



# PUNJAB GENDER PARITY REPORT 2017

PUNJAB COMMISSION ON THE STATUS OF WOMEN





PUNJAB  
**GENDER**  
PARITY REPORT  
2017



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## **DISCLAIMER**

The Punjab Gender Parity Report 2017 is based on official data provided by Government Departments/Bodies including federal, provincial and district level organizations and entities. While the Punjab Commission on the Status of Women has verified data to the fullest extent possible, the responsibility of accuracy lies with the original providers of data.

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## PREFACE



**Fauzia Viqar**

Chairperson  
Punjab Commission on  
the Status of Women (PCSW)

"The secret of change is to focus all of your energy, not on fighting the old, but on building the new" - Socrates

Pakistan recognizes that to achieve sustainable development, it is imperative to ensure the participation of women who make up approximately forty-nine percent of its population. Developments in 2016 demonstrated that archaic attitudes and structures can be challenged and eventually dismantled. In this context, the government of Pakistan continued its momentum towards pro-women legislative, policy, administrative and social reform. Laws to prevent honour killings and rape were passed in 2016 to ensure punishment for perpetrators of these heinous crimes; a public commitment was made to end acid attacks; and significant investments were made to improve women's access to education and health. Under its executive authority to introduce policies related to the empowerment of women in the post-devolution era, the government of Punjab introduced and strengthened measures announced within the Punjab Women's Empowerment Package (2016), the Punjab Women's Empowerment Initiative (2014), and the Punjab Women's Empowerment Package (2012). Significant laws, policies and programs were introduced to achieve gender parity in 2016, including promulgation of the Punjab Protection of Women against Violence Act, 2016 which establishes an effective system of protection, relief and rehabilitation for female victims of violence. The government has also continued work on the Home Based Workers Policy and Law.

The Punjab Commission on the Status of Women (PCSW) is a statutory institution of the government of Punjab mandated to monitor and report on progress made towards gender parity in Punjab. In 2016, the Commission contributed actively towards galvanizing positive change to bring about women's empowerment and removal of discrimination against women by monitoring the status of women and measuring change from previous years. The Punjab Gender Management Information System and the Punjab Gender Parity Reports 2016 and 2017, which provide a snapshot of the status of women in six key thematic areas covering almost three hundred indicators, are components of PCSW's efforts.

The Punjab Gender Parity Report 2017 is second in the annual series of status reports on women in Punjab. PCSW has significantly built and improved upon PGPR 2016 by streamlining data collection processes, acquiring Divisional-level presence and support from Divisional Administration, and expanding the number of indicators to comprise all significant areas of women's lives. The main thematic areas covered in PGPR 2017 include demographics, governance, health, education, economic participation and opportunities, and justice.

It is hoped that this comprehensive and objective presentation of the status of women will allow policy makers to precisely identify and address institutional gaps that cause gender inequality and prevent women's empowerment. This thorough and extensive data-driven endeavor seeks to advocate for gendered policy-making through an educated understanding of the implications of gender inequality. In doing so, the aim is to contribute to women's social and economic empowerment.



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We are grateful to the Office of the Chief Secretary without whose support the goals for this project would not have been met.

We are also grateful to all Commissioners who provided support to PCSW staff in its data collection efforts.

We would also like to thank PCSW Board members for their hard work and constant support in all PCSW projects.

We are grateful to the Planning & Development Department for their support and to the Urban Unit for their continued support in management of the Gender Management Information System.

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## CORE TEAM

Fauzia Viqar and Mehreen Siddiqi

## ADVISORY & TECHNICAL SUPPORT

Fauzia Viqar, Yasmin Zaidi, Khawar Murmtaz, Farida Shaheed, Sidra Minhas, Dr. Saeed Shafiqat, Mahar Nazeer, Dr. Ali Cheema, Dr. Nasir Javed

## EDITING AND COMPILATION

Fauzia Viqar and Mehreen Siddiqi

## CONTRIBUTORS

- Aliya Ali Khan for "Demographics" and "Governance"
- Momina Idrees for "Health"
- Fizza Behzad for "Education" and "Economic Participation and Opportunities"
- Mehreen Siddiqi and Adan Abid for "Justice"
- Mehreen Siddiqi and M. Waqas Afzal for "Special Initiatives"
- Adan Abid for "Legislation for Women"
- Adan Abid for "Introduction"

## SUPPORT

Muhammad Usman and Muhammad Waheed Iqbal

## STATISTICS, MAPS & GRAPHS:

Abbas Muneer

## DATA ENTRY:

Muhammad Shakeel

## CONTRIBUTION IN DATA COLLECTION & SURVEY

M. Waqas Afzal, Qaiser Mahmood, Umar Hammad, Muhammad Abdul Rahim, Talawat Hussain, Hasnat Ahmed, Mughees Ahmed Khan, Ahmad Nadeem Khalid, Ali Raza

## GRAPHICS

Syed Muhammad Khalid Shah

# ABBREVIATIONS AND ACRONYMS

## A

ALCs: Adult Literacy Centers  
 ANC: Antenatal Care  
 APWA: All Pakistan Women's Association  
 ASER: Annual Status of Education Report

## B

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

## C

CCC: Citizen Contact Center  
 CEDAW: Convention on the Elimination of all Forms of Discrimination Against Women  
 CHARM: Chief Minister's Initiative for Attainment & Realization of MDGs  
 CM: Chief Minister  
 CMW: Community Midwife  
 CNIC: Computerized National Identity Card  
 CP: Condemned Prisoner  
 Cr.PC: Code of Criminal Procedure  
 CPR: Contraceptive Prevalence Rate

## D

DEIRCs: District Enforcement Inheritance Rights Committees  
 DHQ: District Headquarter  
 DPGs: Deputy Prosecutor Generals  
 DWPO: District Women Protection Officer

## E

ECP: Election Commission of Pakistan  
 EmONC: Emergency Obstetric And Newborn Care  
 ESP: Economic Survey of Pakistan  
 EVS: Education Voucher Scheme

## F

FALAH: Family Advancement for Life and Health  
 FCW: Family Welfare Center  
 FHC: Family Health Clinic  
 FIR: First Information Report  
 FOS-PAH: Federal Ombudsman for Protection Against Harassment at the Workplace

## G

GDP: Gross Domestic Product

GMIS: Gender Management Information System  
 GPI: Gender Parity Index  
 GRD: Government Rural Dispensary  
 GSP: Generalized System of Preferences

## H

HBW: Home-Based Workers  
 HDR: Human Development Report  
 HTSP: Healthy Timing and Spacing of Pregnancy

## I

IDA: Iron Deficiency Anemia  
 ICCPR: International Covenant on Civil & Political Rights  
 ICESCR: International Covenant on Economic, Social & Cultural Rights  
 IFR: Infant Mortality Rate  
 IMR: Infant Mortality Rate  
 IRMNCH: Integrated Reproductive Maternal Child Health & Nutrition Program

## J

Ji: Jamaat-i-Islami

## L

LBW: Low Birth Weight  
 LFPR: Labour Force Participation Rate  
 LFS: Labour Force Survey  
 LG&CD: Local Government and Community Development Department  
 LHW: Lady Health Worker

## M

MCH: Mother and Child Health  
 MDGs: Millennium Development Goals  
 MICS: Multiple Indicators Cluster Survey  
 MMR: Maternal Mortality Rate  
 mCPR: Modern methods Contraceptive Prevalence Rate  
 MPA: Member Provincial Assembly  
 MO: Medical Officer  
 MWRA: Married Women of Reproductive Age

## N

NADRA: National Database and Registration Authority  
 NCSW: National Commission on the Status of Women  
 NER: Net Enrollment Rate  
 NFBE: Non-formal Basic Education  
 NGO: Non-Governmental Organization

## O

OPD: Outpatient Department  
 OTP: Outpatient Therapeutic Program

## P

PBS: Pakistan Bureau of Statistics  
 PECA: Prevention of Electronic Crimes Act  
 PEF: Punjab Educational Foundation  
 PESRP: Punjab Education Sector Reforms Program  
 PESSI: Punjab Employees Social Security Institute  
 PGPR: Punjab Gender Parity Report  
 PITB: Punjab Information Technology Board  
 PJA: Punjab Judicial Academy  
 PMHI: Punjab Mental Health Institute  
 PML-N: Pakistan Muslim League-Nawaz  
 PML-Q: Pakistan Muslim League-Quaid  
 PPC: Pakistan Penal Code  
 PPP: Pakistan People's Party  
 PSLM: Pakistan Social and Living Standards Measurement  
 PSPA: Punjab Social Protection Authority  
 PSPU: Policy and Strategic Planning Unit  
 PSSP: Public School Support Program  
 PTI: Pakistan Tehreek-e-Insaf  
 PWD: Population Welfare Department  
 PWEP: Punjab Women's Empowerment Package  
 PWPC: Punjab Women's Parliamentary Caucus  
 PWWEF: Punjab Working Women Endowment Fund

## R

RHC: Rural Health Center  
 ROs: Revenue Officers

## S

SDGs: Sustainable Development Goals  
 SFM: Skills for Market Training  
 SME: Small and Medium Enterprises

## T

TEVTA: Technical Education and Vocational Training Authority  
 THQ: Tehsil Headquarter  
 TFR: Total Fertility Rate  
 TT: Tetanus Toxoid

## **U**

---

UDHR: Universal Declaration of Human Rights

UN: United Nations

UNCRC: United Nations Convention on the Rights of the Child

UNHRC: United Nations Human Rights Council

UNICEF: United Nations International Children's Emergency Fund

UPR: Universal Periodic Review

USAID: United States Agency for International Development

UTP: Under Trial Prisoner

## **V**

---

VAW: Violence Against Women

VAWC: Violence Against Women Center

## **W**

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WDD: Women Development Department

WEF: World Economic Forum

WPC: Women's Parliamentary Caucus

WPO: Women Protection Officer

WHO: World Health Organization

WMO: Woman Medical Officer

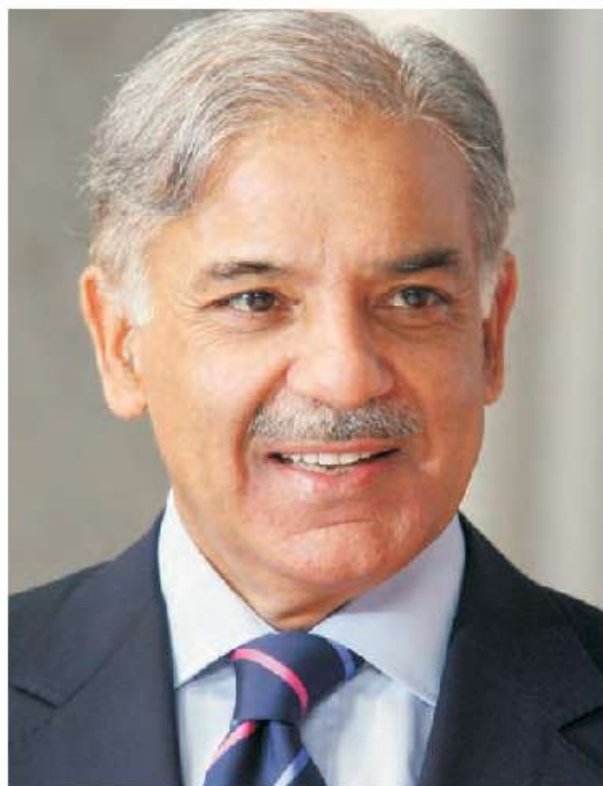
## **Z**

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ZTBL: Zaraf Taraqiatl Bank Limited

## Message from the Chief Minister, Punjab

### Muhammad Shehbaz Sharif



The key to a nation's advancement lies in tapping the full potential of all its citizens. A majority youth population holds great promise for the future of this region provided that their individual skills and talents are truly harnessed. Towards that end, it must be acknowledged that social and economic progress is only possible if both, women and men, are afforded similar life opportunities necessary for contributing to the process of development, and thus, lay down the foundation of a bright, progressive and prosperous Punjab for generations to come.

The government of Punjab is strongly committed to the individual development and empowerment of all women. Equal access to human rights, public services, and socio-economic opportunities are all hallmarks of progressive societies. Women and girls form nearly half of the population of Punjab, and for that reason alone, their equal treatment in all spheres of human activity is a pre-requisite for economic growth, social stability, and sustainable development.

The government of Punjab has, and continues to channelize its efforts and resources towards gender-sensitive strategies across sectors of health, justice, education and representation. Our ultimate aim is to harness the individual potential of all women and girls, to protect them from all forms of violence, abuse and discrimination, and to ensure their proportionate representation in the decision-making process. Recent pro-women legislation, the establishment of the Women Development Department, and the Punjab Commission on the Status of Women (PCSW), as well as Women's Empowerment Packages for 2012, 2014 and 2016, are some recent steps taken by the government to ensure that all government policies promote gender equality.

I would like to congratulate PCSW's Chairperson Ms. Fauzia Viqar and her team on preparation of this report and for their commendable efforts in furthering the cause of women in Punjab. The Gender Management Information System and the annual Punjab Gender Parity Report provide reliable data to policy makers and other key stakeholders for evidence-based planning and decision-making. This, in turn, equips the provincial and local governments to cater more effectively to the needs of women and to achieve gender equality across various sectors, regions, classes and fields.

## MESSAGE



**Minister for Women  
Development, Punjab**

I would like to congratulate the Punjab Commission on the Status of Women for compiling the second annual Punjab Gender Parity Report. The consistent hard work that has gone into producing this report is, undoubtedly, a positive step towards evidence-based policy making and interventions. Following the 18<sup>th</sup> Amendment, it falls upon public representatives and policy-makers at the provincial level to develop strategic frameworks for the empowerment and protection of women. To that end, the Punjab Gender Parity Report was introduced as an ongoing, annual series of status reports to provide reliable and accurate information to policy-makers. This reservoir of gender-sensitive data, relating to the health and education sectors as well as political and economic fields, is available online through the Gender Management Information System, and enables governmental/non-governmental entities to address gender disparities through the implementation of responsive and effective policies.



**Chief Secretary,  
Punjab**

Punjab Gender Parity Report 2017 has advanced the cause of women development in Punjab by providing a rich and reliable overview of information regarding women-related issues across districts, sectors and industries. This report throws light on the dire need to sensitize our educational, economic, governance, health and justice systems to the needs of women and young girls. It is particularly important to invest in the socio-economic uplift of women in achieving the objectives of the Punjab Growth Strategy, 2018. By highlighting problematic areas of concern, this report can help prioritize the process of formulating and executing policies.



**Secretary, Women  
Development Department**

I would like to congratulate all those involved in the compilation of the second annual Punjab Gender Parity Report, 2017. The government of Punjab is fully committed to providing equal access to public services to all citizens regardless of sex. A unique and pioneer effort of its kind, this report goes a long way in monitoring Punjab's progress under various domestic and international frameworks of law and policy. This report enables us to gauge, and consequently improve, the social, economic and political status of women in Punjab.



# EXECUTIVE SUMMARY



# DEMOGRAPHICS

Demography is “the study of the size, territorial distribution, and composition of population, changes therein, and the components of such changes.”

The last population census in Pakistan was conducted in 1998 while the next one is due to be conducted in March, 2017. In 2016, the population of Punjab was projected at 102.9 million people, with 53.3 million (51.8%) men and 49.6 million (48.2%) women, with a GPI of 0.930. Comparatively, in 2015 the Punjab Bureau of Statistics reported a population of 101.4 million, with 52.5 million men and 48.9 million women, with a GPI of 0.931. Since 1998, population growth rate in Punjab has maintained an average of 1.7%.

Figure 1A provides the projected population of Punjab in 2016, highlighting age-wise breakdown of the male and female population. In 2016, approximately 57% of the total population was under 24 years of age, as compared to 63% in 2015, a group of which nearly 48% are female, and 52% male. Data reveals that there is a younger “masculinized population” and older “feminized population.”

Low birth registration of girls remains a problem across Punjab. To encourage the birth registration of girls, the

government of Punjab waived the birth registration fee for girls in 2012. In 2015, the total number of births registered with the Local Government and Community Development Department was 2.8 million, out of which 1.5 million (53%) were boys and 1.3 million (47%) were girls, depicting a GPI of 0.882.

By the end of 2016, NADRA had issued 58.8 million Computerized National Identity Cards, of which 33.1 million (56%) were for men and 25.7 million (44%) were for women, with a GPI of 0.776. A noteworthy step taken by NADRA is the issuance of 1,090 Computerized National Identity Cards to members of the transgender community.

The total number of marriages registered in Punjab in 2015 was 683,504 depicting a decrease of 3%, when compared with the number of marriages registered in 2014 (703,804).

A significantly high number of divorces is filed by men as compared to women. 77,327 divorces were registered in 2015 with 58,426 (76%) filed by men and 18,901 (24%) filed by women, with a GPI of 0.756.

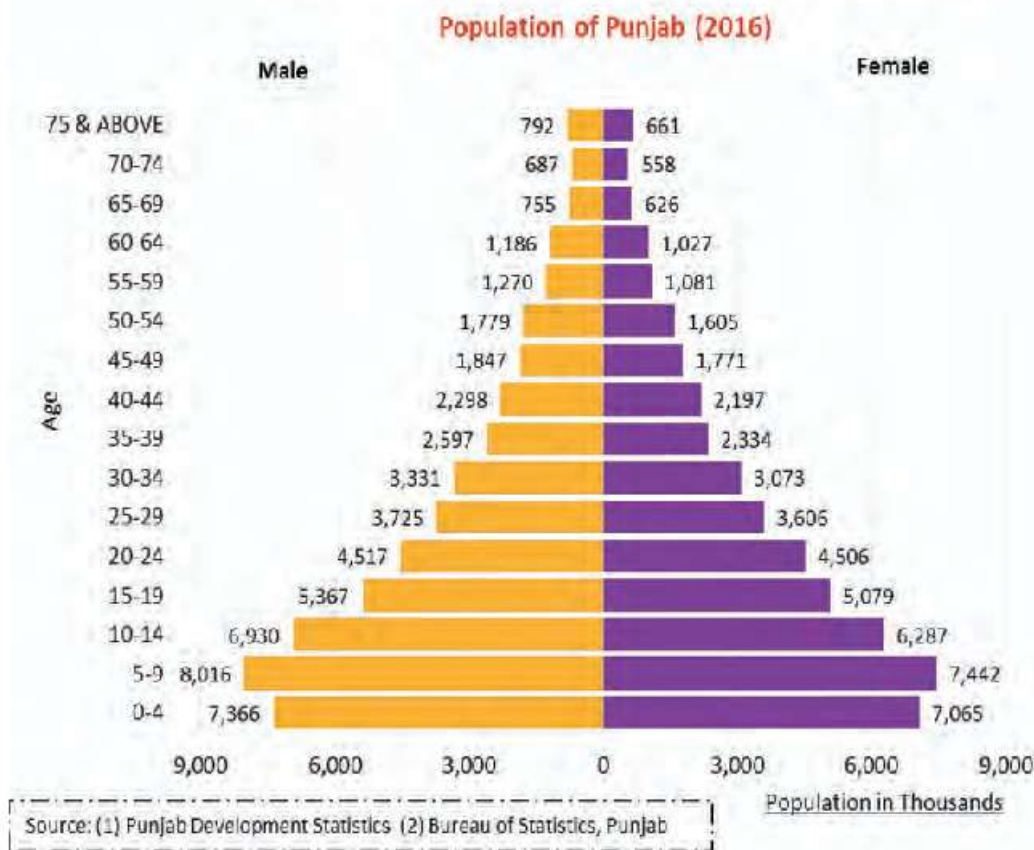


Figure 1A

# GOVERNANCE

The quality of governance is judged by its ability to be participatory, consensus oriented, transparent, responsive, effective and efficient, equitable, and adherent to the rule of law. Women must actively participate in governance structures in order to convey their views; and governments are more likely to respond to their needs and demands thus articulated. Representation in legislative institutions and government bodies provides women with a 'voice,' stimulating formulation of programs, policies and special institutions affecting their distinct needs and well-being.

Currently, the National Assembly comprises of 272 (80%) men and 70 (20%) women. These numbers denote a GPI of 0.257. Of the 70 female members, 60 (85%) are on seats reserved for women while 1 is on a seat reserved for minorities. However, while men occupy 272 general seats in the National Assembly, women occupy only 9, with a GPI of 0.033. In terms of representation of Punjab, there are 4 (2.8%) women on general seats as compared to 142 (97.2%) men.

The Punjab Assembly comprises of 370 members out of which 295 (80%) are men and 75 (20%) are women, with a GPI of 0.254. Of these 75 women, 66 are on seats reserved for women, 8 are on general seats and 1 is on a seat reserved for minorities. There are only 4 women Ministers and 4 Parliamentary Secretaries, out of a total of 29 positions.

Notably, there are only 3 Parliamentary Standing Committees that are chaired by women, while 28 are chaired by men. Figure 2A provides the number of men and women in the Punjab Assembly.

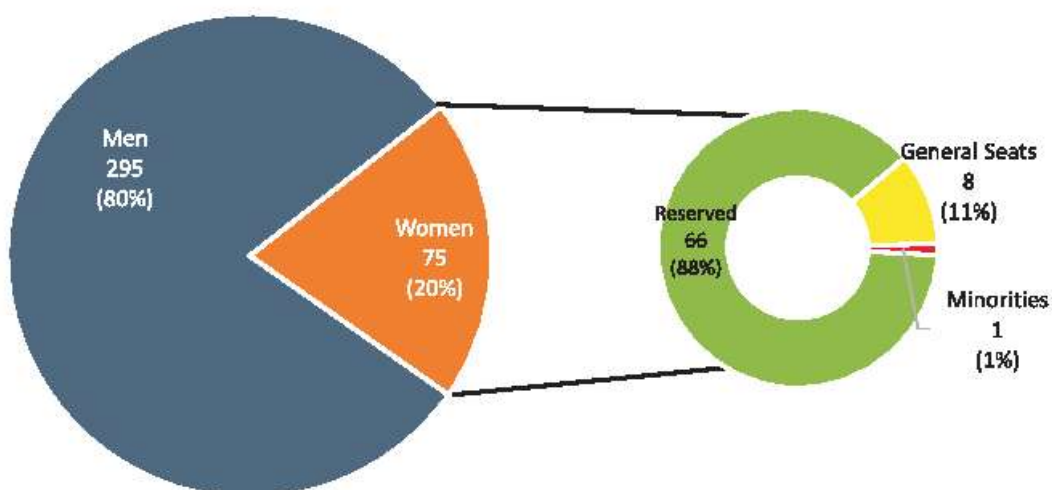
It is difficult to assess women's participation in the General Elections of 2013 and the Local Government Elections of 2015, since the Election Commission of Pakistan did not collect gender dis-aggregated data for voter turnout. Registered voters in Punjab, however, increased by approximately 2 million in 2 years. In 2013, 27,706,629 (57%) registered voters were men, while 21,571,270 (43%) were women, with a GPI of 0.778. In two years, the number of male registered voters increased to 29,672,153 and female registered voters increased to 23,217,692, with a GPI of 0.782.

In the General Elections of 2013, women from 28 districts of Punjab contested for seats in the National Assembly, while women from 33 districts contested for seats in the Punjab Assembly. There were 2,258 candidates running for seats in the National Assembly In 2013. Of these, 2,156(95.5%) were male candidates and 102 (4.5%) were female candidates. This denotes a very low GPI of 0.047.

For seats in the Punjab Assembly, there were 5,511 candidates, of which 5,361 (97.3%) were male candidates and 150 (2.7%) were female candidates. This denotes an even lower GPI of 0.027.



## Members of Punjab Assembly (2016)



Source: Punjab Assembly

Figure 2A



# HEALTH

Health is defined as "a state of complete physical, mental, and social well-being and not merely the absence of disease or infirmity." Access to quality healthcare is instrumental in maximizing human capital returns. However, institutionalized gender bias within the health service delivery system in terms of lack of female service providers, and neglect of women's basic and reproductive health needs, prevents improvements in women's health status.

In recent years, the government of Punjab has introduced interventions prioritizing under-emphasized areas such as maternal and child health and targeting primary health care, higher vaccination prevalence and safer deliveries. As a result, Punjab has made significant progress on several health indicators, with female Life Expectancy in Punjab coming up to par with the national level of 67. The Infant Mortality Rate in Punjab is 66 per 1,000 live births, which is much lower than the national level of 77 per 1,000 live births. However, female life expectancy still remains below male life expectancy, which is the opposite of the global trend where women outlive men. This is shown in Figure 3A.

In Punjab, District Headquarter Hospitals are the fewest in number (27), constituting less than 1% of facilities. Low numbers of District Headquarter

Hospitals mean that the population has limited access to specialized secondary healthcare. While the number of new patients has increased, with male patients increasing from 41 million to 43 million and female patients increasing from 33 million to 34 million between 2015 and 2016, the number of facilities and human resource has not expanded accordingly. Staff of the Integrated Reproductive Maternal Newborn Child Health & Nutrition Program has decreased from 50,265 to 49,826.

It is encouraging that first visits to Antenatal Care Centers increased although follow up visits were 16% less than first visits. Other positive trends include the number of babies born with low birth weight decreasing from 30,430 in 2015 to 27,224 in 2016. Family planning visits almost doubled from 2015 to 2016.

The Punjab government has continuously increased its healthcare budget over the past few years. The estimated non-development health budget has increased from Rs. 55.13 billion in 2014-15 to Rs.63.06 billion in 2015-16. However, in 2015-16, the Primary and Secondary Health Department was only able to spend 85% of what was allocated to it.

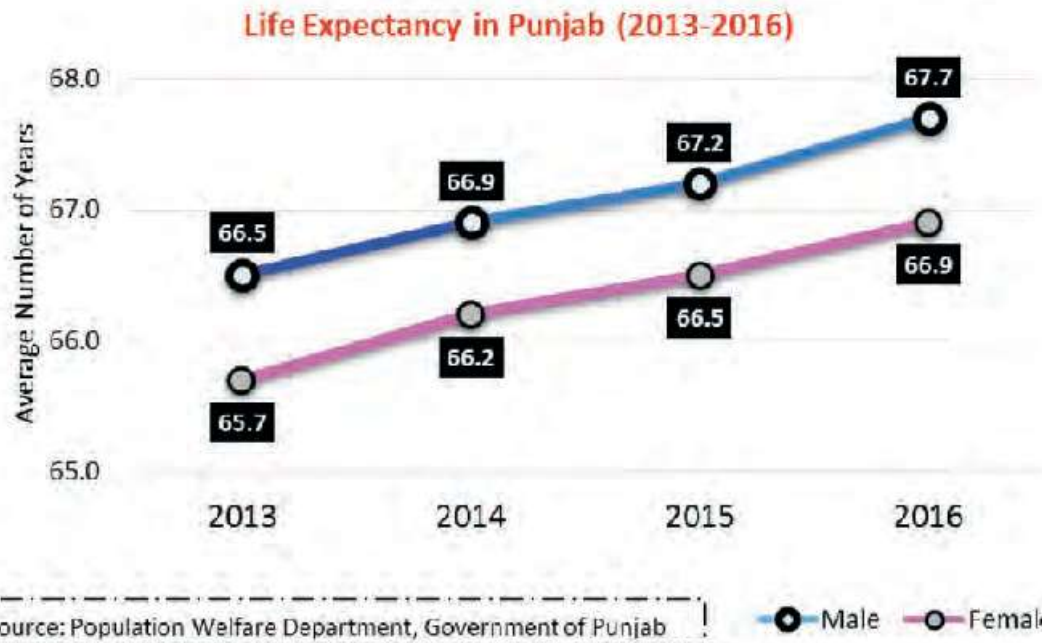


Figure 3A

# EDUCATION

As the primary means through which knowledge, skills and values are transmitted in society, formal and informal institutions for learning, such as schools, research-based universities and vocational training centers, are integral factors in an individual's personal and social development. By harnessing the physical, mental and intellectual potential of an individual, education contributes to the overall well-being of society.

In Punjab, the Literacy Rate (10 years and above) is 63% (71% for males and 55% for females). The female Literacy Rate has increased gradually from 48% in 2007-08 to 55% in 2014-15, while the male Literacy Rate has remained almost constant around 70%. Net Enrollment Rate for girls decreased from 70 in 2013-14 to 67 in 2014-15, while the rate for boys decreased from 74 to 73.

In 2015-16, there were 51,416 formal schools, out of which 27,012 (53%) were for girls and 24,404 (47%) were for boys, with a GPI of 1.107. There were 10,774,872 students enrolled in the formal schools of Punjab. Of these, 5,136,063 (48%) were girls and 5,638,809 (52%) were boys, with a GPI 0.911. Of the 335,344 teachers in the formal schools of Punjab,

177,694 (53%) are women and 157,650 (47%) are men, with a GPI of 1.127. Districts with lowest parity in number of schools, teachers and enrollment are all from South Punjab: Dera Ghazi Khan, Muzaffargarh and Rajanpur.

Of the 586,790 learners in the Non-Formal Basic Education system, 381,339 (65%) are girls and 205,451 (35%) are boys, with a GPI of 1.856. The high share of girls in Non-Formal and Basic Education institutes (65%) implies the need of more formal schools for girls in the close proximity of their residences (especially in rural areas). There are 791 Masjid-Maktib Schools, out of which only 17 (2%) are for girls and 774 (98%) are for boys, with a very low GPI of 0.022. The number of technical and vocational institutes in Punjab is 394, of which 173 (43.9%) are for women/girls and 221 (46.1%) are for men/boys with a GPI of 0.780.

In Punjab, 56.3% boys could at least read sentences in Urdu as compared to 54.1% girls. In English, the percentage of boys who could at least read words was 57.5% as compared to that of girls which was 56.3%. A similar trend was noticed in Arithmetic with 54.4% boys able to at least do subtraction as compared to 51.1% girls.

**Net Enrollment Rates in Punjab (2013-14 and 2014-15)  
(Classes 1-5 & Ages 6-10)**

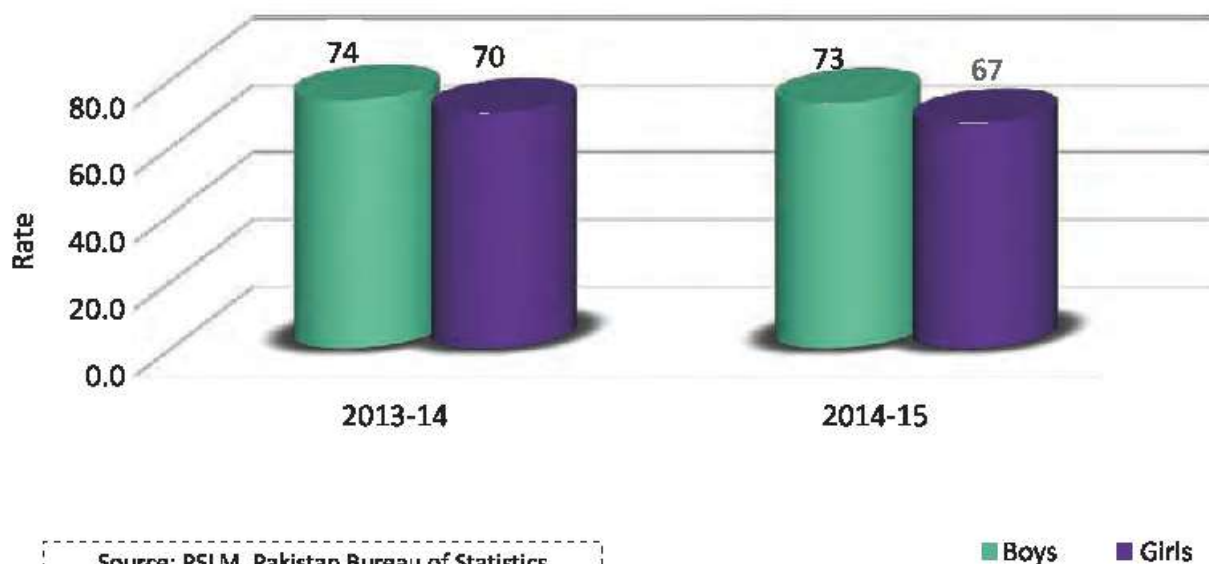


Figure 4A

## ECONOMIC PARTICIPATION & OPPORTUNITIES

Investing in the human (or individual) potential of women, who constitute more than half of the world's population, is key to achieving economic growth as well as greater financial and social returns. Empowering women also results in reduced fertility rates; lower infant and child mortality rates, and ensures greater participation in socio-economic decision-making.

Women's participation in economic activities in Punjab is very low. In 2014-15, the female Labour Force Participation Rate was only 27.8% as compared to 69.4% for males. Rural and urban participation rates reveal that Labour Force Participation Rate for both males and females are higher in rural areas as compared to urban areas. The share of female proprietors in both small-scale industries (4.2%) and cottage industries (2.59%) is significantly low.

Females with 'no education' or 'no formal education' have the largest share (7.27%) in the female employed labour force of Punjab. Graduate or highly qualified female participants constitute only 0.48% of employed labour.

Significant disparities exist between male and female wages across major industries of Punjab. Almost 75% of

the female labour force earns below minimum wage (Rs. 14,000) as compared to 43% of the male labour force. 50% of the female labour force and 7% of the male labour force fall under the lower wage bracket of up to Rs. 5,000 per month. Also, the high numbers of women involved in piece rate work (50.9%) lead to increased vulnerability of the female labour force to economic instability due to uncertainty associated with the piece rate remuneration system.

The ownership patterns of land, vehicle and financial instruments reveal significant disparities across Punjab. There are 49.8 million agricultural landowners in Punjab, out of which 34.9 million (70%) are men and 14.9 million (30%) are women, with a GPI 0.429. Huge disparities are noted between the number of men and women who own vehicles in Punjab. Out of 1,492,114 vehicles, 1,469,906 (98.5%) are owned by men and only 22,208 (1.5%) are owned by women. The GPI of vehicle ownership is very low at 0.015. Female owned loan accounts in the Bank of Punjab constitute only 9% of the total loan accounts in 2015-16, with a GPI of 0.098.

**Labour Force Participation Rates in Punjab (2013-14 and 2014-15)**

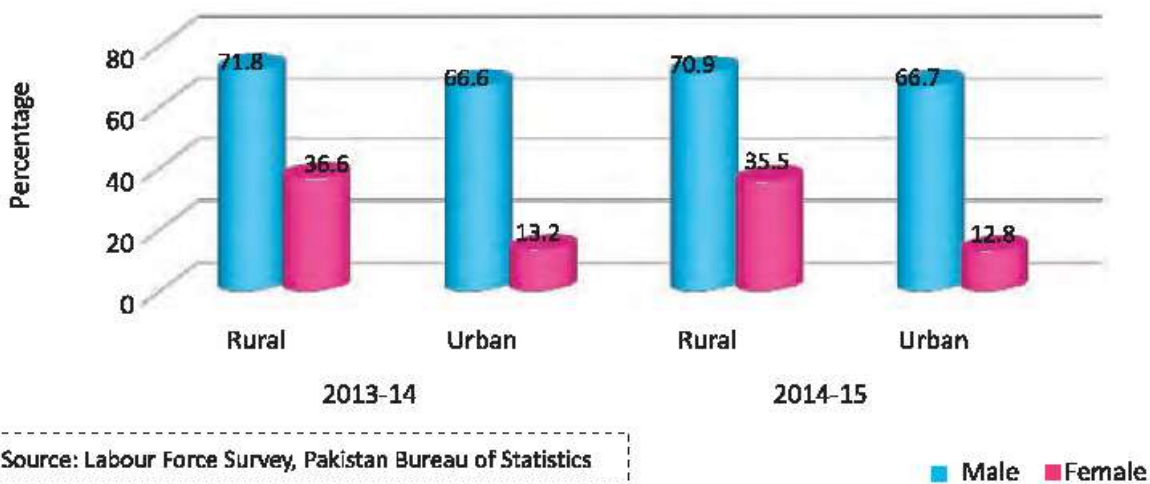


Figure 5A

# JUSTICE

The performance and quality of institutions responsible for the dispensation of civil and criminal justice is key to assessing a justice system's ability to uphold the rule of law, and the fundamental human rights of all citizens, irrespective of sex. Within public institutions responsible for the administration of justice, deep-rooted gender inequalities remain similar to those observed elsewhere in society.

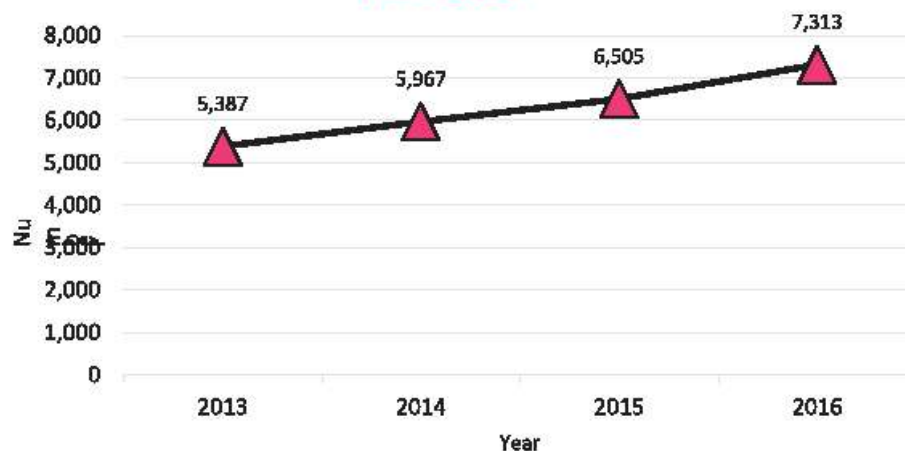
Of 709 police stations in Punjab, only 3 are female police stations located in Lahore, Rawalpindi and Faisalabad. Of the remaining 706 police stations, 696 (99%) have female Help Desks with female police officers present to facilitate women. Within the judiciary, out of 60 judges of the Lahore High Court, only 3 (5%) are women. Of the 1,793 judges in the district judiciary, 1,533 (85.5%) are men and only 260 (14.5%) are women, with a GPI of 0.169. Of the 922 prosecutors in the Punjab Prosecution Department, 800 (87%) are men and 122 (13%) are women. All Additional Prosecutor Generals are men.

In 2016, 7,313 cases of violence against women were reported as compared to 6,505 cases in 2015 and 5,967 in 2014. A percentage increase of 12.4% in the last year alone is a continuation of the unfortunate trend observed over the past 4 years, with 2016 seeing the highest percentage increase in 4 years. In 2016, the highest number of reported cases of violence against women was recorded in Rahim Yar Khan, Vehari and

Muzaffargarh with 636, 615 and 550 cases respectively. Rahim Yar Khan and Vehari were also the two highest reporting districts in 2015, with 794 and 747 cases respectively. The lowest number of reported cases in 2016 was recorded in Mianwali, Narowal and Chakwal with 36, 27 and 18 cases respectively. In 2016, the highest number of reported cases was of rape, murder and beatings with 3,162, 688 and 539 cases respectively.

There are 37 prisons in Punjab with districts like Lahore, Faisalabad, Bahawalpur, Sahiwal and Multan having more than one prison. Of the 37 prisons, 27 have female prisoners and there is only one prison specifically for women located in Multan. As of December 31<sup>st</sup> 2016, there were 50,424 prisoners in 27 prisons, out of which only 960 (approx. 2%) were female. While over-crowding is not a concern for female prisoners, there are no systematic mechanisms in any prison that cater to the rehabilitation needs of female prisoners resulting in their reintegration into society. In 2016, Technical Training Centers were established by Technical and Vocational Training Authority (TEVTA) in eight prisons. Courses for females in these Centers include courses for Domestic Tailoring, Beautician, Embroidery/Hand embroidery and Fashion Designing. A total of 584 prisoners were provided skills training in 2016 out of which 191 (33%) were female prisoners.

**Reported Cases of Violence Against Women in Punjab (2013-2016)**



Source: Office of the Inspector General of Police, Punjab

Figure 6A

## SPECIAL INITIATIVES

To promote equality and strengthen the economic and social position of women, the government of Punjab has introduced three women's empowerment packages since 2012. These include the Punjab Women Empowerment Package 2012, Punjab Women Empowerment Initiative 2014 and the Punjab Women Empowerment Package 2016. These initiatives are organized under three broad categories: Legislation, Women's Empowerment and Mindset Change. The objective of this section is to provide the current status of implementation of provisions/policies introduced through the aforementioned empowerment packages.

### Legislation

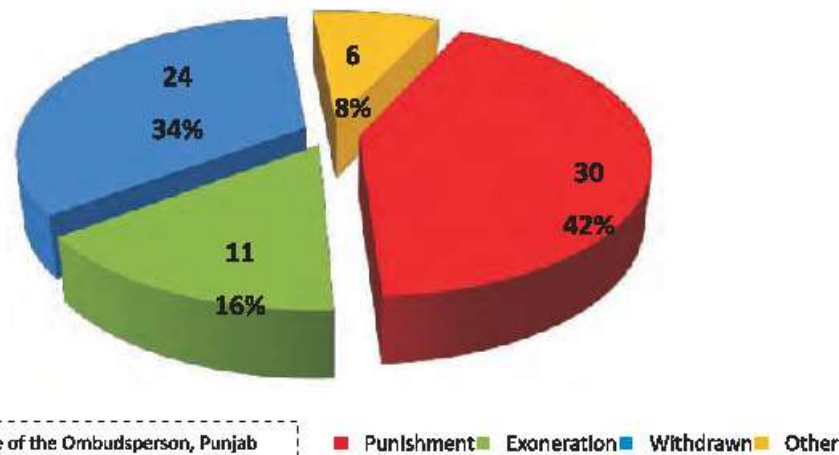
Under the Punjab Women Empowerment Package 2012, amendments were introduced in family and inheritance laws for the protection of women. Punjab Land Revenue (Amendment) Act, 2012, ensures that inheritance rights of female heirs are properly safeguarded. The Punjab Land Revenue Rules, 1968

have been amended to include specific provisions related to partition of property and related punishments for Revenue Officers tasked with the responsibility of commencing partition proceedings upon the death of a landowner.

The Office of the Ombudsperson, Punjab was established in 2013 under Section 7 of the Punjab Protection against Harassment of Women at the Workplace Act, 2012. Since its inception, the Ombudsperson's office has received 89 complaints, with 12, 34 and 43 received in 2014, 2015 and 2016 respectively. Of these 89 complaints, 71 have been decided and 30 accused have been penalized. Penalties include censure, minor penalties and removal from office.

Figure 7A depicts outcomes of complaints received by the office of the Ombudsperson from 2014 to 2016.

Outcomes of Complaints Received by the Ombudsperson's Office in Punjab (2014 – 2016)



Source: Office of the Ombudsperson, Punjab

Figure 7A

### Women's Empowerment

Punjab Women Empowerment Package 2012 mandates at least 15% representation and employment of women in public service. 32 (26%) out of 121 Provincial Departments/Institutions that provided data to PCSW meet the 15% quota requirement while 59 (32%) of the 186 District Offices that provided data to PCSW meet the requirement. PWEF 2012 further mandates 33% female representation in all Boards of statutory entities, public sector companies and institutions, as well as special purpose Taskforces and Committees. 121 Provincial Departments/Institutions provided a list of 88 Boards, 453 Committees and 17 Taskforces. Of the 88 Boards, 17 (19%) are in compliance with the 33% requirement. Of the 453 Committees, 102 (22%) are in compliance and 11 (64%) of 17 Taskforces are in compliance.

To assist women in increasing livestock productivity, trainings in livestock management, animal protection, poultry and husbandry at Tehsil Headquarters were introduced under the Punjab Women Empowerment Initiative 2014. Under this initiative, 1,932 veterinary trainings for women were conducted from 2012-13 to 2015-16. Number of trainings are provided in Figure 8A.

### Veterinary Trainings for Women in Punjab (2012 -13 to 2015-16)

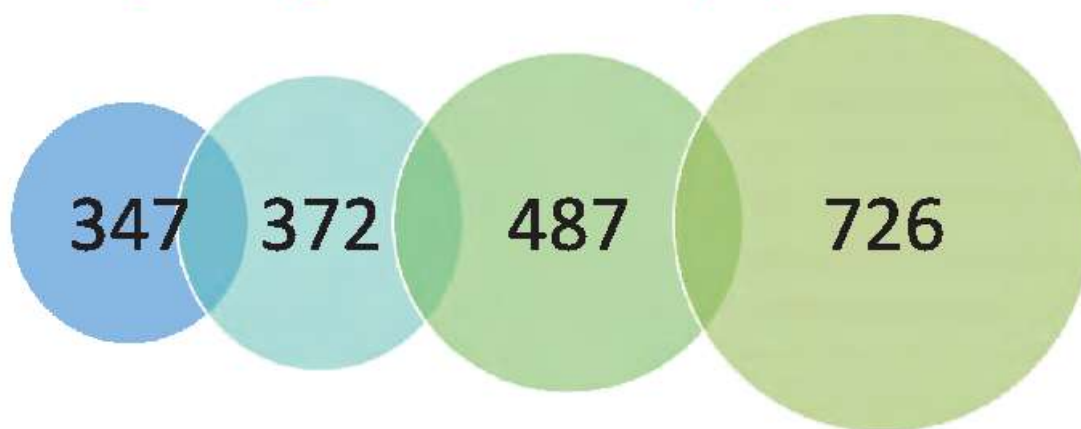


Figure 8A

## Introduction To Punjab Commission On The Status of Women (PCSW)

The Punjab Commission on the Status of Women ("PCSW") is a statutory, autonomous body that was established in February 2014 for the promotion of women's rights. Following the 18<sup>th</sup> Amendment, policy areas related to the development and empowerment of women were devolved to the provincial level, and PCSW was conceived as an oversight body to ensure that policies and programs of the government promote gender equality in Punjab. Its mandate includes inter alia:

- ♀ **Record** information on women related issues through a consolidated online database covering major areas including demographics, governance, health, education, economic participation and opportunities, and justice.
- ♀ **Research** on women and gender issues in order to generate specific information, analysis and studies to assist policymakers in achieving targets of gender equality at all levels of government.
- ♀ **Review** existing laws, policies and other initiatives undertaken by the government for their effective role in the development, empowerment and protection of women.
- ♀ **Recommend** legislative and policy changes, as well as amendments to existing procedures/frameworks, in order to ensure that the interests of all women and girls are protected.
- ♀ **Report** to international organizations, on a periodic basis, through reports aimed at monitoring progress and implementation under various human rights treaties and conventions ratified by Pakistan.
- ♀ **Redress** complaints lodged by women or their legal guardians to ensure protection of their fundamental human rights through referrals to relevant government departments/agencies.

Since its establishment in February 2014, PCSW has successfully taken a number of practical steps to fulfill its mandate. These include projects like the Gender Management Information System - a regularly updated online resource for data related to women in Punjab, the Transitional Housing for Women project to facilitate temporary shelter and vocational training for female victims of violence, the Women In Leadership project to ensure a minimum level of female representation in public bodies, as well as the Training of *Nikah* Registrars project through which *Nikah* Registrars and Local Government officials will be trained on recent family and inheritance laws.

Through its 24/7 Helpline (1043), PCSW has provided women with an official mechanism of redressal of individual grievances and complaints. During the last two years, PCSW has also built strategic relationships with governmental departments as well as non-governmental bodies, for greater and more effective advocacy of women's rights. PCSW aims to sustain these projects and continue to invest its organizational resources and efforts towards the development and empowerment of women in Punjab.

# 1 SECTION



# 1. INTRODUCTION

There is nearly universal acknowledgement of the need to embed a 'gender-ed' perspective into the process of formulating and implementing public policy frameworks. The need to sensitize government departments in line with international best practices is both necessary and desirable. However, public policy in many societies still does not embody gender mainstreaming and this is especially consequential across developing countries where a vast majority of women continue to struggle in the public and private spheres.<sup>01</sup>

## SDG 5

"Achieve Gender Equality and Empower all Women and Girls"

A number of international legal instruments adopted over the past two decades, and ratified by a vast majority of United Nations ("UN") member states, is testament to the growing consensus among the nations of the world to increase avenues of participation, inclusion and representation for women. The International Covenant on Civil and Political Rights ("ICCPR"), the International Covenant on Economic, Social and Cultural Rights ("ICESCR"), the UN General Assembly Resolution 48/104 on the Elimination of All forms of Violence against Women, and the Convention on the Elimination of All forms of Discrimination Against Women ("CEDAW") have laid down general and specific obligations upon individual states to 'respect, protect and fulfill'<sup>02</sup> women's human rights.

01

Punjab Gender Parity Report 2017

This global commitment to improve the lives of all women is further strengthened by the Sustainable Development Goals ("SDGs") adopted by 193 UN member states in September, 2015. Targets such as those set under Goal 5 provide an important benchmark to assess the impact of gendered policy interventions across country contexts. According to the World Economic Forum's ("WEF") Global Gender Gap Report 2016, Pakistan is ranked 143<sup>rd</sup> out of 144 countries on the gender inequality index. To reduce this gap, drastic steps at the federal, provincial and local levels are required. In recent years, Pakistan has enacted various laws to promote gender equality and the empowerment of women. In addition to the fundamental human rights guaranteed under Article 25 of the Constitution of the Islamic Republic of Pakistan, 1973 ("Constitution") (Equality of Citizens: 'There shall be no discrimination on the basis of sex'), recently promulgated laws at the federal and provincial levels have been crucial in addressing particular areas of concern, including but not limited to, violence against women, family law, inheritance rights, and fair representation.

In line with its commitments to improve the status of women, the government of Pakistan established two statutory bodies: the National Commission on the Status of Women ("NCSW") in 2000, and the Federal Ombudsman for the Protection against Harassment of Women at the Workplace ("FOS-PAH") in 2010. The establishment of NCSW and FOS-PAH are essential steps taken by the government towards countering harassment and attaining a more gender-sensitive policy at the national level.

