Agency for Barani Areas Development (ABAD) Rawalpindi
19	Bureau of Statistic (BOS) Lahore
20	Director General (Monitoring & Evaluation)
21	Cholistan Development Authority
22	Punjab TEVTA
23	Punjab Social Protection Authority (PSPA) Lahore Director of Industries Punjab Lahore
24	Industries Commerce & Investment Department
25	Directorate of Consumer Protection Council (DCPCs) Lahore, Gujranwala, Gujrat, Sahiwal, Sialkot, Sargodha, Faisalabad, Rawalpindi, D.G Khan, Bahawalpur, Multan
26	Controller Printing & Stationary Punjab Lahore
27	Chief Minister's Inspection Team
28	Gujranwala Development Authority
29	School Education Department

No.	Name of Department
30	Administrator Zakat and Usher Punjab
31	Government of the Punjab Directorate of Special Education
32	Cane Commissioner
33	Directorate General Agriculture Water Management
34	Directorate of Agricultural Information Punjab
35	Directorate General PW & QCP
36	Punjab Power Development Board
37	Local Government & Community Development Department
38	Live Stock and Dairy Development Department
39	Punjab Seed Corporation
36	Punjab Power Development Board
37	Local Government & Community Development Department
38	Live Stock and Dairy Development Department
39	Punjab Seed Corporation
40	Directorate General Soil Survey of Punjab
41	Directorate of Consumer Protection Council
42	Management and Professional Development Department
43	National Educational Equipment Centre, Lahore
44	Water & Sanitation Agency Lahore Development Authority
45	Parks & Horticulture Authority Rawalpindi
46	Bahawalpur Development Authority
47	Parks & Horticulture Authority Sahiwal
48	Punjab Pharmacy Council
49	Directorate General Protocol Punjab
50	Director Reclamation and Probation, Punjab
51	Directorate General, Katchi Abadies, Colonies Department, Board of Revenue, Punjab, Lahore
52	Environment Protection Department
53	Director General Sports Punjab National Hockey Stadium, Lahore
54	Office of the Chief Engineer Research Irrigation Research Zone
55	Government of the Punjab Forestry, Wildlife & Fisheries Department
56	National Museum of Science & Technology
57	Director General Social Welfare and Bait ul Maal, Punjab Lahore
58	Punjab Wildlife and Parks Department
59	Punjab Agricultural Research Board
60	Punjab Cooperatives Board for Liquidation
61	The Punjab Educational Endowment Fund
62	Board of Revenue, Punjab

No.	Name of Department
63	Directorate of Civil Defense
64	The Tourism Development Corporation of Punjab Limited
65	Government of the Punjab Excise & Taxation Department
66	Director General (Ext.), L&DD, Punjab Lahore
67	Directorate of Breed Improvement, L&DD, Punjab Lahore
68	Directorate of Livestock Farms, Punjab Lahore
69	Directorate of Punjab Smallholder, Dairy Development, Gujranwala
70	Directorate of Communication & Extension, L&DD, Punjab Lahore
71	Directorate of Animal Health, L&DD, Punjab, Lahore
72	Project Director, Disease Diagnostic Laboratories, Punjab Lahore
73	Director (P&E), Lahore
74	Additional Director Foot & Mouth
75	University of Veterinary and Animal Sciences
76	Agriculture Department
77	Services and General Administration Department
78	Planning and Review Zone Irrigation Department Lahore
79	Punjab Workers Welfare Board
80	Director General Public Relations
81	Director General Information and Culture Department
82	Solicitor Department
83	Director General Population Welfare

Annexure VII

Labour Colonies Established in Punjab (2015)

Lahore

1. 272-Flates Khyber Block AIT Lahore.
2. Nishter Labour Colony Ferozpur Road Lahore.
3. Development of L.C Defence Road Lahore.

Multan

1. Qasim Pur Labour Colony, Vehari Road

Khanewal

1. Construction of Single Storeyed House at Mian Channu

Sahiwal

1. Labour Colony Sahiwal.

Muzafarghar

1. Construction of L.C

Rahim Yar Khan

1. Construction of Single Storyed Houses

Ongoing projects;

1. Labour Complex Multan; and
2. Labour Complex Warburton, District Nankana Sahib.

Future Projects;

1. Workers Welfare Complex, Phase-I, adjacent Sundar Industrial Estate, Kasur; and
2. Workers Welfare Complex, Taxila, District Rawalpindi.

1. Hussain Shaheed Suharwardi, L.C Jhang Road
2. Muhammad Bin Qasim, L.C. Khurrarianwala
3. Tipu Sultan, L.C. Khurrarianwala
4. Raja Ghazanfar, L.C. Jaranwala Road
5. Kaleem Shahid Labour Colony, Narhwala Road
6. Jauhar Labour Colony, Millat Road
7. I.I Chundrigarh, L.C. Janranwala
8. 512 Multi-storeyed Flates

Sheikhupura

1. Labour Colony, Kala Shah Kaku
2. Sher-e-Bangal Phase-I, Rana Town
3. Sher-e-Bangal Phase-II, Rana Town
4. Labour Colony, Sahuki Malyan

Sargodha

1. Gulgasht Labour Colony, Talib Wala Road

Gujranwala

1. Gulshan L.C Gujranwala

Toba Tek Singh

1. Labour Colony, Kamalia
2. Labour Colony, Akal Wala Road

Jhang

1. Labour Colony, Chiniot Road

Gujrat

1. Labour Colony, Bhimber Road

Sialkot

1. Allama Iqbal L.C Sialkot.

Jehlum

1. Labour Colony

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