Following the 18<sup>th</sup> Amendment to the Constitution, executive authority to legislate on issues related to the development and empowerment of women has been devolved to the provinces. The government of Punjab has recently developed a strategic plan under the Punjab Growth Strategy 2018, in line with Pakistan Vision 2025 launched by the government of Pakistan in 2014. Both the short-term Strategy and medium-term Vision initiated by the provincial and federal governments respectively, reflect a strong commitment to improving the lives of women. In Punjab, the Women Development Department ("WDD") and PCSW form the bureaucratic apparatus responsible for monitoring progress achieved under various women's empowerment initiatives implemented by the government of Punjab.

The Punjab Gender Parity Report ("PGPR") reflects the commitment to formulate informed policies that take gender into account by presenting well-researched evidence generated through the Gender Management Information System ("GMIS"). As second in the annual series, PGPR 2017 builds and improves upon its predecessor in terms of both quantitative and qualitative analysis. PGPR 2016 has been a useful point of reference by allowing a comparison of gender parity trends in various sectors. By also providing regional disparity across indicators, PGPR 2017 acts as an analytical data reservoir for government bodies which can tailor regional and district wise policy responses.

01. Forum, W. E. (2016). Global Gender Gap Report.

02. CEDAW 29th Session 30 June to 25 July 2003. Retrieved February 17, 2017.

## 1.1 Literature Review

Gender-based discrimination remains widespread and systemic around the world. Within South Asia, a number of underlying socio-cultural, economic and political barriers continue to adversely affect women. As demonstrated at length (See Justice), the rising trends of violence against women in Punjab is not a local but a regional phenomenon.

The literature reviewed identifies and establishes a relationship between gender parity and increased levels of progress and prosperity in society. Internationally, gender gaps are measured through the use of thematic categories, focusing on areas such as access to justice, educational attainment, reproductive health, labour force participation, and political empowerment.<sup>03</sup> A significant overlap is identifiable between key thematic areas/indicators selected for this report and those employed by international agencies, think tanks and academic centers.

For the purposes of this report, the following types of literature were reviewed:

### a) International Documents (Treaties, Conventions, Reports,<sup>04</sup> Indexes)

An international perspective was integral to this research. It not only enabled meaningful regional comparisons but also provided us with benchmarks arising out of better practices adopted in the developed parts of the world. To this end, international goal-oriented frameworks<sup>05</sup> were reviewed, particularly those under the SDGs and CEDAW. A number of global rankings and indexes, for instance the Global Gender Gap Report 2016,<sup>06</sup> the Human Development Index, and the Global Findex, were also reviewed to evaluate Pakistan's performance in key women-related areas and draw regional comparisons.

### b) Scholarship (Journal Articles, Academic Papers, Case Studies, Working and Policy Papers)

Scholarship focusing on gender and its impact on women's empowerment has provided a qualitative dimension to the analysis in PGPR 2017. Normative concepts such as 'development', 'human development', 'improvement' and 'progress' are employed to guide social interventions and policy reform (Basu, 2003).<sup>07</sup> PGPR 2017 uses a similar set of concepts for its analysis and policy recommendations. It employs a number of journal articles, academic and policy papers to establish context, particularly through an assessment of the role of local and cultural sensibilities. In doing so, it accords an importance to not only a sound empirical basis for policy interventions but also situates them in a concrete theoretical context. (Nussbaum, 2003).<sup>08</sup>

The recent paradigm shift within academic and popular circles views gender as a socially constructed part of individual identity.<sup>09</sup> This report appropriates this understanding of gender and analyzes findings within the context of cultural traditions, norms and values. These findings are categorized in six key thematic areas and literature was reviewed for each one of them. Literature on **demographics** draws our attention to possible impacts that a 'youth bulge,' of which women constitute a significant proportion (as in the case of Punjab), might have on the process of sustainable development. Empirical evidence suggests that when it comes to youth potential, the windows of opportunity associated with demographic transitioning could either be a 'demographic dividend' or a 'demographic bomb.' Given that women constitute nearly half the population of Punjab, progress within the social, economic and political spheres is, among other things, contingent upon the level of women's participation (Farooq *et al.* 2014 & Lin 2012).<sup>10</sup>

'Good **governance**' refers to the manner in which official authority for management of a country's economic and social resources is exercised.<sup>11</sup> Literature demonstrates that increasing women's participation in political and bureaucratic structures has a direct and observable positive impact on the processes of 'democratization' and 'development' (Basu, 2003).<sup>12</sup>

<sup>03</sup> Lopez-Claros, A. and Zahidi, S. (2005) "Women's Empowerment: Measuring the Global Gender Gap", Women Economic Forum.

<sup>04</sup> UNESCO, UN Women, the World Economic Forum (WEF), World Health Organization (WHO), and the World Bank.

<sup>05</sup> SDGs, the Universal Declaration of Human Rights, the Convention on the Elimination of All forms of Discrimination Against Women, Sustainable Development Goals (2014), and the Beijing Declaration & Platform for Action

<sup>06</sup> *Ibid* at 01.

<sup>07</sup> Basu, Amrita, (2003), "Gender and Governance: Concepts and Contexts", Gender and Governance, UNDP

<sup>08</sup> Nussbaum, Martha (2003), "Gender and Governance: An Introduction", Gender and Governance, UNDP.

<sup>09</sup> Geertz, C. (1973). *The Interpretation of Cultures*. New York: Basic Books.

<sup>10</sup> Farooq, M., Idrees, M., Tariq, S., Ghulizer, F., & Anwar, H. N. (2014). Consequences Of Youth Bulge In Pakistan, *Mediterranean Journal of Social Science*, 5(20), 2216-2222.

Lin, Justin Y., (2012), *Youth Bulge: A Demographic Dividend or a Demographic Bomb In Developing Countries?* The World Bank.

<sup>11</sup> "The manner in which power is exercised in the management of a country's economic and social resources for development" (World Bank).

<sup>12</sup> Basu, Amrita, (2003), "Gender and Governance: Concepts and Contexts", Gender and Governance, UNDP

Literature suggests that gender parity in access to healthcare bolsters human capital gains<sup>13</sup> and helps improve the health of society as a whole. For instance, women's control over their own reproductive health would increase the impact of family planning interventions, hence limiting high population growth rates (Bloom & Canning, 2003).<sup>14</sup> As maternal and child health are inextricably linked, improved healthcare services to women can impact maternal mortality, infant mortality, and the spread of disease.<sup>15</sup>

A strong inverse relationship exists between gender inequality in education and economic growth. (Chaudhry & Rahman, 2009).<sup>16</sup> Literature demonstrates that increased access to education of women/girls results in better health as well as greater awareness of individual legal rights (Stephan & Francesca, 2009).<sup>17</sup>

Increased levels of women's participation in the labour force and economy are important steps in maximizing women's contribution to progress and development of society at large (Kristin and Paxson, 2000).<sup>18</sup> Literature establishes that promoting greater participation of women in the labour force, and improving working conditions, contributes to a robust and more inclusive economic growth (Christoph and Berg, 2009).<sup>19</sup>

Scholarly research examines the impact of criminal injustice (for instance, violence against women) on the well-being of individuals, and by extension, their communities.<sup>20</sup> Several studies point to decreased levels of productivity among victims of violence post-crime.<sup>21</sup> Moreover, the lack of gender-sensitive attitudes and practices within institutions of the criminal justice system act as major barriers in women's access to justice.

## 03

## 1.2 Methodology

Gender parity is a concept used to measure the relative positions of men and women within various spheres of human activity. One of the ways gender parity can be measured is through the Gender Parity Index ("GPI") which is applicable across a broad range of thematic areas and indicators. In this report, particular emphasis is placed on equal access to socio-economic opportunities, equal treatment under law and equal access to public services.

Although PGPR 2017 does not include an exhaustive list covering all thematic areas required for analysis of gender parity in Punjab, it analyzes key information from the most important areas impacting a woman's life. Following a thorough perusal of relevant international and national reports and commitments under treaties and conventions, as well as consultations with development experts and gender specialists, six overarching thematic areas were identified. These thematic areas include Demographics, Governance, Health, Education, Economic Participation and Opportunities, and Justice. Based on this thematic taxonomy, 274 key indicators were identified to serve as basic guidelines for the research framework.

An additional section was included for the purposes of monitoring progress under the Punjab Women Empowerment Packages 2012, 2014 and 2016.

Individual indicators were thoroughly reviewed for their utility, feasibility and efficacy. Based on this review, several new indicators were added while indicators that generated negligible information in 2016 were deleted with the ultimate aim of progressively improving the quality of data.

<sup>13</sup> Bloom, D., & Canning, D. (2003). Health as Human Capital and its Impact on Economic Performance. The Geneva Papers on Risk and Insurance, Issues and Practice, 28, 304–315

<sup>14</sup> Reducing Maternal and Child Mortality in Punjab: The Untapped Potential of Family Planning (Rep.). (2015, September). Retrieved February 17, 2017, from USAID, Evidence, Population Council website

<sup>15</sup> Ibid.

<sup>16</sup> Chaudhry, Imran Sharif & Saeed-ur-Rahman (2009), "The Impact of Gender Inequality in Education on Rural Poverty in Pakistan: An Empirical Analysis", European Journal of Economics, Finance and Administrative Sciences

<sup>17</sup> Klasen, Stephan, & Lamanna, Francesca. (2009), "The Impact of Gender Inequality in Education and Employment on Economic Growth: New Evidence for a Panel of Countries", Journal of Feminist Economics

<sup>18</sup> Mammen, Kristin and Paxson, Christina, (2000), "Women's Work and Economic Development", The Journal of Economic Perspectives Vol. 14, No. 4

<sup>19</sup> Ernst, Christoph and Berg, Janine, (2009) "The Role of Employment and Labour Markets in the Fight against Poverty", ILO.

<sup>20</sup> Gender Equality: Striving for Justice in an Unequal World, Policy Report on Gender and Development: 10 Years after Beijing

<sup>21</sup> Laurence and Spalter-Roth, (1999), Measuring the Costs of Domestic Violence Against Women and Cost Effectiveness of Interventions: An Initial assessment and proposals for further research, Institute for Women's Policy Research, Washington, 1996.

Figure 1.1 provides the conceptual and methodological framework used for measuring gender parity across key thematic areas.

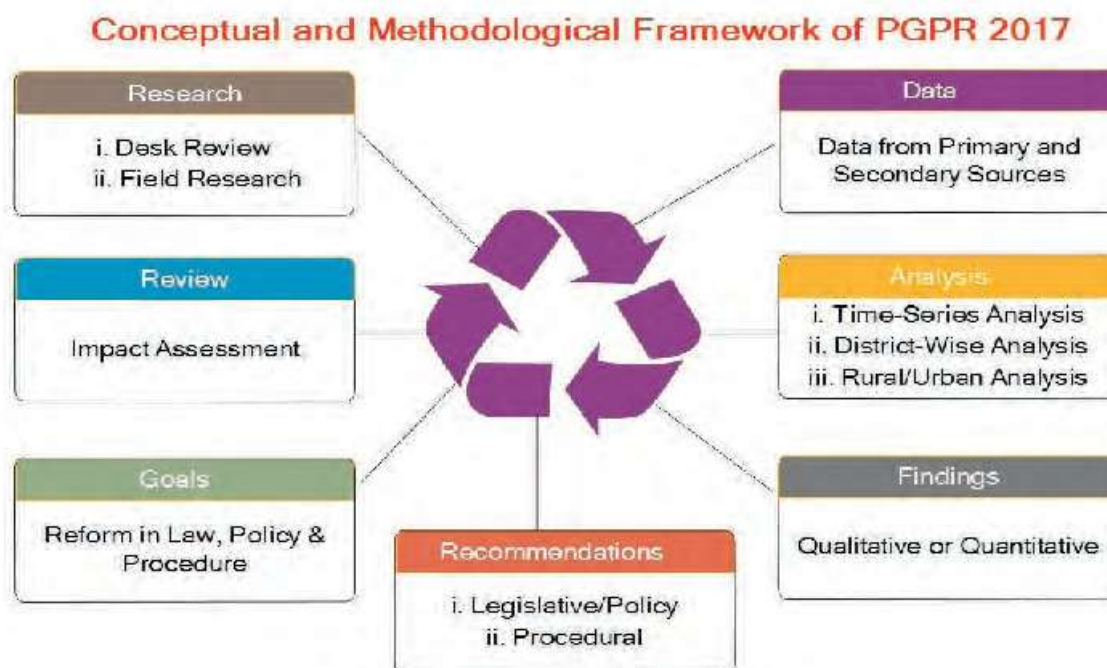


Figure 1.1

To collect data against each indicator, a combination of primary and secondary sources was used. Primary data relating to human resource, facilities and compliance with provisions of the Punjab Women’s Empowerment Packages 2012, 2014 and 2016 was collected by PCSW from Provincial Departments/Institutions as well as District Offices. This was done through the use of questionnaires seeking information on indicators such as number of employees and availability of female-friendly amenities. Secondary data was collected through PCSW’s collaboration with Provincial Departments/Institutions, which collected and collated data from all 36 districts and provided it to PCSW’s Divisional Coordinators.

In 2016, PCSW launched the GMIS to provide a live platform wherein data received on indicators across all six thematic areas is organized in a systematic manner. Since its inception, GMIS has regularly been updated. Unrestricted web-based access to GMIS has benefited the work of major stakeholders in the movement for gender equality, including but not limited to, civil society organizations, academic centers, policy think-tanks, independent researchers, international agencies as well as members of the public at large.

For PGPR 2017, a new team of Divisional Coordinators was recruited to collect data from all nine Divisions of Punjab. Enhanced human resources have led to greater institutional capacity and a more efficient system of information gathering. Regular formal and informal training programs for Divisional Coordinators have increased the efficiency of the data collection process. With localized teams operating in the field, Research Associates and the Senior Research Analyst were able to devote their time and effort exclusively on background research and data analysis.

Data is disaggregated by gender, district, and urban/rural divide. A yearly analysis added another important dimension to the comparative approach.

To understand gender differences with respect to various aspects of human development, GPI has been employed wherever applicable. The base value of 1.0 refers to absolute gender parity; values lower than 1 point to a situation in favour of men and vice versa. As a universally used unit of measurement, GPI provides a scientific and reliable method of measuring gender equality. It should be noted, however, that while GPI has been used to analyze most indicators within this report, it has not been used in cases where comparable data was unavailable or where the required data is exclusively pertinent to women.

### 1.3 Challenges in Data Collection

Data collection for GMIS and PGPR 2017 was an arduous task and a number of challenges were faced in this regard. These challenges can be divided into the following categories:

**(A) Delays in the Data Collection Process:**

Delays in the provision of relevant data was one of the main challenges encountered by PCSW. Given the broad scope of GMIS, collection of data from Provincial Departments/Institutions as well as District Offices was a time-consuming process as concerned staff members were under constant pressure of official duties.

**(B) Lack of Institutional Reporting Mechanisms:**

Owing to the lack of centralized reporting mechanisms, Provincial Departments/Institutions were often unable to provide data in the required format. Reliance on data documented in registers and files was a further source of delay in the data collection process.

**(C) Lack of Availability of Data:**

For a number of indicators, data available with Provincial Departments/Institutions was not disaggregated according to sex. In addition, district wise data for some indicators was also unavailable.

**(D) The new Local Government Structure:**

Changes in the structure of the local government under the Punjab Local Government (Amendment) Act, 2016 as of January 1<sup>st</sup>, 2017, which included re-configuration of the district management system, creation of new job titles and descriptions, and temporary appointments in government offices, also led to delays in the data collection process.

Given practical and logistical restraints, the above challenges were addressed to the fullest extent possible by PCSW. However, as a report intended for publication every year, greater institutional capacity and improved inter-departmental coordination in the years to come will lead to streamlining of the data collection process in the future.

A list of Provincial Departments/Institutions and District Offices which were contacted for the provision of data, is attached as Annexure I. Annexure II provides a list of Provincial Departments/Institutions and District Offices from whom data was received at the time of the publication of this report.

# 2

# SECTION

## 02 | THEMATIC AREAS

Gender parity is essential for successful human development as it denotes the extent to which both sexes are able to participate, and benefit from, their immediate social, political and economic environment. Gender equality means equal rights, responsibilities and opportunities for women and men and its existence implies that the interests, needs and priorities of both are taken into consideration in the decision making process. It applies to policies, laws, public finances, and access to opportunities and services so that both men and women are able to exercise equal power and influence in society.

Gender equality can be achieved by improving the status of women, whether it is through better access to education and health, economic empowerment and employment opportunities, political representation, or by ensuring women's access to justice. Another fundamental step required for the realization of gender equality is eradication of all forms of violence against women.

Globally, gender equality and women's empowerment have advanced in recent decades. Girls' access to education has improved, the rate of child marriage has declined and progress has been made in the area of reproductive health, including fewer maternal deaths. Despite progressive trends, gender inequality does, however, continue unabated in many parts of the world where it mitigates the prospects of sustainable development. In the context of developing countries like Pakistan, a variety of factors such as social values, cultural traditions, and the lack of access/resources, has had the effect of deepening gender disparity.<sup>22</sup>

For women's social and economic empowerment, the Government of Punjab has, in recent years, introduced specific policies, laws and schemes to encourage employment, initiatives to protect women from violence, incentives to promote girls' education, provisions for improved health, and measures to enhance women's political participation. Despite these initiatives, Punjab has a long way to go in achieving gender parity across all aspects of human development.

For policy makers to understand the extent and nature of existing disparities, access to reliable gender disaggregated data is critical. Data is also important to measure progress of the initiatives taken by the government. For this purpose, six holistic and overarching thematic areas were identified for the Punjab Gender Parity Report 2016 and now 2017. These include Demographics, Governance, Health, Education, Economic Participation and Opportunities, and Justice. These thematic areas reflect an understanding that both *de jure* and *de facto* gender equality can only be achieved in a society wherein both women and men have equal shares in the distribution of power and influence, and have equal opportunities to education, health, decent work and livelihoods.

This section presents findings that emerged from a detailed analysis of specific indicators within each thematic area. The main thematic areas covered in the report are shown in Figure 2.1.



Figure 2.1

<sup>22</sup> Goal 5: Sustainable Development Knowledge Platform, Retrieved from: <https://sustainabledevelopment.un.org/sdg5>



# DEMOGRAPHICS



# 03 DEMOGRAPHICS

## KEY FINDINGS

- ♀ In 2016, the population of Punjab was projected at 102.9 million people, with 53.3 million men (51.8%) and 49.6 million (48.2%) women, with a GPI of 0.931.
- ♀ Approximately 57% of the population was under 24 years of age, as compared to 63 in 2015, a group of which nearly 48% is female, and 52% male.
- ♀ Punjab's rural population was 62.8 million, of which 32.4 million (52%) were men and 30.4 million (48%) were women, with a GPI of 0.938. The urban population was 40.2 million, of which 20.9 million were men (52%) and 19.3 million (48%) were women, with a GPI of 0.923.
- ♀ In Punjab, birth registration of girls is much lower than that of boys. In 2015, the total number of births registered was 2.8 million, out of which 1.5 million (53%) were boys and 1.3 million (47%) were girls, depicting a GPI of 0.882.
- ♀ The total number of marriages registered in 2015 was 683,504 depicting an annual decrease of 3% when compared with the number of marriages registered in 2014 (703,804).
- ♀ A significantly high number of divorces were filed by men as compared to women. 77,327 divorces were registered in 2015 with 58,426 (76%) filed by men and 18,901 (24%) filed by women, with a GPI of 0.756.
- ♀ By the end of 2015, NADRA had issued 57.1 million Computerized National Identity Cards ("CNICs"), of which 32.2 million (56%) were for men and 24.9 million (44%) were for women, with a GPI of 0.773. In 2016, NADRA issued an additional 1.7 million CNICs taking the total number to 58.8 million, of which 33.1 million (56%) were for men and 25.7 million (44%) were for women, with a GPI of 0.776.
- ♀ By the end of 2016, NADRA had issued 78,237 CNICs with disability logo, of which 61,630 (79%) were for men and only 16,607 (21%) were for women, depicting a GPI of 0.269.
- ♀ By the end of 2016, NADRA had issued CNICs to 1,090 transgender persons, which is an important step in the provision of rights to a marginalized community.

## Demographics

Demography is “the study of the size, territorial distribution, and composition of population,”<sup>23</sup> changes therein, and the components of such changes.”<sup>24</sup>In simple terms, demographics are characteristics used to classify people for statistical purposes, such as age, race or gender. The demographic profile of an area determines a government’s strategic plan to govern it. The current population of Pakistan is projected at 201.9 million, with a growth rate of 1.45% and a male/female ratio of 1.04.<sup>25</sup>

A government must track population growth to correctly assess the amount of infrastructure, facilities, and basic amenities required for the population, and accordingly fulfil its mandate to govern. According to the Pakistan Demographic and Health Survey (“PDHS”), Pakistan’s urban population will surge to 86.3 million in 2017, with 44.5 million men (51.5%) and 41.8 million (48.5%) women and the rural population will surge to 108.5 million, with 55.9 million men (51.5%) and 52.6 million (48.5%) women.<sup>26</sup>

Amidst rapid population growth, Pakistan is plagued with inadequate healthcare, particularly unmet family-planning needs, weak infrastructure, lack of awareness of basic citizenship rights, persisting low levels of education, and a growing gender gap in all indicators highlighted by the Global Gender Gap Report 2016.<sup>27</sup>

## Organization of Analysis

This section provides a comprehensive picture of the population and demographic trends in Punjab, by analysing population projections and trends in births, marriages and divorce. The section is sub-divided into three subsections:

- (1) Population Profile of Punjab
- (2) Registrations with the Local Government and Community Development Department.

It is pertinent to mention here that the Local Government and Community Development Department (“LG&CD”) had not provided data for 2016 at the time of publication of this report. As a result, data for 2015 has been used.

- (3) Issuance of Computerized National Identity Cards

## 3.1 Population Profile of Punjab

In 2016, the population of Punjab was projected at 102.9 million people, with 53.3 million men (51.8%) and 49.6 million (48.2%) women, with a GPI of 0.930. In 2015, the Punjab Bureau of Statistics had reported a population of 101.4 million, with 52.5 million men (51.8%) and 48.9 million (48.2%) women, with a GPI of 0.931, depicting an annual increase of 1.5%.

The last population census in Pakistan was conducted in 1998 while the next is due to be conducted in March, 2017. In 1998, the population of Punjab was 73.5 million, of which 38 million (51.8%) were men and 35.5 (48.2%) million were women, with a GPI of 0.934. Since 1998, population growth rate in Punjab has generally maintained an average of 1.7%.

Figure 3.1 provides the projected population of Punjab

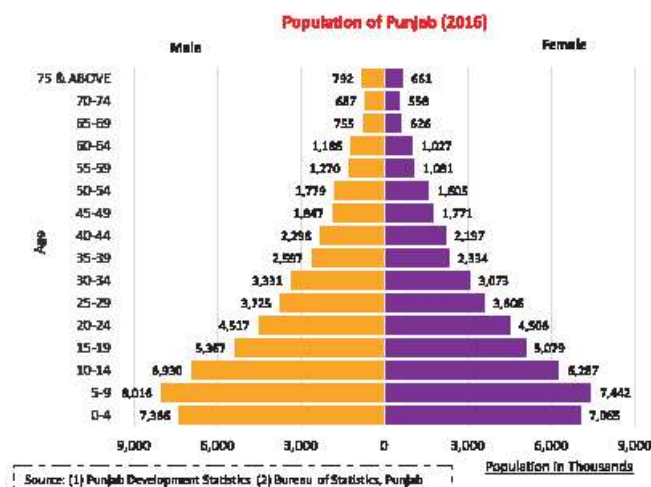


Figure 3.1

<sup>23</sup> Composition describes distribution by sex and age

<sup>24</sup> Analysis of reasons for shift in population size and structure, i.e. through births, deaths, and migration (2016). Index Mundi. Retrieved from [http://www.indexmundi.com/pakistan/demographics\\_profile.html](http://www.indexmundi.com/pakistan/demographics_profile.html)

<sup>25</sup> Islamabad, T. o. (2016, August). Pakistan Population Statistics in 2016. Retrieved from <https://timesofislamabad.com/pakistan-population-statistics-in-2016/2016/08/25/>

<sup>27</sup> Iqbal et al.

An age-wise breakdown of the population of Punjab in 2016 reveals that the largest proportion of the urban and rural population is between 5 and 9 years of age, while the remaining population decreases proportionately as age increases. In 2016, approximately 57% of the total population was under 24 years of age, as compared to 63% in 2015, a group of which nearly 48% are female, and 52% male. This trend shows that there is a higher male population in the ages below 24, with little 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. Data reveals that there is a younger "masculinized population" and an older "feminized population."

Data shown by Figure 3.1 also evidences a 'youth bulge' in Punjab. This phenomenon can either turn out to be a demographic dividend or a recipe for destruction.<sup>28</sup> 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 large number of employable individuals can be fully employed and thus included in the labour

force, then other factors remaining equal, the level of average income per capita will increase, thus resulting in the youth bulge becoming a demographic dividend.<sup>29</sup>

However, if a large proportion of the youth cannot find employment, dependency ratio will increase manifold, which may become a potential source of social and political instability. A basic measure of a government's success in turning the youth bulge into a demographic dividend is the youth employment rate, which depends upon the provision of educational facilities as well as economic opportunities. The Government of Punjab, being conversant with the need to turn the youth bulge into a demographic dividend, has formulated the Punjab Growth Strategy 2018 with multiple strategies for increasing economic growth by connecting young adults to productive opportunities and increasing their employability. The Strategy aims at achieving complete social sector coverage via provision of quality education, healthcare and social protection for the poor and vulnerable. It also includes a target of creating 1 million jobs in 3 years and training 2 million graduates in Punjab by 2018.

### 3.1.1 Rural/Urban Divide

In 2016, Punjab's projected rural population was 62.8 million, of which 32.4 million (51.5%) were men and 30.4 million (48.5%) were women, with a GPI of 0.938. The urban population was projected at 40.2 million, of which 20.9 million were men (52%) and 19.3 million (48%) were women, with a GPI of 0.923. Figure 3.2 provides a statistical depiction of the rural/urban divide.

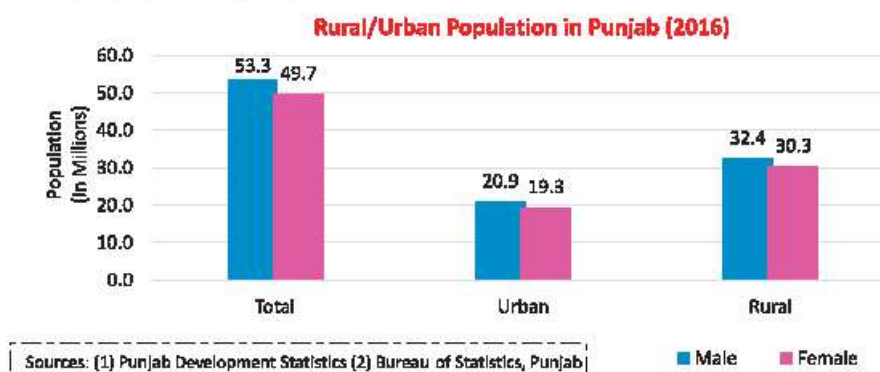


Figure 3.2

## 3.2 Registrations with the Local Government and Community Development Department

Identity documents enable holders to identify themselves for official purposes and day-to-day activities. These documents support a person's citizenship status and determine eligibility for benefits such as income support programs, education, healthcare, old age benefits and social security coverage.

<sup>28</sup> Punjab Gender Parity Report, 2016, PCSW (Women)  
<sup>29</sup> Ibid.

### 3.2.1 Birth Registrations

Birth registration is a fundamental right, recognized by Article 24 of the International Covenant on Civil and Political Rights and Article 7 of the Convention on the Rights of the Child. The fulfilment of the right to be registered at birth is closely linked to the realization of socio-economic rights such as the right to health and the right to education.

SDG 16 contains a specific Target to take forward the fundamental right to birth registration. It aims “To provide legal identity for all, including birth registration” and “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” Member states of the UN will develop local indicators to monitor implementation of this target. The SDG Monitoring Unit housed in the Planning & Development Department of the Government of Punjab is developing and contributing to the national SDGs monitoring framework for Pakistan.

The total number of births registered with LG&CD in 2015 was 2.8 million, out of which 1.5 million (53%) were boys and 1.3 million (47%) were girls, depicting a GPI of 0.882. Figure 3.3 provides the number of births registered with LG&CD in 2015. It depicts that more boys (53%) were registered as compared to girls (47%).

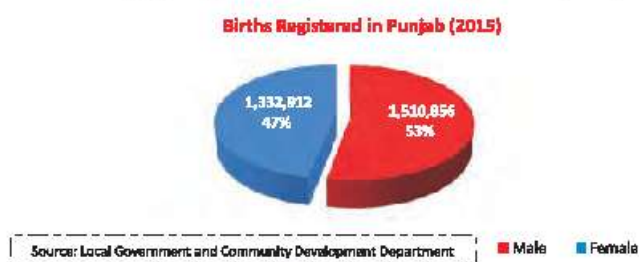


Figure 3.3

One of the primary documents that recognises a state's obligations towards its citizens is a birth registration certificate.<sup>30</sup> Attaining a birth certificate is unfortunately a complicated procedure involving a number of actors within the local government. Low incomes, high travel fares, gathering requisite documentation (all of which may not be available) and multiple trips to the Union Council also hinder the birth registration process. However, inherent discrimination in a patriarchal society is a root cause that particularly hinders registration of girls as compared to boys.

Recognising these problems and to encourage the birth registration of girls, the government of Punjab waived the birth registration fee in 2014. However, since birth registration of girls is not a priority for many families, gender disparity persists and additional incentives such as monetary benefits for registration of births are required to achieve gender parity in birth registrations.

### 3.2.2 Marriage and Divorce Registrations

#### 3.2.2.1 Marriage Registrations

When a Muslim marriage is contracted, the marriage contract, the *Nikahnama*, must be registered with the nearest Union Council. Following registration of marriage with the Union Council, each married couple can obtain a Marriage Certificate from the National Database and Registration Authority (“NADRA”).

The total number of marriages registered in Punjab in 2015 was 683,504. When compared to the number of marriages registered in 2014 (703,804), an annual decrease of approximately 3% was noted.

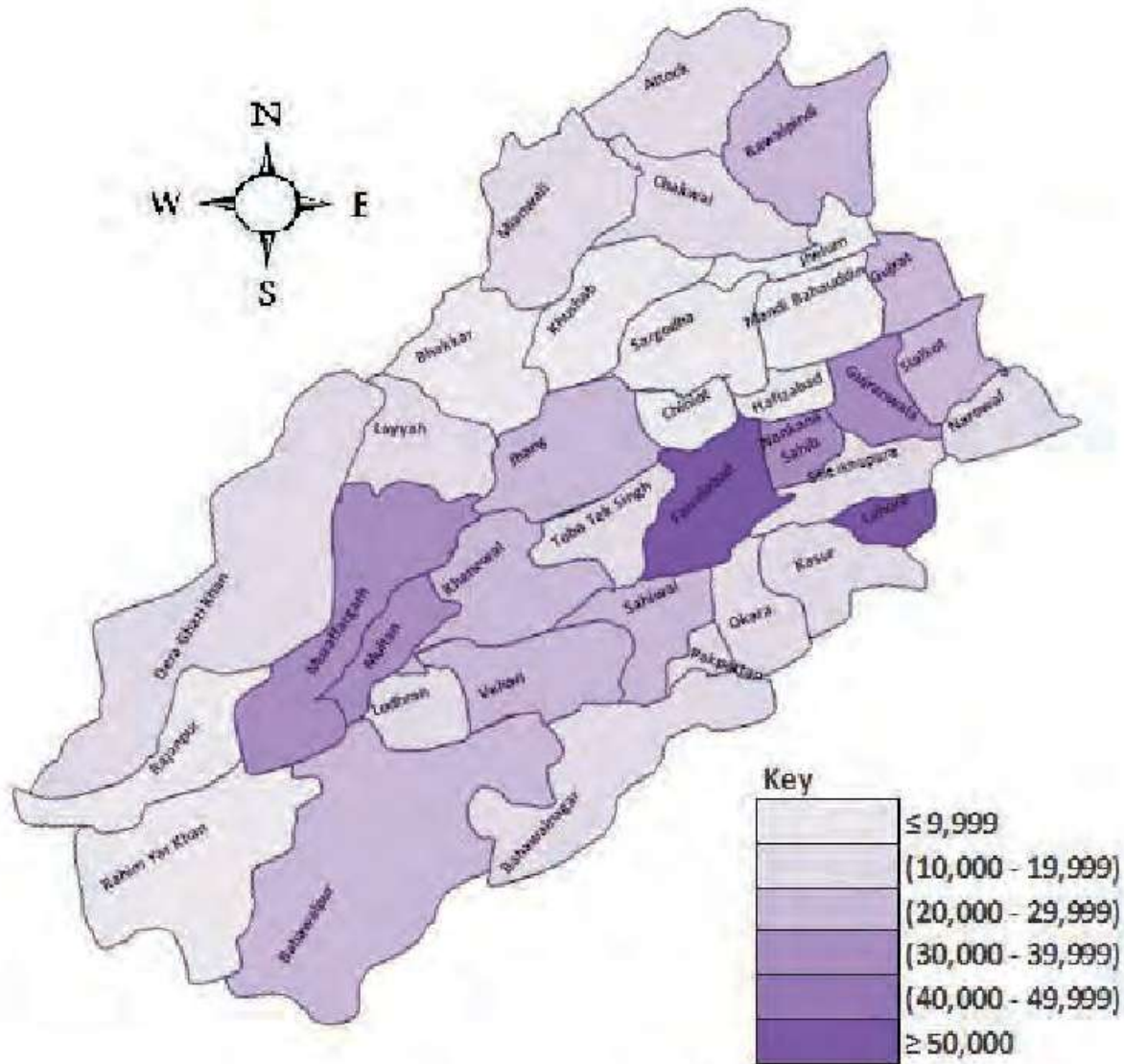
Districts where the highest number of marriages was registered in 2014 include Faisalabad (62,405), Lahore (59,399), Muzaffargarh (37,854), Multan (36,025) and Gujranwala (36,405).

As shown by Figure 3.4, in 2015, Lahore, Faisalabad and Muzaffargarh had the highest number of registered marriages, with 61,133, 58,143 and 33,102 registrations respectively.

<sup>30</sup> CESCR. (2014). Annual report of the United Nations High Commissioner for Human Rights and reports of the Office of the High Commissioner and the Secretary-General. Retrieved from [www.ohchr.org/EN/HRBodies/HRC/RegularSessions/.../A\\_HRC\\_27\\_22\\_ENG](http://www.ohchr.org/EN/HRBodies/HRC/RegularSessions/.../A_HRC_27_22_ENG)

The number of marriages in Multan (35,856) and Gujranwala (34,177) decreased slightly from 2014 to 2015. Conversely, districts with the least number of marriages registered in 2015 include Sargodha (2,533) and Khushab (7,866).

### Marriages Registered in Punjab (2015)



Source: Punjab Local Government & Community Development Department

Figure 3.4

### 3.2.2.2 Divorce Registrations

Divorce, whether pronounced by men, or obtained by women through *khula* or the right to delegated divorce (*haq-e-tafveez*), is required to be registered with the nearest Union Council.

There were 77,327 divorces filed in 2015, with 58,426 (76%) filed by men and 18,901 (24%) by women, with a GPI of 0.324. In comparison, there were 74,619 divorces filed in 2014, with 57,677 (77%) filed by men and 16,942

{23%} by women, with a GPI of 0.294. A comparison of the number of divorces filed by women in 2014 and 2015 depicts an annual increase of 11.6% divorces filed by women.

Figure 3.5 provides the number of divorces filed by men and women from 2012 to 2015. It depicts that the number of divorces filed by men is much higher than the number of divorces filed by women in all 4 years.

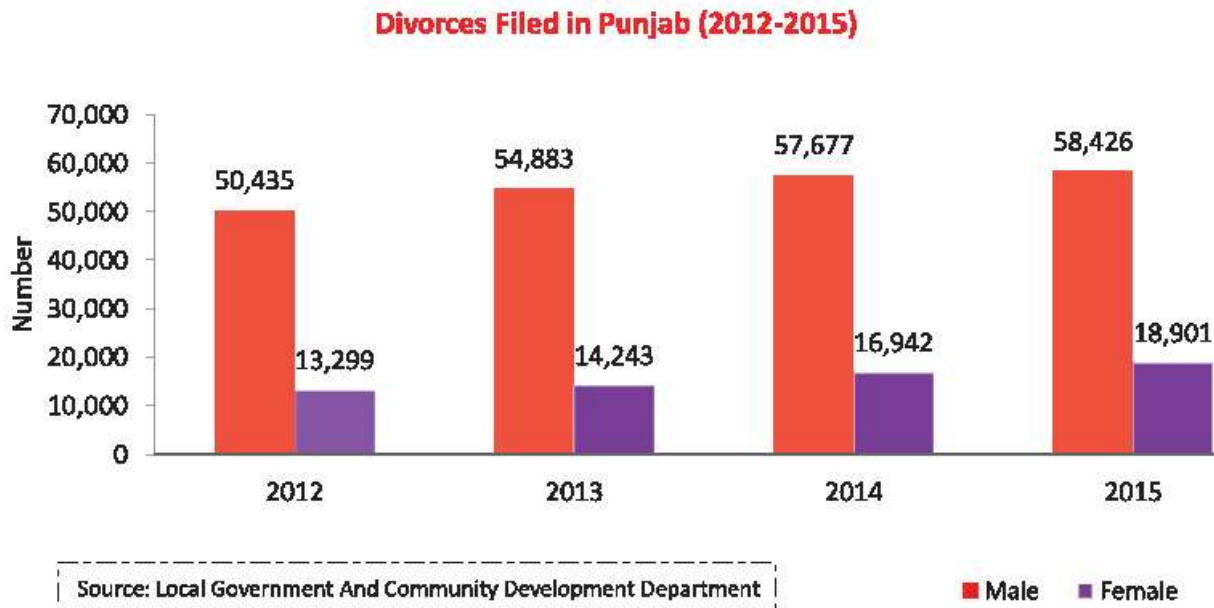


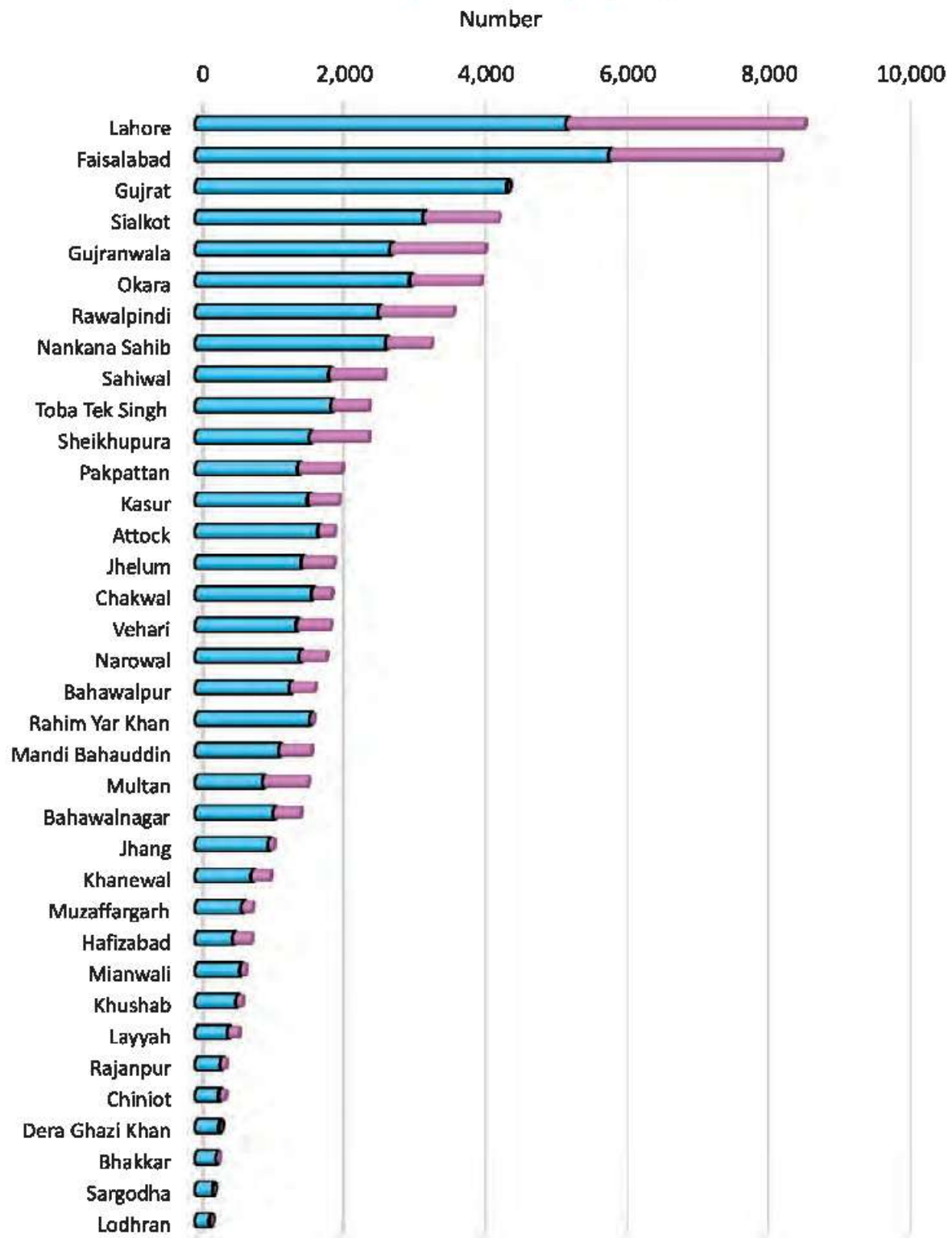
Figure 3.5

In 2014, districts with the highest number of divorces filed by women included Faisalabad, where men filed 5,608 (71%) divorces and women filed 2,329 (29%) divorces, and Lahore, where men filed 4,979 (61%) divorces and women filed 3,164 (39%) divorces. Some districts had very low numbers of divorces filed by women. Sialkot, for example, had 3,356 (78%) divorces filed by men and only 957 (22%) by women. Similarly, Dera Ghazi Khan had 308 (96.25%) divorces filed by men and only 12 (3.75%) by women. In Gujrat, 4,316 divorces were filed, with none of them filed by women. Similar trends were shown in Sargodha, where only 236 men filed for divorce.

As shown in Figure 3.6, in 2015, districts with the highest number of filed divorces included Faisalabad (same as 2014), with 5,833 (71%) divorces filed by men, and 2,429 (29%) by women, and Lahore (same as 2014), where men filed 5,235 (61%) divorces and women filed 3,356 (39%) divorces. Figures from Jhang show that in 2015, 1,024 (93%) men and only 68 (7%) women filed for divorce. Rahim Yar Khan shows high disparity, with 1,613 (97%) divorces filed by men and 45 (3%) by women.

The number of divorces filed in Gujrat also shows similar trends in 2014, with men filing 4,399 divorces and women filing none.

### Divorces Registered in Punjab (2015)



Source: Local Government And Community Development Department

Male  
Female

Figure 3.6

### 3.3 Issuance of Computerized National Identity Cards

NADRA was established as a National Database Organization in 1998 and is an attached department of the Ministry of Interior, Government of Pakistan. NADRA has a statutory mandate to establish an improved and modernized system of registration in the country, through appropriate means, including technologically advanced and efficient means of automation, creation of databases and related facilities.<sup>31</sup>

NADRA is responsible for registration of all citizens. For the purposes of registration, NADRA issues Computerized National Identity Cards ("CNICs") to all citizens over 18 years of age. A CNIC can be made for any citizen of Pakistan who has proof of being 18 years old. Since the age and date of birth of a minor is proven through a birth registration certificate and subsequent "Form-B", it is absolutely imperative to get a child's birth registered. Without a birth registration certificate, it is impossible to conclusively prove the age of a minor, thus also difficult to obtain CNIC upon attainment of majority age.

By the end of 2015, NADRA had issued 57.1 million CNICs, of which 32.2 million (56%) were for men and 24.9 million (44%) were for women, with a GPI of 0.773. In 2016, NADRA issued an additional 1.7 million CNICs taking the total number to 58.8 million, of which 33.1 million (56%) were for men and 25.7 million (44%) were for women, with a GPI of 0.776.

Figure 3.7 provides the number of CNICs that had been issued by NADRA to men and women at the end of 2015 and 2016. As shown in Figure 3.7, trends for issuance of CNIC have generally remained constant between 2014 and 2015.

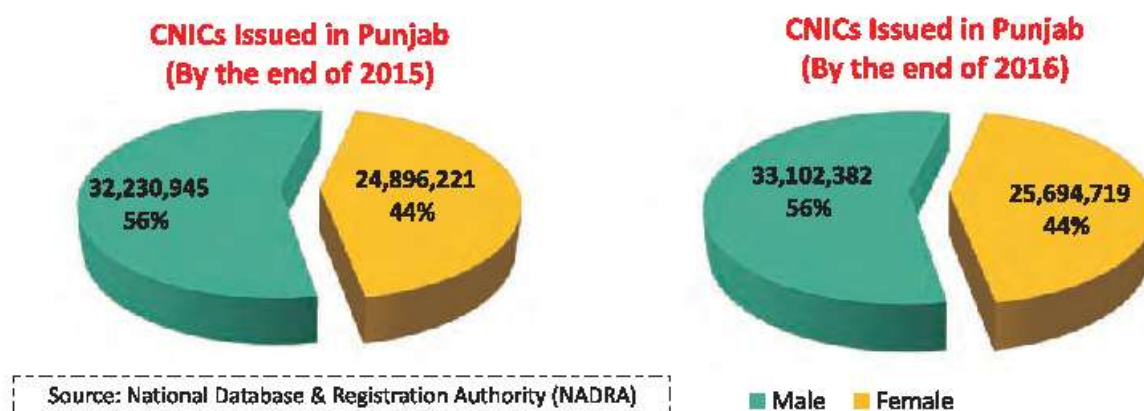


Figure 3.7

Women's ability to get CNICs is severely impacted by their dependence on male members of the family. Factors like NADRA's limited outreach, unavailability of necessary documents including birth certificates, and inability to pay CNIC fees create further barriers for women. Although NADRA has improved its outreach and NADRA mobile vans have managed to reach some remote areas in Punjab, these efforts need to be strengthened to further increase the number of women with CNICs.<sup>32</sup>

Figure 3.8 provides district wise numbers of CNICs that had been issued to men and women by the end of 2016. District-wise analysis shows that in all districts, the number of CNICs issued to men exceeds those issued to women. Districts such as Layyah (1,163 men and 291 women), Multan (3,155 men and 884 women), and Gujranwala (2,359 men and 506 women) show the highest gender disparity of 0.250, 0.280 and 0.214 respectively.

<sup>31</sup> Section 5 of the NADRA Ordinance 2000 relates to NADRA's functions

<sup>32</sup> UNHCR. 2015-2017 Protection Strategy. Retrieved from [unhcr.org/wp-content/uploads/.../2015-2017-Protection-Strategy-External.docx](http://unhcr.org/wp-content/uploads/.../2015-2017-Protection-Strategy-External.docx)



**CNICs issued in Punjab (By the end of 2016)  
District Wise**

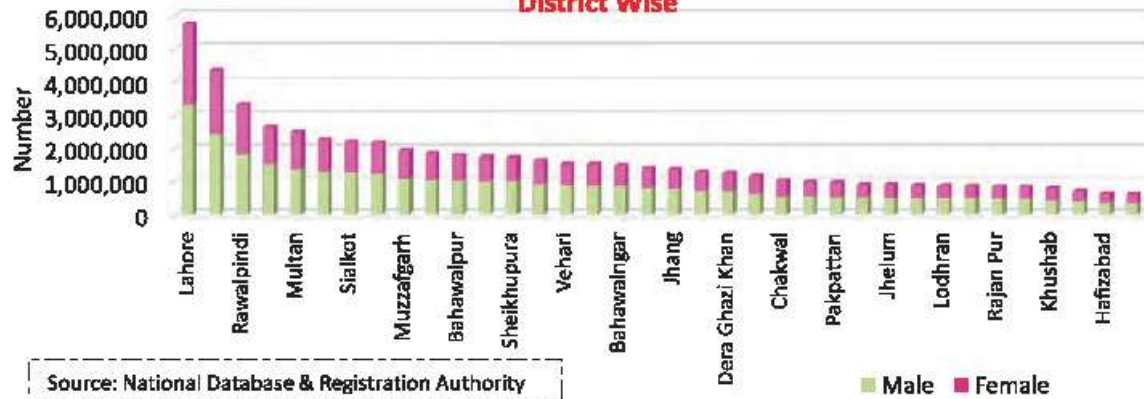


Figure 3.8

### 3.3.1 Computerized National Identity Cards Issued to Transgender Persons

By the end of 2016, NADRA had issued 1,090 CNICs to transgender persons. This landmark step came after the Supreme Court's order in 2009 to ensure that members of the transgender community in Pakistan enjoy the same rights as other citizens of Pakistan, in matters of inheritance, employment and voter registration. Under these instructions, gender options for issuance of CNICs include male, female, *khwaja sara*, and *khunsa-e-mushkil*<sup>33</sup>

Issuance of CNICs to transgender persons is an important step in the provision of rights to a community that is extremely marginalized and discriminated against. It is hoped that this positive step towards removing discriminatory practices against the transgender community will lead to greater access to citizenship rights and benefits.

### 3.3.2 Computerized National Identity Cards with Disability Logo

By the end of 2016, NADRA had issued 78,237 CNICs with disability logo, of which 61,630 (79%) were for men and only 16,607 (21%) were for women, depicting a GPI of 0.269. The numbers depict an increase of 22,043 CNICs since 2015, by the end of which NADRA had issued 56,194 CNICs with disability logo, of which 45,037 (80%) were for men and only 11,157 (20%) were for women, with a GPI of 0.247. Figure 3.9 provides comparative numbers of CNICs with disability logo issued in Punjab at the end of 2015 and 2016.

**CNICs with Disability Logo Issued in Punjab (By the end of 2015)**



**CNICs with Disability Logo Issued in Punjab (By the end of 2016)**



Source: National Database & Registration Authority (NADRA)

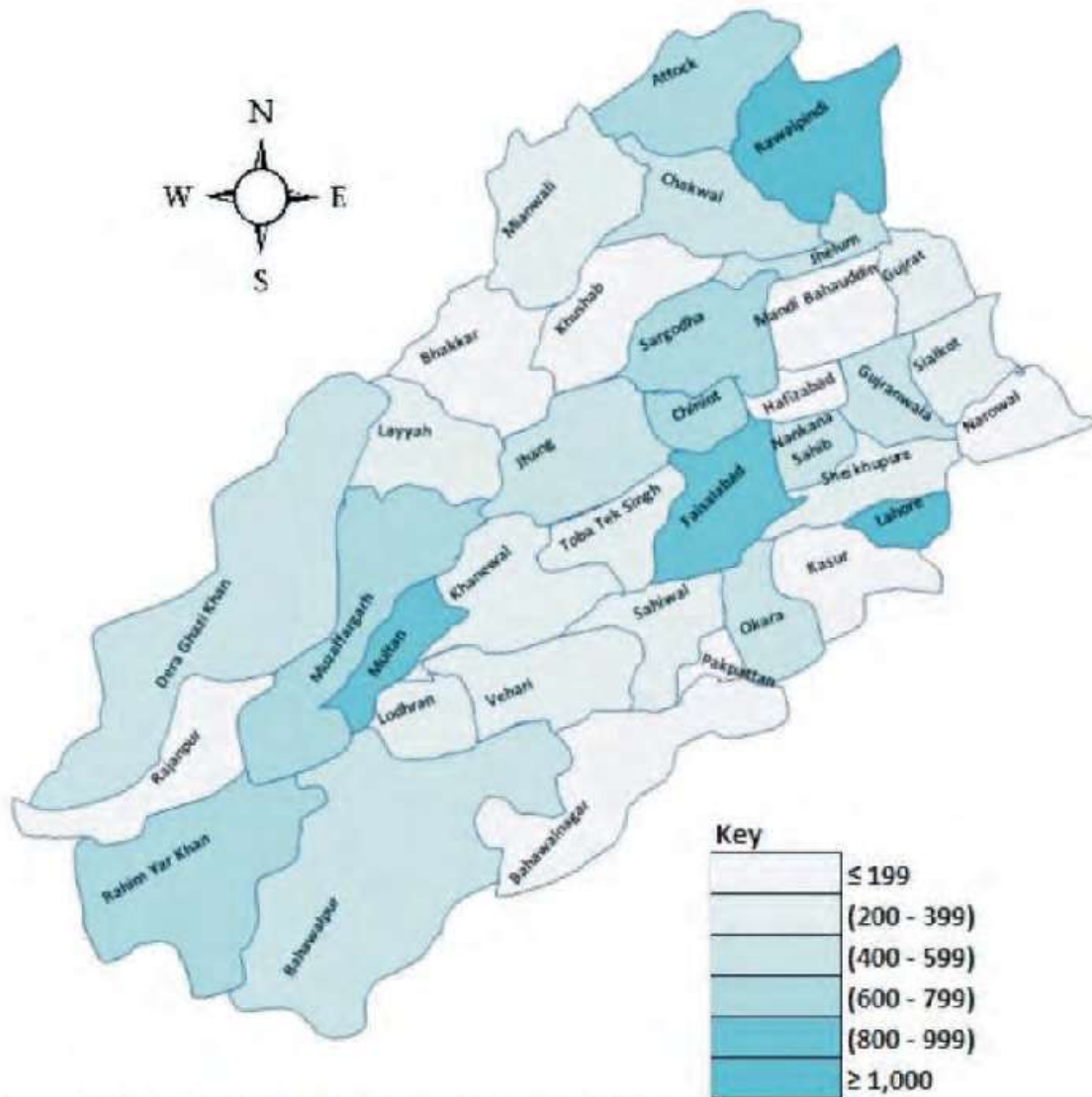
Figure 3.9

<sup>33</sup> *khwaja sara* and *khunsa-e-mushkil* are two terms used for transgender people in NADRA records. Within the transgender community, *khunsa-e-mushkil* is used to describe transgender people with special needs or disabilities

District wise numbers of CNICs with disability logo issued to women depict that Rawalpindi and Lahore had the highest number of CNICs issued to disabled women, with 1,540 and 1,255 CNICs issued respectively by the end of 2015. By the end of 2016, the number of disabled women who were issued CNICs in Rawalpindi and Lahore had increased to 2,177 and 1,711 respectively. By the end of 2016, districts with the lowest number of CNICs issued to disabled women were Pakpattan (88) and Narowal (58). Figure 3.10 shows district-wise numbers for CNICs that had been issued to disabled women by the end of 2016.

Although there was an increase in the number of CNICs issued from 2015 to 2016, efforts targeted at achieving parity among disabled groups in Punjab must be implemented stringently to ensure that all men and women with disabilities are registered with the government, and are eligible to receive disability benefits, including quotas in public-sector employment.

**District-wise Analysis of CNICs Issued to Disabled Women in Punjab (2016)**

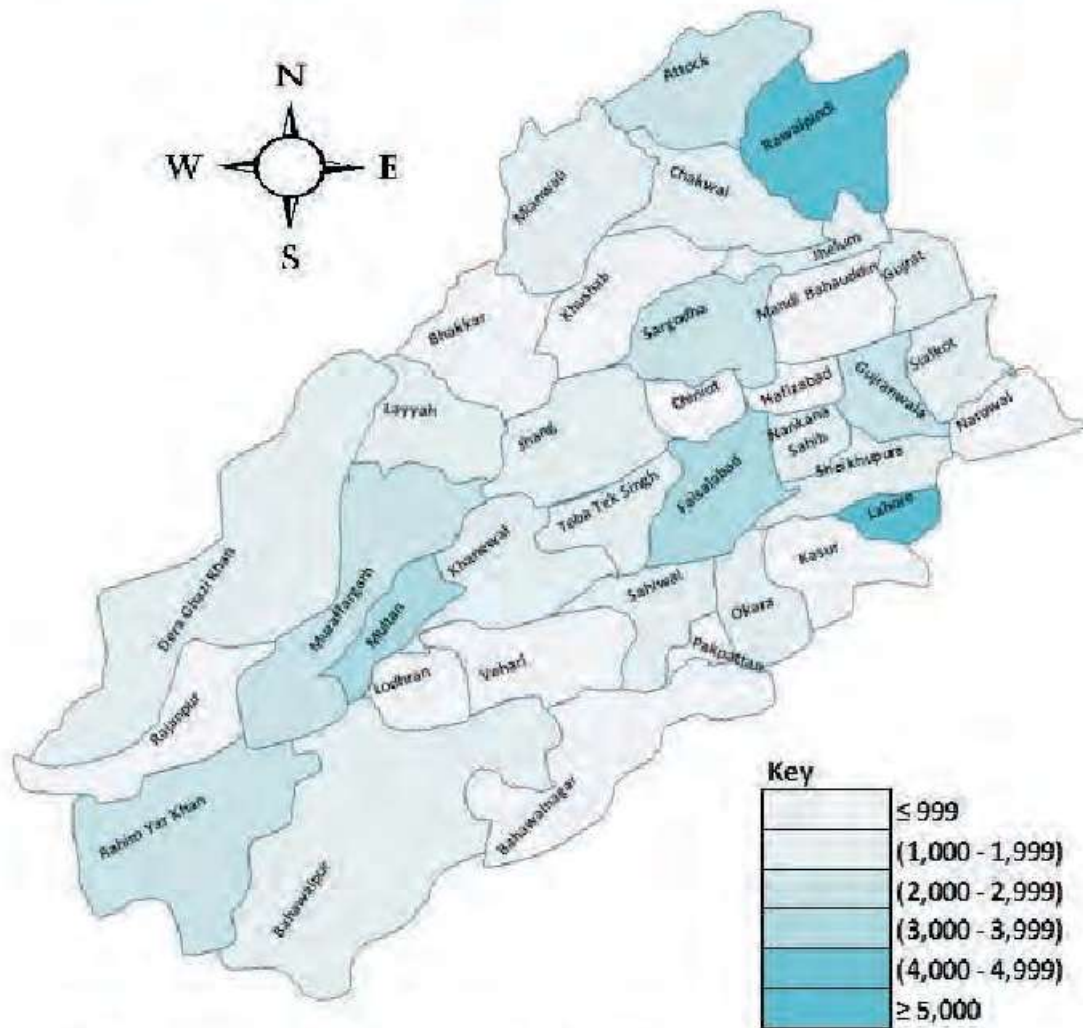


Source: National Database & Registration Authority (NADRA)

Figure 3.10

Figure 3.11 shows district-wise numbers of CNICs that had been issued to disabled men by the end of 2016.

**District-wise Analysis of CNICs Issued to Disabled Men in Punjab (2016)**



Source: National Database & Registration Authority (NADRA)

Figure 3.11

### 3.4 Conclusion

Population trends in Punjab depict constant growth in the past few decades. Concrete efforts must be in play to ensure better quality of life for all citizens of Punjab. Persistent population growth must be accompanied with parallel improvement in health and education sectors, along with programs to ensure greater economic participation.

Low birth registration of girls remains a problem across Punjab. It must be countered with regular awareness and outreach efforts by the government, or support to civil society organizations that aid registrations. Furthermore, procedural hurdles must be removed to ensure higher registrations.



# GOVERNANCE

پونک افیس

# 04 GOVERNANCE

## KEY FINDINGS

- ✓ Pakistan was ranked at 90 out of 144 countries in political empowerment, with a score of 0.127, far higher than its rating in other thematic areas covered by the Global Gender Gap Report, 2016.
- ✓ Membership of the National Assembly shows considerable gender disparity. Of the 70 female members of the National Assembly, 60 (85%) are on seats reserved for women while 1 is on a seat reserved for minorities.
- ✓ Of the 281 members of the National Assembly on general seats, 272 (97%) are men and 9 (3%) are women, with a GPI of 0.033.
- ✓ In the National Assembly, there are 146 members on general seats of Punjab, of which 142 (97%) are men and only 4 (3%) are women, with a GPI of 0.028.
- ✓ 67 women in the Punjab Assembly have attained membership on reserved seats.
- ✓ Of the 303 members on general seats, 295 (97.4%) are men and only 8 (2.6%) are women, with a GPI of 0.027.
- ✓ Men chair 28 (90%) Parliamentary Standing Committees in the Punjab Assembly while women chair only 3 (10%).
- ✓ The Chief Minister's Cabinet has 29 members, 25 (86%) of whom are men and only 4 (14%) are women, with a GPI of 0.160.
- ✓ Only 32 (26%) of 121 Provincial Departments/Institutions have at least 15% representation of women.
- ✓ In District Offices, 59 (23%) of 186 offices have at least 15% representation of women.
- ✓ 17 of 88 Boards, 102 of 453 Committees and 11 of 17 Taskforces in Provincial Departments/Institutions have at least 33% representation of women.
- ✓ There are 6,766 journalists registered with 32 District Press Clubs, of which 6,401 (94.6%) are men and only 365 (5.4%) are women, with a very low GPI of 0.057.
- ✓ In 2013, the number of registered voters in Punjab was 49.2 million. Of these, 27.7 million (57%) were men and 21.5 million (43%) were women, with a GPI of 0.778. In 2015, the number of male registered voters had increased to 29.6 million and female registered voters to 23.2 million, with a GPI of 0.782.
- ✓ In the 2015 Local Government Elections, there were 33,587 (78.22%) male and 9,350 (21.78%) female polling staff (Presiding and Returning Officers). There were 64,880 (54.2%) polling stations for men and 54,867 (45.8%) polling stations/booths for women.

## Governance

Governance refers to formal and informal actors involved in decision-making, and formal and informal institutions or structures in place to implement decisions.<sup>34</sup> The quality of governance is judged by its ability to be participatory, consensus oriented, transparent, responsive, effective and efficient, equitable, and adherent to the rule of law.<sup>35</sup> Efficient management of public resources and guaranteeing citizens their human rights, while also ensuring freedom from corruption, are also essential elements of good governance (Figure 4.1).<sup>36</sup> The interplay of these factors guarantees a transparent and accountable system, in which voices of the vulnerable are heard, especially in public decision-making bodies.

An inclusive government strives to achieve equal representation of both women and men in decision-making processes. Women need an active 'voice' in order to convey their views; and governments are more likely to respond to their needs and demands thus articulated. Representation in legislative institutions and government bodies provides women with a 'voice,' stimulating formulation of programs, policies and special institutions affecting their distinct needs and well-being.<sup>37</sup>



Figure 4.1

In 1995, the Beijing Platform for Action identified and recognized women's equal access to and full participation in power structures and decision making as an essential prerequisite to ensuring gender equality. The Declaration included achievement of a gender-balanced composition in governmental bodies and committees, as well as in public administration and the judiciary; inclusion and eventual integration of women in decision-making structures of political parties; and the promotion and protection of women's political rights.<sup>38</sup>

Pakistan has committed to increasing women's political participation under CEDAW (Article 7) as well as its own National Plan of Action (1998) and Its National Policy for Development and Empowerment of Women (2002) (Section 6). Despite constitutional provisions (specifically Article 34 which guarantees the presence of women in Parliament, and further ensures participation through a quota system that reserves seats for women) that promote equality, women's representation at national, provincial and local levels of the political structure remains mostly insignificant.

The patriarchal structure of society provides more economic and political power to men in all spheres of public and private life. The same structure deprives women at the grassroots of easy access to political activities, including the polling process.<sup>39</sup> As shown in Figure 4.2, low percentage of women as voters and as decision makers can be attributed to many reasons in a male-dominated political culture, one of which is financial dependence of women on their male counterparts. In addition, restricted mobility, weak decision-making power, family responsibilities and cultural norms and practices are some of the factors impeding women's participation in the decision making process.<sup>40</sup>

34 Pacific, U. N. What is Good Governance?

35 Matthias Wismar, K. E. (2006). Health targets and (good) governance. The Health Policy Bulletin of the European Observatory on Health Systems and Policies, Vol 8.

36 Nations, U. (2009). Creating an Inclusive Society: Practical Strategies to Promote Social Integration. UN.

37 Lopez-Claros, A. a. (2005). Women's Empowerment: Measuring the Global Gender Gap. World Economic Forum Geneva.

38 Equal Participation of Women and Men in Decision-Making Processes, with Particular Emphasis on Political Participation and Leadership, Report of the Expert Group Meeting. (2005). UN Women Watch, p. 6.

39 (2010). Gender Review of Political Framework for Women Political Participation. National Commission on the Status of Women.

40 F. B. (2005, November). Women's Political Participation: Issues and Challenges.

**Factors Restricting Women's Political Participation**

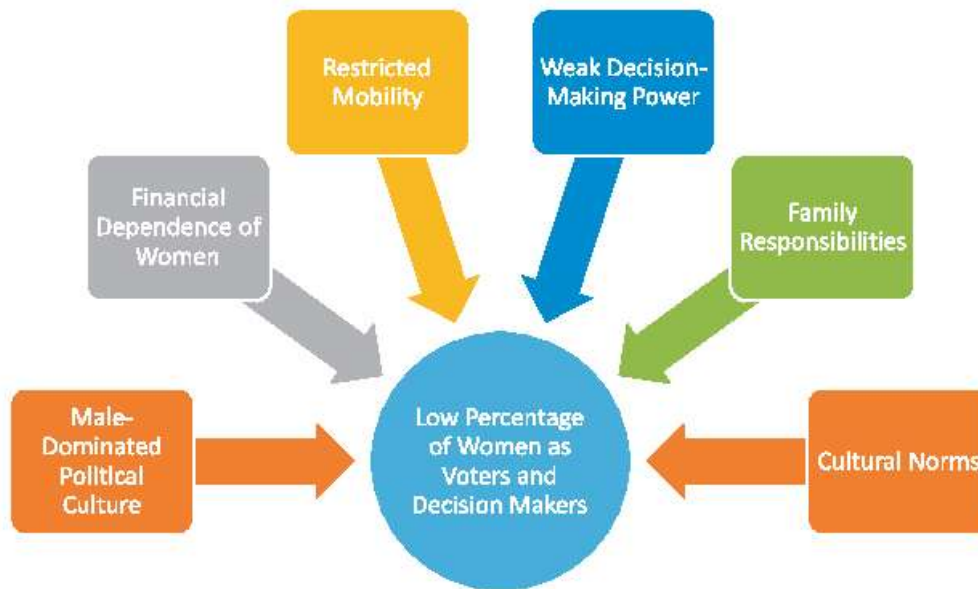


Figure 4.2

In recent years, the Government of Punjab has taken considerable measures to increase women's participation in governance processes, including the electoral process and membership in the Punjab Assembly. Currently, the National Assembly of Pakistan and all Provincial Assemblies have 17% seats reserved for women.<sup>41</sup> Furthermore, the Punjab Local Government Act, 2013 mandates 33% representation of women in all tiers of government. Ensuring that these quotas are filled is a step towards achieving Goal 5 of the SDGs, Target 5.5 of which requires "ensuring women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life."<sup>42</sup>

**Organization of Analysis**

This section analyses the participation of women in the electoral process and the representation of women in public institutions at the national, provincial and local levels. To ascertain progress made in the political empowerment process of women in Punjab, the following sub-themes have been identified:

1. Political Participation and Representation of Women in Public Institutions
2. General Elections of 2013 and Local Government Elections of 2015: Voter Registration, Turnout and Female Candidature

3. Women in Decision-making Positions in Major Political Parties

**4.1 Political Participation and Representation of Women in Public Institutions**

Although the Constitution guarantees freedom and equality amongst citizens, women's role in mainstream politics is significantly marginalized and the number of women who run for public office is much lower as compared to men. Marginalization is largely a result of inequalities that exist in the political process due to patriarchal traditions and the negative perception of women as public representatives.<sup>43</sup> Women's rights as equal citizens are denied by socio-cultural norms, which promote female segregation and hinder political participation at all levels of governance. Factors such as a low percentage of women possessing CNICs, the process of voter registration and barriers to women's mobility also hinder women's participation in the decision-making process.<sup>44</sup>

41 Foundation, A. Legislative Quotas for Women.

42 SDGs Goal 5, Target 5.5, Indicator 5.5.1, which can be satisfied with a proportion of seats held by women in a) national parliaments and b) local governments, is thus currently being satisfied by Pakistan.

43 Women, U. Violence against Women in Politics. UN. Retrieved from [iknowpolitics.org/sites/default/files/vawip-report.pdf](http://iknowpolitics.org/sites/default/files/vawip-report.pdf)

44 (2010). Gender Review of Political Framework for Women Political Participation. National Commission on the Status of Women.

## 4.1.1 Women's Participation in the National And Punjab Assembly

### 4.1.1.1 Women in the National and Punjab Assembly

Pakistan was ranked at 90 out of 144 countries in political empowerment, with a score of 0.127, far higher than its rating in any other area covered by the Global Gender Gap Report, 2016.<sup>45</sup> The comparatively higher ranking in political empowerment is in place essentially due to imposition of quotas and accordingly, reserved seats for women in National and Provincial Assemblies.

Gender quotas alone, as global experience has shown, cannot transform the quality of women's representation.<sup>46</sup> It is argued that the system of quota delivers as a temporary special measure to achieve gender balance in legislatures and public service, but it does not facilitate real political empowerment and democratic participation of women.<sup>47</sup> Some have argued that the system provides mere symbolic representation to women, when the need is to mainstream women in the political process. Women's quotas must eventually be adapted into women's direct representation, with more women attaining membership of National and Provincial Assemblies through general seats.<sup>48</sup> Figure 4.3 reflects considerable gender disparity in membership of women in National and Punjab Assembly.

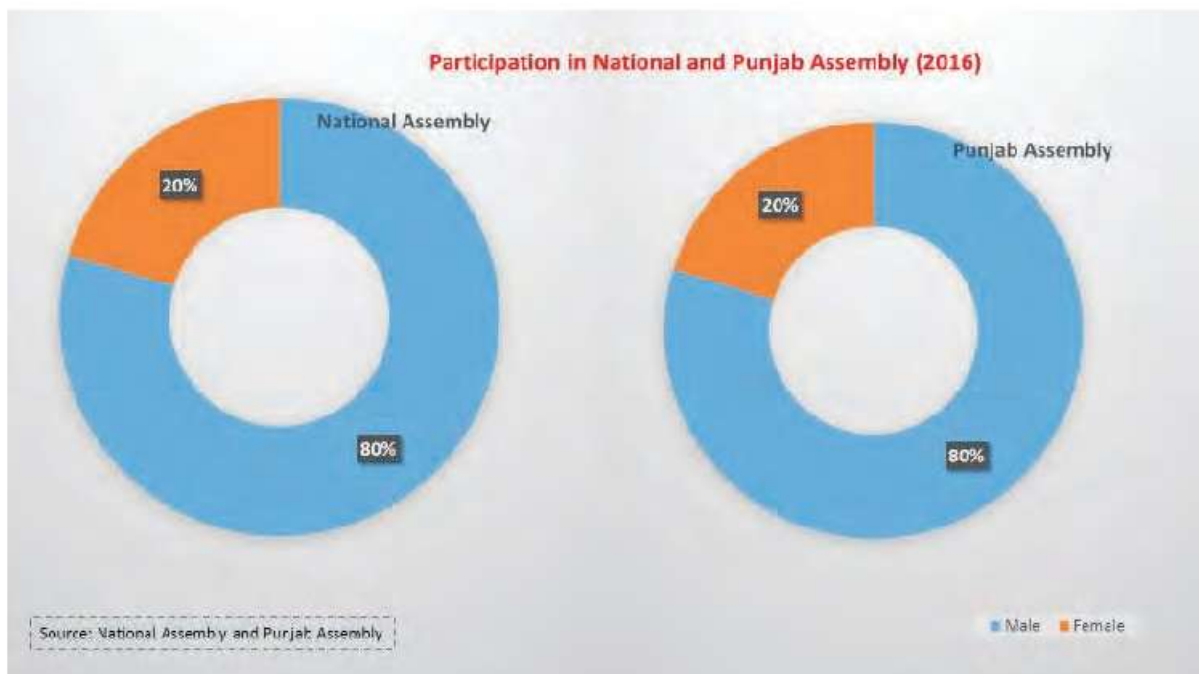


Figure 4.3

#### 4.1.1.1 (a) National Assembly

The National Assembly of Pakistan consists of 342 members, out of which at least 60 must be women.<sup>49</sup>

Currently, the National Assembly comprises of 272 (80%) men and 70 (20%) women. These numbers denote a GPI of 0.261. Of the 70 female members, 60 (85%) are on seats reserved for women while 1 is on a seat reserved for minorities. However, while men occupy 272 general seats in the National Assembly, women occupy only 9, with a GPI of 0.033. In terms of representation of Punjab, there are 4 women (2.8%) on general seats as compared to 142 (97.2%) men. All 4 women belong to Pakistan Muslim League–Nawaz ("PML–N"). On reserved seats, there are 35 women from Punjab; 32 from PML–N, 2 from Pakistan Tehreek-e-Insaaf ("PTI") and 1 from Pakistan People's Party ("PPP"). Figure 4.4 provides an accurate depiction of the current number of men and women on General as well as Reserved Seats in the National Assembly.

<sup>45</sup> Ibid at 01.

<sup>46</sup> UNDP, P. Women Parliamentary Caucuses as Agents of Change.

<sup>47</sup> UNDP, P. Women's Political Participation.

<sup>48</sup> Ibid.

<sup>49</sup> The 17.5% quota for women in National Assembly guarantees at least 60 women members of the Assembly.



### Members of National Assembly (2016)

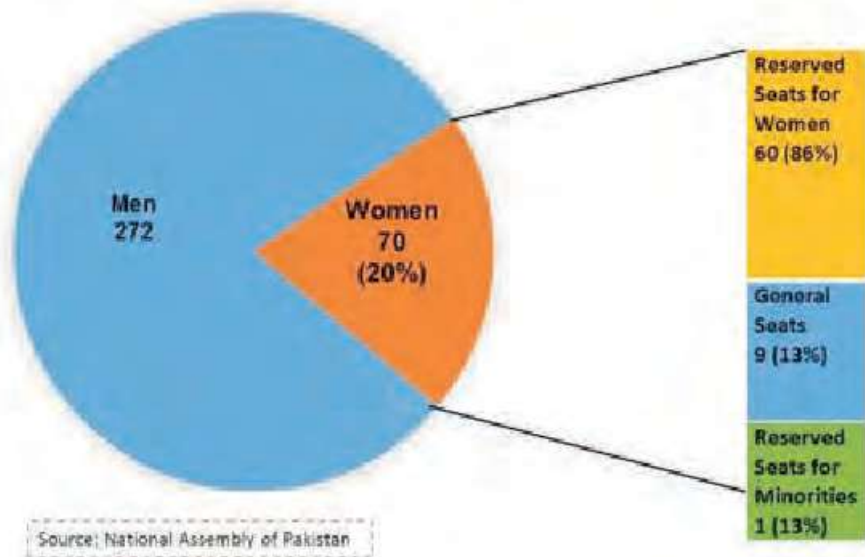
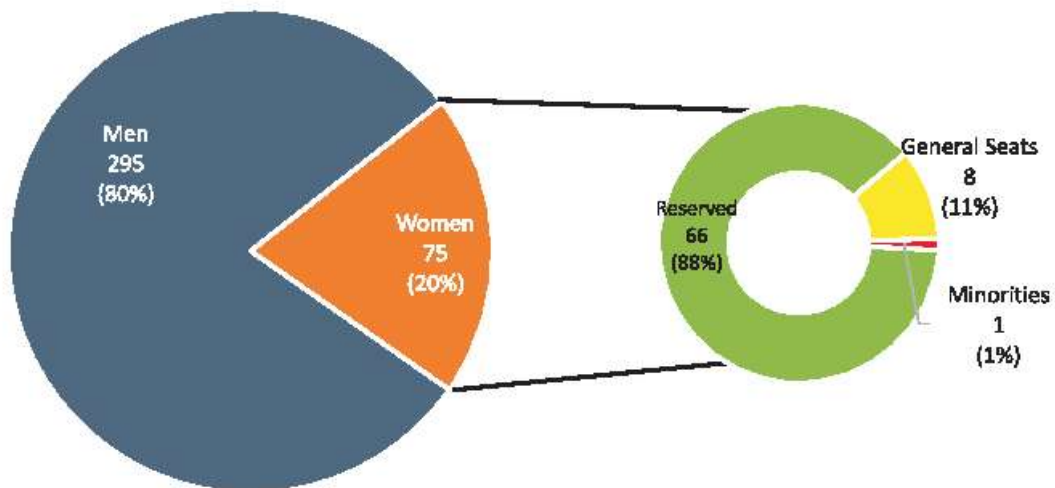


Figure 4.4

#### 4.1.1.1 (b) Punjab Assembly

Punjab Assembly consists of 370 members out of which 295 (80%) are men and 75 (20%) are women, with a GPI of 0.254. Of these 75 women, 66 are on seats reserved for women, 8 are on general seats and 1 is on a seat reserved for minorities. The majority of women elected on reserved seats (56) are from PML-N, 6 from PTI, 2 from Pakistan Muslim League-Quaid (“PML-Q”) and 1 each from PPP and the Pakistan Muslim League-Zia. Figure 4.5 depicts the number of men and women on general and reserved seats in the Punjab Assembly.

### Members of Punjab Assembly (2016)



Source: Punjab Assembly

Figure 4.5

District wise analysis reveals that 31 of the 67 women on reserved seats in the Punjab Assembly belong to Lahore. This is followed by Rawalpindi and Gujranwala, though both lag significantly in comparison to Lahore, with the former having 7 and the latter 5 representatives respectively. Further analysis reveals that female members on reserved seats belong to only 17 districts<sup>50</sup> with no female members representing the remaining 19 districts. Figure 4.6 provides a district-wise analysis of women's representation depicting the 21 districts with female representatives in the Punjab Assembly.

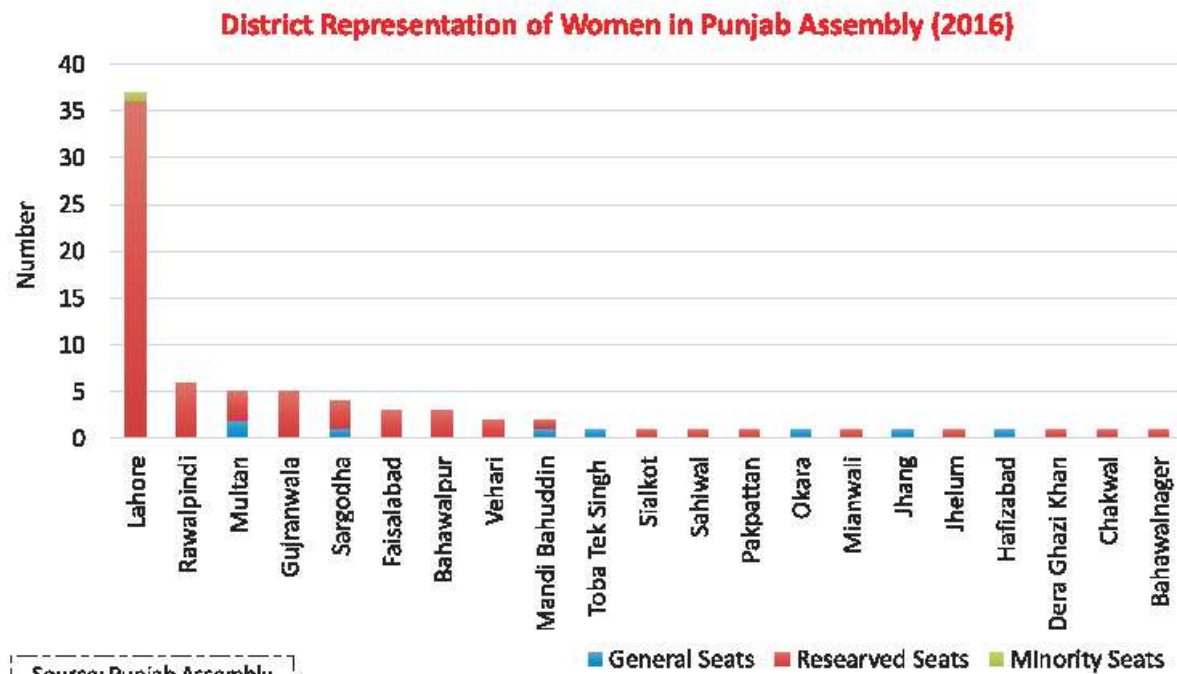


Figure 4.6

#### 4.1.1.2 Women's Parliamentary Caucus in the National Assembly

The Women's Parliamentary Caucus ("WPC") in the National Assembly, established in 2009, headed either by the Speaker of the National Assembly, Chairperson of the Senate, Deputy Speaker or Deputy Chairperson, consists of women legislators only. WPC was formed to enhance women's participatory role in parliamentary business. To-date, WPC has achieved seven landmark legislations on women's rights, including the Protection against Harassment of Women at the Workplace Act, 2010 and the Domestic Violence (Prevention and Protection) Act, 2012.<sup>51</sup>

#### 4.1.1.3 Punjab Women's Parliamentary Caucus

The Punjab Women's Parliamentary Caucus ("PWPC") in the Punjab Assembly was formed on March 7<sup>th</sup>, 2014.

It was established to provide female parliamentarians with a platform to introduce women-friendly laws, amend current laws that are discriminatory in any manner and monitor implementation. The success of the PWPC can be measured in terms of the number and types of legislation introduced and amended in view of its primary objective to improve the status of women in Punjab.

In 2016, 36 private member bills were introduced in the Punjab Assembly, 16 of which were introduced by female members. These include the Punjab Child Marriage Restraint (Amendment) Act, Punjab Home-Based Workers Act, and the Punjab Reproductive, Maternal, Neonatal, and Child Health Authority Act, 2014. The Punjab Child Marriage Restraint (Amendment) Act was passed in 2015, while the Home-based Workers Act is due to be passed in 2017. Of the 149 resolutions tabled in the Punjab Assembly in 2016, 46 were moved by members of the PWPC.

<sup>50</sup> Women MPAs in Punjab belong to Bahawalnager (1), Bahawalpur (3), Chakwal (1), Dera Ghazi Khan (1), Faisalabad (3), Gujranwala (5), Jhelum (1), Lahore (31), Mandi Bahauddin (1), Mianwali (1), Multan (3), Pakpattan (1), Rawalpindi (7), Sahiwal (1), Sargodha (3), Sialkot (1), and Vehari (2).  
<sup>51</sup> UNDP, P. Women Parliamentary Caucuses as Agents of Change.

In 2017, PWPC aims to oversee implementation of laws introduced in 2016 and highlight persisting gaps.<sup>52</sup> PCSW and PWPC signed a Memorandum of Understanding in January, 2017, for collaboration in capacity building initiatives for PWPC members, drafting of laws, legal research for future initiatives, policy-making for women's empowerment, monitoring implementation of new laws, and implementation of the SDGs.<sup>53</sup>

#### 4.1.1.4 Parliamentary Standing Committees

There are 31 Parliamentary Standing Committees in the Punjab Assembly, with 28 (90%) male chairpersons and only 3 (10%) female chairpersons, with a GPI of 0.107. Committees chaired by women include the Committee for Zakat and Ushr (Chairperson: Ms. Sultana Shaheen), Committee for Law (Chairperson: Ms. Azma Bukhari) and the Gender Mainstreaming Committee (Chairperson: Ms. Raheela Khadim Hussain).

#### 4.1.1.5 Ministers and Parliamentary Secretaries

In the Punjab Assembly, there are 29 Ministers in the Chief Minister's Cabinet, 25 (86%) of which are men and only 4 (14%) are women, with a GPI of 0.160. Female Ministers have been given portfolios of Finance (Dr. Ayesha Ghous Pasha), Women Development (Ms. Hameeda Waheed Uddin), Population Welfare (Ms. Zakia Shah Nawaz Khan) and Zakat and Ushr (Ms. Nagma Mushtaq).<sup>54</sup>

Out of a total of 29 Parliamentary Secretaries, 25 (86%) are men and only 4 (14%) are women including the Parliamentary Secretary for Women Development (Ms. Iffat Llaqat Ali Khan), Population Welfare (Ms. Asma Mamdot), Special Education (Ms. Nazia Raheel), and Management and Professional Development (Ms. Shazia Ashfaq Mattu).<sup>55</sup>

Figure 4.7 provides an accurate picture of the disparity between the number of male and female Ministers, Parliamentary Secretaries and Chairs of Parliamentary Standing Committees.

MPAs in Decision-Making Positions in Punjab Assembly (2016)

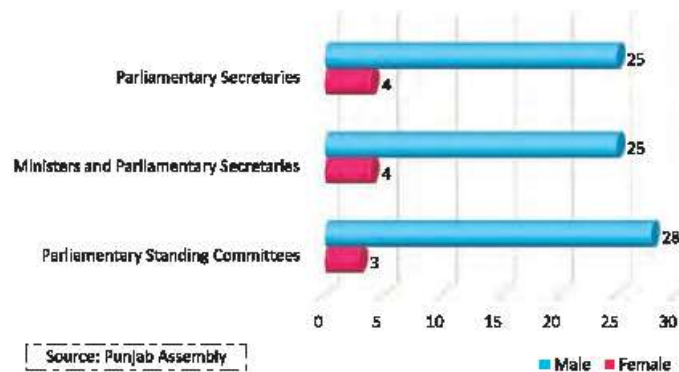


Figure 4.7

### 4.1.2 Representation of Women in Public Institutions

#### 4.1.2.1 Women in Public Service

The Punjab Women's Empowerment Package 2012 ("PWEPE 2012") requires 15% representation of women in all public sector jobs.<sup>56</sup> PWEPE 2012 also requires all public bodies, including boards of statutory organizations, public sector companies and Committees to have at least 33% female representation. The Punjab Fair Representation of Women Act, 2014 mandates up to 33% women in Boards and Committees of 66 statutory institutions and entities, including companies.

##### 4.1.2.1(a) 15% Quota in all Public Offices

To assess status of compliance, 327 Provincial Departments/Institutions of the Government of Punjab were

<sup>52</sup> Tribune, E. (n.d.). Retrieved from [www.tribune.com.pk/story/1277985/girl-power-fundamental-rights-must-protected-gender-equality](http://www.tribune.com.pk/story/1277985/girl-power-fundamental-rights-must-protected-gender-equality)

<sup>53</sup> Observer, R. (n.d.). Retrieved from <http://pakobserver.net/women-caucus-can-play-effective-role-in-solving-their-problems/>

<sup>54</sup> Punjab, G. o. (n.d.). Government of Punjab. Retrieved from Cabinet: [https://www.punjab.gov.pk/punjab\\_cabinet](https://www.punjab.gov.pk/punjab_cabinet)

<sup>55</sup> Punjab, G. o. (n.d.). Parliamentary Secretaries. Retrieved from <https://www.punjab.gov.pk/parliamentarysecretaries>

<sup>56</sup> Department, W. D. Notifications. Retrieved from <http://wdd.punjab.gov.pk/system/files/SOR-IV.pdf>

approached by PCSW. Of the 121 Departments /Institutions that provided data, 32 (26%) have at least 15% women.

At the district level, 258 District Offices were approached. Of the 186 Offices that provided data, 59 (23%) have at least 15% representation of women.

#### 4.1.2.1(b) Gazetted and Non-Gazetted Officers

In the 121 Provincial Departments/Institutions that provided data to PCSW, there are a total of 23,705 Gazetted Officers, out of which 15,839 (67%) are men and 7,866 (33%) are women, with a GPI of 0.497. The number of Non-Gazetted Officers in these Provincial Departments/Institutions is 74,013, out of which 62,941 (85%) are men, and 11,072 (15%) are women, reflecting a much lower GPI of 0.175.

In the 186 District Offices that provided data, there are a total of 26,631 Gazetted Officers, of which 15,905 (60%) are men and 10,726 (40%) are women, with a GPI of 0.674. The number of Non-Gazetted Officers in these District Offices is 149,384, out of which 105,166 (70%) are men, and 44,218 (30%) are women, with a higher GPI of 0.420, when compared with that of Gazetted Officers.

#### 4.1.2.1 c) 33% Representation in Boards, Committees and Taskforces

There are 88 Boards, 453 Committees and 17 Taskforces in the 121 Provincial Departments /Institutions that provided data to PCSW. 17 (19%) of 88 Boards, 102 (22.5%) of 453 Committees and 11 (65%) of 17 Taskforces have at least 33% women. Table 4.1 depicts the number of Boards, Committees and Taskforces that have at least 33% women.

Table 4.1 Representation of Women in Public Institutions

33% Representation of Women in Public Institutions	Boards/Committees /Taskforces in 121 Provincial Departments/ Institutions	Quota Filled	Quota Not Filled
BOARDS	88	17	71
COMMITTEES	453	102	351
TASKFORCES	17	11	6

\* Data provided is only for Provincial Departments/Institutions that provided data to PCSW.

#### 4.1.2.1(d) Bait ul Maal Council

The Punjab Bait ul Maal provides financial assistance to the destitute, widows, orphans, invalids, and other needy persons with an objective of rehabilitation, educational assistance, provision of free medical treatment, sponsoring of self-employment schemes, and any other purpose approved by the Punjab Bait ul Maal Council.<sup>57</sup>

The Punjab Bait ul Maal Council, which makes decisions on loans and grants to be given to the destitute, currently has 10 members, 6 (60%), of whom are men and 4 (40%) are women with a relatively high GPI of 0.667.

#### 4.1.2.2 Non-Governmental Organizations

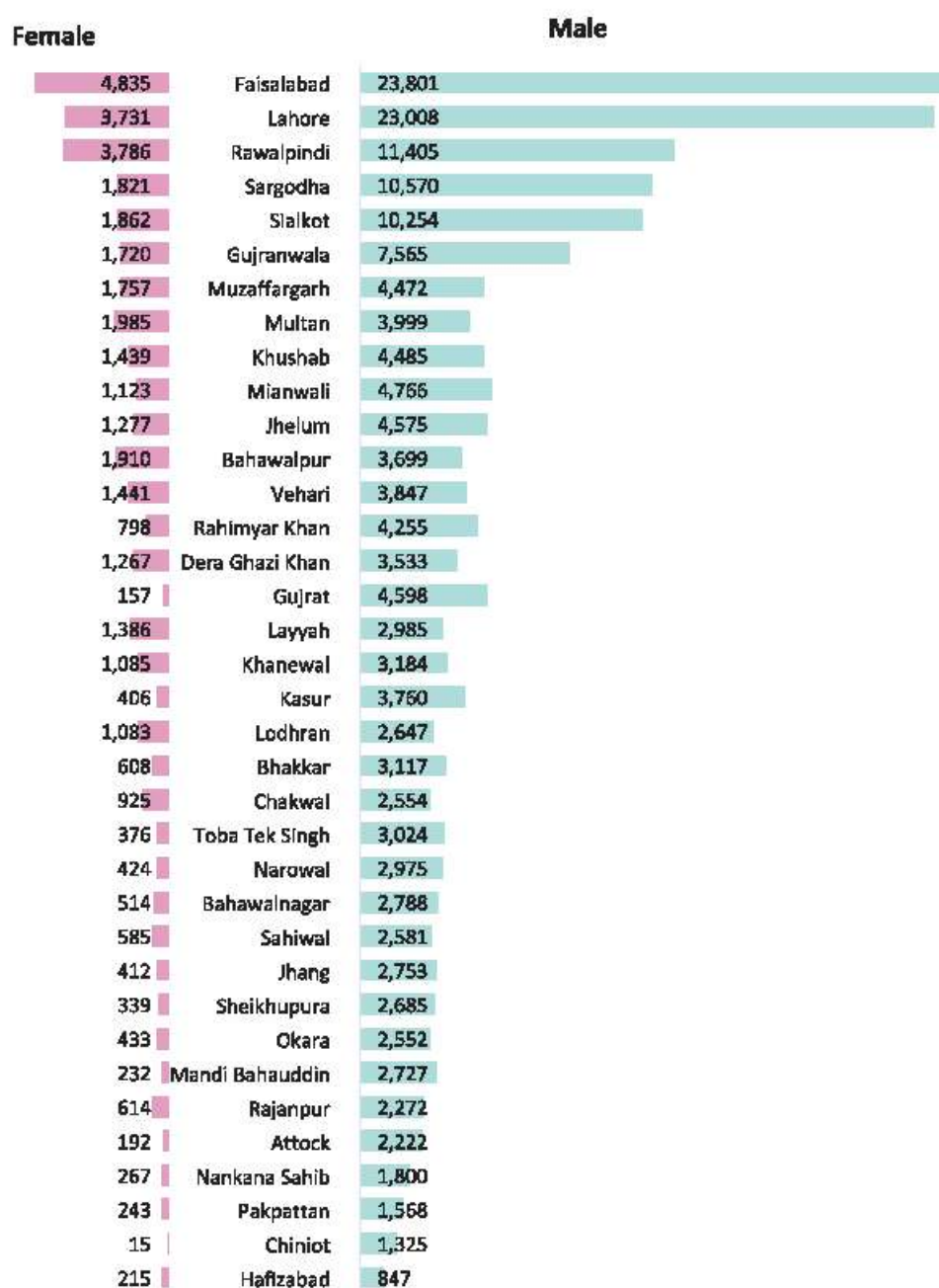
Non-governmental Organizations ("NGO"s) registered with the Social Welfare Department, show inherent gender disparity in membership. NGOs in Punjab have a total of 220,461 employees, of which 179,198 (81%) are men and 41,263 (19%) are women, with a GPI of 0.230.

Districts that have highest gender disparity include Gujrat (GPI: 0.034), Lahore (GPI: 0.162) and Chiniot (GPI: 0.046). On the other side of the spectrum, districts such as Muzaffargarh (GPI: 0.393), Multan (GPI: 0.496) and Bahawalpur (GPI: 0.516) show comparatively higher gender parity in the number of employees.

<sup>57</sup> Department, S. W. Functions. Retrieved from <http://baitulmaal.punjab.gov.pk/functions>

These trends may be explained by nominal presence of NGOs in districts where membership is low, lack of education and infrastructure, which makes travel to offices difficult, and cultural and traditional mind-sets which prevent women from working. Comparatively higher numbers of women working in NGOs may be explained by the presence of a larger number of NGOs, greater need to work due to larger family sizes and limited resources. Figure 4.8 provides detailed district wise numbers of employees of NGOs registered with the Social Welfare Department.

### Employees of Non-profit Organizations Registered with the Social Welfare Department (2016)



Source: Social Welfare Department

Figure 4.8

### 4.1.2.3 District Press Clubs

Media is a powerful tool that influences social structures, values and ethics, popular and alternative discourse. At the grassroots, media is an especially influential actor through which local communities get awareness on factors, which affect their daily lives, including governance and political participation.

In 2015 and 2016, data received from District Press Clubs in 32 districts of Punjab<sup>58</sup> reveals an increasing but limited participation of women. The total number of journalists registered with these District Press Clubs is 6,766, of which 6,401 (94.6%) are men and 365 (5.4%) are women, reflecting considerable gender disparity with a GPI of 0.057. In Multan, there are 834 members of the District Press Club, of which 813 (97.5%) are men and only 21 (2.5%) are women with a very low GPI of 0.025. In Rawalpindi, there are 3,450 members of the District Press Club, 3,145 (91%) of which are men and merely 308 (9%) are women. These numbers denote high gender disparity, with a very low GPI of 0.097.

It is pertinent to mention here that the Lahore Press Club did not provide a gender disaggregated list of its members which is why its numbers have not been included in this report.

**Table 4.2 Districts without any Female Members in Press Clubs (2016)**

BAHAWALNAGAR	KASUR
BHAKKAR	KHANEWAL
CHINIOT	KHUSHAB
CHAKWAL	LAYYAH
DERA GHAZI KHAN	MUZAFFARGARH
GUJRAT	NAROWAL
HAFIZABAD	RAJANPUR
JHELUM	

## 4.2 General Elections Of 2013 And Local Government Elections Of 2015

According to foreign and local Observer Groups, women's participation in the 2013 general elections was significantly lower than that of men.<sup>59</sup> One factor responsible for lower female voter turnout is lack of mobility. Women in remote, rural and tribal areas depend on male members of the family to accompany them when they travel and are thus often unable to reach polling stations. Analysis of the polling process revealed male-dominated environments in most polling stations, while sexual harassment was also reported at several polling stations, sometimes by the polling staff itself.<sup>60</sup>

### 4.2.1 Registered Voters in Punjab

Prior to the General Elections of 2013, there was a concerted effort on the part of the Election Commission of Pakistan ("ECP") and NADRA to

increase the number of female voters, especially in rural areas. To achieve this, ECP and NADRA implemented a temporary voter registration process, through which citizens could get registered as voters at the same time as when they applied for their CNICs.<sup>61</sup>

Special measures to increase women's participation in the Local Government Elections of 2015 were once again undertaken by ECP and UN Women, who led a public awareness campaign, coupled with direct outreach to women through local civil society networks. Seminars and community fairs were held in all District Election Commission offices as well as in colleges and universities to target youth and mobilize young women to register as voters.<sup>62</sup>

In 2013, the number of registered voters in Punjab was 49.2 million. Of these, 27.7 million (57%) were men and 21.5 million (43%) were women with a GPI of 0.778.<sup>63</sup> In two years, the number of male registered voters increased to 29.6 million and female registered voters increased to 23.2 million, with a GPI of 0.782.<sup>64</sup> Figure 4.9 demonstrates the increase in the number of male and female registered voters in Punjab from 2013 to 2015.

<sup>58</sup> Bahawalpur, Lodhran, Sargodha and Vehari do not have functional press clubs

<sup>59</sup> Mission, C. O. (2013). Retrieved from

<http://thecommonwealth.org/sites/default/files/project/documents/Pakistan%20General%20Elections%202013%20Commonwealth%20Observer%20Mission%20Report.pdf>

<sup>60</sup> Cheema, D. A. (2013, May). Women voters can transform electoral politics – if given the chance. Election Cell, Sustainable Development Policy Institute.

<sup>61</sup> Foundation, A. Retrieved from <https://www.af.org.pk/news/1390295273.pdf>

<sup>62</sup> UN Women. (2013). Retrieved from - See more at: <http://www.unwomen.org/en/news/stories/2013/8/pakistan-elections-feature#sthash.IQ4J5oq5.dpuf>

<sup>63</sup> Data received from the Election Commission of Pakistan

<sup>64</sup> Ibid at 30

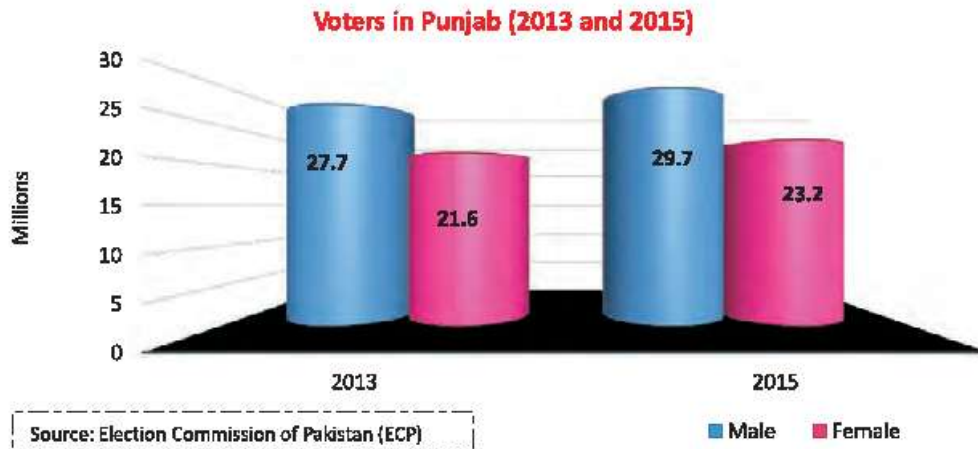


Figure 4.9

In 2015, the number of registered female voters in Punjab (23.2 million) was lower than the number of women who had CNICs (24.9 million). This means that 1.7 million more women could have been registered to vote. The lower number of female registered voters can be attributed to the fact that the processes of voter registration and obtaining CNICs are two parallel and exclusive procedures. In order to get registered as a voter, one must first have a CNIC.<sup>65</sup> The process invariably requires multiple trips to district offices of NADRA, which is a challenge in itself due to women's restricted mobility.<sup>66</sup>

#### 4.2.1.1 Voter Turnout

Despite ECP's efforts to increase female voter turnout in the General Elections of 2013, observer groups reported limited participation of women as compared to that of men.<sup>67</sup> During the polling process, ECP increased the number of polling stations, dedicated polling stations to women with female staff, and introduced a short-messaging facility to assist the public in identifying relevant polling stations.

In some areas, polling stations were located near women's residences. Despite these measures, presence of male staff was observed at some female polling stations, while unauthorized men were also reported to have been present at a significant number of female polling stations.<sup>68</sup>

Observer Groups for the Local Government Elections of 2015 did, however, report a higher number of female voters as compared to the General Elections of 2013.<sup>69</sup> This can be attributed to ECP's concerted effort to register more citizens as voters, and the presence of female polling staff at dedicated female polling stations. In the 2015 elections, there were 9,350 (21.78%) female polling staff (Presiding and Returning Officers), and 54,867 (45.8%) polling stations/booths for women. Comparatively, there were 33,587 (78.22%) male polling staff at 64,880 (54.2%) polling stations/booths for men. These noteworthy initiatives by ECP must be implemented stringently during every subsequent election, to bring forth a further increase in the participation of women. Figure 4.10 highlights the number of female polling staff as well as polling stations/booths for women in the 2015 elections.

#### Polling Staff and Polling Stations for Women in the Local Government Elections of 2015

**9,350** female Presiding and Returning Officers in 2015

**54,867** Polling Stations/Booths for women in 2015



Source: Election Commission of Pakistan (ECP)

Figure 4.10

<sup>65</sup> State of Electoral Rolls in Pakistan, (2010). PILDAT.

<sup>66</sup> FAFEN, (2015, December 3). Retrieved from <http://pakistannewsreleases.com/6-5m-women-in-punjab-not-registered-as-voters>

<sup>67</sup> Ibid.

<sup>68</sup> [Women P.C., 2016]

<sup>69</sup> (2015). Local Government Election Monitoring Report. PCSW.

It is important to note, however, that while this section has provided an overview of ECP's efforts to increase female registration and turnout, actual turnout figures for the elections of 2013 or 2015 have not been provided. This is because ECP does not have gender disaggregated data for voter turnout. In the absence of gender dis-aggregated data, the extent of women's participation in the electoral process cannot be properly analysed.

#### 4.2.1.1(a) PCSW's Monitoring Report of the Local Government Elections of 2015

To monitor the electoral process and the turnout of women in the Local Government Elections of 2015, PCSW organized a delegation of Observers who were tasked with observing the elections at the grassroots level in 30 of the 36 districts of Punjab.<sup>70</sup> It was observed that the overall female voter turnout remained relatively high in most districts with female voters enthusiastic about exercising their right to vote.<sup>71</sup> There were, however, significant disparities between the number of male and female voters, with the number of female voters significantly less than male voters in a large number of polling stations.

PCSW's Observers found that ECP female polling staff was well-trained and aware of its functions. Nonetheless, severe lapses in the ECP Code of Conduct

(errors in voting lists, no female polling staff, and mishandling of election material) were observed in a number of female polling stations. Similarly, while a sizable number of women were able to come out and cast their votes in most districts, Observers noted that women were barred from voting in some polling stations in Mianwali, Chakwal, Toba Tek Singh and Sargodha.<sup>72</sup>

Lack of security in high-risk areas, specifically the lack of female police, was found to be a major setback for female turnout.

#### 4.2.2 Women's Candidature in the General Elections of 2013 and the Local Government Elections of 2015

In the General Elections of 2013, women from 28 districts<sup>73</sup> of Punjab contested for seats in the National Assembly, while women from 33 districts<sup>74</sup> contested for seats in the Punjab Assembly. Compared to the 2008 general elections, the number of women contesting for general seats surged by 130% in 2013,<sup>75</sup> with 27 districts observing an increase in the number of women contesting for seats in the National Assembly.<sup>76</sup> 8 districts observed a decrease in female candidature in 2013.

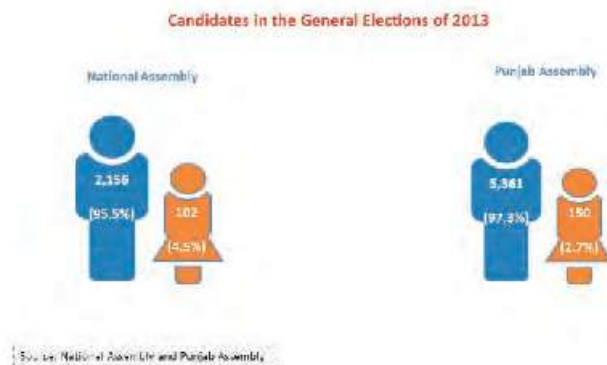


Figure 4.11

In 2013, there were 2,258 candidates running for seats in the National Assembly. Of these, 2,156 (95.5%) were male candidates and 102 (4.5%) were female candidates. This denotes a very low GPI of 0.047. For seats in the Punjab Assembly, there were 5,511 candidates, of which 5,361 (97.3%) were male candidates and 150 (2.7%) were female candidates. This denotes an even lower GPI of 0.027. Figure 4.11 highlights the number of male and female candidates in the General Elections of 2013.

Remarkably, the 2015 Local Government Elections in Punjab showed significant female candidature for seats in Local Governments. 32 of 26,689 female candidates were victorious as members of Union Councils (0.12%), 2 of 3,994 (0.05%) as Vice Chairpersons and 5 out of 3,941 (0.12%) as Chairpersons.

<sup>70</sup> PCSW Observers monitored the elections in 30 districts including Lahore, Kasur, Nankana Sahib, Chakwal, Rawalpindi, Bhikkar, Vehari, Lodhran, Okara, Sahiwal, Bahawalpur, Multan, Narowal, Shiekhupura, Chinot, Muzaffargarh, Gujranwala, Attock, Sargodha, Sialkot and Faisalabad

<sup>71</sup> Women, P. C. (2015). PCSW Local Government Election Monitoring Report, 2015.

<sup>72</sup> Pakistan, H. R. (2015). HRCP says Turnout Good but Obstacles for some Women Voters. Retrieved from <http://hrcp-web.org/hrcpweb/hrcp-says-turnout-good-but-obstacles-for-some-women-voters/>

<sup>73</sup> No women contested for seats from Mianwali, Bahawalpur, Lodhran, Layyah, Mendi Bahauddin, Sehwal, Attock and Khanewal

<sup>74</sup> No women contested for seats from Attock, Khanewal and Khushab

<sup>75</sup> Ghosh, P. (2013). Pakistani Women In Politics: Slow Progress, Mighty Obstacles.

<sup>76</sup> Data received from ECP



### 4.3 Women In Decision-Making Positions In Major Political Parties

In order for a democratic system of governance to be inclusive and representative, institutions that speak for the interests of citizens must exist. These can be associations, informal groups, NGOs, and in particular, political parties. They offer citizens the opportunity to influence political decisions and are an important institution of politics.<sup>77</sup>

Globally, political parties are key actors in facilitating or impeding women's participation in politics.<sup>78</sup> In Pakistan, the political scenario is overwhelmingly male dominated with women frequently taken on board merely to fill reserved seats in National and Provincial Assemblies. Resultantly, the number of women who occupy decision-making positions in political parties is negligible.

Data collected from mainstream political parties active in Punjab reflects considerable disparity between the number of men and women in decision-making positions. Although all political parties mentioned in

this report have "Women Wings," the effectiveness of these Wings to mainstream women's participation, sensitize party leadership and workers on gender issues, and reduce hurdles for women's entry, remains questionable.<sup>79</sup>

Mainstream political parties in Punjab include the PML-N, PTI, PML-Q, PPP and Jamaat-i-Islami ("JI"). Although data was requested from all these parties, data was only received from PML-Q, PPP and JI. Data depicts severe gender disparities with women barely constituting 15% of Central Committees and District Presidents of all 3 parties.

The Central Committee of PML-Q has 85 members, of which 73 (86%) are men and 12 (14%) are women, with a low GPI of 0.164. PPP's Central Committee has 53 members, of which 48 (91%) are men and 5 (9%) are women, with an even lower GPI of 0.104.

All District Presidents of PML-Q are men while PPP has two female Presidents out of a total of 96 District Presidents. JI's Punjab Chapter lacks any female representation. Figure 4.12 demonstrates the percentage distribution of men and women in Central Committees of PML-Q and PPP in Punjab.

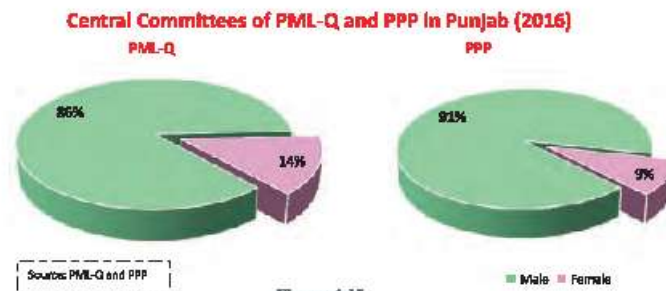


Figure 4.12

### 4.4 Conclusion

Good governance and human rights are mutually reinforcing. Human rights principles provide a set of values to guide the work of governments and other political and social actors, and a set of performance indicators against which these actors can be held accountable.<sup>80</sup> Moreover, human rights principles dictate values of good governance by forming the basis for the development of legislative frameworks, policies, programmes and budgetary allocations.

When judged from a human rights perspective, women's participation in the decision-making and political processes remains far from ideal in Punjab. Data depicts considerable disparity in female voter registration, women on general seats in the Punjab Assembly, women in the Cabinet, and the number of women in public offices.

In order to achieve gender parity, policy measures, paralleled with mass awareness raising and concerted efforts to counter customary practices that are harmful for women, must be implemented prior to the next General Elections. Stakeholders in the political process, including ECP and political parties, must be actively engaged in increasing numbers of women in every tier, including voter registration, women members of Assemblies, both National and Punjab, women who are office bearers in Assemblies, and women in public service. Although the introduction of quotas ensures a certain proportion of women in public offices, these quotas must be implemented and monitored.

<sup>77</sup> Hofmeister, W. (2011). Political Parties, functions and organization in democratic societies.  
<sup>78</sup> AAWAZ. <https://aawaz.org.pk/index.php?action=program&id=1>. Retrieved from AAWAZ.  
<sup>79</sup> Women, N. C. Retrieved from <http://www.ncsw.gov.pk/previewpublication/8>  
<sup>80</sup> United Nations Committee on Economic, S. a. (2014).



# HEALTH



# 05 HEALTH

## KEY FINDINGS

- ✓ Although female life expectancy in Punjab has increased to 66.9 years, it is still below the global average of 73.8 and below male life expectancy of 67.7 years.
- ✓ Maternal Mortality Rate is still quite high at 227/100,000 live births (2014-15) which is higher than, for example, the Maternal Mortality Rate of India (174/100,000 births).
- ✓ Infant Mortality Rate improved slightly from 61.8/1,000 live births in 2014-15 to 60/1,000 live births in 2015-16.
- ✓ Total Fertility Rate fell to approximately 2.8 in 2016 from 2.9 in 2015.
- ✓ Between 2011 and 2014, the Contraceptive Prevalence Rate increased from 35% to 39%.
- ✓ While the number of new patients increased from 67 million to 84 million from 2015 to 2016, with male patients increasing from 41 million to 43 million and female patients increasing from 33 million to 34 million, the number of facilities and human resource has not expanded accordingly.
- ✓ The number of senior medical staff is low in terms of population in larger districts. Lahore has only 1.8 senior medical staff per 100,000 of population in contrast to Attock where there are 17.62 senior medical staff per 100,000 of population.
- ✓ Staff of the Integrated Reproductive Maternal Newborn Child Health & Nutrition Program decreased from 50,265 in 2015 to 49,826 in 2016.
- ✓ There is still only one mental health institute in Punjab that is located in Lahore. There were a total of 81,284 new patients in this Institute in 2016.
- ✓ The Population Welfare Department provides family planning services through 132 Family Health Clinics, 115 Mobile Service Units and 1,833 Family Welfare Centers.
- ✓ While first visits to Antenatal Care Centers increased by 5.6% between 2015 and 2016, follow up visits were 16% less than first visits.
- ✓ There was a slight increase of 0.3% in pregnant women with anemia visiting Antenatal Care Centers.
- ✓ The number of babies born with low birth weight decreased from 30,430 in 2015 to 27,224 in 2016.
- ✓ Family Planning visits doubled in 2016, increasing from 984,513 in 2015 to 1,973,241 in 2016.
- ✓ The overall health budget for Punjab increased from Rs. 121.8 billion in Fiscal Year 2014-15 to Rs. 166.1 billion in Fiscal Year 2015-16. However, the Primary and Secondary Health Department only spent 85% of what was allocated to it in Fiscal Year 2015-16.

## Health

Access to quality health-care is essential for human progress. Whether it is the importance of health for individual well-being or the economic benefits to be accrued, access to quality health-care is instrumental in maximizing human capital returns.<sup>81</sup> Health is not only linked to biological factors but also inextricably tied to prevailing social structures, gender roles and norms.<sup>82</sup> For the purposes of this report, therefore, a holistic definition of health has been used to gauge the health status of women.<sup>83</sup>

Gender is a substantial determinant of health outcomes at the household level as well as outcomes of federal and provincial policy frameworks aimed at improving health. Institutionalized gender bias within the health service delivery system in terms of lack of female service providers, and neglect of women's basic and reproductive health needs, intensifies women's disadvantaged health status.<sup>84</sup> Within the household, male household members are likely to be given preference over female members for better food, education, and care.<sup>85</sup>

**Health is defined as "... a state of complete mental, physical and social well-being and does not mean the mere absence of disease or infirmity."**

In recent years, there has been an increased global focus on gender equality and access to services. This is exemplified by Goal 3 of the SDGs, which aims to "Ensure healthy lives and promote wellbeing for all at all ages."<sup>86</sup> Article 12 of CEDAW provides that "state parties shall take all appropriate measures to eliminate discrimination against women in the field of health-care in order to ensure, on a basis of equality of men and women, access to health-care services, including those related to family planning."<sup>87</sup>

Despite international commitments as well as the constitutional duty of the state under Article 38(d) to, "provide basic necessities of life, such as food, clothing, housing, education, and medical relief, for all such citizens, irrespective of sex, caste or race, as are permanently or temporarily unable to earn their livelihood on account of infirmity, sickness or unemployment,"<sup>88</sup> Pakistan is characterized by a gendered structure of power that also pervades health outcomes.

### GOAL 3 OF SDGS

- "reducing the global Maternal Mortality Ratio to less than 70/ 100,000 live births"
- "ending preventable deaths of newborns and children under 5 years of age, reducing neonatal mortality to minimum 12/1,000 live births and under-5 mortality to minimum 25/ 1,000 live births."

Unequal gender dynamics are worsened when linked with widespread poverty in the country, as low levels of education and high fertility exacerbate not only mortality risks for women and children, but also keep children away from schools.<sup>89</sup> The multiplier effect caused by a mother's ill health and simultaneous lack of access to health services pass on these effects of poverty to families and communities. Studies have shown that "raising socio-economic status through multi-sectoral development activities such as women's micro-credit, life-skill training and non-formal education have been shown to have a positive impact on health seeking behavior, morbidity and mortality."<sup>90</sup>

The overall health status of men and women in Pakistan has improved in the past two decades, albeit at a much slower pace as compared to other countries in the region.<sup>91</sup> Despite the existence of a well-developed and multi-tiered health infrastructure, Pakistan has high maternal, infant and under-5 mortality rates and a high incidence of communicable diseases such as tuberculosis and hepatitis B and C. In addition, non-communicable diseases have been on the rise in the past few decades.<sup>92</sup> The Infant Mortality Rate ("IMR") in Pakistan is 66/100,000 live births as compared to 38 in India and 8 in Sri Lanka. Life expectancy in Pakistan for women is 67.7 years as compared to 73 in Bangladesh.<sup>93</sup> It is also much lower than the global female life expectancy, which is 73.8 years as estimated by the

81. Bloom, D., & Canning, D. (2009). Health as Human Capital and its Impact on Economic Performance. *The Geneva Papers on Risk and Insurance, Issues and Practice*, 28, 304-315

82. Vlassoff, C. (2007). Gender Differences in Determinants and Consequences of Health and Illness. *Journal of Health, Population and Nutrition*, 25(1), 47-61.

83. World Health Organization (WHO). (2016, September 1). *Constitution of WHO: Principles*. Retrieved February 8, 2017, from World Health Organization.

84. Bari, F., & Duanavavtura, E. S. (2000, July). *Woman in Pakistan (Rep.)*. Retrieved February 17, 2017, from Asian Development Bank website.

85. *Ibid* at 82.

86. Health - United Nations Sustainable Development. Retrieved February 17, 2017.

87. CEDAW 29th Session 30 June to 25 July 2003. Retrieved February 17, 2017.

88. *Pakistan Country Gender Assessment Bridging the Gender Gap: Opportunities and Challenges (Rep. No. 32244-PAK)*. (2005). Retrieved February 17, 2017, from the World Bank website.

89. *Investing in health: A summary of the findings of the Commission on Macroeconomics and Health*. Geneva, World Health Organization, 2003.

90. Sheikh, B. T., & Hatcher, J. (2005). Health Seeking Behaviour and Health Service Utilization in Pakistan: Challenging the Policy Makers. *Journal of Public Health*, 27(1), 49-54. Retrieved February 17, 2017.

91. *Country Cooperation Strategy for WHO and Pakistan 2011-2017 (Rep.)*. (2013). Retrieved February 17, 2017, from World Health Organization website.

92. *Ibid*.

93. Malkani, S. (2016, June 27). *Pakistan's Healthcare Crisis*. Retrieved February 17, 2017, from Dawn News website.

World Health Organization (“WHO”) in 2016.<sup>94</sup> The Maternal Mortality Rate (“MMR”) in Pakistan is 276/100,000 live births, as recorded in the latest figures of the Population Welfare Department.<sup>95</sup> This figure is extremely high as compared to, for example, the World Bank’s estimate of India’s MMR in 2015 which stood at 174/100,000 live births, and as compared to the MMR of 30 and 25 in Sri Lanka and Iran, respectively.<sup>96</sup> According to the Economic Survey of Pakistan (“ESP”), the Total Fertility Rate (“TFR”) decreased from 3.2 in 2015 to 3.1 in 2016.<sup>97</sup> Nevertheless, the figure is high as compared to, for example, the TFR in India, which was 2.45 in 2016.<sup>98</sup> TFR is measured against the Replacement Rate, which measures the number of deaths against the number of births. Population control is considered to be optimum when the Replacement Rate is equal to TFR. The international Replacement Rate is estimated to be 2.1.<sup>99</sup> TFR in Pakistan (3.1) is still well above the national Replacement Rate of 2.6.<sup>100</sup> Contraceptive Prevalence Rate (“CPR”) stands at 35.4% as calculated by the Pakistan Demographic Health Survey 2012-13.<sup>101</sup> However, there is a strong positive association between taking up contraception and family size as it was found that women with 1 or 0 children were highly unlikely to use contraception.<sup>102</sup> The number of unplanned pregnancies rose from 2,115,000 in 2015 to 2,126,000 in 2016.<sup>103</sup> These regressive trends may, in large part, be linked to an inequitable healthcare infrastructure and insufficient budgetary allocations for health. Table 5.1 provides Pakistan’s Health Profile Indicators for 2016.

Table 5.1 Pakistan’s Health Profile 2016

Pakistan Health Profile Indicators	
Life Expectancy - Female	67.7
Life Expectancy - Male	65.5
Total Fertility Rate (TFR)	3.1
Contraceptive Prevalence Rate (CPR) <sup>104</sup>	35.4%
Infant Mortality Rate (IMR)	66/1,000 Live Births
Maternal Mortality Rate (MMR)	276/100,000 Live Births

Sources: (i) Pakistan Bureau of Statistics (ii) Economic Survey of Pakistan

There have, however, been some encouraging trends in the use of modern contraceptives (“mCPR”),<sup>105</sup> the use of which increased from 21% in 2015 to 21.6% in 2016.<sup>106</sup> The number of maternal deaths avoided due to the use of mCPR increased from 2,000 in 2015 to 3,000 in 2016. The number of unsafe abortions averted due to the use of mCPR increased from 767,000 in 2015 to 805,000 in 2016 and the percentage of women with an unmet need for modern contraceptives fell from 28.6% to 28.3%.<sup>107</sup> Considering the unmet targets of health for women in Pakistan, and the lack of gender-sensitive monitoring of the health sector (as indicated by the unavailability of gender disaggregated data in several departments), all provincial governments must prioritize health and take socio-structural determinants, of which gender forms a significant part, into account. This is because gender-based obstacles such as non-availability of female healthcare providers significantly affect women’s utilization of the healthcare system. Incorporating gender into health policy recognizes existing biases and urges policy with a life cycle approach that considers all issues around women’s lives.<sup>108</sup>

## Organization of Analysis

This chapter focuses on indicators relating to women’s health in Punjab. The aim is to encourage further research and dialogue on how to achieve gender parity and improve women’s health. To this end, an analysis of gender-disaggregated data that highlights district wise disparities is provided in the following sub sections:

### 5.1. Status of Women’s Health in Punjab

#### 5.1.1. Health Profile

#### 5.1.2. Government Health Facilities

#### 5.1.3. Human Resource in Government Health Facilities

#### 5.1.4. Maternal and Child Health Services

<sup>94</sup> World Health Statistics 2016: Monitoring Health for the SDGs

<sup>95</sup> Population Welfare Department. Accessed from [https://www.pwd.punjab.gov.pk/population\\_profile](https://www.pwd.punjab.gov.pk/population_profile), on February 20, 2017.

<sup>96</sup> World Bank. Accessed from <http://data.worldbank.org/indicator/SH.STA.MMRT>, on February 20, 2017.

<sup>97</sup> Highlights Pakistan Economic Survey 2015-16. (2016). Retrieved February 17, 2017, from Government of Pakistan Ministry of Finance website. (There is some discrepancy in estimates available with the UN’s Population Division estimating TFR in Pakistan in 2015 to be at 3.7)

<sup>98</sup> Country Comparison: Total Fertility Rate. Retrieved February 17, 2017, from The World Factbook, CIA (This figure is also lower than the CIA’s lower figure of TFR for Pakistan i.e. 2.68). (This figure is also lower than the CIA’s lower figure of TFR for Pakistan i.e. 2.68).

<sup>99</sup> Achalcai, J. (2016, June 04). At Last, Population Rate is Slowing Down. Retrieved February 17, 2017, from The News International website.

<sup>100</sup> Ibid.

<sup>101</sup> Pakistan Demographic and Health Survey. Accessed from [https://www.nips.org.pk/abstract\\_files/Priliminary%20Report%20Final.pdf](https://www.nips.org.pk/abstract_files/Priliminary%20Report%20Final.pdf) February 20, 2017.

<sup>102</sup> Pakistan. National Institute of Population Studies. Islamabad. Demographic and Health Survey 2012-13. USAID, Jan. 2014. Web. 22 Feb. 2017.

<sup>103</sup> Pakistan: Commitment Maker Since 2012... Retrieved February 17, 2017, from The Family Planning 2020 website

<sup>104</sup> This is a 2012-13 figure, the latest available at the time of writing.

<sup>105</sup> Unstats | Millennium Indicators. Retrieved February 17, 2017, from The Official United Nations site for the MDG Indicators. (Modern methods of contraception include female and male sterilization, oral hormonal pills, the intra-uterine device (IUD), the male condom, injectables, the implant (including Norplant), vaginal barrier methods, the female condom and emergency contraception)

<sup>106</sup> Contraceptive Performance Report 2014-2015 (pp. 1-82, Rep.1.). Pakistan Bureau of Statistics

<sup>107</sup> Ibid.

<sup>108</sup> Rizvi, N., & Nishtar, S. (2008). Pakistan’s Health Policy: Appropriateness and Relevance to Women’s Health Needs. Health Policy, 88(2-3), 269-281. Retrieved February 17, 2017.

At the onset, it is important to mention that while a holistic analysis of women's health can only be achieved by analyzing data related to communicable and non-communicable diseases as well as reproductive health, gender-disaggregated data for said diseases is currently not available. For this reason, this section focuses mainly on women's reproductive health and maternal and child health-care.

## 5.1 Status of Women's Health in Punjab

The Punjab Health Sector Strategy (2012-2020) was developed on the rationale that while overall health indicators are important to monitor, equity in health-care across all classes is equally important.<sup>109</sup> In recent years, the Government of Punjab has introduced several interventions prioritizing previously under-emphasized areas such as maternal and child health that target primary healthcare, higher vaccination prevalence and safer deliveries.<sup>110</sup> The Policy and Strategic Planning Unit has also developed a strategy to address malnutrition in collaboration with the United Nations International Children's Emergency Fund ("UNICEF").<sup>111</sup>

The government is working to improve delivery of healthcare at the doorstep of vulnerable communities by introducing better incentives and compliance structures for Lady Health Workers ("LHWs").<sup>112</sup> As a result, Punjab has made significant progress on several important health indicators, with IMR in Punjab being 66/1,000 live births,<sup>113</sup> which is much lower than the national level of 77/1,000 live births. However, female Life Expectancy in Punjab (66.9) is still lower than the national level of 67.7.<sup>114</sup>

Despite positive trends, women's health, especially in rural and remote areas, requires further attention by the government. Progress in achieving health goals under international commitments like the Millennium Development Goals ("MDGs") and now the SDGs has been slow. This is evidenced by various statistics; 33% of children under 5 are moderately or severely underweight and prevalence of moderate to severe stunting is 36%.<sup>115</sup> This section discusses and analyses the overall health profile of women in Punjab.

### 5.1.1 Health Profile

#### 5.1.1.1 Life Expectancy

In Punjab, life expectancy for both men and women has been improving steadily in the last few years. From

2013 to 2016, the life expectancy for men improved from 66.5 to 67.7 and for women from 65.7 to 66.9. However, female life expectancy still remains below male life expectancy, which is the opposite of the global trend where women outlive men.<sup>116</sup>

This can be a result of pervasive socio-structural disadvantages that women face that result in systematic neglect of their health, exacerbated by poverty and women's culturally inferior position vis-à-vis economic power.<sup>117</sup> Figure 5.1 shows the steady improvement in the life expectancy of both men and women in Punjab since 2013. The life expectancy for women has nevertheless remained lower than that of men.

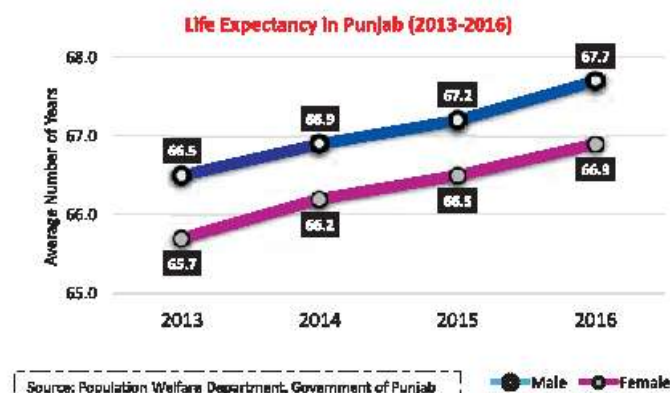


Figure 5.1

109 Draft Strategy 2012-2020 Health Sector of Punjab (Rep.). (2012). Retrieved February 20, 2017, from Government of Punjab website.

110 Policy and Strategic Planning Unit: Major Reforms. (2014, February 17). Retrieved February 17, 2017.

111 Ibid.

112 Pakistan Economic Survey 2015-16. Retrieved February 17, 2017, from Ministry of Finance, Government of Pakistan website.

113 Punjab Health Profile | Health Department. (n.d.). Retrieved February 20, 2017, from Punjab Health Department website.

114 Retrieved February 17, 2017. From Population Welfare Department website.

115 Multiple Indicator Cluster Survey 2011. (n.d.). Retrieved February 17, 2017, from Bureau of Statistics, Punjab website.

116 Qureshi, K. (n.d.). Ageing: Gender, Social class and Health in Pakistan. Retrieved February 17, 2017, from Centre for Public Policy and Governance.

117 Ibid.

### 5.1.1.2 Maternal and Infant Mortality

According to the latest figures (2014-15) from the Population Welfare Department ("PWD"), MMR in Punjab stood at 227 deaths/100,000 live births, decreasing slightly from 228 deaths/100,000 live births in 2013-14.<sup>118</sup> Even though this is lower than the national rate, it is still very high considering the SDGs target of 70/100,000. This is of extreme concern because most maternal deaths are avoidable and are a result of complications developed during pregnancy which can, in most cases, be avoided through timely antenatal care and access to skilled childbirth attendants.<sup>119</sup> However, poverty, lack of information, inadequate services and cultural practices restricting women's mobility often obstruct the provision of care to pregnant women, especially in remote areas.

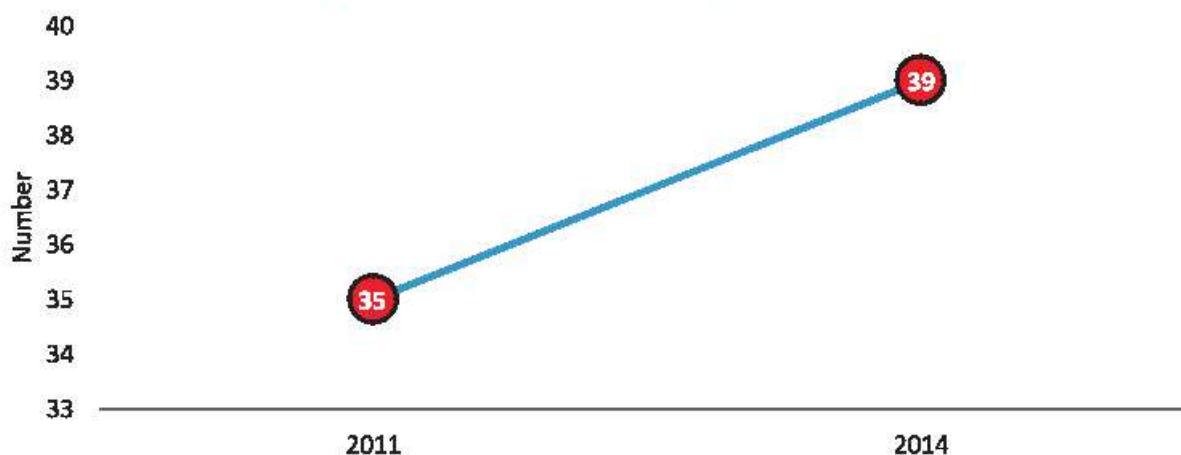
IMR in Punjab is lower than the national average of 66/1,000 live births. From 2014-15 to 2015-16, IMR in Punjab decreased slightly from 61.8/1,000 live births to 60/1,000 live births. However, to maintain this trend and to target maternal mortality as well as infant mortality, an integrated approach is required. Research suggests improved family planning services have a positive impact on IMR and MMR. Cultural practices that do not encourage birth spacing result in a higher risk of maternal mortality. According to a Punjab based policy brief from 2015, it was found that fulfilling the unmet need for birth spacing through raising the CPR to 59% would result in reduction of 45% of maternal deaths, 26% of infant deaths, and 76% of young child deaths.<sup>120</sup>

### 5.1.1.3 Total Fertility Rate and Contraceptive Prevalence Rate

TFR in Punjab decreased from 2.9 in 2014-15 to 2.8 in 2015-16, and is lower than the national average (3.1). Moreover, CPR increased over the last few years, indicating why TFR has fallen: CPR in 2011 was 35% in Punjab.<sup>121</sup> It increased to 39% in 2014 as shown in Figure 5.2.

However, there is room for improvement as studies have shown that in Punjab, 59% of married women of reproductive age would like to use contraceptives.<sup>122</sup> Surveys have shown that preferences to space and reduce births might not necessarily translate into practice, partly due to low CPR.<sup>123</sup> Moreover, increasing CPR can reduce anemia among women, result in lower numbers of stunted and underweight children, and reduce burden on antenatal, obstetric, post-natal and post-abortion services.<sup>124</sup>

**Contraceptive Prevalence Rate in Punjab (2011-2014)**



Source: MICS Punjab 2011, 2014

Figure 5.2

118 Population Welfare Department. Accessed from [http://www.pwd.punjab.gov.pk/population\\_profile](http://www.pwd.punjab.gov.pk/population_profile), on February 20, 2017

119 Maternal Mortality Fact Sheet. Retrieved February 17, 2017, from World Health Organization website.

120 Reducing Maternal and Child Mortality in Punjab: The Untapped Potential of Family Planning (Rep.). (2015, September). Retrieved February 17, 2017, from USAID, Evidence, Population Council website.

121 Accessed from [http://bos.gop.pk/system/files/Reproductive\\_Health.pdf](http://bos.gop.pk/system/files/Reproductive_Health.pdf), on February 20, 2017.

122 Ibid.

123 Reducing Maternal and Child Mortality in Punjab: The Untapped Potential of Family Planning (Rep.). (2015, September). Retrieved February 17, 2017, from USAID, Evidence, Population Council website.

124 Ibid.

Table 5.2 provides comparative figures of health profile Indicators for the past 3 years. (MMR and CPR for the last year were not available).

Table 5.2 Punjab Health Profile 2016

Punjab Health Profile Indicators	2013-14	2014-15	2015-16
Life Expectancy - Females	66.2	66.5	66.9
Life Expectancy - Males	66.9	67.2	67.7
Maternal Mortality Rate /100,000 live births	228	227	-
Infant Mortality Rate /1,000 live births	63	61.8	60
Total Fertility Rate (Children born/woman)	3	2.9	2.8
Contraceptive Prevalence Rate (%)	-	39	-

Sources: (i) Population Welfare Department (ii) Health Department (iii) Pakistan Bureau of Statistics (iv) MICS 2014

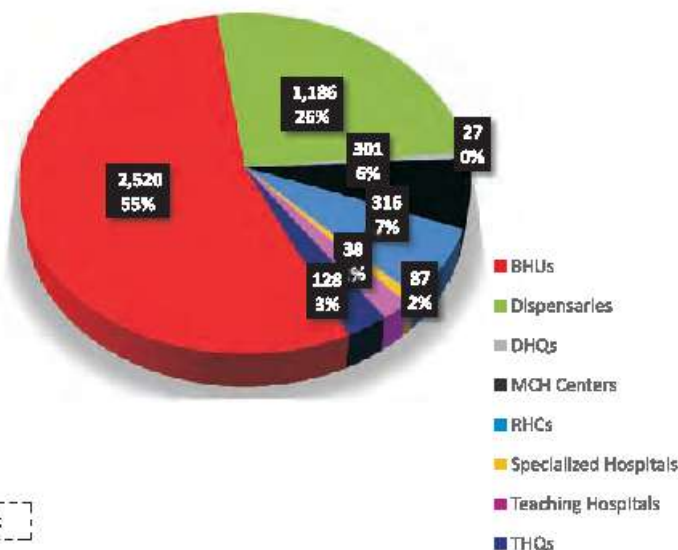
## 5.1.2 Government Health Facilities

### 5.1.2.1 Health Facilities

In Punjab, health services are provided through a tiered referral system of health care facilities, with increasing level of coverage from primary to secondary to tertiary. Primary care facilities include Basic Health Units (“BHUs”), Rural Health Centers (“RHCs”), Government Run Dispensaries (“GRDs”), and Mother and Child Health (“MCH”) Centers. All of these provide Out Patient Department (“OPD”) services for preventive and a limited number of curative services. RHCs provide a broader range of curative services round the clock. Primary care facilities also provide outreach preventive services to communities, through vaccinators, and sanitary inspectors. Tehsil and District Headquarter (“THQ” and “DHQ”) hospitals provide increasingly specialized secondary health care, while Teaching Hospitals provide practical training to medical students and form the tertiary level tier.<sup>125</sup>

There are 2,520 BHUs in Punjab (55% of all health facilities) providing a range of preventive, curative and referral services.<sup>126</sup> DHQs are the fewest in number (27), constituting less than 1% of facilities. Low numbers of DHQs means that the population has limited access to specialized secondary healthcare. Figure 5.3 shows the composition of types of health facilities in Punjab.

Healthcare Facilities in Punjab (2016)



Source: Health Department

Figure 5.3

<sup>125</sup> Health Facility Assessment – Punjab Provincial Report (Rep.). (2012, June). Retrieved February 20, 2017, from Technical Resource Facility Pakistan website.

<sup>126</sup> Primary Health Care | Health Department.. Retrieved February 20, 2017, from Punjab Health Department website.



Health facilities are found in various combinations all across Punjab. Districts like Faisalabad and Lahore have the highest number of facilities with 291 and 215 facilities respectively. On the other hand, Chiniot and Rajanpur have only 57 facilities each. When gauging access to health facilities, the number of facilities should be compared to district populations to assess whether the number of facilities corresponds with high or less populated districts. Relatively less populated districts tend to have fewer tertiary level facilities, for example, Hafizabad has only 1 THQ whereas Lahore has 3. Higher number of facilities in Faisalabad corresponds to its large population (7,467,666, second largest population in Punjab). Figure 5.4 provides the number and types of health facilities in all districts of Punjab.

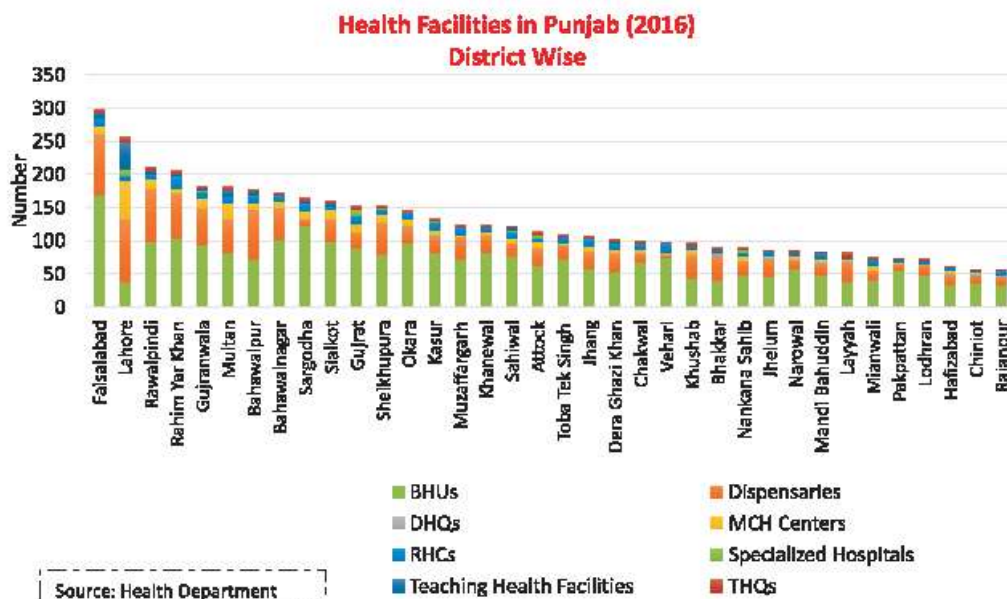


Figure 5.4

Figure 5.5 shows the increases and decreases in the number of health facilities from 2015 to 2016. It shows a marginal increase in BHUs, GRDs, RHCs, MCH Centers, THQs and Specialized Hospitals.

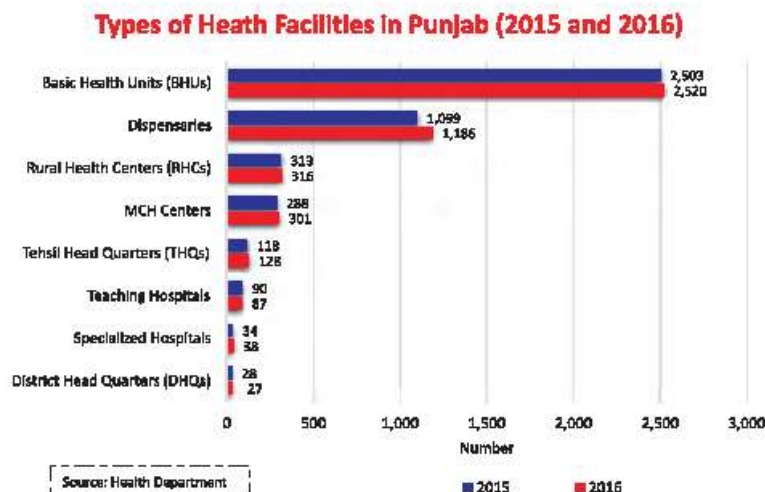


Figure 5.5

Detailed analysis reveals that even if a district has a high number of facilities (like Faisalabad), access might still be compromised because of its relatively high population. Faisalabad has the fourth highest burden on facilities in terms of average female as well as male population per facility (12,301 females per facility). Similarly, Lahore with 215 facilities has 21,398 females per facility. This may indicate that facilities are overburdened throughout the province. The average access of facilities for men and women across Punjab is gauged in Table 5.3.

Table 5.3 Comparison of District Populations and Health Facilities in Punjab (2016)

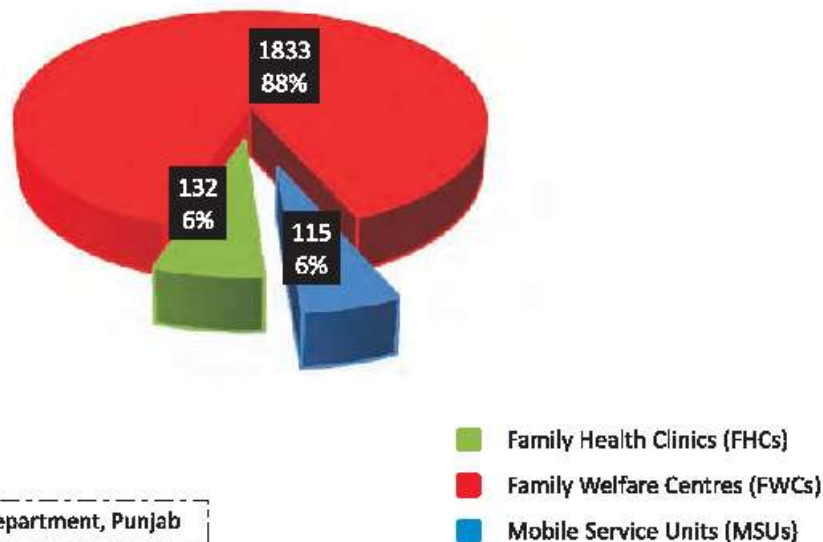
District	Health Facilities	Population Males (In Thousands)	Population Females (In Thousands)	Average Male Population Per Health Facility	Average Female Population Per Health Facility	Health Facilities						GRD
						Specialized Hospital	DHO	THQ	RHC	BHU	MCH Center	
Attock	114	847	851	7427	7462	5	1	5	5	63	10	25
Bahawalnagar	173	1449	1352	8378	7813	1	1	4	10	102	8	47
Bahawalpur	173	1879	1698	10863	9813	1	0	4	11	73	10	74
Bhakkar	90	767	715	8526	7941	0	1	3	4	41	2	39
Chakwal	100	671	731	6707	7313	0	1	4	10	68	4	13
Chinot	57	650	596	11409	10462	0	1	2	3	56	2	13
Dera Ghazi Khan	100	1291	1192	12907	11920	0	0	4	10	53	5	28
Faisalabad	291	3888	3580	13361	12301	0	0	5	14	168	12	92
Gujranwala	179	2532	2333	14147	13035	2	0	3	11	94	13	56
Gujrat	151	1367	1359	9053	9002	8	0	5	12	90	12	24
Hafizabad	61	579	534	9492	8760	0	1	1	6	33	4	16
Jhang	106	1293	1195	12195	11270	0	1	3	11	58	7	26
Jhelum	86	613	614	7132	7140	0	1	2	6	46	4	27
Kasur	133	1734	1578	13040	11862	2	1	3	12	83	8	24
Khanewal	124	1465	1361	11817	10973	0	1	3	7	83	5	25
Khushab	97	587	592	6055	6100	0	1	5	5	43	7	36
Lahore	215	5121	4601	23819	21398	9	0	7	8	38	58	95
Layyah	82	853	801	10407	9764	0	1	7	3	39	2	30
Lodhran	72	861	795	11963	11046	0	1	2	4	48	1	16
Mandi Bahauddin	83	758	723	9137	8711	1	1	1	9	49	5	17
Mianwali	75	716	711	9547	9484	0	1	3	10	40	6	15
Multan	173	2310	2090	13353	12083	1	1	6	9	82	24	50
Muzaffargarh	125	2090	1922	16723	15379	0	1	5	12	73	1	33
Nankana Sahib	90	687	633	7637	7030	3	1	4	6	49	7	20
Narowal	84	820	811	9766	9659	0	1	1	7	58	4	13
Okara	145	1589	1451	10956	10007	0	2	2	10	96	11	24
Pakpattan	74	918	852	12410	11509	0	1	1	5	54	2	11
Rahim Yar Khan	202	2441	2244	12084	11109	1	0	4	19	104	7	67
Rajapur	57	875	787	15345	13801	0	1	3	6	34	1	12
Rawalpindi	206	2440	2326	11845	11290	0	0	6	8	98	14	80
Sahiwal	117	1259	1172	10764	10020	2	0	1	11	76	6	21
Sargodha	165	1771	1669	10735	10117	1	1	8	12	124	11	8
Sheikhupura	152	1651	1520	10860	10000	1	1	3	9	80	11	47
Sialkot	157	1911	1817	12170	11571	0	0	4	7	99	13	34
Toba Tek Singh	109	1092	1039	10021	9532	0	1	2	10	71	2	23
Vehari	98	1523	1417	15541	14463	0	1	2	14	74	2	5

Source: Health Department

### 5.1.2.2 Service Centers under the Population Welfare Department

As part of Punjab government's emphasis on increased access to family planning services, PWD provides family planning services through three main tiers of facilities. This is shown in Figure 5.6.

**Service Centers under Population Welfare Department in Punjab (2016)**



Source: Population Welfare Department, Punjab

Figure 5.6

As of 2016, there were 132 Family Health Clinics ("FHCs"), 115 Mobile Service Units ("MSUs"), and 1,833 Family Welfare Centers ("FWCs") throughout Punjab. Each facility has specific functions and all three systematically target family planning and maternal and child health.

The FHCs are the major clinical component of the Population Welfare Programme under PWD, Punjab. These clinics are located in tertiary level facilities including Teaching Hospitals, DHQs and THQs and are headed by senior medical staff designated as Women Medical Officers ("WMOs"). The male component is headed by Medical Officers at selected districts.<sup>127</sup> Services provided at FHCs include Men Advisory Centers which encourage male involvement in family planning and provide vasectomy services and contraceptive surgery for males and females.<sup>128</sup>

FWCs promote voluntary family planning services for about 7,000 people in defined geographical areas and through its satellite clinics and outreach facilities cover an additional population of around 20,000 - 25,000.<sup>129</sup> Their services include referral of family planning clients to FHCs and provision of temporary family planning methods.<sup>130</sup>

MSUs are based at the tehsil level and provide family planning services to around 30,000 people or 5,000 couples across 15–20 villages by holding 10–12 camps each month. They operate from specially designed vehicles and provide temporary family planning methods and related counseling. Moreover, they also provide maternal and child health-care, educate couples on the prevention and treatment of general ailments and refer contraceptive surgery cases to FHCs.<sup>131</sup>

Figure 5.7 shows a district wise distribution of Service Centers. Lahore has the highest number of FWCs (98) whereas Sialkot has the highest number of FHCs (10). Rawalpindi has the highest numbers of MSUs (6) while Chiniot has no FWCs or FHCs and only 3 MSUs.

Given the high maternal and infant mortality rates in Punjab, it is imperative that such services are more equitably distributed. Nevertheless, the improvement in the number of visits to family planning centers, discussed below, may be attributed, in significant part, to extensive services provided by these clinics and units.

127 Family Health Clinics | Population Welfare Department. "Family Health Clinics | Population Welfare Department." Web. 23 Feb. 2017.

128 Ibid.

129 Family Welfare Centers | Population Welfare Department. "Family Welfare Centers | Population Welfare Department." N.p., n.d. Web. 23 Feb. 2017.

130 Ibid.

131 "Family Health Mobile Units | Population Welfare Department." Family Health Mobile Units | Population Welfare Department. N.p., n.d. Web. 23 Feb. 2017.

**Service Centers under Population Welfare Department in Punjab (2016)  
District Wise**

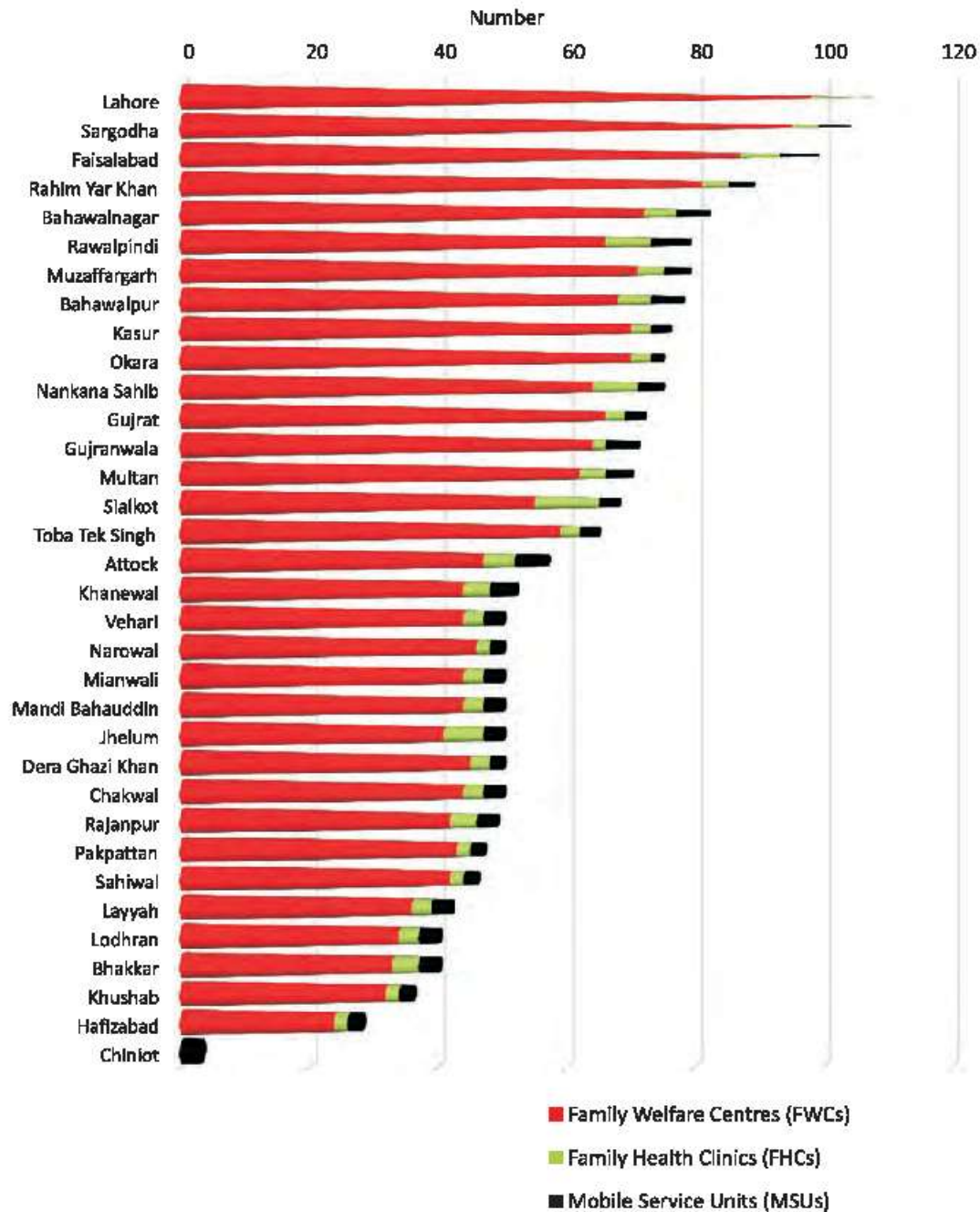


Figure 5.7

**5.1.2.3 Patients in Health Facilities**

In 2016, the number of new patients increased across all facilities, with female patients increasing from 41 million in 2015 to 43 million. The number of male patients increased from 33 million in 2015 to 34 million in 2016. While the increase in the number of patients could indicate worsening health conditions, it could also mean better outreach and improved access to facilities. Figure 5.8 demonstrates the increase in the numbers of new male and female patients in health facilities in Punjab from 2015 to 2016.

**New Patients in Punjab (2015 and 2016)**

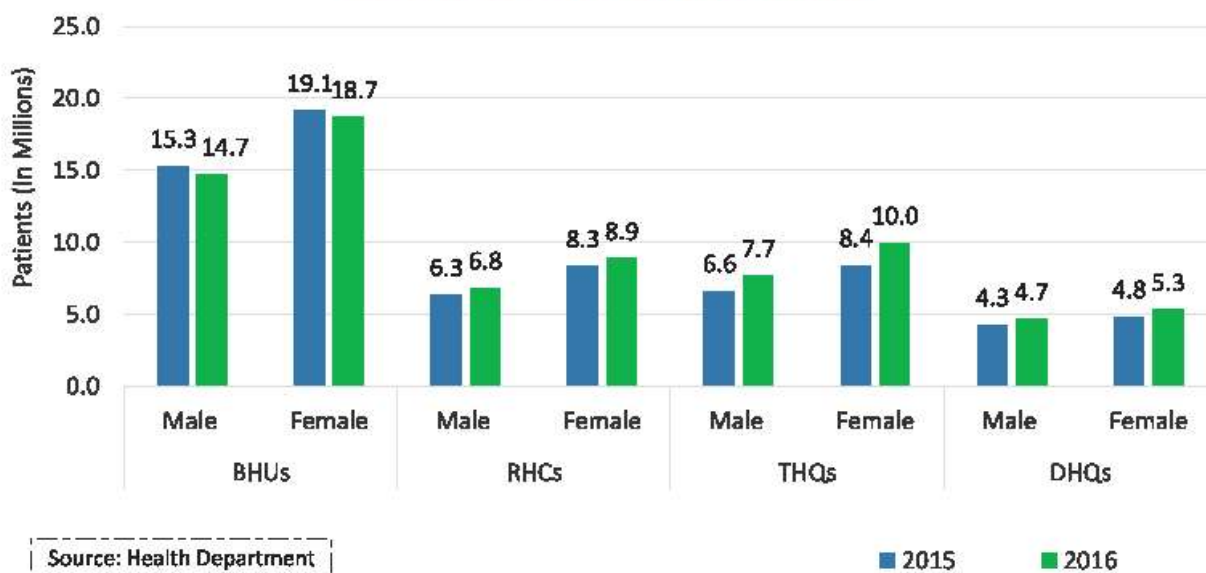


Figure 5.8

### 5.1.2.3(a) Out Patient Department Patients

Increase in the number of new patients includes an increase in OPD patients. OPD patients receive consultation and allied services and do not require to be admitted to a facility. Data reveals that, on average, daily OPD patient coverage increased across BHUs, RHCs, THQs and DHQs and rose from 244,000 to 294,000 between 2015 and 2016. In light of the existing high numbers of population per facility (as discussed above), increased numbers of daily OPD patients may reflect diminishing quality of services per patient. Figure 5.9 shows the increase in the number of daily OPD visits in BHUs, RHCs, DHQs and THQs in 2015 and 2016.

**Daily OPD Patient Visits in Major Facilities in Punjab (2015 and 2016)**

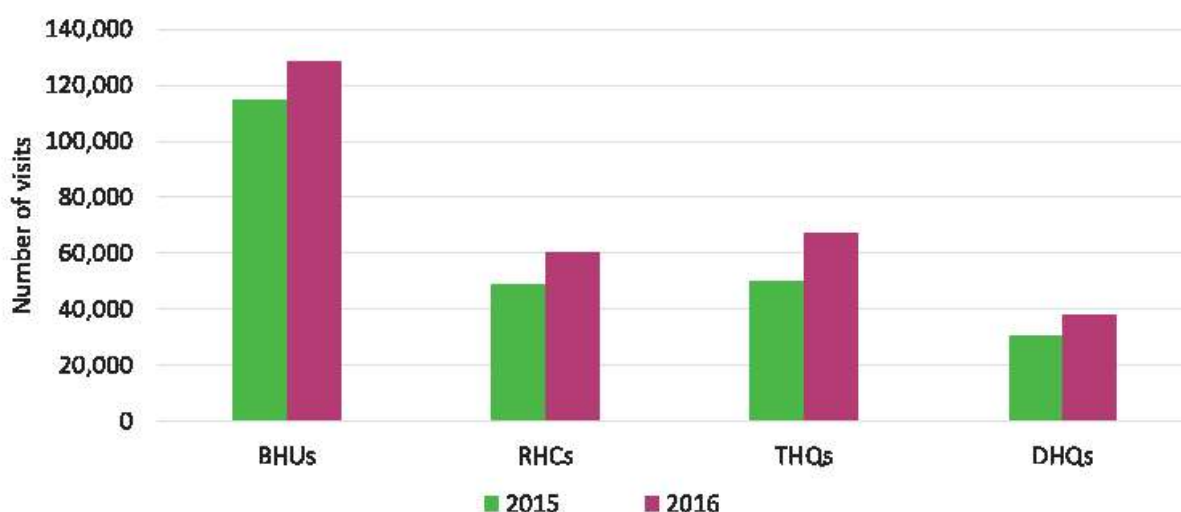


Figure 5.9

### 5.1.2.4 Mental Health Facilities

There is only one mental health institute in Punjab, located in Lahore. This is of great concern because mental disorders impact a large number of men and women. Women, in general, constitute a significant proportion of mental illness sufferers. Often reinforced by unequal gender power structures, it is estimated that two thirds of the psychiatric patients at any hospital or clinic are women. Constrained mobility prevents access to mental health services and the prevalence of domestic violence adversely impacts the mental and often physical and maternal health of women.<sup>132</sup> Women's poor mental and physical health has negative implications on their productivity and imposes high social and economic costs on society.<sup>133</sup>

Though the government of Punjab increased its estimated budget for the Punjab Institute of Mental Health ("PIMH") in Lahore from Rs. 522.5 million in Fiscal Year ("FY") 2015 to Rs. 710.4 million in the FY 2016,<sup>134</sup> there is a critical need to establish additional facilities and strengthen services in all districts of Punjab. In PIMH itself, there are a total of 1,333 beds, of which 985 (74%) beds are for males and 348 (26%) are for females. Figure 5.10 demonstrates the disparity in the number of beds available for men and women in PIMH.

**Beds for Male and Female Patients in Punjab Institute of Mental Health (2016)**

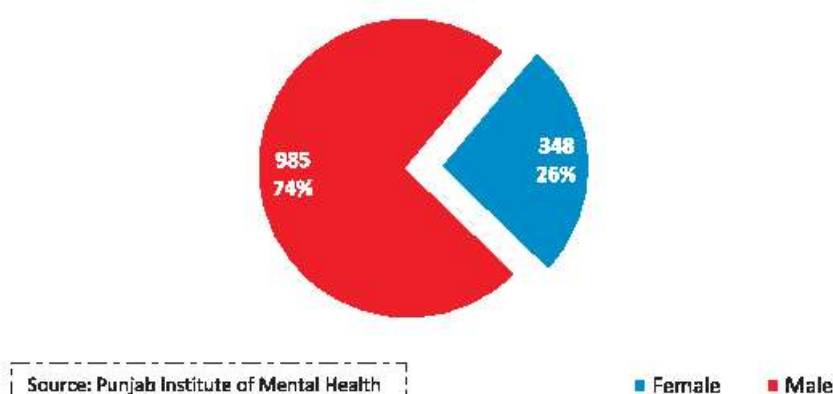


Figure 5.10

The significant difference between the number of beds for men and women may be attributed to the fact that the number of male patients is also much higher than the number of female patients. This, however, does not mean that the number of women suffering from mental disease or disorder is less than the number of men. Studies at the beginning of the millennium estimated that the rates of depression among women in rural Pakistan were as high as 45% to 57%.<sup>135</sup>

Of the 180,179 patients visiting or admitted to PIMH in 2016, 120,528 were male (including children) and 62,224 were female (including children). Even though the number of female patients is much lower than male patients, the number is significantly high. Table 5.4 gives the number of male and female patients (including children) admitted in or visiting PIMH in 2016.

**Table 5.4 Patients in Punjab Institute of Mental Health (2016)**

	Adult Male	Adult Female	Male Child	Female Child	Total
<b>New Cases OPD</b>	52,648	26,006	1,529	1,101	81,284
<b>Old Cases OPD</b>	61,887	34,059	1,378	720	98,044
<b>New Cases Indoor</b>	3,086	338	-	-	3,424

Source: Punjab Institute of Mental Health.

<sup>132</sup> Ali, B. (2014). Domestic Violence Against Women in Pakistan: A Meta-Analytic Review of Published Researches. *Emerging Research*, 3(4), 1-4. Retrieved February 20, 2017.

<sup>133</sup> Barf, F., & Bueneventura, E. S. (2000, July). *Women in Pakistan (Rep.)*. Retrieved February 17, 2017, from Asian Development Bank website.

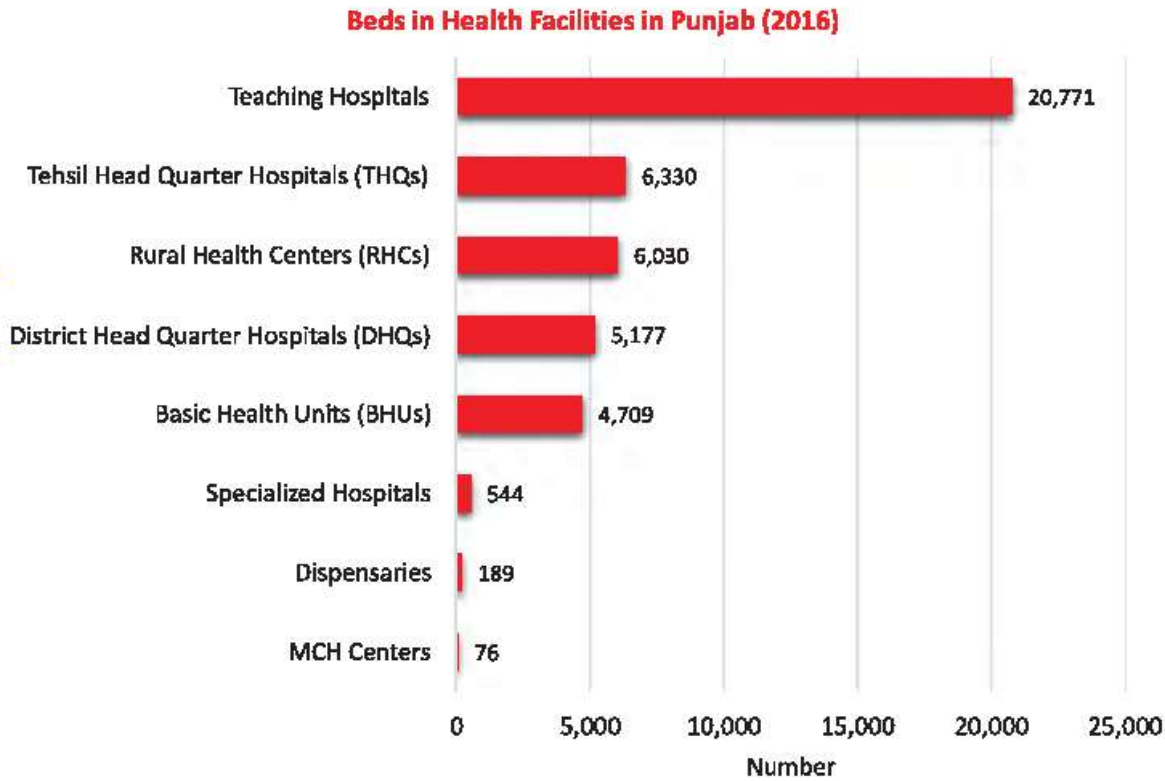
<sup>134</sup> Government of Punjab. (n.d.). Annual Budget Statement for 2015-2016. Retrieved February 20, 2017.

<sup>135</sup> Rahman, A., Lovel, H., Bunn, J., Iqbal, Z., & Harrington, R. (2004). Mothers' Mental Health and Infant Growth: A Case-control Study from Rawalpindi, Pakistan. *Child: Care, Health and Development*, 30(1), 21-27. Retrieved February 20, 2017.

### 5.1.2.5 Beds in Health Facilities

To analyze the degree of actual coverage and capacity of health facilities, it is instructive to consider the number of beds, core equipment for healthcare provision, across facility types. Teaching Hospitals have the largest number of beds (20,771) followed by THQs (6,330), RHCs (6,030) and DHQs (5,177). As primary healthcare providers, BHUs have a very low number of beds (4,709). MCH Centers have the lowest number of beds (76).

Figure 5.11 provides the number of beds available in all health facilities in Punjab.



Source: Health Department

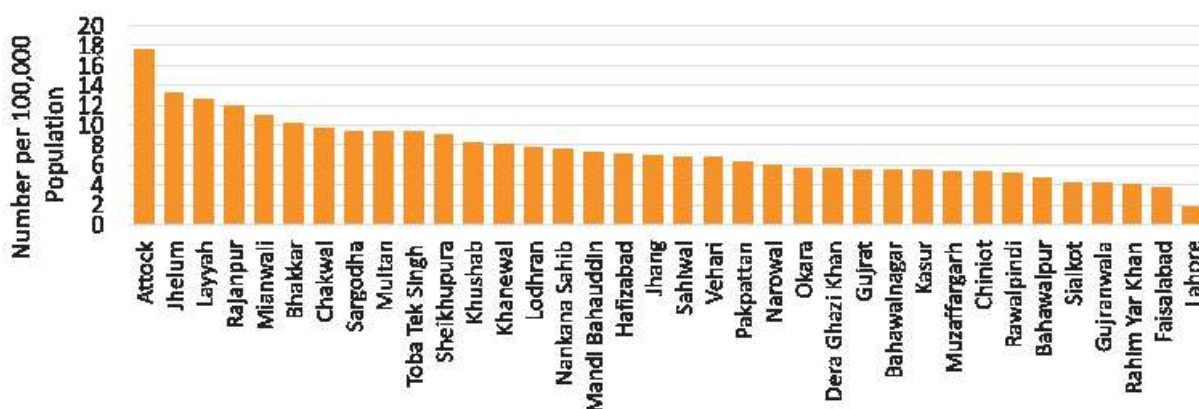
Figure 5.11

### 5.1.3 Human Resource in Government Health Facilities

The current 'Doctor-Population Ratio' in Punjab stands at 1:2,187 as compared to WHO's recommended 1:1,000.<sup>136</sup> Although highly populated districts have more facilities on average, assessing the human resource in these facilities is a good indicator of the burden on these facilities, and hence the quality of service provision. Figure 5.12 shows district wise numbers of senior medical staff available per 100,000 people. Senior medical staff here includes doctors, surgeons, superintendents, WMOs, Medical Officers ("MOs"), consultants and specialists. The figure shows that Lahore and Faisalabad, which have the highest number of facilities, have the lowest number of senior medical staff per 100,000 population with Lahore having 1.81 and Faisalabad having 3.8 senior medical staff per 100,000 of their population. On the other hand, Attock has 17.62 senior medical staff per 100,000 of its population. This indicates that absolute numbers of high-end facilities and doctors do not necessarily mean greater access to healthcare and health facilities, unless these are proportionate to population size.

<sup>136</sup> Government of Punjab. . MTFDF 2013-16 Development Programme 2013-14. Retrieved February 20, 2017.

**Senior Medical Staff per 100,000 Population in Punjab (2016)  
District Wise**



Senior Medical Staff in Facilities including Dispensaries, RHCs, BHUs, DHQs, THQs, MCH Centers, Specialized Hospitals, Teaching Hospitals

Source: Health Department

Figure 5.12

### 5.1.3.1. Human Resource in the Integrated Reproductive Maternal Newborn Child Health & Nutrition Program

The Integrated Reproductive Maternal Newborn Child Health (“IRMNCH”) & Nutrition Program was established to accelerate progress in achieving health goals under the MDGs. It combined the existing Lady Health Worker (“LHW”) Program, the Maternal and Newborn Child Health (“MNCH”) Program and the Nutrition Program. The total number of IRMNCH staff in 2016 was 49,826.<sup>137</sup> This fell from 50,265 in 2015 and is of concern given the high MMR and the stagnating fertility rate in Punjab.

#### Under the IRMNCH Program, there are three main programs:

- (i) The National Program for Family Planning and Primary Health Care, composed largely of Lady Health Workers
- (ii) MNCH Program with Community Midwives
- (iii) Nutrition Program in which Lady Health Workers provide nutritional deficiency related services to mothers and children<sup>138</sup>

LHWs form a central pillar of the IRMNCH Program. Research from Bangladesh has shown that LHWs can be important agents of change by counteracting patriarchy, mobility-constraining purdah, and offering women a choice to have control over their health and reproductivity available at their doorstep.<sup>139</sup> From 2015 to 2016, there were no significant changes in the number of Lady Health Supervisors (“LHS”) or LHWs. The number of LHWs, however, decreased slightly from 45,753 to 45,187. The number of WMOs also decreased from 137 to 72 while the number of nurses increased from 11 to 35. Figure 5.13 provides a comparison of the number of IRMNCH staff in 2015 and 2016.

<sup>137</sup> Calculations exclude Community Midwives because available data for 2015 did not include those

<sup>138</sup> Integrated Reproductive Maternal Newborn Child Health & Nutrition Program, Program Overview, (n.d.). Retrieved February 20, 2017.

<sup>139</sup> Douchwaile, M., & Ward, P. (2005). Increasing Contraceptive Use in Rural Pakistan: An Evaluation of the Lady Health Worker Programme. *Health Policy and Planning*, 20(2), 117-123.



**IRMNCH Staff in Punjab (2015 and 2016)**

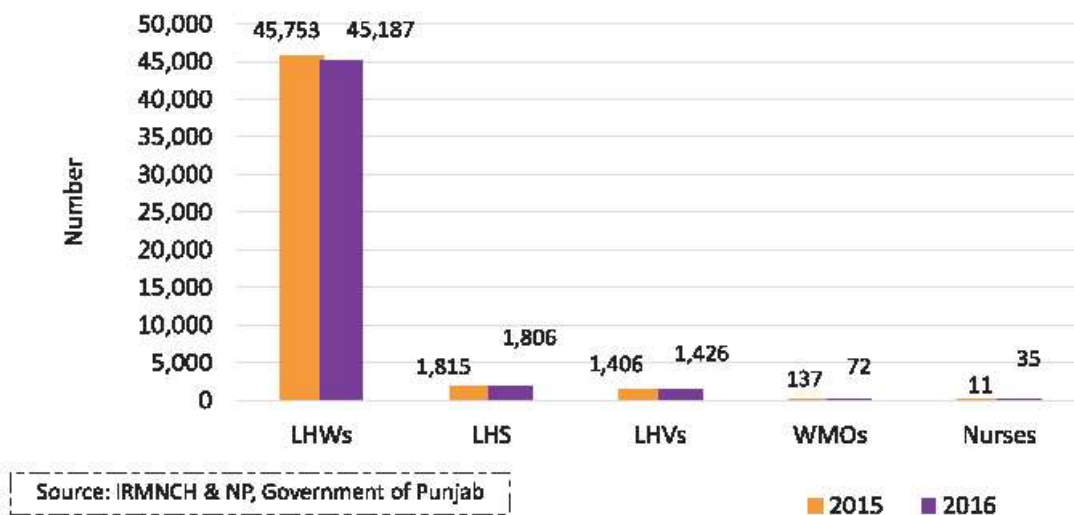


Figure 5.13

District wise analysis of IRMNCH staff revealed disparities in the number of LHWs (as well as other staff) in different districts. In 2016, Faisalabad had the highest number of IRMNCH staff (2,760 including 2,373 LHWs) as compared to Chiniot, which had 541 (including 428 LHWs). While population differences can account for this disparity, it is of immense concern because districts like Chiniot and Rajanpur (with only 602 LHWs) are more likely to have women in need of IRMNCH facilities. This is because women in these districts might not have access to other facilities and may, therefore, be likely to seek care from unqualified practitioners. Figure 5.14 provides an accurate depiction of the number of IRMNCH staff in all districts of Punjab.

**IRMNCH Staff in Punjab (2016)  
District Wise**

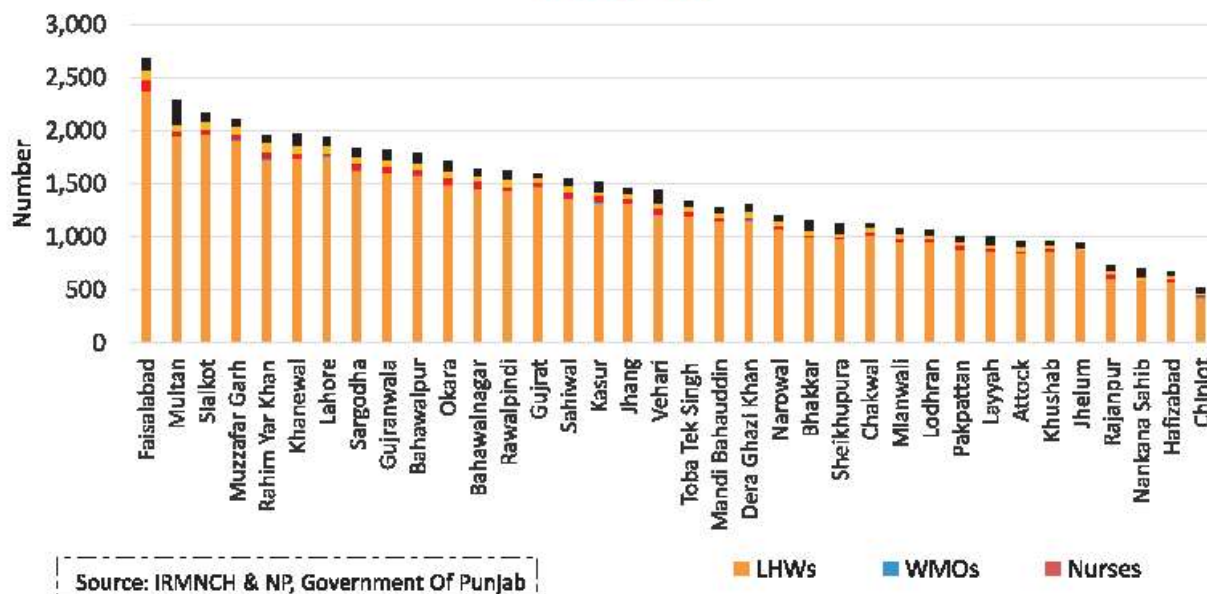


Figure 5.14

Community Midwives (“CMWs”) provide newborn care and are also an important pillar of the IRMNCH Program. As shown by Figure 5.14, the overall share of CMWs in the IRMNCH workforce is just 5%. However, the demand is for much more and only two years ago, almost 30 times more community midwives were needed in all rural areas of Pakistan.<sup>140</sup> Due to their specialized focus on newborn care, more CMWs can strengthen the impact of the program, especially in terms of targeting the high infant mortality in Punjab, and supplement the wider range of responsibilities of LHWs.

The low share of CMWs (2,622 in total) persists all across Punjab, with some districts, such as Multan and Vehari, faring slightly better with 232 and 116 CMWs respectively as compared to only 28 in Khushab.

### 5.1.4 Maternal and Child Health Services

#### 5.1.4.1. Women Utilizing Antenatal Care and Frequency of Revisits

The neonatal period requires vigilant monitoring to ensure a child’s survival and health.<sup>141</sup> Antenatal Care (“ANC”) visits are critical in assessing pregnancy complications, necessary laboratory investigations, the provision of iron/folic acid supplements, and tetanus toxoid vaccinations.<sup>142</sup> First ANC visits in 2016 increased from 2,747,304 in 2015 to 2,900,617 equaling a 5.6% increase. BHUs, the most accessible health facilities for a majority of the population, receive the highest number of ANC visits and saw an increase of approximately 2% from 2015 to 2016.

Figure 5.15 provides the number of first ANC visits in BHUs, RHCs, DHQs and THQs in 2015 and 2016.

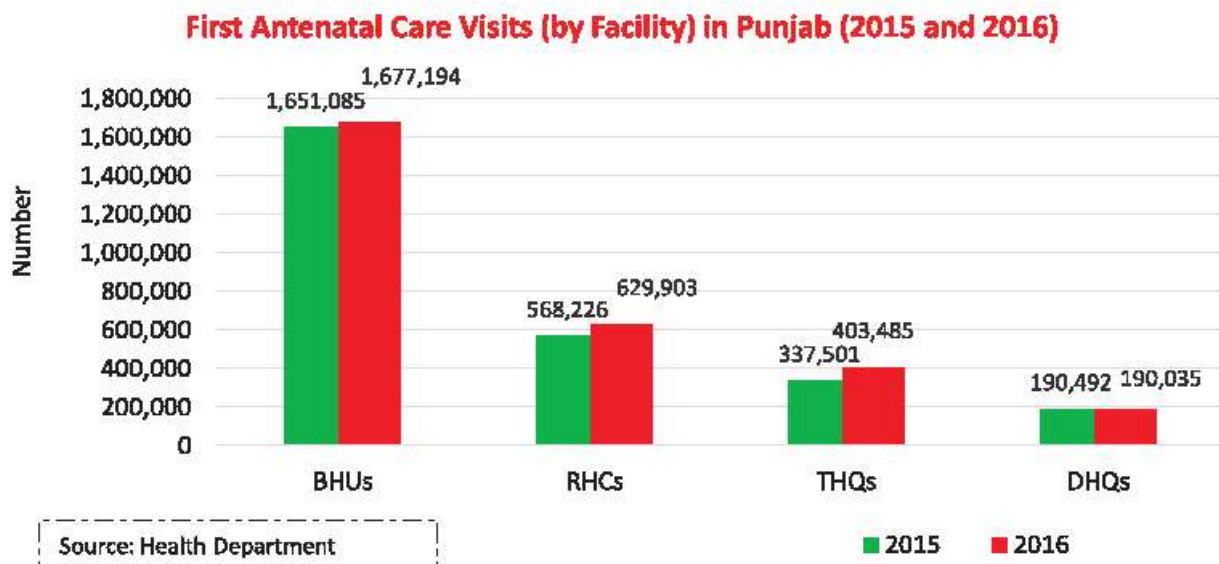


Figure 5.15

WHO recommends that pregnant women without any complications should visit an ANC provider at least four times during their pregnancy.<sup>143</sup> Therefore, while it is encouraging that first visits increased, follow up visits to ANC providers were not as high as first visits, indicating drop outs his comparison is shown in Figure 5.16 which shows that follow up visits were about 16% less than first visits in Punjab. The lower number of follow up visits as compared to first visits was a trend visible across BHUs, RHCs, THQs and DHQs.

<sup>140</sup> Nisar, Y. B., & Dibley, M. J. (2014). Determinants of Neonatal Mortality in Pakistan: Secondary Analysis of Pakistan Demographic and Health Survey 2006–07. *BMC Public Health*, 14(1). Retrieved February 20, 2017.  
<sup>141</sup> Nisar, Y. B., Aurangzeb, B., Dibley, M. J., & Alam, A. (2016). Qualitative Exploration of Facilitating Factors and Barriers to Use of Antenatal Care Services by Pregnant Women in Urban and Rural Settings in Pakistan. *BMC Pregnancy and Childbirth*, 16(1). Retrieved February 20, 2017.  
<sup>142</sup> Ibid.  
<sup>143</sup> Ibid at 141.

**First and Follow-up Antenatal Care Visits (by Facility) in Punjab (2016)**

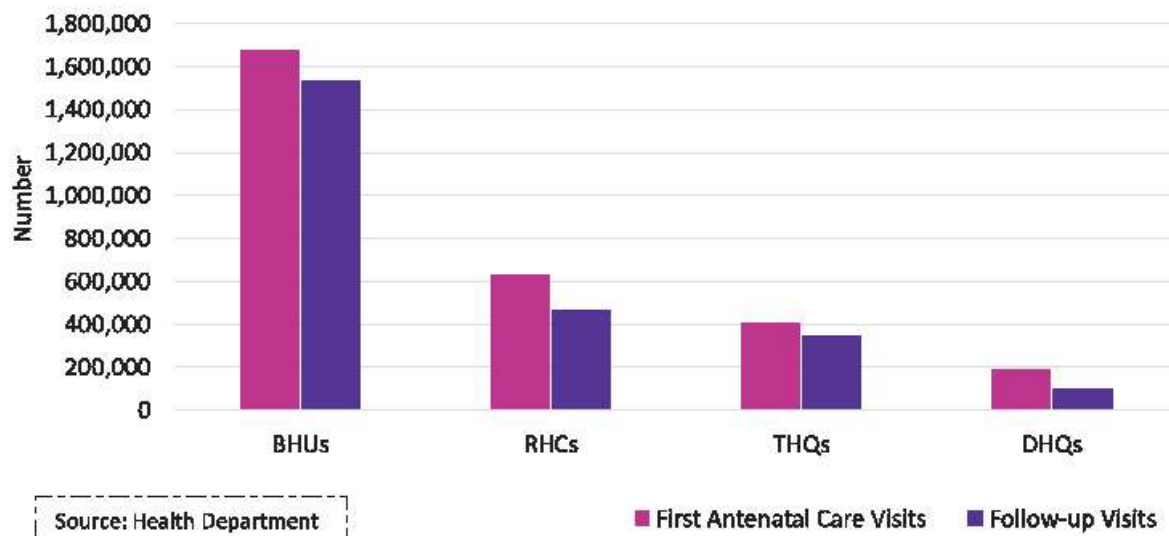


Figure 5.16

A decrease in the number of re-visits could partially be attributed to family structures in which women do not have decision making power and might not be able to access health facilities often. However, dis-satisfaction with services provided at ANC Centers may also play a significant role in discouraging follow-up visits. A 2014 study reported that in Punjab, more than 50% patients were not satisfied with the ANC they had received.<sup>144</sup> Dissatisfaction was attributed to the distant location of facilities, deficiency of facility resources, indifferent attitudes, non-availability of staff, inconvenient facility hours and poor client referrals.<sup>145</sup>

District wise analysis shows variations in the number of first and second ANC visits. In 2016, ANC first visits increased all across Punjab. Though the number of follow up visits was lower than first visits in a majority of districts, several districts including Sialkot and Sargodha had a relatively higher number of follow up visits, with Sialkot having 55 more follow up visits than first visits and Sargodha having about 71 more. Increased follow up visits may indicate satisfaction with ANC services in districts like Sialkot and Sargodha but further research is required to confirm actual reasons behind the increase. Figure 5.17 provides a district wise comparison of first and second visits to ANC providers in Punjab and also provides a comparison of 2015 and 2016 first visits in all districts.

**First and Follow-up Antenatal Care Visits in Punjab (2015 and 2016)**  
**District Wise**

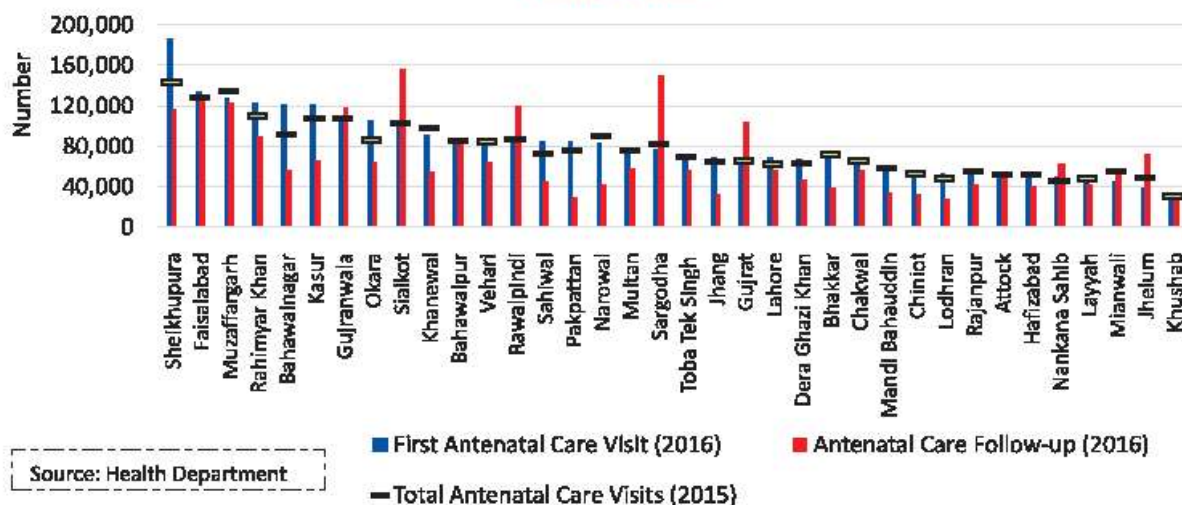


Figure 5.17

<sup>144</sup> Majrooh, M. A., Hasnain, S., Akram, J., Siddiqui, A., & Memon, Z. A. (2014). Coverage and Quality of Antenatal Care Provided at Primary Health Care Facilities In the 'Punjab' Province of 'Pakistan'. *PLoS One* 19:9(11).

<sup>145</sup> Ibid.

### 5.1.4.1.1. Anemia in Women Utilizing Antenatal Care Services

This section considers the role of ANC services in alleviating anemia in pregnant women. Anemia occurs when the blood lacks sufficient red blood cells or haemoglobin. Moderate iron deficiency anemia is defined as having a haemoglobin level between 7 and 10.9 g/dL and less than 7 g/dL in severe cases.<sup>146</sup> It is a serious condition, especially in pregnant women and is closely associated with maternal death and morbidity.<sup>147</sup> Anemia is, however, not just pregnancy induced. While an iron deficiency causes it, factors such as low socio-economic status and poor sewerage conditions indirectly increase susceptibility to anemia and its complications.

In 2016, the number of pregnant women with anemia who visited ANC Centers in Punjab was 720,963. The number increased slightly from 2015 in which the number of visits was 718,615, equaling a 0.3% increase. Larger districts, such as Faisalabad and Bahawalnagar, depict a higher increase in ANC visits by pregnant women with anemia, increasing by approximately 5,000 and 10,000 visits respectively, while districts such as Rajanpur and Layyah show a minimal increase, remaining almost constant at approximately 5,400 and 8,000 visits respectively. The slightly increasing trend is visible across most districts of Punjab with the exception of Lahore where the number of visits fell from 71,503 in 2015 to 51,934 in 2016. Figure 5.18 provides the number of first ANC visits by pregnant women with anemia (defined as Hb. <10g/dL) in 2015 and 2016 as well as a district wise breakdown of these numbers.

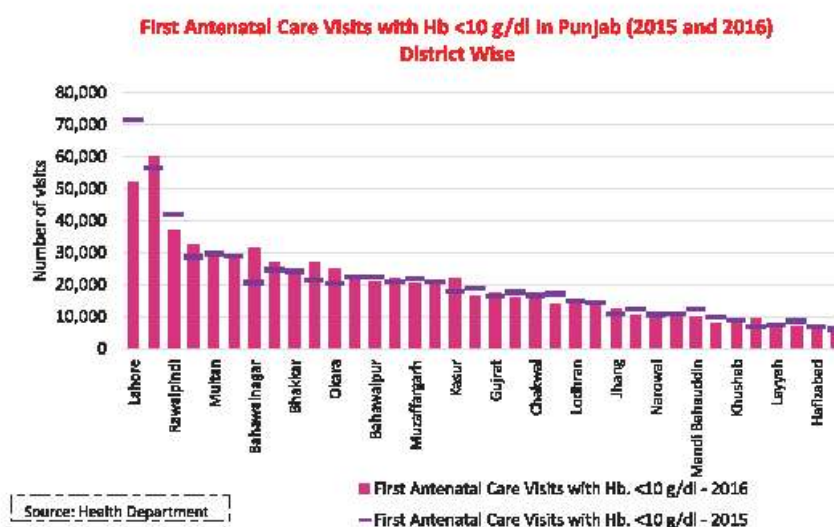


Figure 5.18

The increase in ANC visits could be an encouraging trend indicating that more pregnant women with anemia have access to and are seeking medical care. At the same time, however, it could also indicate an increase in the number of women with anemia itself.

### 5.1.4.2 Low Birth Weight Babies

Low birth weight ("LBW") babies have increased mortality and are more susceptible to neuro-developmental disorders, cardiovascular disease, diabetes and emotional problems in later life.<sup>148</sup> LBW also impacts response to certain vaccinations and development of the immune system<sup>149</sup> and has been linked to maternal under-nutrition, low vitamin C intake and low prenatal care.<sup>150</sup> It has also been linked to the mental health of mothers with research from Pakistan and India indicating that women experiencing antepartum depressive disorders and anxiety are at a higher risk of giving birth to LBW babies.<sup>151</sup>

<sup>146</sup> Akhtar, S., Ahmed, A., Ahmad, A., Ali, Z., Riz, M., & Ismail, T. (2013). Iron Status of the Pakistani Population-Current Issues and Strategies. *Asia Pacific Journal of Clinical Nutrition*, 22(3), 340-347. Retrieved February 20, 2017.

<sup>147</sup> Annual Health Report (Rep.). (2009). Retrieved February 20, 2017, from Society of Obstetricians & Gynaecologists of Pakistan website.

<sup>148</sup> Nasreen, H. E. (2010). Low Birth Weight in Offspring of Women with Depressive and Anxiety Symptoms During Pregnancy: Results from a Population Based Study in Bangladesh. *BMC Public Health*, 10(S15). Retrieved February 20, 2017.

<sup>149</sup> Moore, S. E., Jell, F., Ashraf, R., Sae, S. C., Prentice, A. M., & Hanson, L. A. (2004). Birth Weight Predicts Response to Vaccination in Adults Born in an Urban Slum in Lahore, Pakistan. *The American Journal of Clinical Nutrition*, 80(2), 453-459. Retrieved February 20, 2017.

<sup>150</sup> Janjua, N. Z., Delzell, E., Larson, R. R., Meleth, S., Kristensen, S., Kabagambe, E., & Sathiakumar, N. (2009). Determinants of low birth weight in urban Pakistan. *Public Health Nutrition*, 12(6), 789-798.

<sup>151</sup> Ibid at 148.

It is, therefore, encouraging that the number of babies born with LBW decreased from 30,430 in 2015 to 27,224 in 2016 (0.5%). The decrease was especially significant in Lahore with the number falling from 21,741 in 2015 to 1,846 in 2016. On the other hand, there was a significant increase in LBW babies born in Bahawalnagar with the number increasing from 132 in 2015 to 745 in 2016. Since the number of live births has increased by 45% (See 5.1.4.4), the decreasing trend in LBW babies does not simply indicate falling number of births but an actual reduction in LBW babies.

Figure 5.19 shows the decrease in numbers of low birth weight babies from 2015 to 2016 as well as detailed numbers for all districts of Punjab.

**Low Birth Weight (<2.5kg) Babies in Punjab (2015 and 2016)  
District Wise**

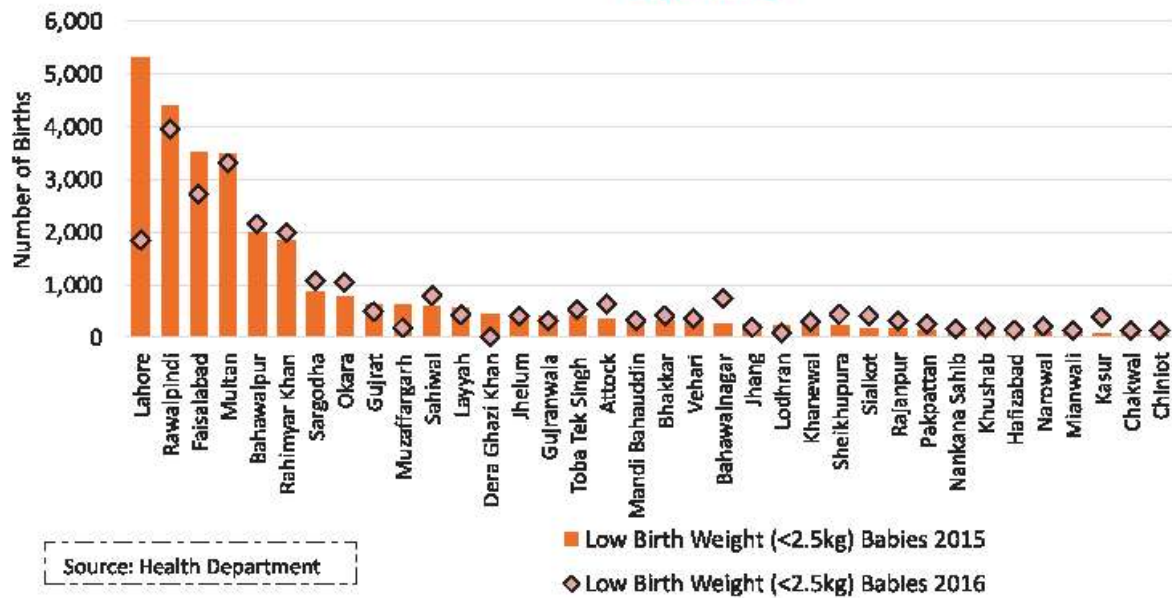


Figure 5.19

### 5.1.4.3 Family Planning Visits to Health Facilities

From 2015 to 2016, family planning visits in all districts increased by around 100% from 984,513 visits to 1,973,241 visits. Given that Punjab, which has 55.6% of the country's total population, faces further rapid increase with a growth rate of around 1.8% per annum and an annual addition of almost 1.82 million people,<sup>152</sup> this is a welcome trend.

The rise in the number of family planning visits along with a decrease in TFR (2.9 in 2015 to 2.8 in 2016)<sup>153</sup> indicates a slow but positive trend in managing Punjab's population growth rate. Figure 5.20 depicts the huge increase in the number of family planning visits in all districts of Punjab from 2015 to 2016. The Punjab government declared 2016 as the year of population and family planning<sup>154</sup> and the increase in family planning visits is likely a result of the collective efforts of different government departments. This includes, for example, Punjab Information Technology Board ("PITB")'s family planning awareness campaigns through setting up Citizen Contact Centers.<sup>155</sup> Emphasis on family planning has also been bolstered through reframing of family planning messages within the religious ideology by engaging religious leaders' advocacy of birth spacing and limiting family size to strengthen family health.<sup>156</sup>

<sup>152</sup> Government of Punjab. Population Welfare Department. Manual on Supervision, Monitoring and Evaluation (Population Welfare Programme). Web. 23 Feb. 2017.

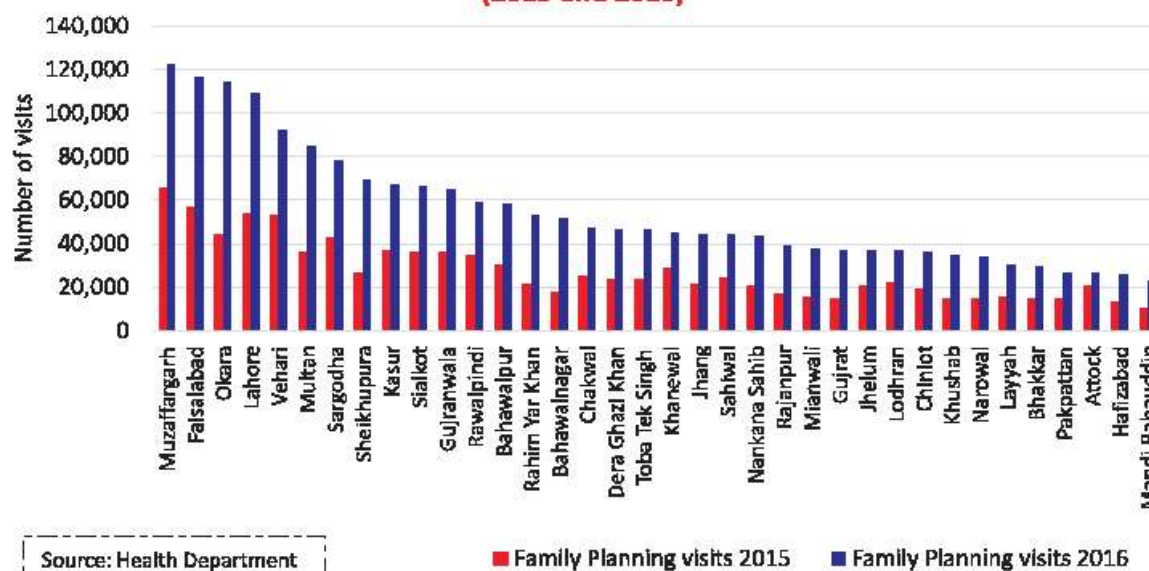
<sup>153</sup> Retrieved February 17, 2017. From Population Welfare Department website.

<sup>154</sup> Pakistan. Family Planning 2020. Pakistan Action Plan FP2020. Family Planning 2020, June 2016. Web. 23 Feb. 2017.

<sup>155</sup> "Punjab Information Technology Board." News and Events Highlights July 2016 - June 2017 | Punjab Information Technology Board. Web. 23 Feb. 2017.

<sup>156</sup> Ibid at 152.

**Family Planning Visits In Punjab (2015 and 2016)**



Source: Health Department

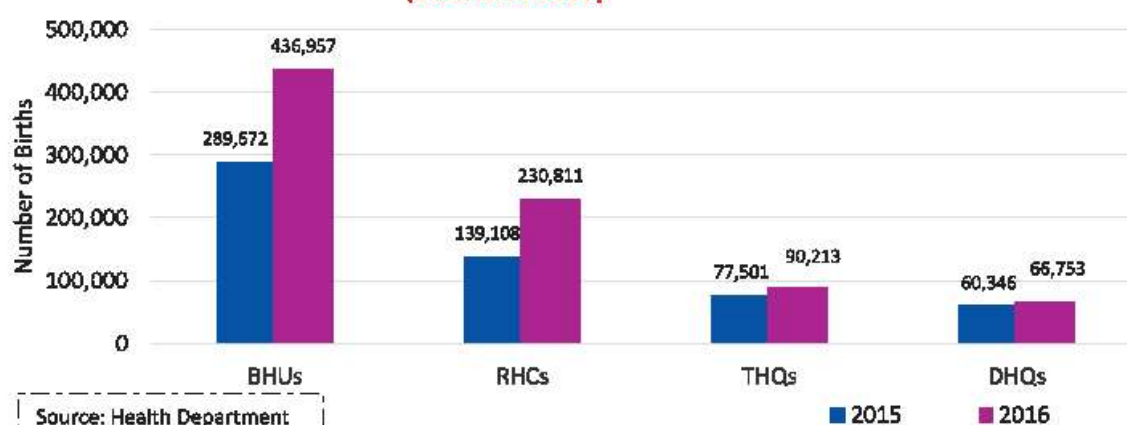
Figure 5.20

One of the ways to measure the success of family planning visits is through the degree of contraceptive use. However, till as late as 2015, unmet need for contraceptives was still quite high for districts such as Chakwal and Mianwali, with a 40.6% and 36.6% unmet need respectively.<sup>157</sup>

### 5.1.4.4 Live Births in Health Facilities

The number of live births increased from 566,627 in 2015 to 824,734 in 2016. The highest increase was visible in BHUs where live births increased from 289,672 in 2015 to 436,957 in 2016. RHCs saw an increase in live births from 139,108 in 2015 to 230,811 in 2016. Increase in live births could indicate better maternal and neonatal care at health facilities. It may also indicate progress in the government's initiative to increase the number of skilled birth attendants from 56% in 2011 to 80% by the end of 2016, although the actual target met remains to be determined.<sup>158</sup>

**Live Births (By Facility) in Punjab (2015 and 2016)**



Source: Health Department

Figure 5.21

<sup>157</sup> Azmat, S. K., Ali, M., Ishaque, M., Mustafa, G., Hameed, W., Khan, Munroe, E. (2015). Assessing Predictors of Contraceptive Use and Demand for Family Planning Services in Underserved Areas of Punjab Province in Pakistan: Results of a Cross-Sectional Baseline Survey. *Reproductive Health*, 12(1). Retrieved February 20, 2017

<sup>158</sup> Integrated Reproductive Maternal Newborn Child Health & Nutrition Program. Retrieved February 20, 2017, from Directorate General of Health Services, Government of Punjab website.

The positive trend of increased live births was noted across all health facilities and in all districts, especially in Okara, where live births increased from 8,964 in 2015 to 38,524 in 2016. The number of live births in Bhakkar saw a relatively lower increase (from 15,004 in 2015 to 16,103 in 2016, or a 7% increase) as compared to Okara but an increase nonetheless.

Figure 5.22 provides district wise numbers of live births and demonstrates an increase in numbers from 2015 to 2016.

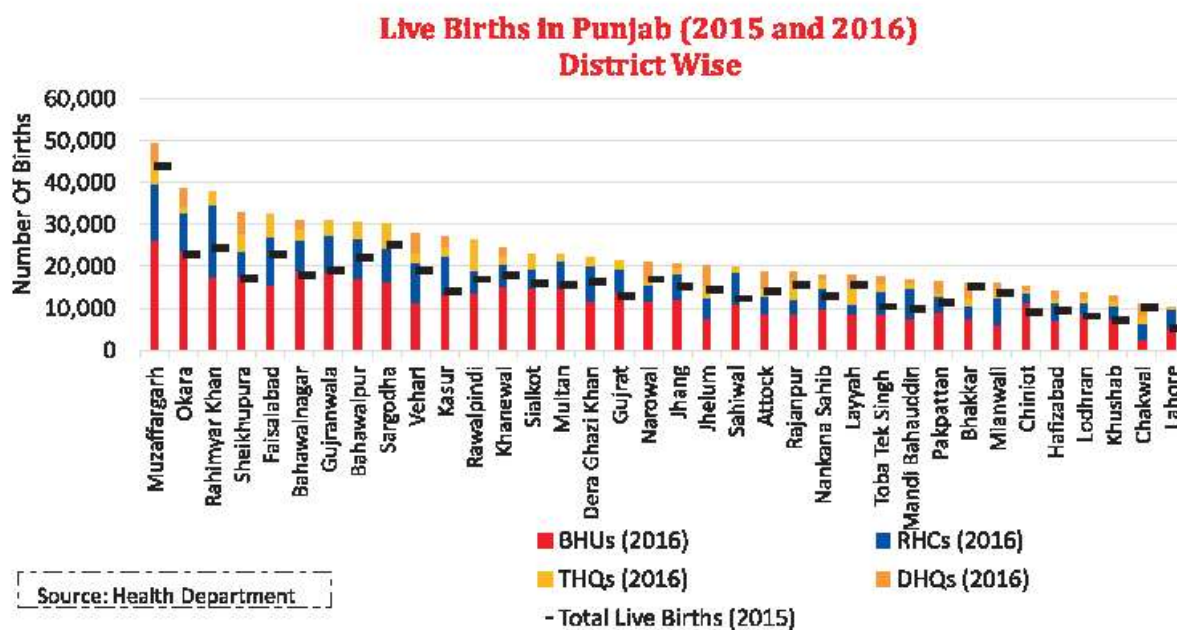


Figure 5.22

### 5.1.4.5. Women Receiving Maternal Immunization with at least Two Doses of Tetanus Toxoid

The Health Department targeted 3.57% of the annual pregnant women in each district for Tetanus Toxoid (“TT”) immunization in 2016.<sup>159</sup> Immunization of pregnant women or women of childbearing age with TT is estimated to reduce mortality from neonatal tetanus by 94%.<sup>160</sup> Therefore, it is a concern that not all targeted pregnant women in Punjab received even the first dose of TT; 79% of targeted pregnant women received TT – I while only 72% of targeted women received TT – II. Figure 5.23 provides the number of women who received either the first or second dose of TT in 2016.

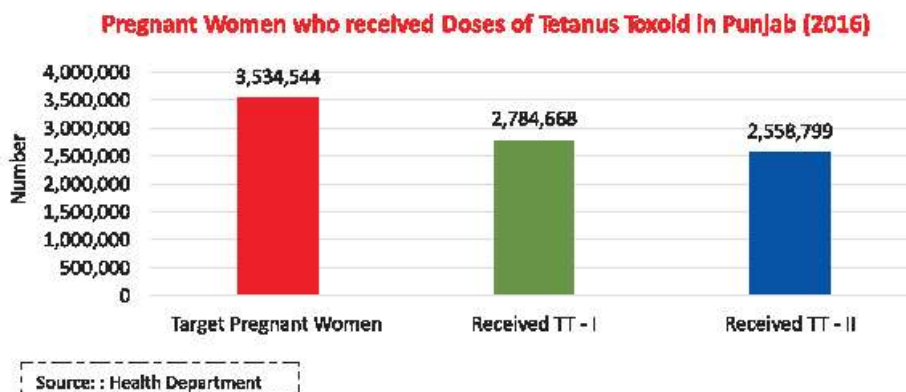


Figure 5.23

<sup>159</sup> Retrieved January, 2017 from the Punjab Health Department.

<sup>160</sup> Blencowe, H., Lawn, J., Vandelaer, J., Roper, M., & Cousens, S. (2010). Tetanus Toxoid Immunization to Reduce Mortality from Neonatal Tetanus. *International Journal of Epidemiology*, 39 (Supplement 1), 102-109. Retrieved February 20, 2017.

TT immunization coverage increased from 2015 to 2016 with T-I given to 41% more women in 2016 (2,784,668) than in 2015 (1,970,115). While the number of women who received a dose of T-II is lesser both in 2015 (1,687,365) and in 2016 (2,558,799) than the number of women who received a dose of T-I, the second dose was received by 52% more pregnant women in 2016 than in 2015, indicating an improved follow up rate. Figure 5.24 provides the number of women who received at least two doses of TT in 2015 and 2016.

**Pregnant Women who Received at least two doses of Tetanus -Toxoid (2015 and 2016)**

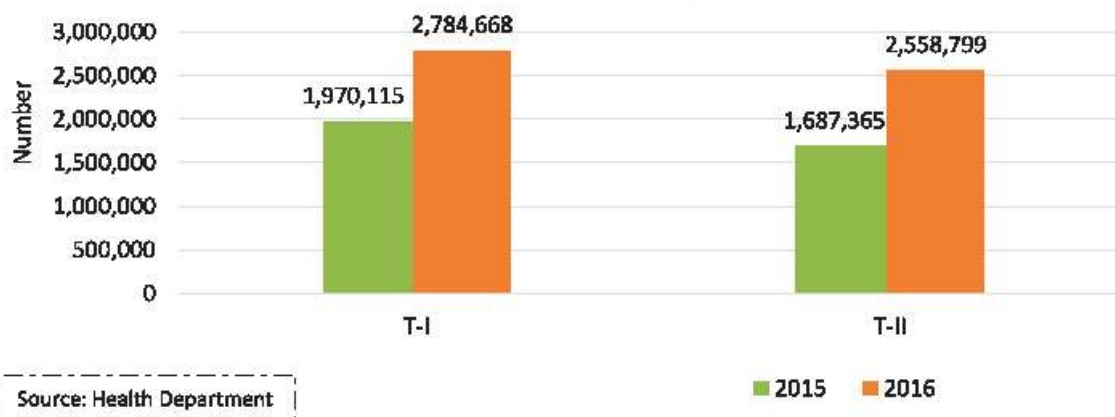


Figure 5.24

### 5.1.4.6 Births by Caesarean Section in Health Facilities

Delivery by Caesarean Section (“c-section”) indicates the availability of choice and flexibility in situations where it may be needed to prevent health hazards. The UN recommends that at least 5% deliveries at population level be by c-section.<sup>161</sup> About ten years ago, only 0.4% of all births in a study conducted in Punjab were carried out by c-section.<sup>162</sup>

It is encouraging that the number of c-sections increased in both THQs and DHQs from 2015 to 2016, although investigating whether all these cases were warranted or not is worthwhile. The number of cases increased from 29,163 in 2015 to 40,899 in 2016, with a majority of c-sections (57%) undertaken in DHQs. Figure 5.25 depicts the number of c-sections in THQs and DHQs in 2015 and 2016.

**Caesarean Sections in DHQs and THQs in Punjab (2015 and 2016)**

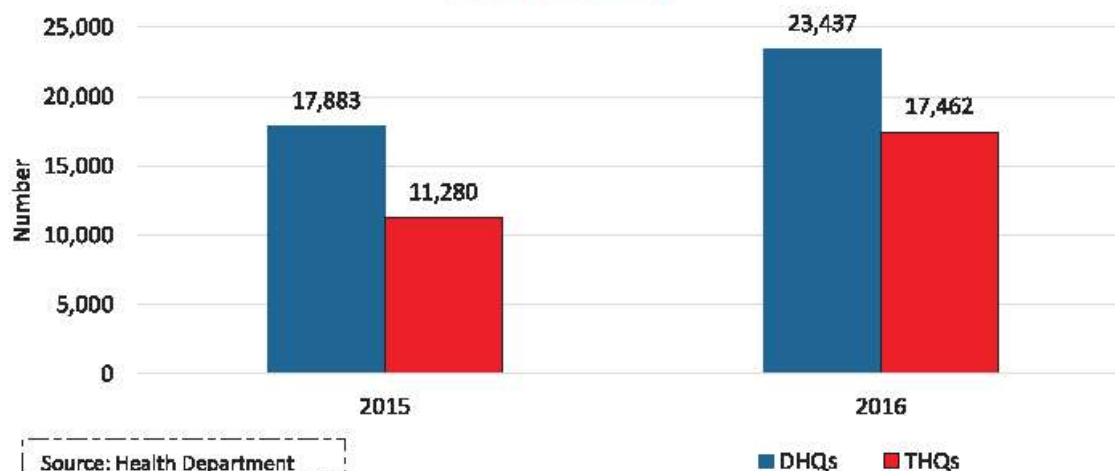


Figure 5.25

161 Ali, M., Ayaz, M., Rizwan, H., Hashim, S., & Kuroiwa, C. (2006). Emergency Obstetric Care Availability, Accessibility and Utilization in Eight Districts in Pakistan's North West Frontier Province. *J Ayub Med Coll Abbottabad*, 18(4), 10-15. Retrieved February 20, 2017.

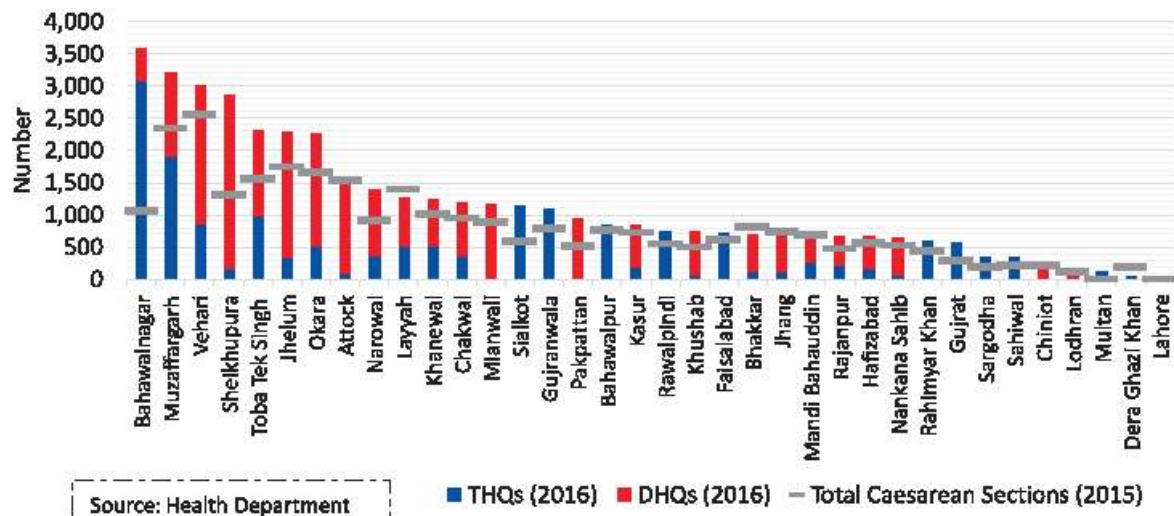
162 Ali, M., Ahmed, K. M., & Kuroiwa, C. (2008). Emergency Obstetric Care in Punjab, Pakistan: Improvement Needed. *The European Journal of Contraception & Reproductive Health Care*, 13(2), 201-207. Retrieved February 20, 2017.



District wise analysis shows varying trends in the number of c-sections in 2015 and 2016. A decrease was noted in Jhang and Bhakkar with cases decreasing from 722 and 815 in 2015 to 688 and 698 in 2016 respectively. On the other hand, Bahawalnagar had the highest yearly increase, with births by c-section increasing from 573 in 2015 to 3,591 in 2016. Interestingly, Lahore has the lowest number of c-sections (16) in 2016 (falling from 174 in 2015). One possible reason for the low number of c-sections could be the availability of a large number of private facilities in Lahore.

Figure 5.26 provides a comparison of district wise numbers of c-sections in DHQs and THQs in 2015 and 2016.

**Caesarean Sections in DHQs and THQs in Punjab (2015 and 2016)  
District Wise**



Source: Health Department

■ THQs (2016) ■ DHQs (2016) — Total Caesarean Sections (2015)

Figure 5.26

### 5.1.4.7 Punjab Health Budget

The Punjab government has continuously increased its healthcare budget over the past few years. There was an increase of 21% in the primary and secondary health budget in the last FY, indicating the highest increase in the last five years.<sup>163</sup> For the FY 2015-16, this was an increase of 13%.<sup>164</sup> The total healthcare budget allocation was Rs. 166.1 billion in the FY 2015-16.<sup>165</sup> This was increased from Rs. 121.8 billion in 2014-15.<sup>166</sup> For FY 2016-17, this has been further increased to Rs. 207.3 billion, including provision for clean water and sanitation and free medicines.<sup>167</sup> As part of the overall budget, the non-development budget is important to consider as it pertains to maintenance and running of existing facilities. As Figure 5.27 shows, the estimated non-development health budget has increased from Rs. 55.13 billion in FY 2014-15 to Rs. 63.06 billion in FY 2015-16. However, having data for revised and utilized budgets for the last FY would give a more accurate picture of the impact of this increase.

163 Government of Punjab. (n.d.). Citizens Budget 2014-15. Retrieved February 20, 2017.  
 164 Ibid.  
 165 Ibid at 163.  
 166 Ibid at 163.  
 167 Ibid at 163.

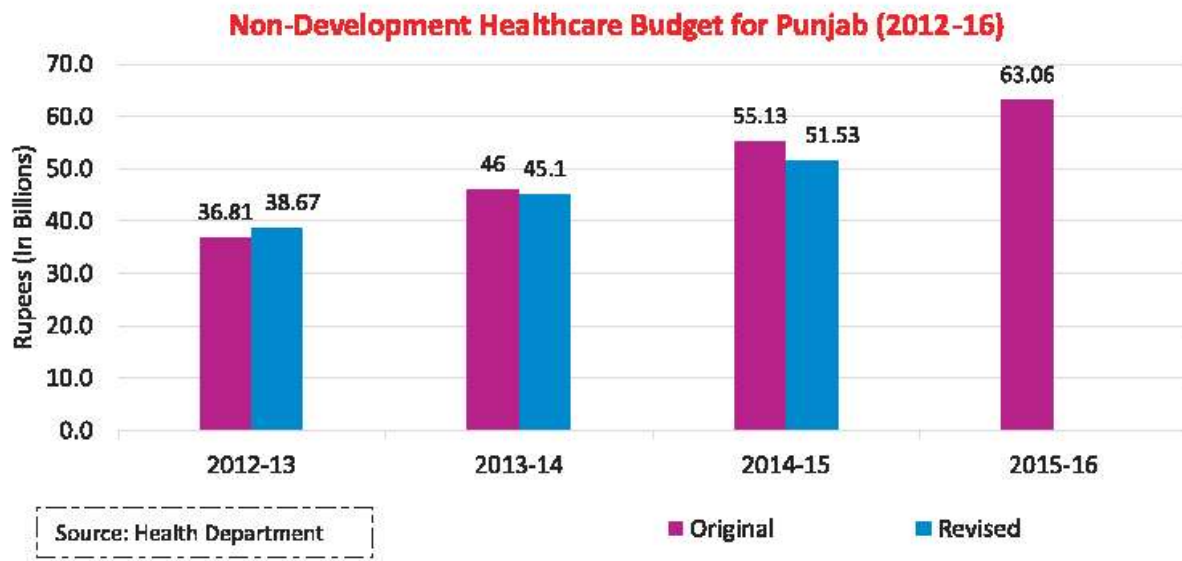


Figure 5.27

While the overall budgetary allocation has increased, district level budgetary allocations haven't been increased enough to meet new project targets. That is, budget growth at district level was less than 10% when FY 2016-17 allocations were compared with FY 2015-16. This will make it difficult for districts to meet their increase in salaries and will require aid from the province to procure medicines, for example. Moreover, while utilization has increased over the years, in FY 2015-16, the Primary and Secondary Health Department was only able to spend 85% of what was allocated to it.<sup>168</sup>

<sup>168</sup> Health Budget Brief for 2016-17. Rep. Technical Resource Facility (TRF). Web. 20 Jan. 2017.

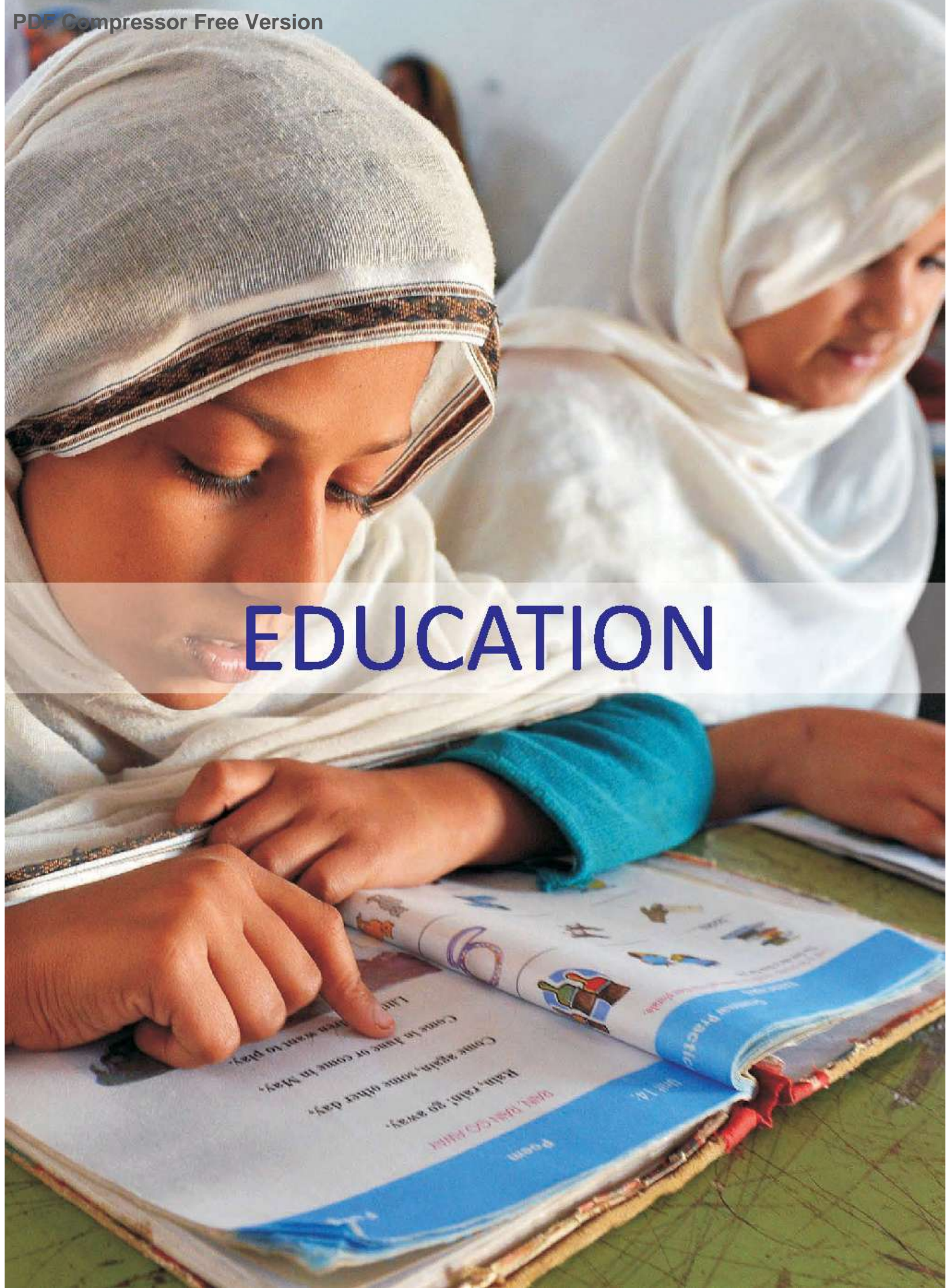
## 5.2 Conclusion

A statistical analysis of health-care with a focus on gender parity in this section has been constrained on two main fronts: firstly, data challenges meant that gender disaggregated data was not available for indicators that considered health issues other than those focusing on reproductive health. It is acknowledged that this does not encompass the status of women vis-à-vis health care as a whole. Secondly, indicators that show improvement in terms of, for example, increased visits to ANC centers, and increased patients, need to be corroborated with further investigation to see if this increase was due to increased coverage, increased population or increased ailments.

Despite limitations, this section has attempted to show that even with increased budgetary allocations, maternal mortality is still very high, and increased numbers of patients are likely to strain the existing numbers of human resource and facilities. It has also shown that the work of the IRMNCH program has been fruitful in generating more ANC visits but more follow up visits need to be encouraged. As such, the falling number of staff is a concern that needs to be addressed. However, improvements were seen over the years in CPR, falling TFR and increased family planning visits.

Perhaps the most telling sign of the need for gender sensitive health policy lies in the low female life expectancy as compared to the male life expectancy which is the reverse of global trends and hence indicates systematic neglect of female health-care. Gender intersects with poverty to make the situation of women worse with respect to access to information and facilities. Effective utilization of health budgets and focusing on access that cuts through not just economic and geographical constraints but also culturally embedded disadvantages will be needed to deliver health-care to all women.

# EDUCATION



# 06 EDUCATION

## KEY FINDINGS

- ✓ In Punjab, Literacy Rate (10 years and above) is 63% (71% for males and 55% for females). The female Literacy Rate has increased gradually from 48% in 2007-08 to 55% in 2014-15, while the male Literacy Rate has remained almost constant around 70%.
- ✓ The Net Enrollment Rate for girls decreased from 70% in 2013-14 to 67% in 2014-15, while the rate for boys decreased from 74% to 73%.
- ✓ In 2015-16, there were 51,416 formal schools, out of which 27,012 (53%) were for girls and 24,404 (47%) were for boys, with a GPI of 1.107.
- ✓ In 2015-16, there were 10,774,872 students enrolled in formal schools. Of these, 5,136,063 (48%) were girls and 5,638,809 (52%) were boys, with a GPI of 0.911.
- ✓ Of the 335,344 teachers in formal schools, 177,694 (53%) are women and 157,650 (47%) are men, with a GPI of 1.127.
- ✓ Districts with lowest parity in number of schools, teachers and enrollment are all from South Punjab: Dera Ghazi Khan, Muzaffargarh and Rajanpur.
- ✓ Of the 586,790 learners in the Non-Formal Basic Education system, 381,339 (65%) are girls and 205,451 (35%) are boys, with a GPI of 1.856.
- ✓ There are 791 Masjid-Maktib Schools, out of which only 17 (2%) are for girls and 774 (98%) are for boys, with a very low GPI of 0.022.
- ✓ The number of technical and vocational institutes in Punjab is 394, of which 173 (43.9%) are for women/girls and 221 (46.1%) are for men/boys with a GPI of 0.780.

## Education

As the primary means through which knowledge, skills and values are transmitted in society, formal and informal institutions for learning, such as schools, research-based universities and vocational training centers, are integral factors in an individual's personal and social development.<sup>169</sup> By harnessing the physical, mental and intellectual potential of an individual, education contributes to the overall well-being of society through not only its intrinsic value as a disciplined process for harvesting knowledge, but also through its instrumental value in terms of achieving greater economic progress, reducing inequalities of wealth, and contributing to a better-informed population.

There is broad consensus within academic circles that increased and improved educational opportunities for women and girls is positively co-related with higher economic productivity, additional income for the household, and increased awareness on health and legal issues.<sup>170</sup> Education for all girls is a pressing concern for developing countries where governments are either unable or unwilling to achieve an equitable distribution of opportunities among men and women. The inalienable human right to education has been universally recognized under Article 13 of the ICESCR. More recently, under Goal 4 of the SDGs, states have agreed to “ensure inclusive and quality education for all and promote lifelong learning.”

Within Pakistan, the right to 'free and compulsory education' for all children between the ages of 5 to 16<sup>171</sup> makes it mandatory upon the state to realize its commitment to education for all. To this end, Pakistan Vision 2025 has committed to a rigorous goal-oriented policy wherein the Planning & Development Commission of Pakistan has envisaged an increase in primary school enrollment and Completion Rate to 100%, Literacy Rate (“LR”) to 90%, Higher Education coverage from 7% to 12%, and an increase in the number of PhDs from 7,000 to 15,000.

Despite these commitments, the Global Gender Gap Report 2016 ranked Pakistan at 135 out of 144 countries surveyed for their level of educational attainment. Together, global reporting mechanisms as well as local research has identified a diverse range of cultural and infrastructural factors responsible for gender gaps in Pakistan's educational system. As substantiated at length in this section, specifically in the case of Punjab, these include: socio-cultural attitudes, quality of education/instruction, the (non) availability of schools and higher education centers, and decreasing budgetary allocations.<sup>172</sup> Lack of accessibility and affordability as well as limited seats in public transportation create further barriers in girls' education.<sup>173</sup>

In recent years, progress in improving the quality of education and achieving gender parity in education has been extremely slow. Although the adult LR for men and women has increased from 56% in 2011/12 to 60% in 2014-15, it is still significantly lower than the 88% mark envisioned under the SDGs. As illustrated in Figure 6.1, the male LR (10 years and above) in 2014-15 was 71 while the female LR (10 years and above) was significantly lower at 48.<sup>174</sup> The number of out-of-school children in Pakistan remains one of the worst worldwide with 47% children in Pakistan out of school.<sup>175</sup> Falling Retention levels and high Dropout Rates have been further responsible for Pakistan's regressive scores in education-related indicators in 2016. Figure 6.1 provides the increase in male and female LR (10 years and above) from 2008-09 to 2014-15 and highlights current disparities.

169 Sanford, N. (1968), Education for Individual Development. *American Journal of Orthopsychiatry*, 38: 858-868.

170 Chaudhry, Imran Sharif & Saeed-ur-Rahman (2009), “The Impact of Gender Inequality in Education on Rural Poverty in Pakistan: An Empirical Analysis”, *European Journal of Economics, Finance and Administrative Sciences*.

171 “Right to Free and Compulsory Education in Pakistan, Enforcement of Article 25-A of the Constitution of Pakistan”, *PLD&T*, 2011.

172 (2016, June 28) “Punjab cuts education budget for 9th consecutive year”, *DAWN*.

173 “Transportation Issues for Women in Developing Countries: Case Study of Karachi, Pakistan,” *Women Issues in Pakistan*, 2009.

174 PSUM, 2014-15, Pakistan Bureau of Statistics.

175 Ibid.

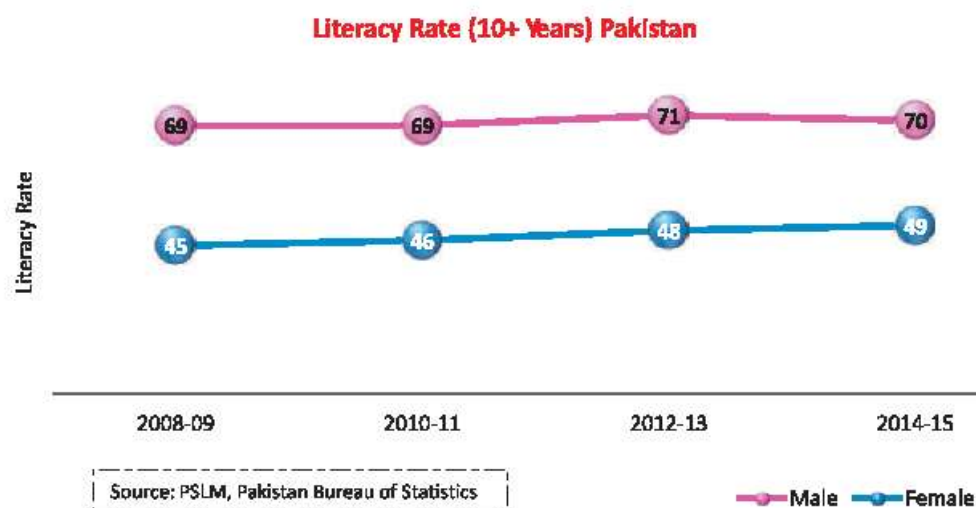


Figure 6.1

The number of enrolled boys continues to be higher than the number of enrolled girls at every level of education. Nearly 10 million boys and 8.1 million girls are enrolled in primary schools. These numbers drop to 1.9 million boys and 1.4 million girls for higher education, and only 1 million boys and 700,000 girls at the higher secondary level.<sup>176</sup> Enrollment drops drastically after the primary level but more steeply so in the case of girls. This could be linked to the opportunity cost of educating boys as opposed to girls in families who prefer to educate boys so that they can become earning members of families.<sup>177</sup>

## Organization of Analysis

In order to gauge gender parity in education, this section focuses on analysis of education related indicators with the aim to analyze recent progress made in girls' education as well as identify weaknesses in the public education system. Towards that end, gender-disaggregated data that highlights district wise disparities (wherever possible) is provided in the following subsections:

- i) Punjab Education Profile
- ii) Educational Institutes
  - a) Formal Schools
  - b) Non-Formal Schools (Non-Formal and Basic Education, Technical and Vocational Training Institutes, *Masjid-Maktib* Schools)
  - c) Institutes under the Punjab Education Foundation

Within this sub section, details are provided on enrollment numbers, facilities and teaching staff of formal schools, non-formal schools and institutes under the Punjab Education Foundation ("PEF").

- iii) Learning Levels

<sup>176</sup> The Annual Status of Education Report-ASER 2015

<sup>177</sup> Gulbaz Ali Khan, Muhammad Azhar and Syed Asghar Shah, (2011), "Causes of Primary School Dropout among Rural Girls in Pakistan" SDPI.

## 6.1 Punjab Education Profile

### 6.1.1 Literacy Rate

In 2014-15, the LR (10 years and above) was 63% with significant disparity between the male LR (71%) and the female LR (55%). Wide variations were seen along the rural/urban divide. The urban male LR in 2014-15 was 82% as compared to the female LR of 73%. In comparison, the rural male LR was 65% while the female LR was significantly lower at 45%.

The female LR has increased gradually from 48% in 2007-08 to 55% in 2014-15, while the male LR has remained almost constant around 70%. Figure 6.2 depicts the changes in the male and female LR from 2007-08 to 2014-15.

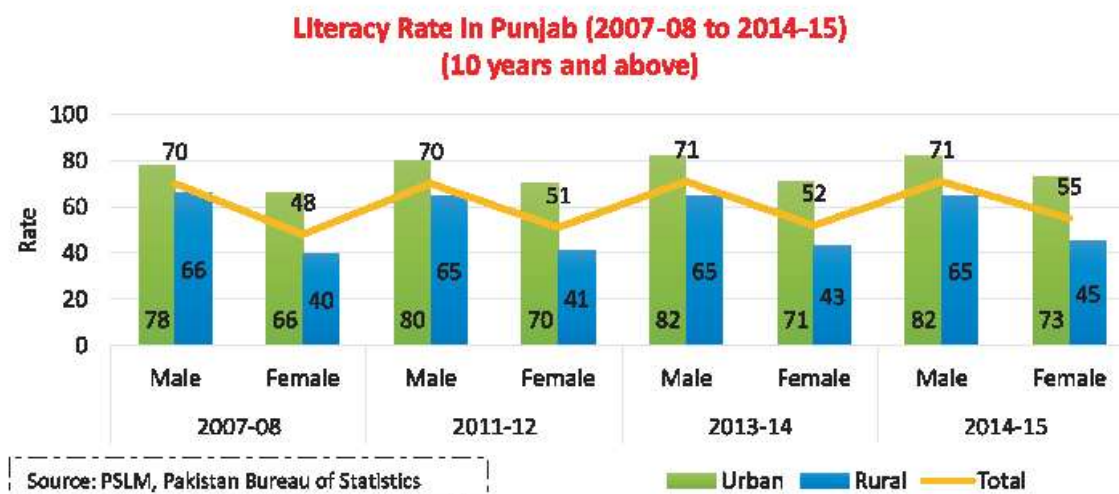


Figure 6.2

### 6.1.2 Net Enrollment Rate

The Net Enrollment Rate (“NER”) is the number of children of official primary school age, who are enrolled in primary education as a percentage of the total children of the official school age population.<sup>178</sup> NER in Punjab shows persistent disparities between boys and girls. NER for girls decreased from 70% in 2013-14 to 67% in 2014-15 as compared to NER for boys, which decreased from 74% to 73%. One reason for the decrease could be under-utilization of 18% of the education budget.<sup>179</sup> Figure 6.3 shows the comparative decreases in male and female NERs from 2013-14 to 2014-15.

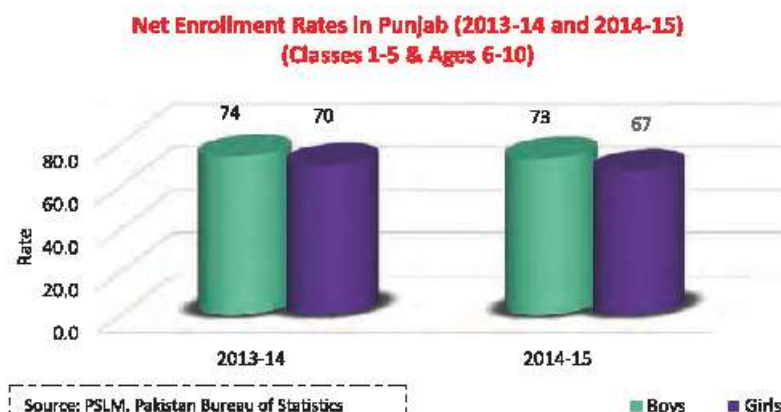


Figure 6.3

<sup>178</sup> Net Enrollment Rate in Primary Education - the United Nations, retrieved from: [http://www.un.org/esa/sustdev/natlinfo/indicators/methodology\\_sheets/education/net\\_enrollment.pdf](http://www.un.org/esa/sustdev/natlinfo/indicators/methodology_sheets/education/net_enrollment.pdf)  
<sup>179</sup> (2016, January 28). 13million children out of schools in Punjab. The News



### 6.1.3 Dropout Rates at the Primary Level

The dropout of primary school students in schools is a very common phenomenon<sup>180</sup> and improving retention at schools is a serious concern for the government. Several factors cause students to drop out of school, including but not limited to, low per capita income of families, inadequate facilities in schools, over-crowded classes, poor standards of health and nutrition, and low motivational levels of parents to send their children to school.<sup>181</sup>

District wise analysis reveals that Dropout Rates are highest in Southern districts like Rajanpur, Muzaffargarh and Dera Ghazi Khan. The highest Dropout Rate is in Rajanpur (78.56), with a Dropout Rate of 86.27 for girls and a Dropout Rate of 71.72 for boys. Dropout Rate for Muzaffargarh is 62.47, with a Dropout Rate of 68.34 for girls and 56.73 for boys.

The Dropout Rate in Gujranwala is very low (3.82), with a Dropout Rate of 8.79 for boys. The Dropout Rate for girls is 0%.

Figure 6.4 provides Dropout Rates at the primary level for both boys and girls in all districts of Punjab.

**Dropout Rates at the Primary Level in Punjab (2014-15)**

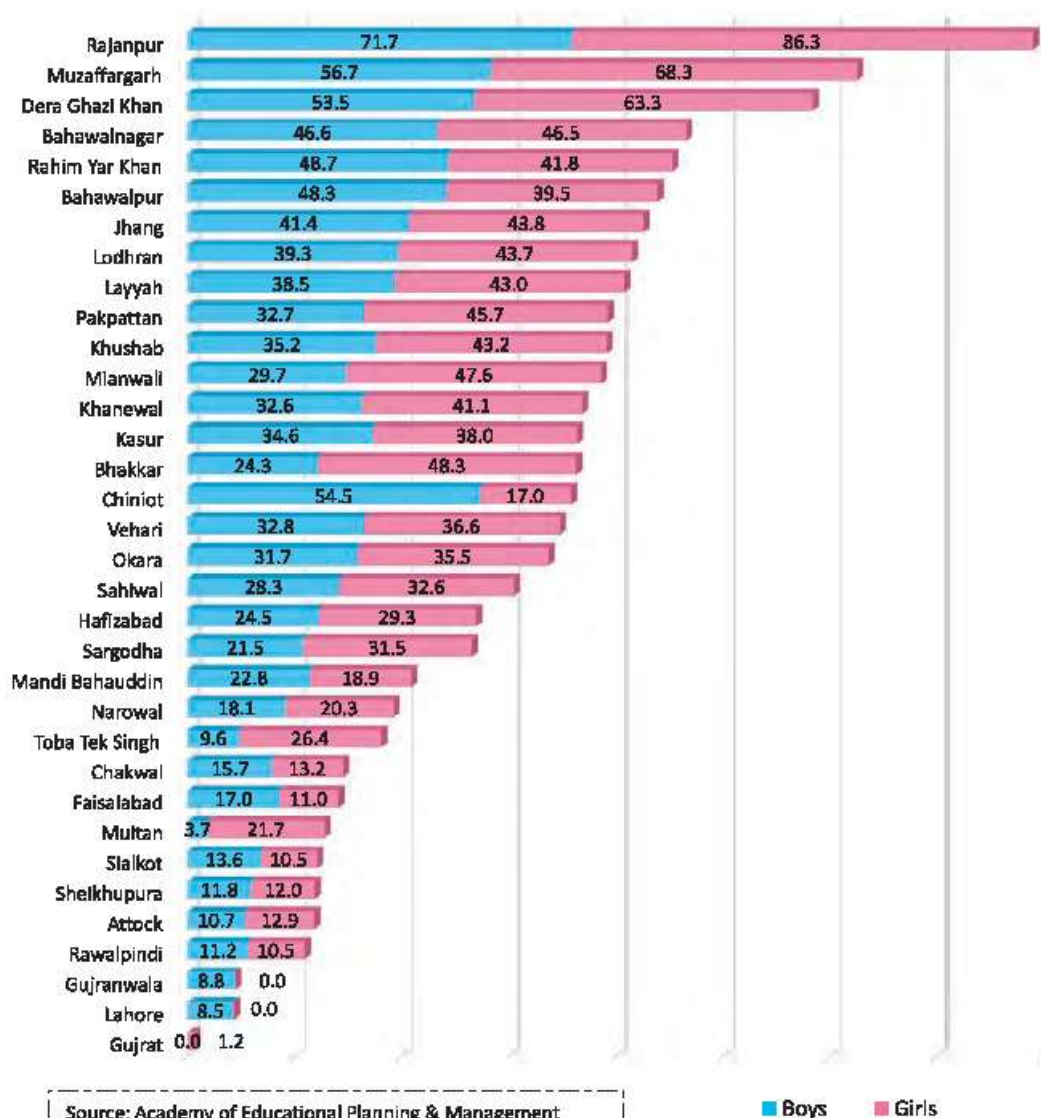


Figure 6.4

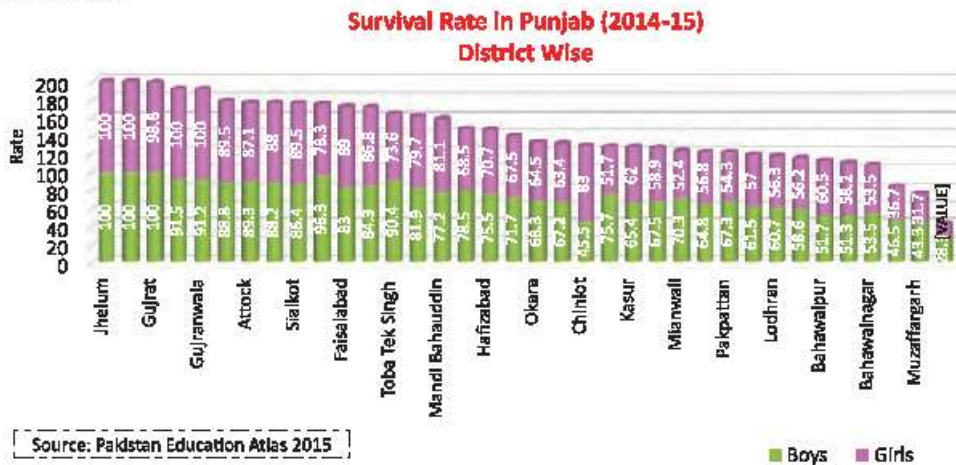
<sup>180</sup> School Dropout: Patterns, Causes, Changes and Policies, Ricardo Sabates, Kwame Akyeampong, Jo Westbrook and Frances Hunt 2010

<sup>181</sup> Causes of Primary School Students' Dropout in Punjab: Primary School Teachers' Perspective. Journal of Elementary Education Vol.26, Muhammed Shahid Farooq.

### 6.1.4 Survival Rate

Survival Rate is defined as “the percentage of a cohort of pupils enrolled in Grade 1 of the primary level of education in a given school year who are expected to reach the last grade of primary school, regardless of repetition.”<sup>182</sup>

The Survival Rate, is directly related to the Dropout Rate, which is why Rajanpur, Muzaffargarh and Dera Ghazi Khan, once again, have the worst Survival Rates. In Rajanpur, the Survival Rate is 13.7% for girls and 28.3% for boys. Muzaffargarh and Dera Ghazi Khan have 31.7% and 36.7% Survival Rates for girls and 43.5% and 46.5% for boys respectively. Jhelum and Nankana Sahib have 100% Survival Rates for both boys and girls while Gujranwala has a 100% Survival Rate for girls and a 91.2% Survival Rate for boys. Figure 6.5 provides Survival Rates for boys and girls in all districts of Punjab.



Source: Pakistan Education Atlas 2015

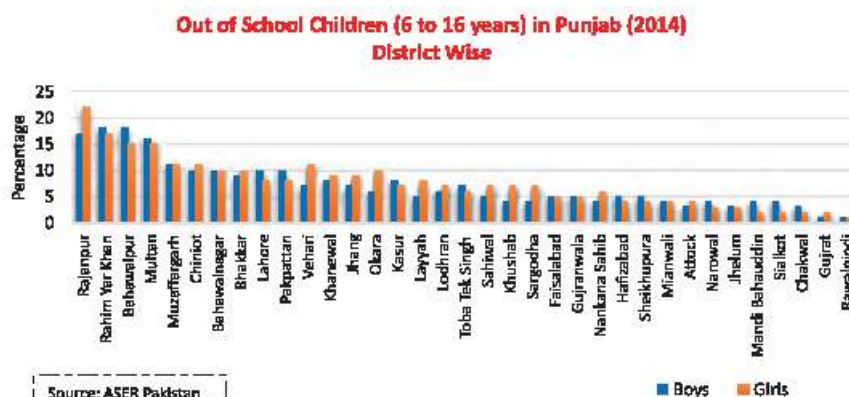
Figure 6.5

### 6.1.5 Out of School Children

While the Constitution provides that every child has the right to free and compulsory education, 15% of Punjab’s children aged 6-16 were still out of school in 2014-15.<sup>183</sup> These children are not part of any formal or informal system of learning.

District wise analysis reveals that Rajanpur has the highest percentage (39%) of out of school children (aged 6 to 16 years), of which 22% are girls and 17% are boys. Rahim Yar Khan also has a very high percentage (35%) of out of school children, of which 17% are girls and 18% are boys.

Rawalpindi has the lowest percentage of out of school children with only 1% of girls and boys (aged 6-16) out of school. Figure 6.6 provides district wise figures of out of school children aged 6-16 in Punjab.



Source: ASER Pakistan

Figure 6.6

<sup>182</sup> As defined under the Millennium Development Goals  
<sup>183</sup> The Annual Status of Education Report-ASER 2015

## 6.2 Educational Institutes in Punjab

### 6.2.1 Formal Schools

Formal educational schools are organized, guided by a formal curriculum, lead to a formally recognized credential, and are often guided and recognized by the government.<sup>184</sup>

### 6.2.2 Number of Schools

There are 51,416 formal schools, out of which 27,012 (53%) are for girls and 24,404 (47%) are for boys, with a GPI of 1.107. The GPI depicts a situation more favorable towards girls because the number of schools for girls is higher as compared to the number of schools for boys. The proportion of girls' schools increased from 51% in 2014-15 to 53% in 2015-16.

Figure 6.7 shows the number and percentage of formal schools in 2015-16.

**Formal Schools in Punjab (2014-15 and 2015-16)**

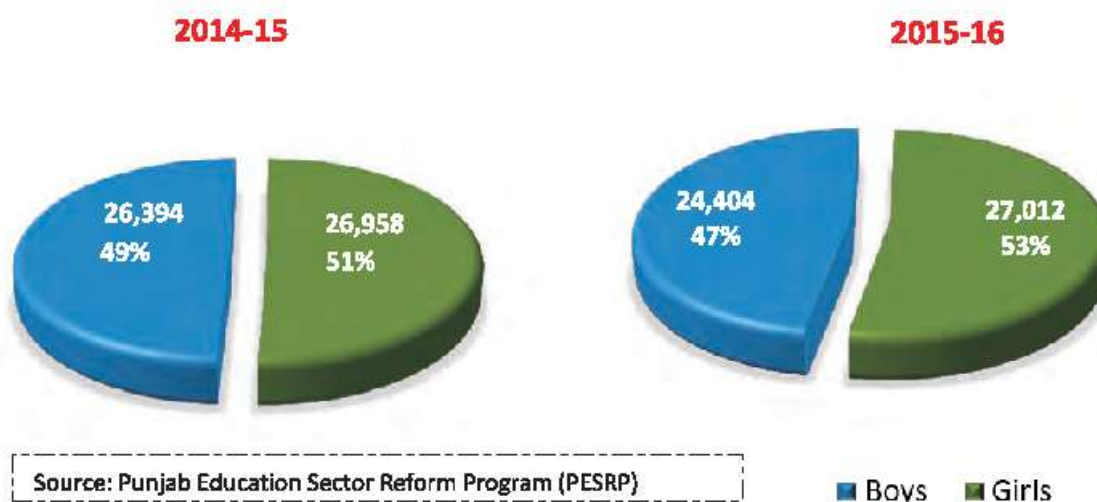


Figure 6.7

District wise analysis reveals that Narowal has the highest number of girls' schools (845) as compared to boys' schools (430), with a high GPI of 1.965. Districts such as Khushab and Dera Ghazi Khan have the lowest parity with respect to availability of girls' schools. D.G. Khan has 677 girls' schools (40.5%) as compared to 994 boys' schools (59.5%), with a GPI of 0.681. Khushab has 378 girls' schools (37.8%) as compared to 622 boys' schools (62.2%), with a GPI of 0.608.

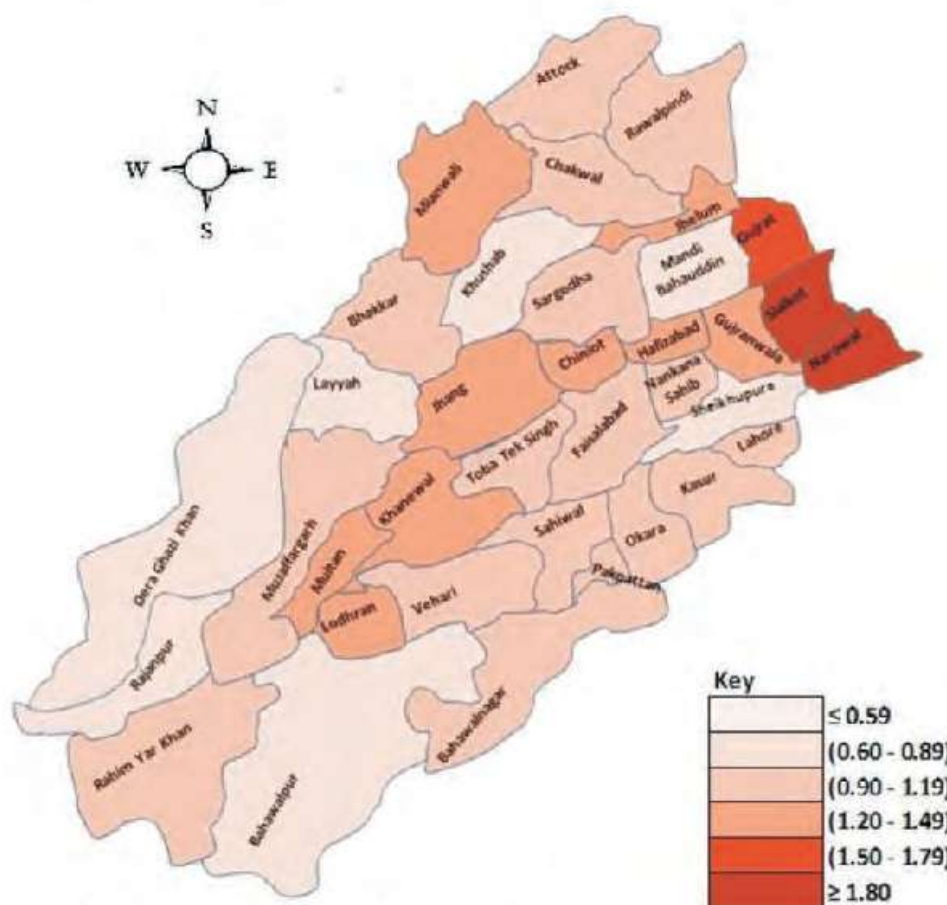
While eight districts have still not achieved parity in the number of formal schools available for boys and girls,<sup>185</sup> other districts do have a GPI close to, or higher than, 1. This indicates significant progress made in the actual availability of schools for girls. This does not, however, indicate increased enrollment or improved education quality and learning outcomes.

Figure 6.8 provides a geographic representation of parity in the number of formal schools in all districts.

<sup>184</sup> Dilb, C. Z. Formal, Non-Formal And Informal Education: Concepts/Applicability. Cooperative Networks In Physics Education - Conference Proceedings 173, (pp. 300-315).

<sup>185</sup> Bahawalpur, Dera Ghazi Khan, Layyah, Sheikhupura, Rajanpur, Khushab, Raikotkan, Mandi Bahau Ud Din

**Parity in Availability of Formal Schools in the Districts of Punjab (2016)**



Source: Punjab Education Sector Reform Program (PESRP)

Figure 6.8

**6.2.2.1 Formal Schools by Education Level**

The formal schools in Punjab are classified as a) Primary Schools b) Middle Schools c) Secondary Schools and d) Higher Secondary Schools.

Punjab has a very high number of primary schools as compared to middle schools, secondary and higher secondary schools with numbers declining steeply as we move from primary to higher secondary schools. Other than secondary schools, all categories of schools have a higher number of girls' schools as compared to boys' schools.

- a) **Primary Schools:** There are 36,082 primary schools, out of which 18,986 (52.6%) are girls' schools and 17,096 (47.4%) are boys' schools, with a GPI of 1.111.
- b) **Middle Schools:** There are 8,405 middle schools, out of which 4,802 (57%) are girls' schools and 3,603 (43%) are boys' schools, with a GPI of 1.333.
- c) **Secondary Schools:** There are 6,255 secondary schools. Of these, 2,877 (46%) are girls' schools and 3,378 (54%) are boys' schools, with a GPI of 0.852.
- d) **Higher Secondary Schools:** The number of higher secondary schools is quite low (674). Of these, 347 (51.5%) are girls' schools and 327 (48.5%) are boys' schools, with a GPI of 1.061.

Figure 6.9 provides numbers of different types of schools in Punjab and highlights the steep decline in numbers from primary to higher secondary schools.

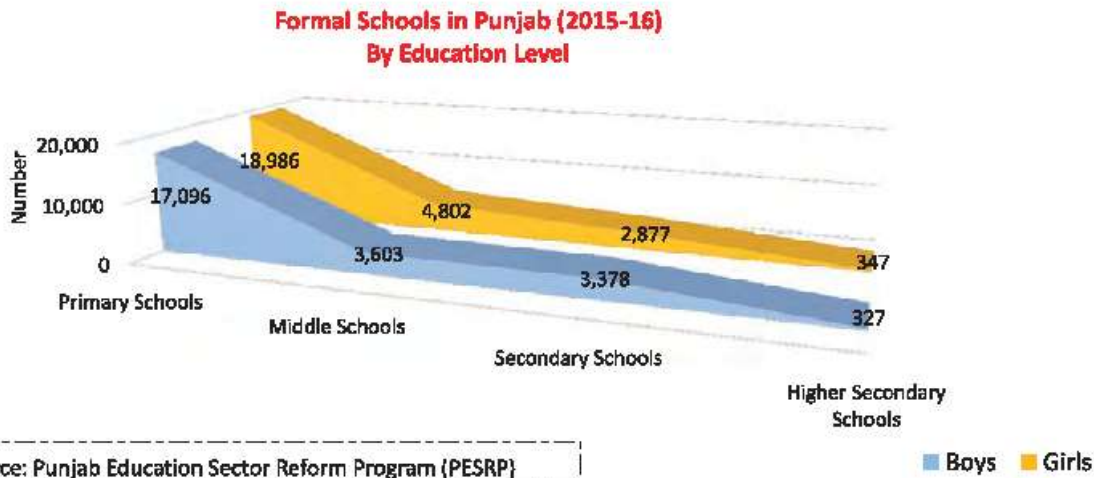


Figure 6.9

While almost all tiers of schools in Punjab have a higher number of girls' schools, this trend is reversed in the case of secondary schools. In 2015-16, the number of student dropouts from Grade 9 to Grade 10 was 153,493, out of which 43,763 (28.5%) were girls and 109,730 (71.5%) were boys.<sup>186</sup> The unavailability of schools could be one of the factors contributing to high dropout rates at this level and indicates the need to increase the number of secondary schools, especially for girls.

### 6.2.2.2 Non-Functional Schools

A number of formal schools established by the government are non-functional due to unavailability of staff, security issues for female teachers and girls, and non-availability of transport facilities.<sup>187</sup> Of the 51,416 formal schools, 95 (less than 1%) are non-functional. Of the 95 non-functional schools, 67 (70.5%) are girls' schools and 28 (29.5%) are boys' schools.

Figure 6.10 depicts the number of non-functional formal schools in Punjab.

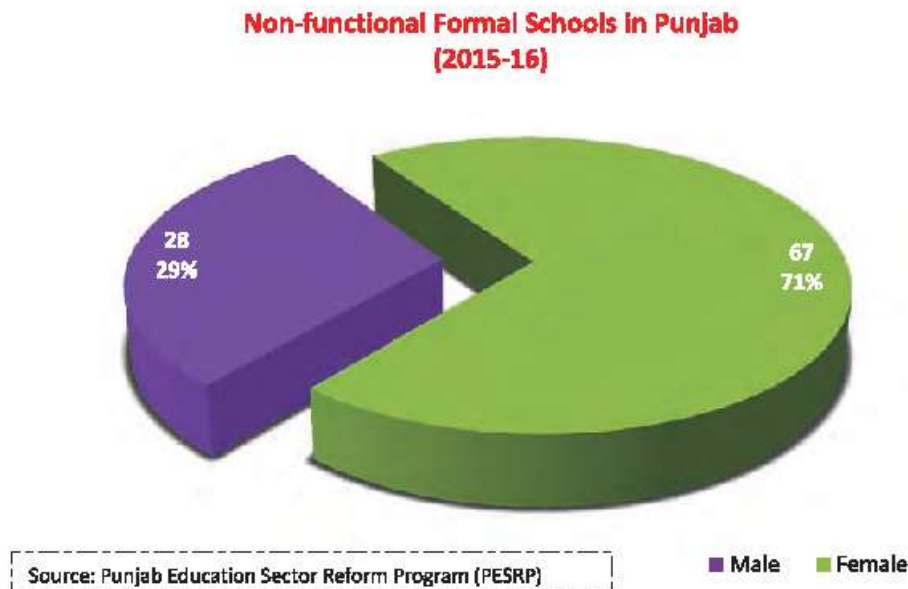


Figure 6.10

<sup>186</sup> Punjab Education Sector Reform Programme (PESRP)

<sup>187</sup> Jatoi, Haroon; Hussain, S. H., 2010, "Non-Functional Schools in Pakistan: Does Monitoring System have an Impact?", ABPAM Research Study.

### 6.2.3 Enrollment in Formal Schools

The percentage of girls enrolled in formal schools increased by 31.8% from 2014-15 to 2015-16 as compared to the percentage increase in boys enrolled (24.9%). However, there is consistent disparity in the number of girls and boys enrolled in formal schools. In 2015-16, there were 10,774,872 students enrolled in formal schools. Of these, 5,136,063 (48%) were girls and 5,638,809 (52%) were boys, with a GPI 0.911. Comparatively lower levels of girls' enrollment can be a result of lack of access to schools especially in rural and remote areas, shortage of qualified females to serve as teachers and conservatism in society, especially among the feudal and tribal populations.<sup>188</sup>

Figure 6.11 provides the number of boys and girls enrolled in formal schools in 2014-15 and 2015-16.

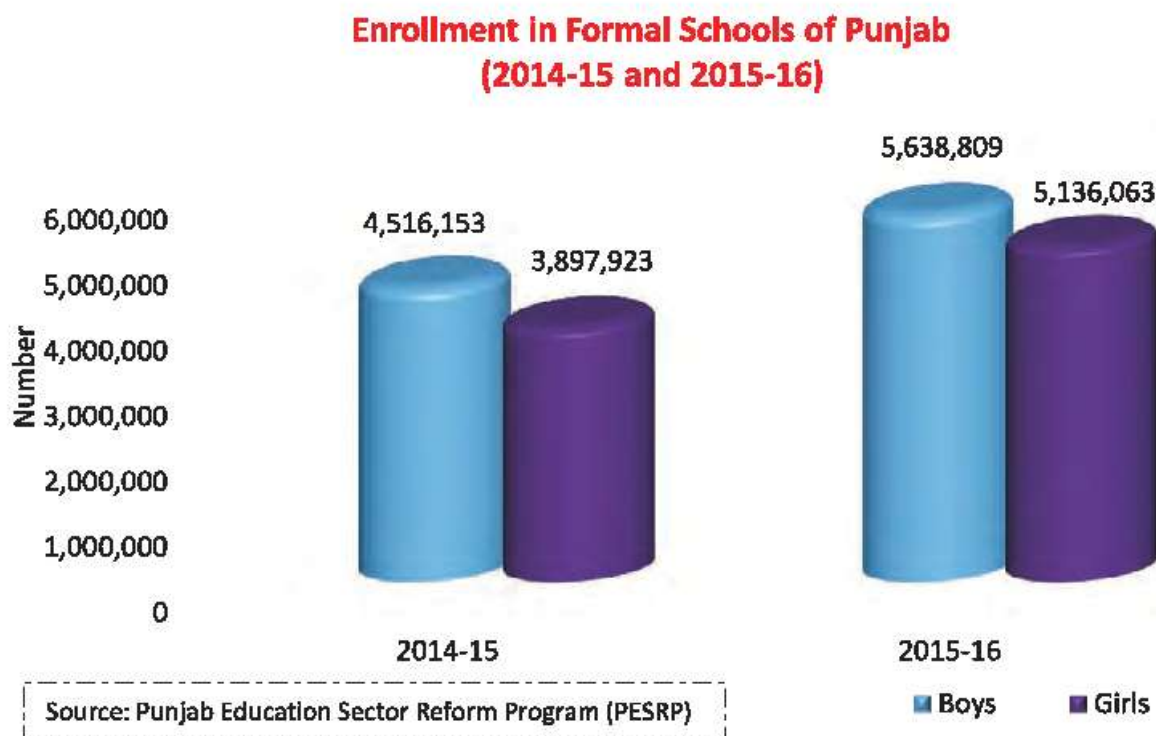


Figure 6.11

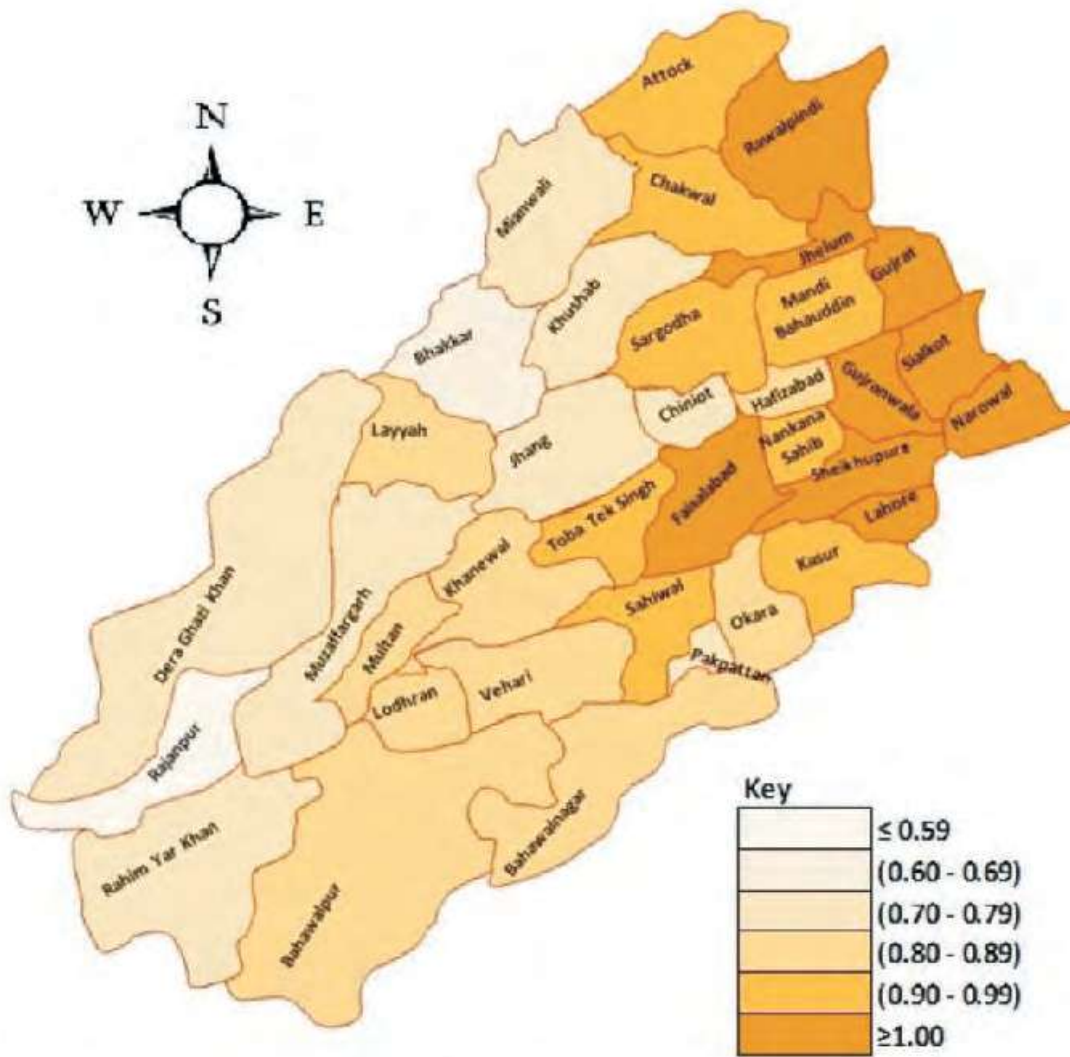
District wise analysis reveals that Lahore has the highest number of girls enrolled in formal schools. Of the 589,152 students enrolled in Lahore, 316,150 (54%) are girls and 273,002 (46%) are boys, with a GPI of 1.158.

Rajanpur and Bhakkar have very low parity in enrollment in formal schools. Of the 148,392 students enrolled in formal schools in Rajanpur, 55,357 (37%) are girls as compared to 93,035 (63%) boys, with a GPI of 0.595. In Bhakkar, the number of students enrolled in formal schools is 218,388, of which 87,568 (40%) are girls and 130,820 (60%) are boys, with GPI of 0.670.

Figure 6.12 provides a geographical representation of parity in enrollment of formal schools across all 36 districts. Data shows that the districts towards north and east have higher parity as compared to districts in the south and west.

<sup>188</sup> Dr. Eshya Mujahid-Muldratar, P. D. (2004). Non-Formal Education in Pakistan, Issues in Resource Development and Capacity Building. In Promoting Systematic Resource Development and Capacity Building in NFE in Asia. UNESCO.

**Parity in Enrollment in Formal Schools in the Districts of Punjab (2015-16)**



Source: Punjab Education Sector Reform Program (PESRP)

Figure 6.12

**6.2.3.1 Enrollment by Levels of Education**

The number of girls enrolled in all levels of education (from Nursery to Grade 10) is lower than the number of boys enrolled but the situation is reversed at the higher secondary level of education.

The enrollment of girls in formal schools gradually decreases from Grade 1 to Grade 9. In 2015-16, the number of girls enrolled in Grade 1 was 631,008 (49%) as compared to 660,686 (51%) boys, with a GPI of 0.955. Enrollment is much lower in higher grades with the lowest number of girls enrolled in Grade 9. Of the 690,789 students enrolled in Grade 9, only 302,646 (44%) are girls as compared to 388,143 (56%) boys. The GPI of enrollment in Grade 9 is 0.780. The low numbers of girls' schools at the secondary level (See Section 6.2.2) could be one of the factors contributing to the decrease in enrollment rates of girls in secondary education.

Figure 6.13 provides a comparison of girls' and boys' enrollment from Nursery to Grade 10 in 2015-16.

**Enrollment in Primary & Secondary Education in Formal Schools in Punjab (2015-16)**

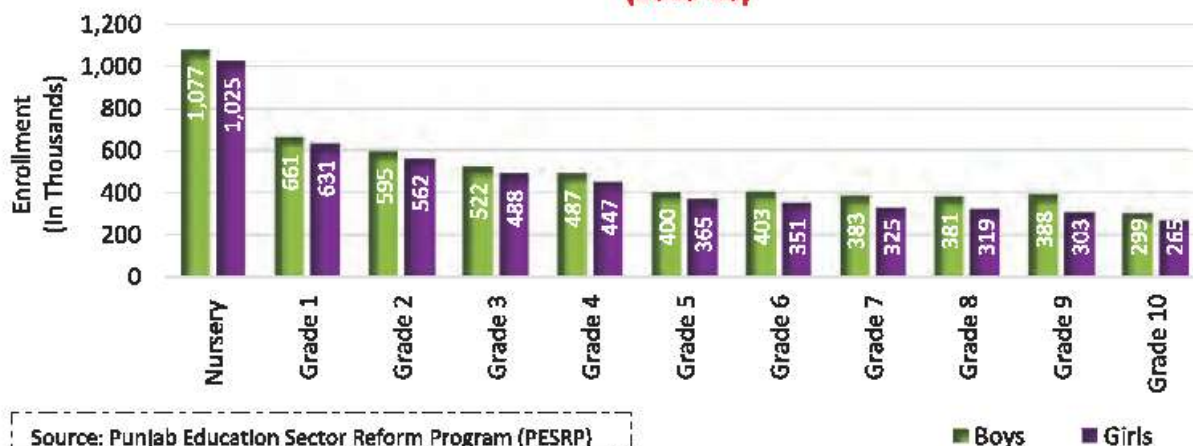


Figure 6.13

### 6.2.3.1(a) Enrollment in Higher Secondary Education

The number of girls enrolled in higher secondary education is, on average, more than boys. In 2015-16, the pre-medical discipline had the highest number of enrolled girls (32,491), a percentage share of 60.7%, while the number of boys enrolled was 20,982 (39.3%). The GPI of enrollment in pre-medical was 1.55.

At the higher secondary level, the lowest number of girls was enrolled in commerce related disciplines. The total number of students enrolled in Intermediate of Commerce ("I-Com") was 5,127, of which 1,193 (23%) were girls and 3,934 (77%) were boys, with a GPI of 0.303.

Figure 6.14 shows the number of girls and boys enrolled at the higher secondary education level in 2015-16.

**Enrollment in Higher Secondary Education in Formal Schools in Punjab (2015-16)**

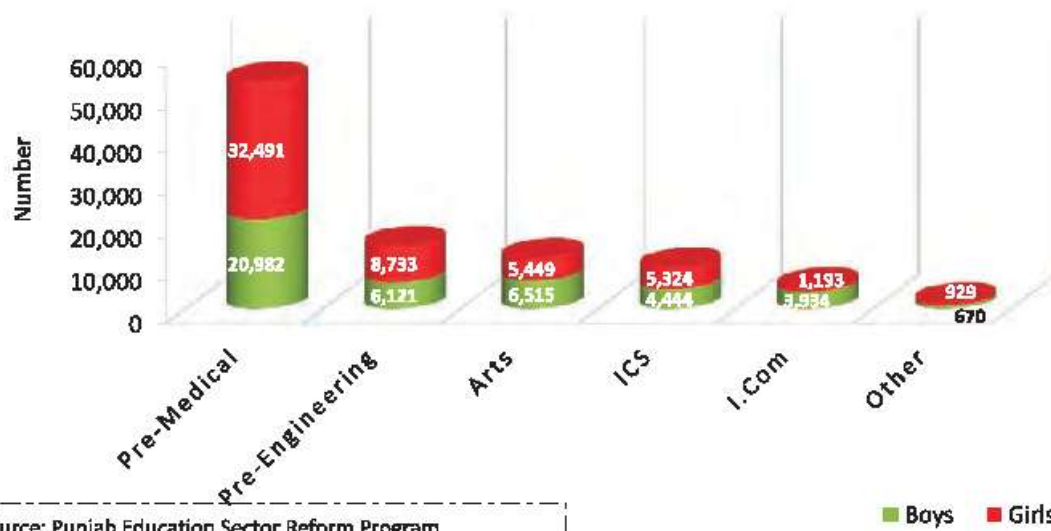


Figure 6.14



### 6.2.4 Teachers in Formal Schools

In Punjab, the number of female teachers in formal schools is significantly higher than the number of male teachers. There are 335,344 teachers in formal schools, of which 177,694 (53%) are women and 157,650 (47%) are men, with a GPI of 1.127.

District wise analysis reveals that Rawalpindi has the highest proportion of female teachers (9,788) in comparison to male teachers (5,291), with a GPI of 1.850.

Khushab, on the other hand, has the lowest gender parity. The number of teachers in Khushab is 5,281, of which 2,268 (43%) are women as compared to 3,013 (57%) men. The GPI for the number of teachers in Khushab is 0.753.

Figure 6.15 demonstrates the number of male and female teachers across all districts of Punjab.

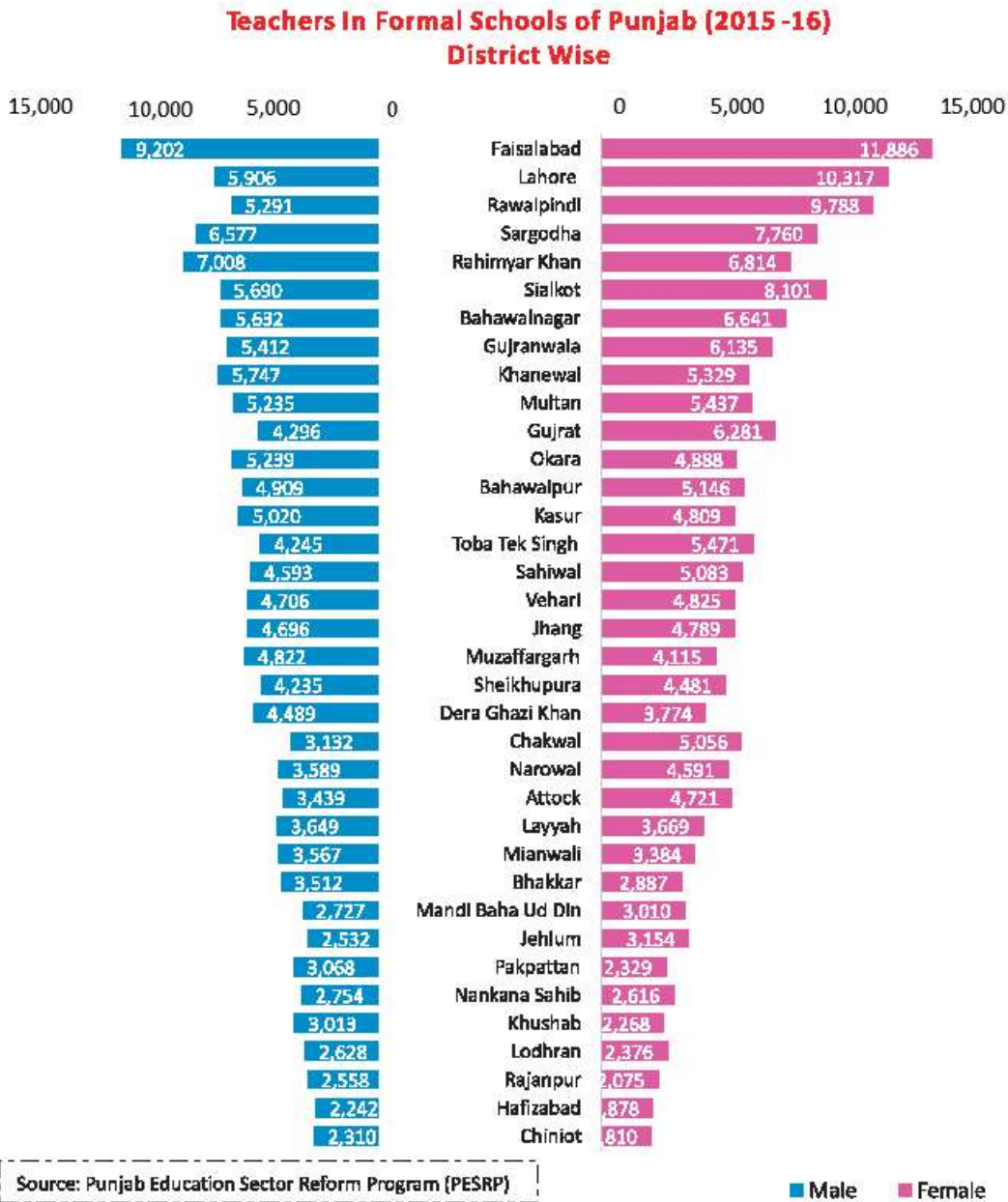


Figure 6.15

### 6.2.4.1 Teachers Categorized by School Levels

With the exception of high schools, the number of female teachers in all school levels is higher than that of male teachers. The highest percentage of female teachers in comparison with male teachers is in middle schools. Out of 82,745 middle school teachers, 50,060 (60.5%) are women whereas 32,685 (39.5%) are men, with a very high GPI of 1.532.

The lowest percentage of female teachers in comparison with male teachers is in secondary schools. Of the 120,740 secondary school teachers, 56,296 (47%) are women and 64,444 (53%) are men, with a comparatively lower GPI of 0.873.

Figure 6.16 provides a comparison of male and female teachers according to school levels in the formal schools of Punjab.

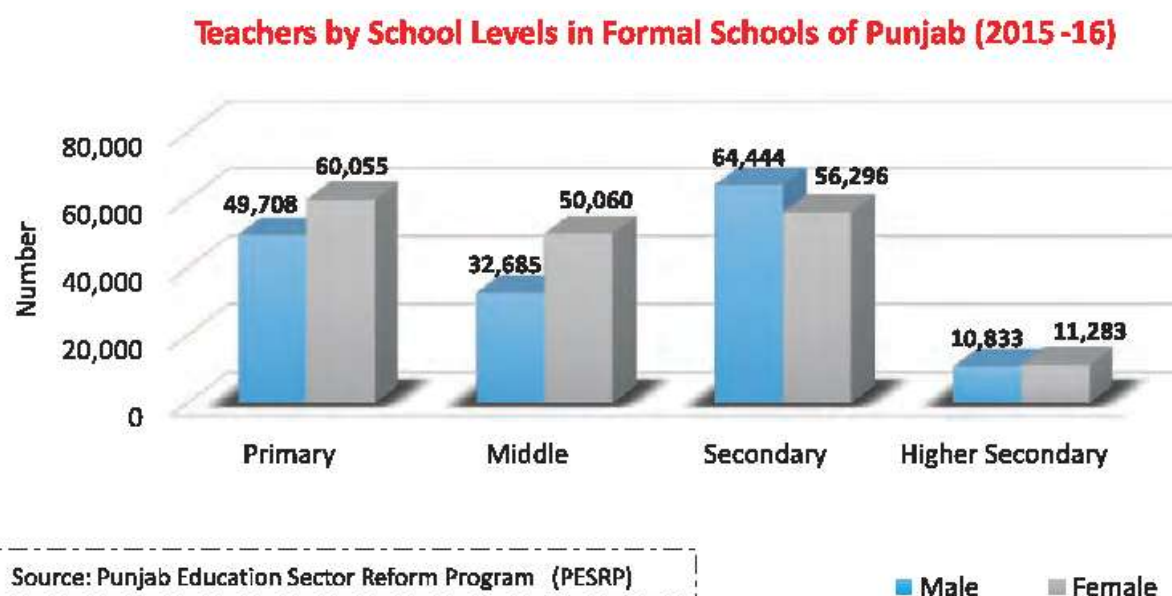


Figure 6.16

### 6.2.5 School Facilities in Punjab

The existence of facilities such as main gates, drinking water, boundary walls, electricity, toilets and playgrounds, reflects the quality of a school and also plays an important role in improved enrollment as well as high attendance rates, especially among girls. With the exception of playgrounds, the number of such facilities is higher in girls' schools as compared to boys' schools. On average, 92.6% of girls' schools in Punjab have a main gate, drinking water, a boundary wall, electricity and toilets as compared to 90.9% boys' schools.

Figure 6.17 depicts the percentage of girls' and boys' schools with facilities in 2015-16.

## 6.3 Non-Formal Education

In Punjab, non-formal education is provided through the following institutions:

- a) Non-formal Basic Education, which includes Community Schools, Adult Literacy Centers, Feeder Schools and Brick Kiln Schools
- b) *Masjid-Maktib* or religious schools
- c) Vocational/Skills Training Centers/Institutes

### 6.3.1 Literacy and Non-Formal Basic Education

Non-formal Basic Education (“NFBE”) schools use the curriculum followed in formal primary schools to provide education in areas where regular schools do not exist or where enrollment rates are low.<sup>189</sup> The NFBE system includes programs like literacy training, skills development programs and community schools initiated by the Non-Formal Basic Education Department in collaboration with UNICEF and the Japan International Cooperation Agency.<sup>190</sup>

#### 6.3.1.1 Enrollment

There are 586,790 learners in the NFBE system in Punjab. Of these, 381,339 (65%) are girls and 205,451 (35%) are boys, with a GPI of 1.856. The large percentage of girls in NFBE might indicate easier access to non-formal schools for girls as compared to formal schools. This is because most non-formal (community) schools are located in close proximity to girls’ houses in rural communities.<sup>191</sup>

District wise analysis confirms that girls constitute more than 50% of students in the NFBE system in all districts except Gujranwala, where the number of girls (6,622) is slightly lower as compared to the number of boys (6,681), with a GPI of 0.991. Mianwali has the highest percentage of girls in comparison to boys. Of the 17,197 learners in Mianwali, 12,881 (75%) are girls as compared to 4,316 (25%) boys with a high GPI of 2.98.

Figure 6.19 provides district wise numbers of male and female learners in 2015-16.

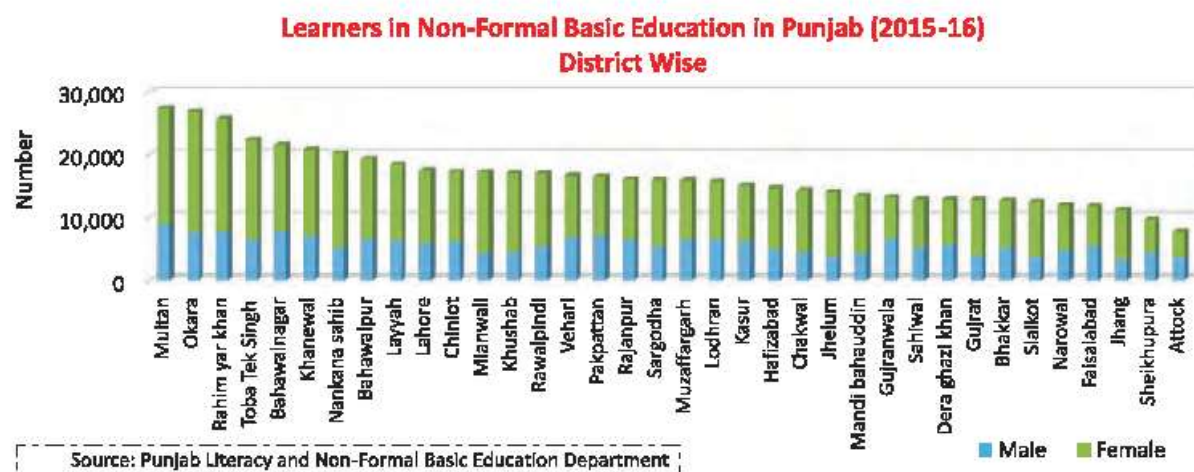


Figure 6.19

<sup>189</sup> Ibid at 188.

<sup>190</sup> Ibid at 184.

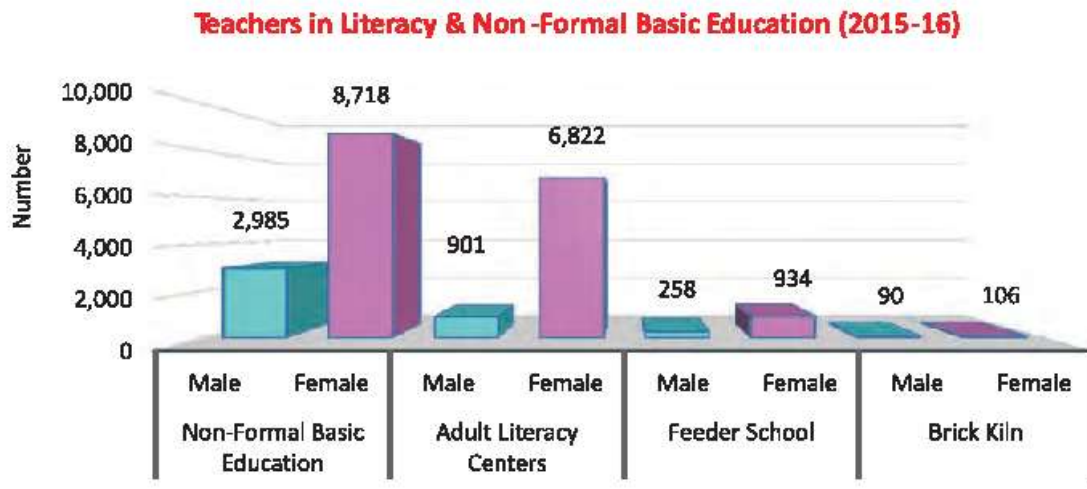
<sup>191</sup> Chitrakar, R. (2009). *Overcoming Barriers to Girls' Education in South Asia; Deepening the Analysis*. United Nations Children's Fund 2009.

### 6.3.2 Teachers

The number of teachers in the entire NFBE system is 20,814, out of which 16,580 (80%) are female teachers and 4,234 (20%) are male teachers. The percentage of female teachers is highest in Adult Literacy Centers (“ALCs”). Of the 7,723 teachers in ALCs, 6,822 (88%) are women as compared to 901 (12%) men.

There are 11,703 teachers in NFBE schools, of which 8,718 (74.5%) are women and 2,985 (25.5%) are men. Out of 1,192 teachers of Feeder Schools, 934 (78.4%) are women and 258 (21.6%) are men. There are 196 teachers in Brick Kiln Schools, out of which 106 (54.1%) are women and only 90 (45.9%) are men.

Figure 6.20 depicts the number of male and female teachers in different schools of the NFBE system.

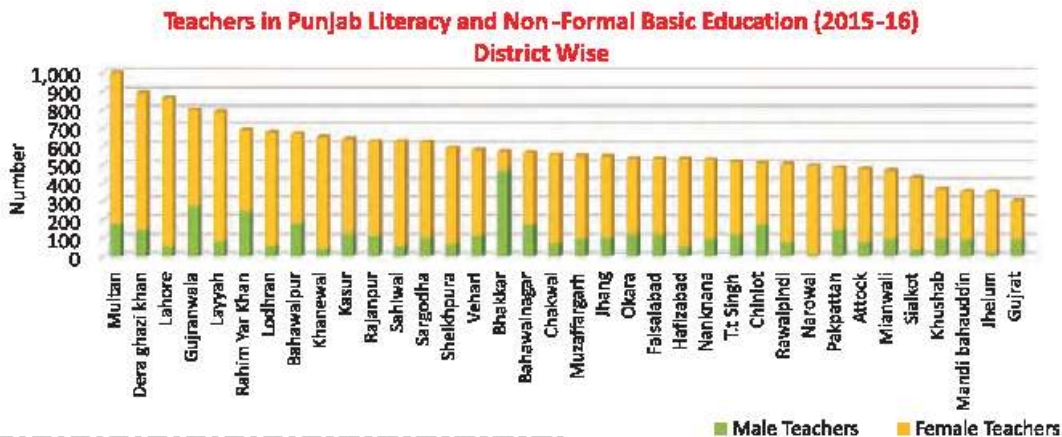


Source: Punjab Literacy & Non-Formal Basic Education Department

Figure 6.20

District wise analysis shows that the number of female teachers in NFBE is higher than the number of male teachers in all districts except Bhakkar, where the number of female teachers is 100 (17.5%) as compared to 471 male teachers (82.5%), with a GPI of 0.212.

Narowal has the highest percentage of female teachers (481) in comparison with male teachers (13), with female teachers comprising 97% of the total number of NFBE teachers in Narowal. Figure 6.21 provides a district wise comparison of male and female teachers in the NFBE system and highlights the high number of female teachers.



Source: Punjab Literacy and Non-Formal Basic Education Department

Figure 6.21

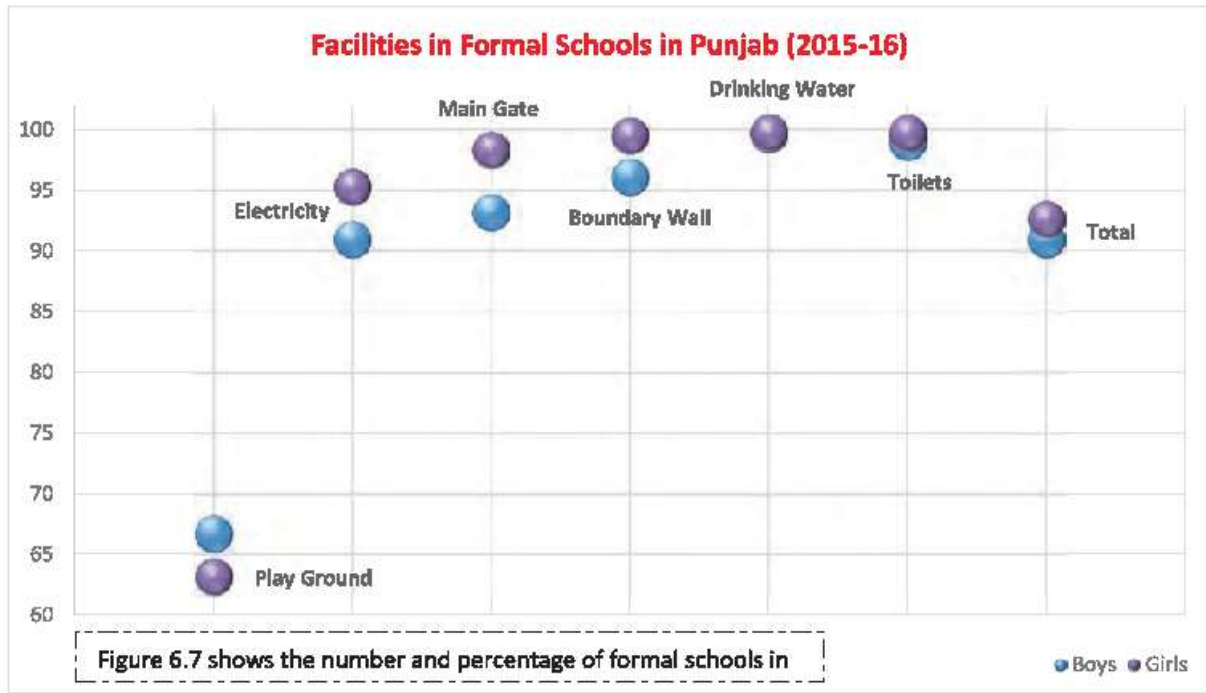
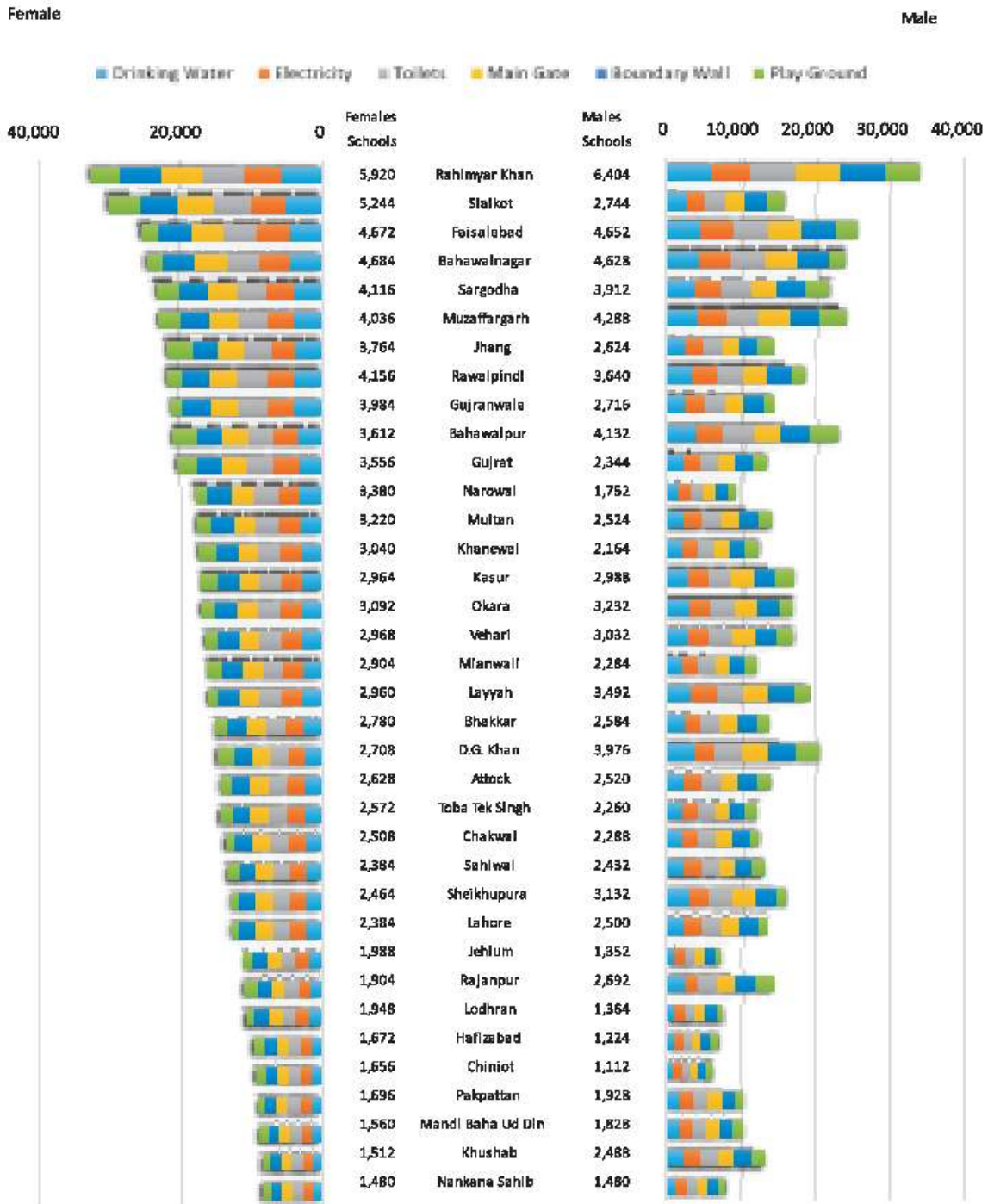


Figure 6.17

District wise analysis reveals that 87.5% of girls' schools in Rawalpindi and 86.8% of girls' schools in Sheikhpura have such facilities. Girls' schools in Kasur and Bahawalpur have the highest percentage (97%) of facilities available.

Figure 6.18 provides district wise numbers of facilities available in the formal schools of Punjab.

Schools Facilities in Punjab (2016)



Source: Punjab Education Sector Reform Programme (PESRP)

Figure 6.18

## 6.4 Informal Education (*Masjid-Maktib Schools*)

*Masjid-Maktib Schools* (“MMS”) (religious institutions) are informal learning centers that provide religious education as well as basic primary level education. The teachers are generally members of the community.<sup>192</sup>

### 6.4.1 Number of Schools

There are a total of 791 MMS, out of which only 17 (2%) are for girls and 774 (98%) are for boys, with a very low GPI of 0.022. Out of 17 MMS for girls, 2 (12%) are non-functional whereas 10 (1%) out of 774 MMS for boys are non-functional. Figure 6.22 provides the number of MMS for girls and boys in Punjab.

**Masjid-Maktib Schools in Punjab (2015-16)**



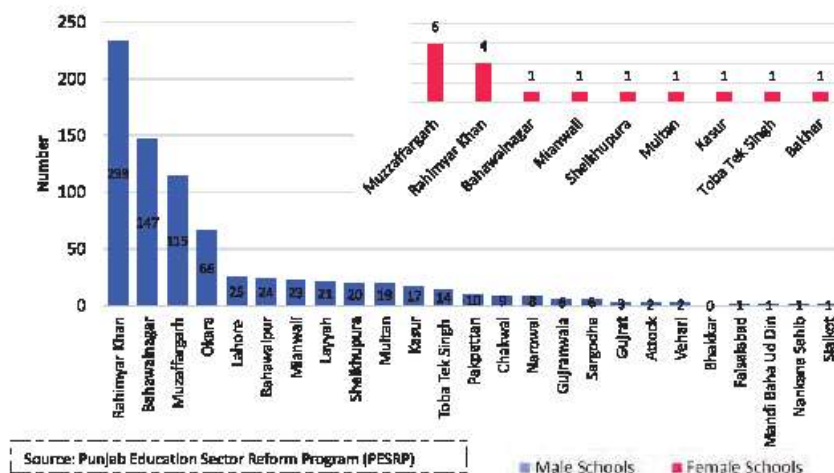
Source: Punjab Education Sector Reform Program (PESRP)

■ Male Schools ■ Female Schools

Figure 6.22

District wise analysis reveals that 16 out of 36 districts of Punjab do not have any MMS for girls. The highest number of MMS for girls (6) is in Muzaffargarh as compared to 115 for boys, with a GPI of 0.052. Figure 6.23 provides district wise numbers of MMS for girls and boys in Punjab.

**Masjid-Maktib Schools in Punjab (2015-16)  
District Wise**



Source: Punjab Education Sector Reform Program (PESRP)

■ Male Schools ■ Female Schools

Figure 6.23

<sup>192</sup> Government Masjid Maktab Primary School 5-MARLA SCHEME –retrieved from [http://www.schoolinglog.com/school/Government-Masjid-Maktab-Primary-School-5-MARLA-SCHEME-KHAN-PUR-MAILSI\\_179352.html](http://www.schoolinglog.com/school/Government-Masjid-Maktab-Primary-School-5-MARLA-SCHEME-KHAN-PUR-MAILSI_179352.html) retrieved from [http://www.schoolinglog.com/school/Government-Masjid-Maktab-Primary-School-5-MARLA-SCHEME-KHAN-PUR-MAILSI\\_179352.html](http://www.schoolinglog.com/school/Government-Masjid-Maktab-Primary-School-5-MARLA-SCHEME-KHAN-PUR-MAILSI_179352.html) retrieved from [http://www.schoolinglog.com/school/Government-Masjid-Maktab-Primary-School-5-MARLA-SCHEME-KHAN-PUR-MAILSI\\_179352.html](http://www.schoolinglog.com/school/Government-Masjid-Maktab-Primary-School-5-MARLA-SCHEME-KHAN-PUR-MAILSI_179352.html)

## 6.4.2 Number of Teachers

The number of female teachers in MMS is very low and corresponds to the low number of schools for girls. Out of 1,115 teachers, only 15 (1%) are women as opposed to 1,100 (99%) men, with a GPI of 0.014. Data suggests that the number of female teachers is less than the number of actual MMS for girls. This discrepancy in figures needs further research.

District wise analysis shows that the highest number of female teachers in MMS (6) is in Muzaffargarh, which is still quite low when compared to the number of male teachers (195). The number of female teachers in Muzaffargarh corresponds to the number of MMS (6) in the district. Figure 6.24 provides the number of male and female teachers in MMS and highlights the low number of female teachers.

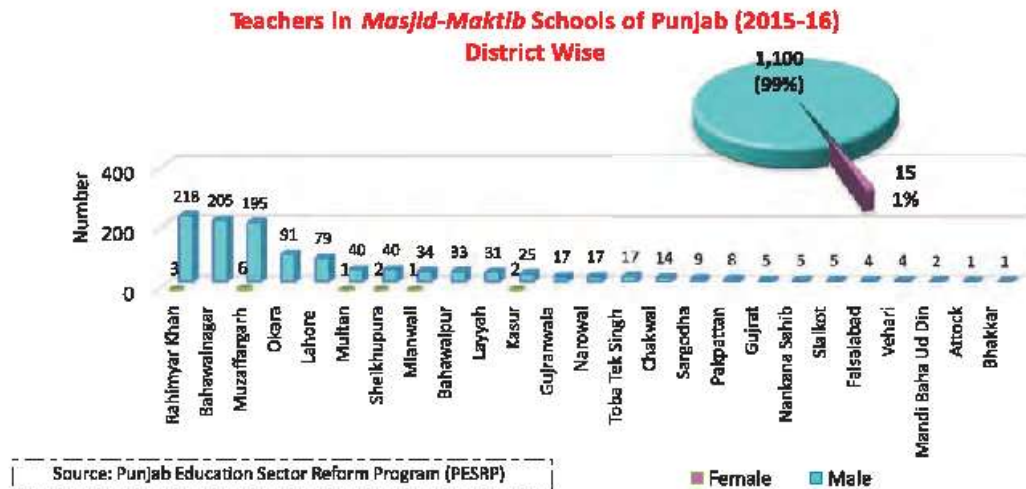


Figure 6.24

## 6.5 Technical and Vocational Education

### 6.5.1 Institutes

The total number of Technical and Vocational Institutes in Punjab is 394, of which 173 (44%) are for women/girls and 221 (56%) are for men/boys, with a GPI of 0.780. District wise analysis of data reveals that Rawalpindi has the highest percentage of institutes for women/girls in comparison to institutes for men/boys. The number of institutes in Rawalpindi is 16, of which 12 (75%) are for women/girls and 4 (25%) are for men/boys. Sahiwal, on the other hand, has the lowest percentage of Institutes for women/girls as compared to the number of Institutes for men/boys. The number of institutes in Sahiwal is 16, of which 3 (19%) are for women/girls and 13 (81%) are for men/boys. Figure 6.25 provides district wise numbers of male and female technical and vocational institutes in Punjab.

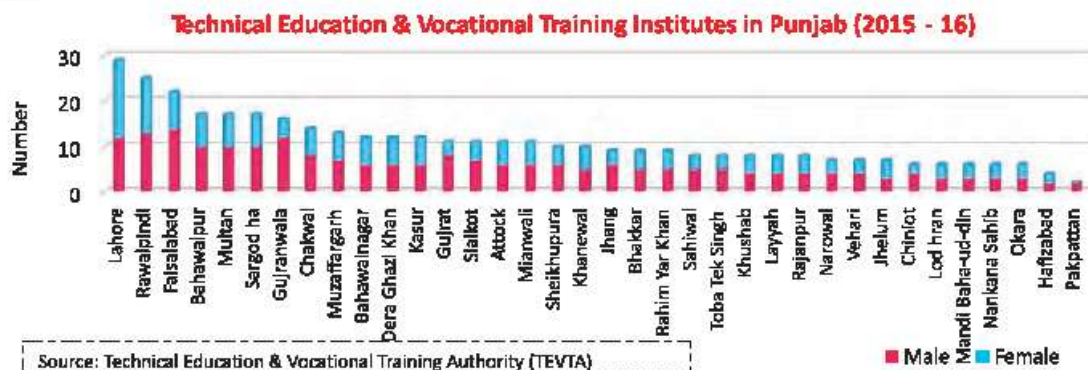


Figure 6.25



### 6.5.2 Enrollment

The number of enrolled students in Technical and Vocational Training Institutes of Punjab increased from 159,065 in 2014-15 to 170,630 in 2015-16. However, the number of female students decreased from 45,014 in 2014-15 to 37,533 in 2015-16. The number of male students, on the other hand, increased from 114,051 in 2014-15 to 133,097 in 2015-16. The GPI of enrollment under Technical and Vocational Institutes is 0.282. Figure 6.26 provides a comparison of enrollment in Technical and Vocational Institutes in 2014-15 and 2015-16.

**Enrollment in Technical & Vocational Training Institutes of Punjab (2014-15 and 2015-16)**

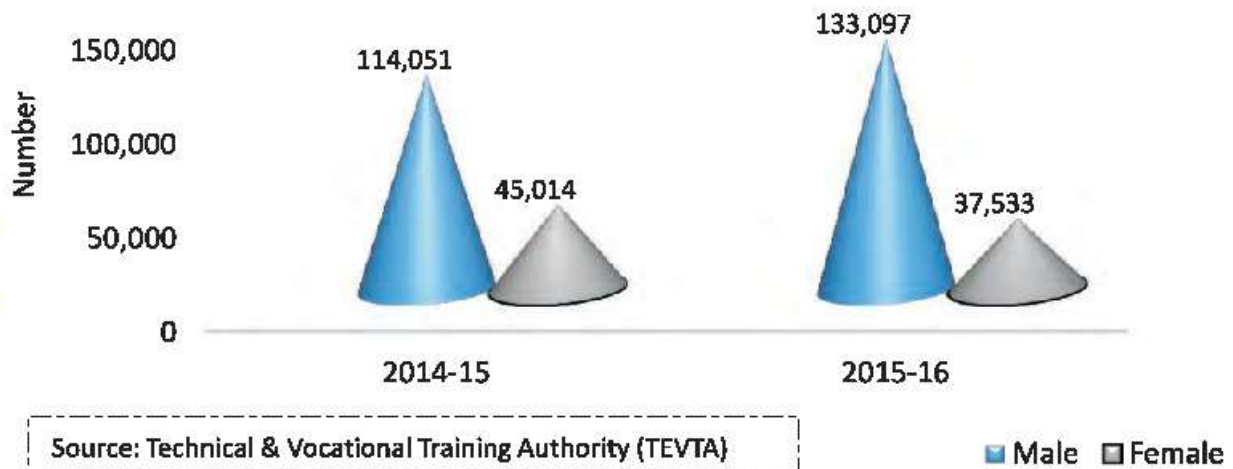
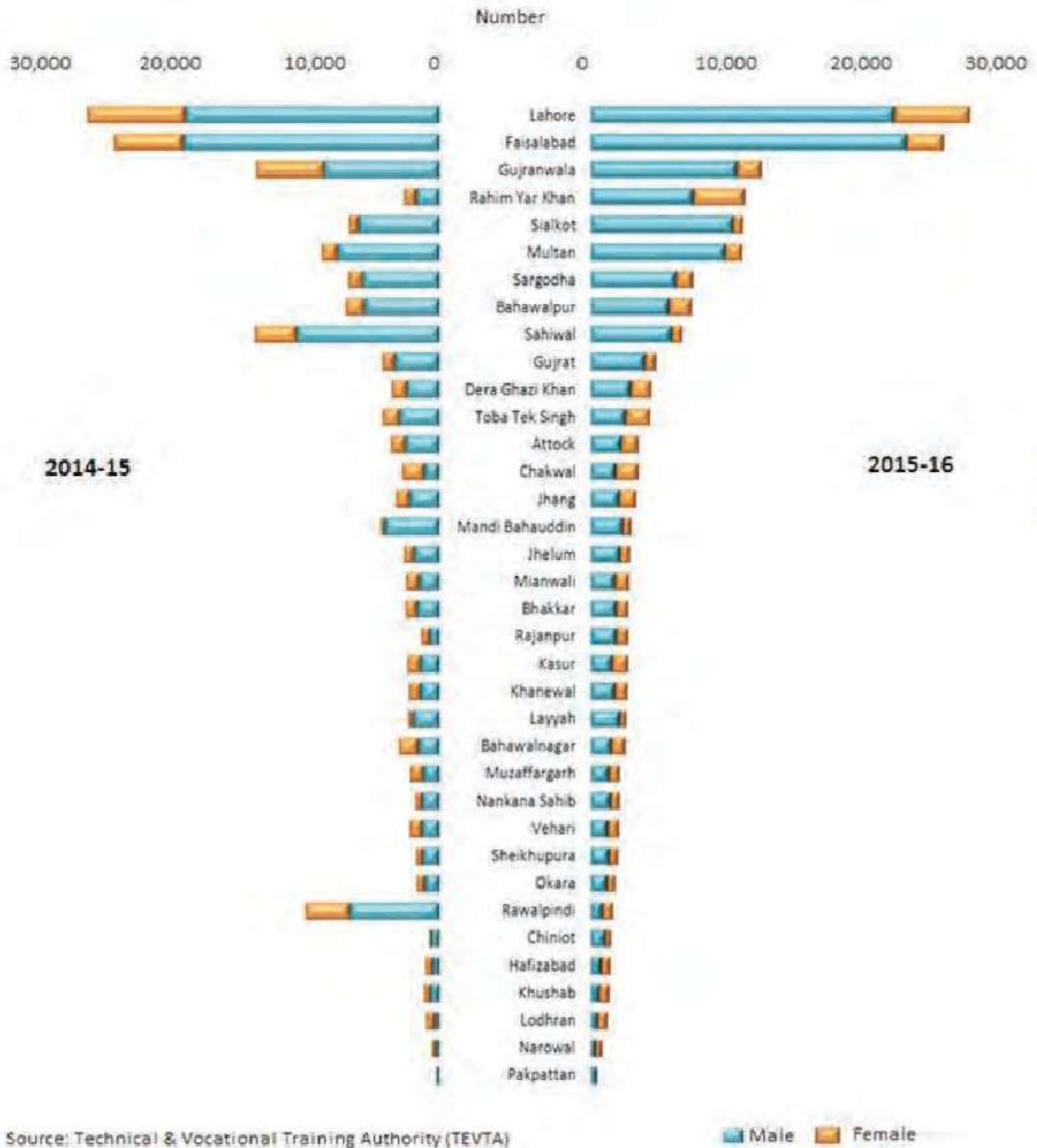


Figure 6.26

There are no girls enrolled in Technical and Vocational Institutes in Pakpattan. In comparison, Lodhran has the highest percentage of female students as compared to males. The total number of students in the Technical and Vocational Institutes in Lodhran is 1,114, of which 622 are female students (56%) and 492 are male students (44%), with a GPI of 1.264.

Figure 6.27 provides the number of male and female students in Technical and Vocational Institutes in 2014-15 and 2015-16.

### Enrollment in Technical & Vocational Training Institutes (2014-2016) District Wise



Source: Technical & Vocational Training Authority (TEVTA)

Male Female

Figure 6.27

### 6.5.3 Staff in Technical and Vocational Institutes

There is huge disparity in the teaching staff in all Technical and Vocational Institutes of Punjab. Of the 3,772 teachers, only 905 (24%) are female teachers as compared to 2,867 (76%) male teachers, with a GPI of 0.316.

District wise analysis demonstrates that Pakpattan has no female staff in its Technical and Vocational Institutes. Lodhran has the highest proportion of female teachers as compared to male teachers and reveals complete gender parity. The number of teachers is 24, with 12 (50%) male and 12 (50%) female teachers, with a GPI of 1. Figure 6.28 provides district wise numbers of male and female staff in the Technical and Vocational Institutes of Punjab.

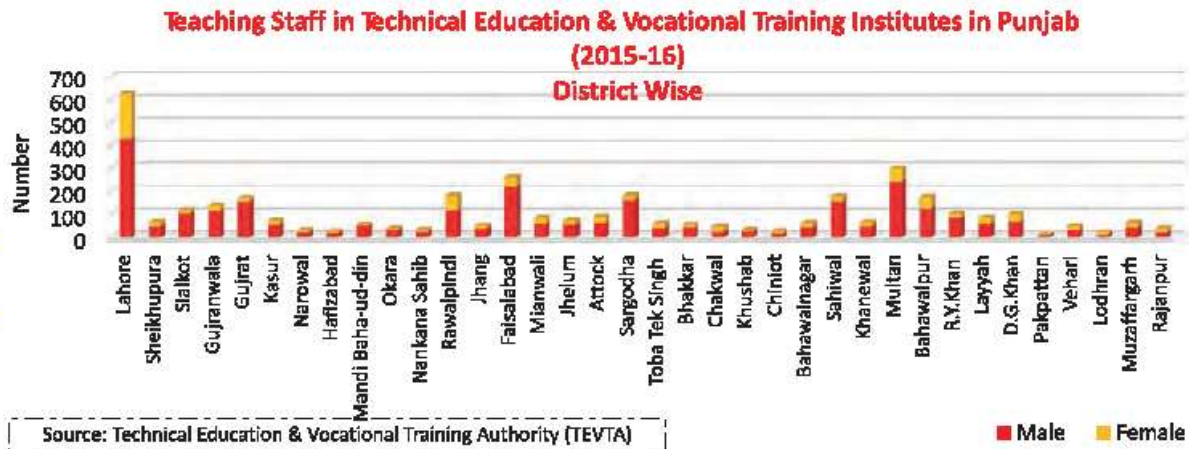


Figure 6.28

## 6.6 Punjab Education Foundation

Punjab Education Foundation (“PEF”) was restructured as an autonomous organization of the Government of Punjab in 2004 to support the efforts of the private sector in providing quality education to marginalized communities. PEF is responsible for promoting education by establishing Public-Private Partnerships<sup>193</sup> and has the following four programs:

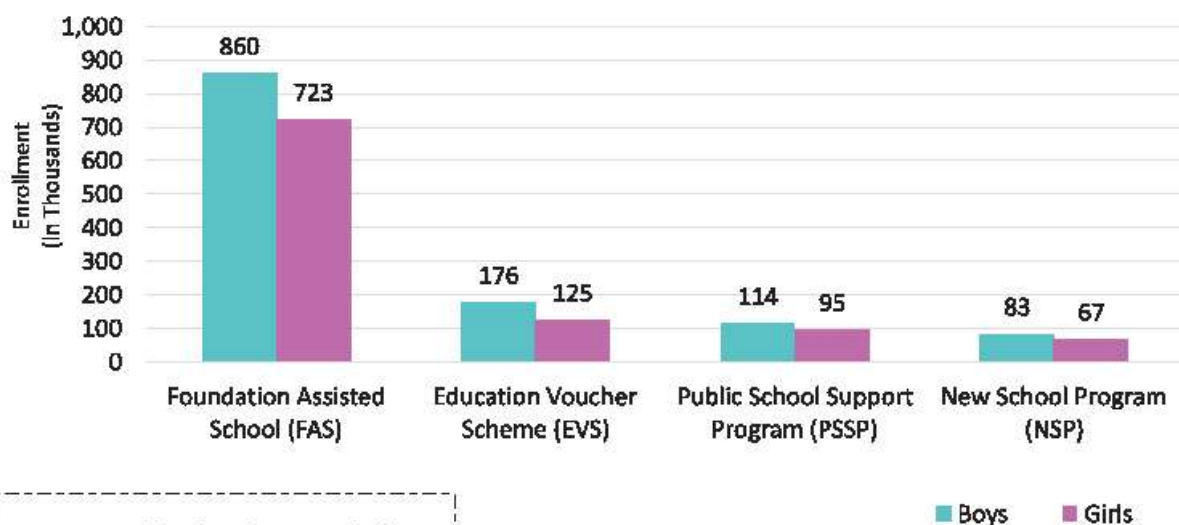
1. Foundation Assisted Schools
2. Education Voucher Scheme
3. Public School Support Program
4. New School Program

### 6.6.1 Enrollment

There are 2,242,697 students enrolled under PEF, of which 1,010,053 (45%) are girls as compared to 1,232,644 (55%) boys, with a GPI of 0.819. The number of girls enrolled in all four programs under PEF is lower than the number of boys. The lowest percentage of girls as compared to boys is in the Education Voucher Scheme (“EVS”). Of the 301,130 students in EVS, the number of girls is 124,871 (41%) and the number of boys is 176,259 (59%), with a GPI of 0.708. Figure 6.29 provides enrollment figures for boys and girls under all 4 programs of PEF.

<sup>193</sup> Malik, D.A. (2011, November). Policy Analysis of Education in Punjab. UNESCO.

### Enrollment under Punjab Education Foundation Programs (2015-16)



Source: Punjab Education Foundation

Figure 6.29

District-wise enrollment numbers under PEF also reveal significant disparity. Jhelum is an exception in which the number of enrolled girls is higher than the number of enrolled boys. Of the 2,413 enrolled students in Jhelum, 1,320 (55%) are girls and 1,093 (45%) are boys, with a GPI of 1.207. Rajanpur has the lowest percentage of enrolled girls in comparison to boys. The total number of enrolled students in Rajanpur is 98,167, out of which 35,596 (36%) are girls and 62,571 (64%) are boys, with a GPI of 0.569. Figure 6.30 provides district wise numbers of boys and girls enrolled under PEF in 2015-16.

### Enrollment under Punjab Education Foundation (2015-16) District Wise



Source: Punjab Education Foundation (PEF)

Figure 6.30

## 6.6.2 Teachers

The number of female teachers under PEF is much higher than the number of male teachers. Of the 94,756 teachers under PEF, the number of female teachers is 66,762 (70%) as compared to 27,994 (30%) male teachers, with a GPI of 2.385.

The high numbers of female teachers exist in all programs under PEF, especially in the Public School Support Program ("PSSP") where the number of female teachers is 9,865 (84.4%) as compared to only 1,823 (15.6%) male teachers. The number of teachers in FAS is 58,952, of which the number of female teachers is 40,960 (69.5%) and the number of male teachers is 17,992 (30.5%), with a GPI of 2.277. Figure 6.31 provides a comparison of the number of male and female teachers under all PEF programs.

### Teachers under Punjab Education Foundation (2015 - 16)

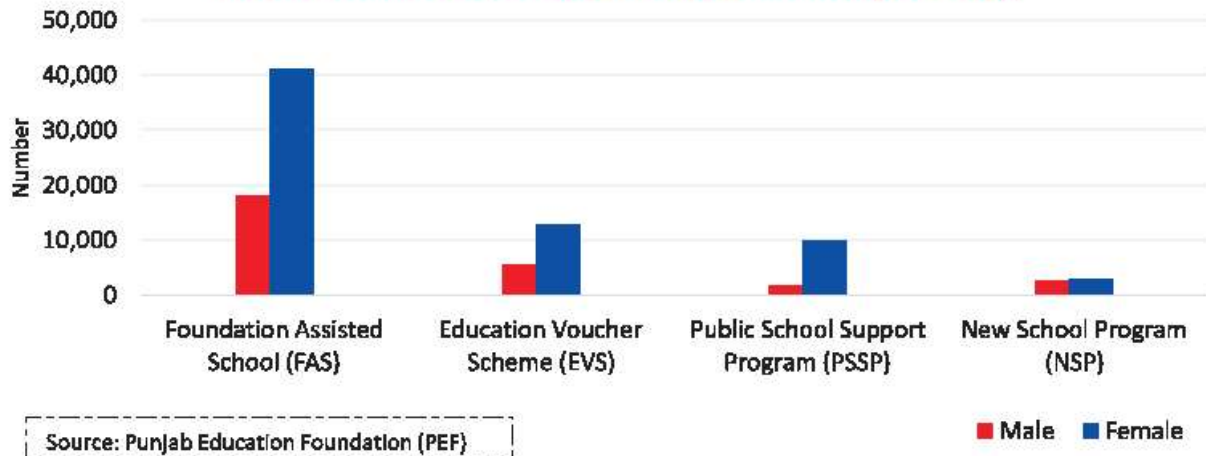


Figure 6.31

## 6.7 Learning Levels

In assessing gender parity in education, it is important to analyze variations in learning outcomes across different subjects taught in schools. This is because students have varying motivation levels to study, different attitudes towards teaching and learning, and different responses to instruction methods and the more this diversity is taken into account, the better chance teachers and policy-makers have of improving learning as a whole.<sup>194</sup>

To gauge discipline-specific gender disparity in learning levels, data from the Annual Status of Education Report (“ASER”) 2015 was used. ASER is an independent citizen led household based survey that provides gender-disaggregated data across districts, villages and households on student’s learning levels. The report comprises of surveys conducted in 146 rural districts and 21 urban districts across all provinces of Pakistan, covering 86,328 households. It is pertinent to mention here that this is the only instance where survey data from a civil society organization has been used in this report. Through this data, this section aims to provide a snapshot of the learning levels of students in public sector schools in Punjab.

This section focuses on learning levels in three subjects: Urdu, English and Arithmetic. Gender disaggregated learning levels in each subject are defined in Figure 6.32.



Figure 6.32

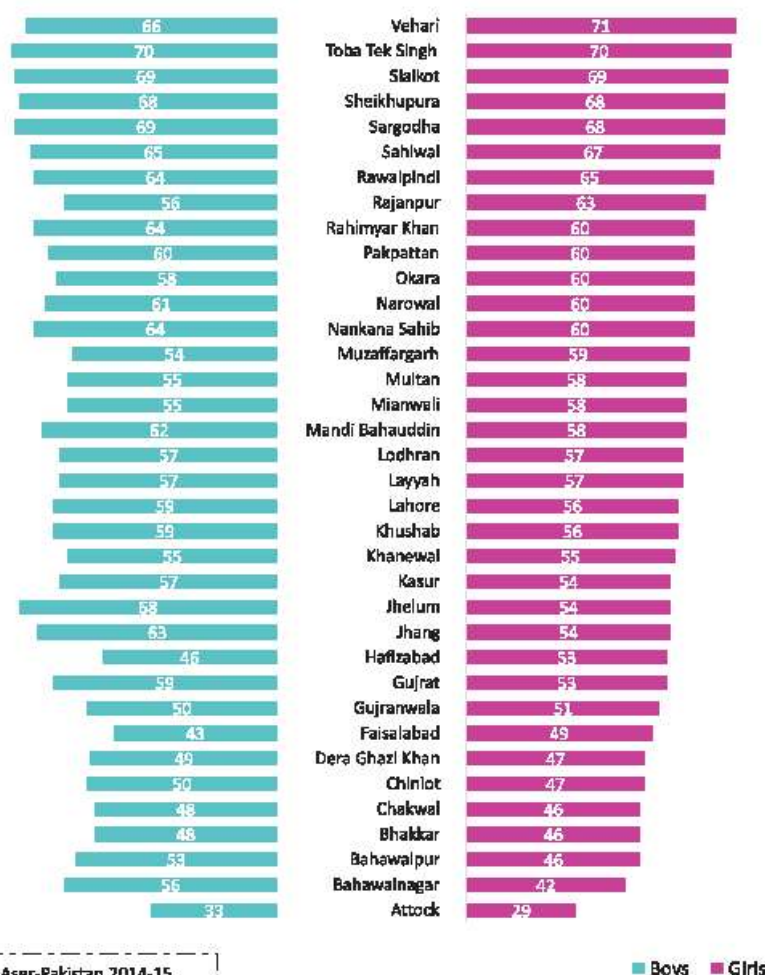
<sup>194</sup> Felder, Richard M., and Rebecca Brent. "Understanding Student Differences." *Journal of Engineering Education* 94.1 (2005): 57-72. Web. 20 Feb. 2017.

For all three subjects, boys scored higher than girls, with more boys meeting the benchmarks mentioned in Figure 6.32 than girls. This is contrary to international trends where girls tend to outperform boys<sup>195</sup> or perform just as well. Overall in Punjab, 56.3% boys could at least read sentences in Urdu as compared to 54.1% girls. In English, the percentage of boys who could at least read words was 57.5% as compared to that of girls which was 56.3%. A similar trend was noticed in Arithmetic with 54.4% boys able to at least do subtraction as compared to 51.1% girls.

District-wise disparities can be seen in Figures 6.33, 6.34 and 6.35. While there is no consistent pattern of district-wise disparity among the disciplines, districts like Attock have a consistently higher percentage of girls doing better in all subjects, with 33%, 39% and 41% of girls meeting the benchmarks for English, Arithmetic and Urdu, respectively. This is in contrast to 29%, 31%, and 37% boys meeting the benchmarks in the three subjects respectively. Toba Tek Singh showed negligible gender disparity in learning levels with 70% boys and 70% girls meeting the benchmarks for English and only 1% more girls than boys meeting the benchmarks for both Arithmetic and Urdu.

On the other hand, a lower number of girls had sufficient learning levels in all three subjects in Rajanpur where 56% girls met the benchmarks in English as compared to 63% boys, 59% girls in Arithmetic as compared to 60% boys, and 58% girls in Urdu as compared to 66% boys. Therefore, gender disparity in learning levels emerges as a highly localized and context-specific phenomenon, highlighting the need to investigate the socio-structural factors across different districts that are responsible for differences in learning outcomes of girls and boys.

**Percentage Distribution of Learning Levels in Punjab: English (2014-15)  
District Wise**

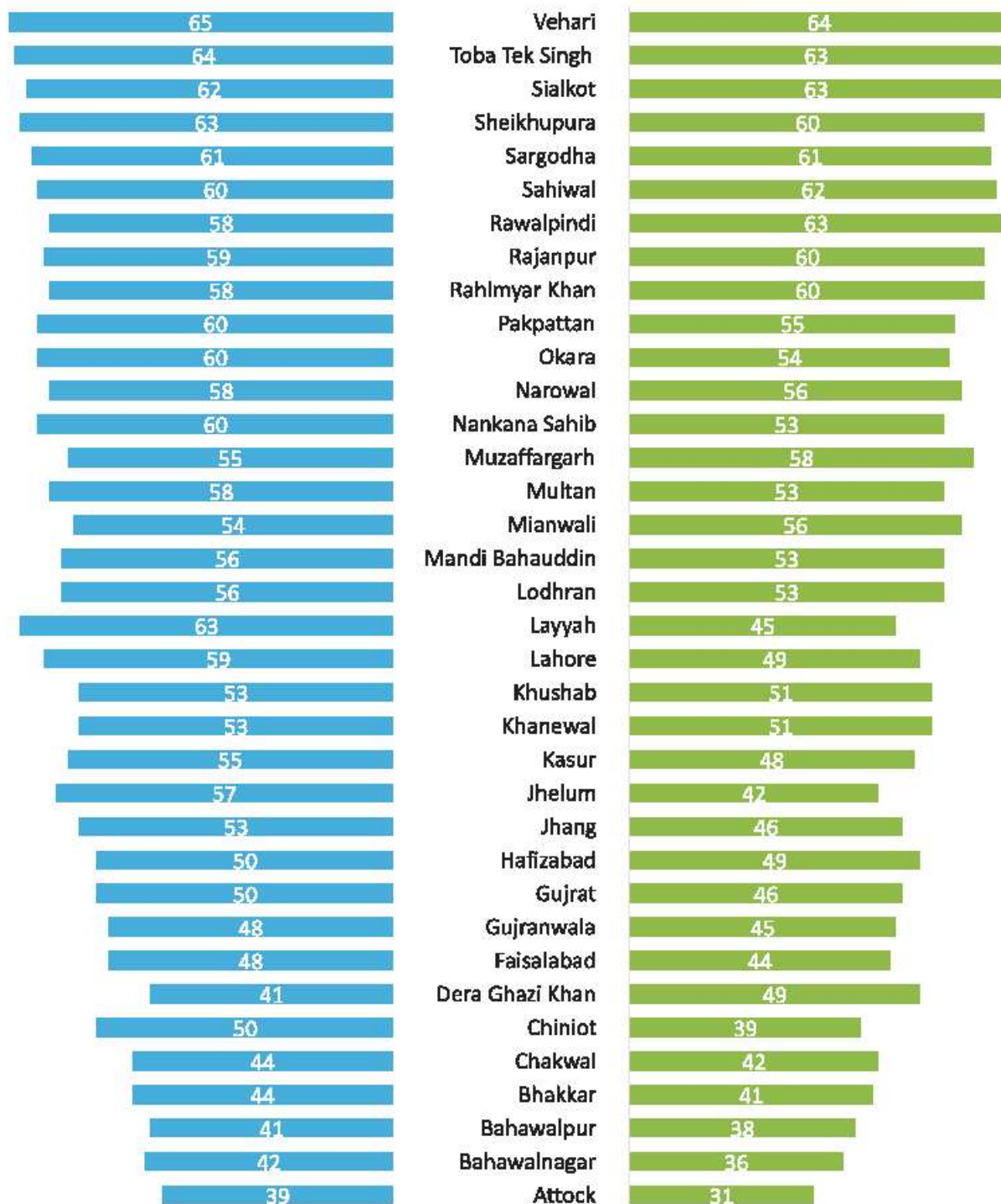


Source: Aser-Pakistan 2014-15

Figure 6.33

<sup>195</sup> "Why girls do better at school than boys." The Economist. The Economist Newspaper, 06 Mar. 2015. Web. 20 Feb. 2017

### Percentage Distribution of Learning Levels in Punjab: Arithmetic (2014-15) District Wise

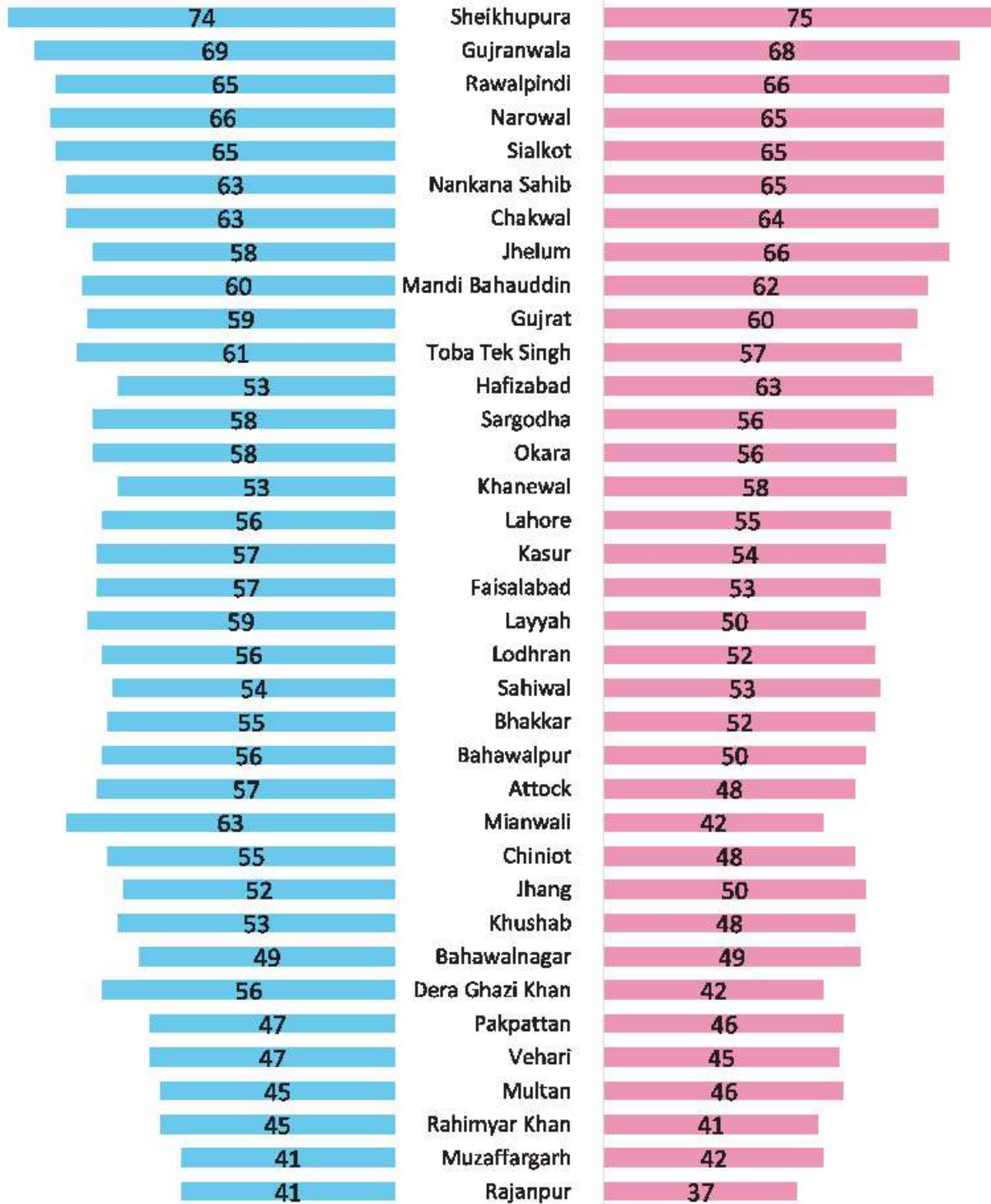


Source: Aser-Pakistan 2014-15

Boys Girls

Figure 6.34

**Percentage Distribution of Learning Levels in Punjab: Urdu (2014-15)  
District Wise**



Source: Aser-Pakistan 2014-15

Boys Girls

Figure 6.35



## 6.8 Education Budget, Punjab

Achievement of goals in the education sector depends upon the availability of resources, and allocation of an adequate amount of financial resources is the first step towards the realization of these goals. In education, the non-development as well as the development budget is equally important as the development budget helps in improving facilities and addressing gaps in the sector, while the non-development budget helps in the maintenance of existing facilities. In Punjab, the budgetary estimates on education increased from Rs. 101,020 million in 2015-16 to Rs. 123,777 million in 2016-17.

From 2015-16 to 2016-17, estimates on the development budget increased by 40.2% and estimates on the non-development budget increased by 8.8%. However, only 44.7% of the development budget was utilized as compared to 84.7% of the non-development budget in 2015-16, which depicts that a higher percentage of the non-development expenditure (used to maintain existing facilities and human resource) was utilized.

Figure 6.36 provides education budget estimates for 2015-16 and 2016-17.

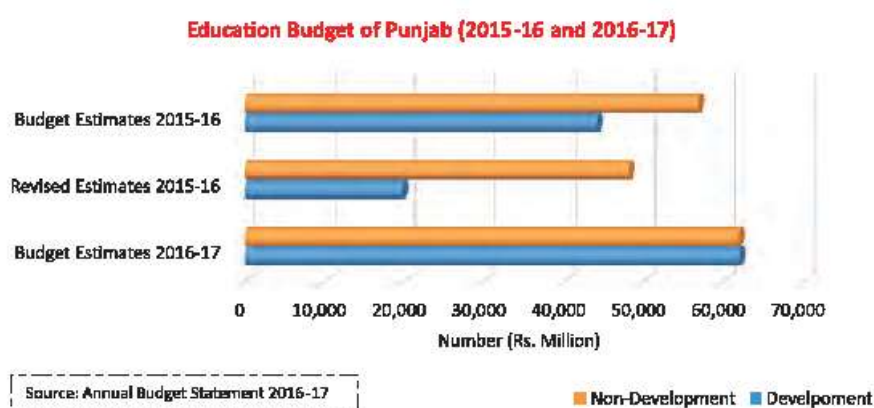


Figure 6.36

## 6.9 Conclusion

A detailed analysis of the educational profile of Punjab demonstrates a need to improve gender parity in education. Although the female LR in Punjab has increased in recent years, progress has been slow due to a multitude of factors which may include inadequate facilities in schools, over-crowded classes, poor standards of health and nutrition, and inaccessibility and non-affordability of schools. The female LR is still below the male LR. Since 2013-14, net enrollment in formal schools has decreased by 1.4% for boys and by 4.3% for girls. The percentage of girls in formal schools is also less than that of boys. Decreased enrollment may be a result of cultural and normative factors that discourage female enrollment, especially in higher education. Distances of schools from girls' homes result in an issue of mobility for girls, especially in rural areas. The high percentage (65%) of girls in NFBE Institutes indicates the need for more formal schools for girls in the proximity of their residences (especially in rural areas).

Negative and archaic attitudes towards female empowerment through education may be at the root of gender disparities identified in this section. The lower number of women as compared to men in technical and vocational institutes is further evidence of prevailing cultural norms that create significant barriers to girls'/women's attainment of education. Other trends in data reveal striking regional disparities, with districts in South Punjab having low enrollment levels and fewer number of schools for girls. This highlights the need for targeted, well-informed efforts as well as gender-responsive budgeting to achieve gender parity in education across Punjab.



# **ECONOMIC PARTICIPATION & OPPORTUNITIES**

# 07 ECONOMIC PARTICIPATION & OPPORTUNITIES

## KEY FINDINGS

- ✓ Labour force participation in Punjab reveals significant gender disparity. In 2014-15, the Labour Force Participation Rate for females was 27.8% as compared to 69.4% for males.
- ✓ Female participation in the employed labour force was 33.92% (rural) and 14.2% (urban) with the GPI for employment at 0.516 (rural) and 0.192 (urban) in 2014-15.
- ✓ Almost 38% of the total unemployed in rural areas and 32.5% in urban areas are women. The GPI for unemployment is higher for rural areas (0.607) as compared to urban areas (0.483).
- ✓ The female Labour Force Participation Rate is highest (22.8%) in the rural agriculture sector, but is still significantly lower than that of males (49.1%).
- ✓ The female Labour Force Participation Rate in the formal sector is 1% for both rural and urban areas while the male Labour Force Participation Rate is 5.3% and 5.9% respectively.
- ✓ The female Labour Force Participation Rate in the informal sector is 4% and 2.7% for urban and rural areas respectively while the male Labour Force Participation Rate in the sector are 27% and 20.4% respectively.
- ✓ Graduates or highly qualified females constitute only 0.48% of the female employed labour force.
- ✓ Almost 75% of the female labour force are earning below minimum wage and almost 50% fall under the lower wage bracket of up to Rs 5,000 per month.
- ✓ The total labour force in the Cottage Industry is 74,086, of which 69,109 (93.28%) are men and 4,977 (6.72%) are women. The GPI for employment in the Cottage Industry is 0.072. Layyah is the only district where the number of women employed (2,353) in the Cottage Industry is more than the number of men (2,178), with a GPI of 1.08.
- ✓ There are 49.8 million agricultural landowners in Punjab, out of which 34.9 million (70%) are men and 14.9 million (30%) are women with a GPI 0.429. In 2015-16, there were 367,000 Warasati Intiqals, out of which 189,000 (51.4%) were in men's names and 178,000 (48.6%) were in women's names depicting a considerably high GPI of 0.946.
- ✓ The number of female beneficiaries of the Punjab Employees Social Security Institution decreased from 42 in 2015 to 39 in 2016. On the contrary, the number of male beneficiaries increased slightly from 901 in 2015 to 950 in 2016.
- ✓ In Bank of Punjab, women owned 12.5% of Current accounts and 18.8% of Deposit accounts at the end of 2016. The share of female account holders in the value of Deposit accounts is only 18%.
- ✓ The number of female owned loan accounts in the Bank of Punjab increased from 77 in 2013-14 to 1,401 in 2015-16 while the number of male owned loan accounts increased significantly from 387 to 14,314.
- ✓ Out of 1,492,114 vehicles owned in Punjab, men own 1,469,906 (98.5%) vehicles and women own only 22,208 (1.5%). The GPI of vehicle ownership is very low at 0.015.

## Economic Participation and Opportunities

Investing in the human (or individual) potential of women, who constitute more than half of the world's population, is key to achieving economic growth as well as greater financial and social returns.<sup>196</sup> Empowering women also results in reduced fertility rates; lower infant and child mortality rates, and ensures greater participation in socio-economic decision-making.<sup>197</sup> Women's participation in the economy is, therefore, a crucial component of the welfare and well being of a society at large. In recent years, the government of Pakistan has taken several initiatives to improve the level of women's economic participation. These include the formulation of the National Policy for Development and Empowerment of Women in 2002 to provide

women with social protection and safety net programs, micro-financing opportunities and insurance schemes; the Benazir Income Support Program as well as the Prime Minister's Youth Business Loan Program (2013) aimed at facilitating male and female entrepreneurship.<sup>198</sup>

Under Vision 2025, the government has committed to increasing the female Labour Force Participation Rate ("LFPR") to 45%. Achieving this goal, however, would require both federal and provincial governments to take immediate and definitive measures to increase the current female LFPR, which is an alarming 22% as compared to the male LFPR of 67.8%.<sup>199</sup> From 2003-4 to 2014-15, the female LFPR in Pakistan has witnessed a slight increase from 19% to 22%.<sup>200</sup> Table 7.1 provides the refined LFPRs for both males and females and the augmented LFPR for females<sup>201</sup> in Pakistan according to the rural/urban divide.

### SDG Goal 5, Target 5A

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

Table 7.: Labour Force Participation Rates In Pakistan (2014-15)

	Refined			Augmented	
	Total	Male	Female	Total	Female
<b>Pakistan</b>	45.2	67.8	22.0	50.5	32.6
<b>Rural</b>	49.0	69.0	28.8	56.7	44.1
<b>Urban</b>	38.7	65.7	10.0	39.7	12.2

Source: Labour Force Survey (2014-15), Pakistan Bureau of Statistics

According to the Global Gender Gap Report 2016, Pakistan's performance in reducing the gender gap has worsened over the past few years. Out of 144 countries, Pakistan's economy was ranked at 143 in 2016 with a score of 0.33, as compared to 2006 when it was ranked at 112 with a score of 0.37.<sup>202</sup> In Pakistan, women's participation in labour markets of rural areas is higher (28.8%) as compared to their participation in urban areas (10%).<sup>203</sup> In urban areas, women are involved in a variety of income generating activities in the formal sector (as doctors, engineers, teachers, factory workers etc.), the sub-formal sector (piece rate workers, working at home on contract) as well as the informal sector (Home-Based Workers ("HBWs")). Some are self-employed in family enterprises and others work as outside wage-workers (in construction etc.).<sup>204</sup> In rural areas, a majority of the population depends either directly or indirectly on income generated through agricultural activities. The agricultural sector is the backbone of Pakistan's economy with the highest employment and absorption rate.<sup>205</sup> 41% of the total employed are employed in agriculture. 73% of female labour is employed in agriculture and 27% in non-agriculture economic activities.<sup>206</sup>

In Pakistan, low female LFPRs are a result of significant social and economic barriers faced by women.<sup>207</sup> Women's role in society is generally limited to household activities, childbearing and upbringing, which hinders their participation in the formal labour force.<sup>208</sup> Around 36% of employed females in Pakistan work in the informal economy.<sup>209</sup> The larger part of the informal economy comprises of home-based and piece rate workers<sup>210</sup> with the former estimated to constitute around 3.8% of Pakistan's GDP.<sup>211</sup>

196 SDG 5: Achieve gender equality and empower all women and girls. UN Women. <http://www.unwomen.org> (retrieved on 23<sup>rd</sup> January, 2017)

197 Clinton Global Initiative: Empowering Girls & Women, available at: <http://www.un.org/en/pressoc/ahlnitrom/notes/clinton.pdf>, retrieved on January 25, 2017.

198 Companion to A Roadmap for Promoting Women's Economic Empowerment. Measuring Women's Economic Empowerment.

199 Prime Minister's Youth Business Loan Scheme: <http://youth.pmo.gov.pk/youth-business-loan-scheme.php>

200 Labour Force Survey Report, 2014-15.

201 Women Economic Participation and Empowerment in Pakistan Status Report 2016.

202 Augmented activity rate is based on probing questions from persons not included in the conventional measure of labour force, to net-in marginal economic activities viz subsistence agriculture, own construction of one's dwelling etc. (Labour Force Survey 2014-15)

203 Global Gender Gap Reports 2015 & 2016.

204 Labour Force Survey 2014-15.

205 Sarhandi, N. Women Empowerment In Pakistan.

206 Economic Survey of Pakistan 2015-16

207 Women Economic Participation and Empowerment in Pakistan Status Report 2016.

208 Katrin Elborough-Woytek, M. N. (2013). Women, Work, and the Economy: Microeconomic Gains from Gender Equality. International Monetary Fund.

209 Naik, K. (2007). Mainstreaming Gender in Social Protection For The Informal Economy. Common Wealth Secretariat, London.

210 Labour Force Survey, 2014-15.

211 Wage determination system in which the employee is paid for each unit of production at a fixed rate.

212 Women Economic Participation and Empowerment in Pakistan Status Report 2016

## Organization of Analysis

This chapter focuses on economic opportunities and participation of women and allied factors based on gender disaggregated data in Punjab with the aim to encourage further research and dialogue on constraints to women's economic participation and the need for multidimensional assessments of gender equality. For this purpose, the section is further categorized into the following sub themes:

1. Employment
2. Entrepreneurship
3. Women and Agriculture
4. Land Ownership
5. Social Security and Safety Nets
6. Access to Financial Services
7. Vehicle Ownership

## Women's Economic Participation and Opportunities in Punjab

Women's participation in economic activities in Punjab is very low. In 2014-15, the female LFPR was only 27.8% as compared to the male LFPR of 69.4%.<sup>232</sup> Rural and urban participation rates reveal that LFPRs for both males and females are higher in rural areas as compared to urban areas. A very small number of women own land/property, vehicles and accounts and even fewer own small and medium enterprises ("SMEs").

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### 7.1 Employment

#### 7.1.1 Labour Force

It is pertinent to mention here that the Pakistan Bureau of Statistics conducted its most recent Labour Force Survey in 2014-15. Data from the 2014-15 Survey has, therefore, been used in this report.

##### 7.1.1.1 Participation Rate

From 2013-14 to 2014-15, the male LFPR in urban areas remained at almost 66%, without any significant change, while it decreased from 71.8% to 70.9% in rural areas. The female LFPR, on the other hand, decreased from 36.6% to 35.5% in rural areas and from 13.2% to 12.8% in urban areas.

Figure 7.1 provides a comparison of male and female LFPRs in Punjab for the years 2013-14 and 2014-15.<sup>233</sup>

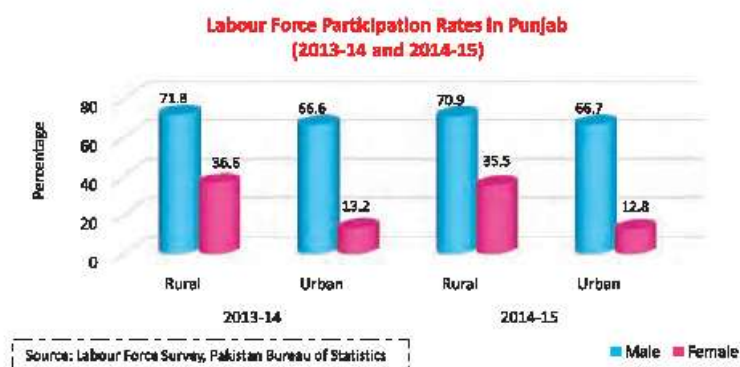


Figure 7.1

It is pertinent to mention here that the high LFPR for females in rural areas is attributable to the large number of women working in the agriculture sector.

<sup>232</sup> Labour Force Survey 2014-15

<sup>233</sup> The latest Labour Force Survey was conducted in 2014-15 by Pakistan Bureau of Statistics and the analysis in this section is based on Refined Labour Force Participation Rates.

### 7.1.1.2 Persons Employed in Punjab

In 2014-15, the number of employed men in Punjab was 16.4 million in rural areas and 8.39 million in urban areas, with no significant change from 2013-14. On the other hand, the number of employed women decreased from 8.46 to 8.39 million in rural areas and from 1.41 to 1.39 million in urban areas. In 2014-15, women formed 33.92% of the employed rural labour force with a GPI of 0.516 and 14.2% of the employed urban labour force with a GPI of 0.192.

Figure 7.2 provides a comparison of the number of men and women employed in 2013-14 and 2014-15.

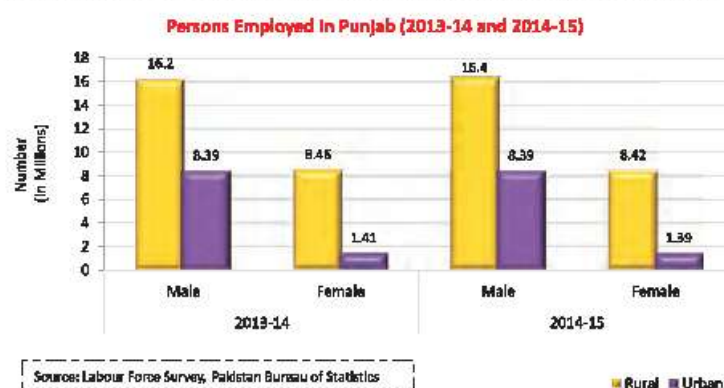


Figure 7.2

#### 7.1.1.2 (a) Employment by Education Levels

To determine the impact of education levels on employment, the Labour Force Surveys conducted by the Pakistan Bureau of Statistics categorize men and women in the labour force (in the working age group of 16-60 years) into (a) employed (b) unemployed and (c) economically inactive participants (neither employed nor in search of a job) according to their levels of education. There are significant disparities between employment levels of men and women in this category.

**i) No Education or 'No Formal Education'**

Females: 7.27% are employed, 0.42% are unemployed and 17.93% are economically inactive.

Males: 11.73% are employed, 0.42% are unemployed and 2.54% are economically inactive.

**ii) Literate or 'Pre-Matriculation Education Level'**

Females: 4.33% are employed, 0.74% are unemployed and 34.05% are economically inactive.

Males: 33.05% are employed, 2.01% are unemployed and 24.06% are economically inactive.

**iii) Matriculation or 'Intermediate Education Level'**

Females: Only 0.61% are employed, 0.2% are unemployed and 5.76% are economically inactive.

Males: 6.78% are employed, 0.4% are unemployed and 2.79% are economically inactive.

**iv) Graduation or 'Post Graduation Education Level'**

Females: The participation of highly qualified women is significantly low in the labour force. Only 0.48% are employed, 0.14% are unemployed and 1.36% are economically inactive.

Males: 2.39% are employed, 0.17% are unemployed and 0.48% are economically inactive.

Table 7.1 provides a clear picture of male and female employment by levels of education in Punjab.

Table 7.1 : Employment by Level of Education in Punjab (2014-15)

% Education Level	Female			Male		
	Employed	Unemployed	Economically Inactive	Employed	Unemployed	Economically Inactive
Illiterate/No Formal Education	7.27	0.42	17.93	11.73	0.48	2.54
Literate	2.73	0.54	20.75	21.19	1.29	13.68
Pre-Matriculation	1.6	0.2	13.3	11.86	0.72	10.38
Matriculation	0.4	0.11	3.84	4.74	0.26	1.75
Intermediate	0.21	0.09	1.92	2.04	0.14	1.04
Graduate or Post Graduate	0.48	0.14	1.36	2.39	0.17	0.48
<b>Total</b>	<b>9.97</b>	<b>0.95</b>	<b>38.36</b>	<b>32.77</b>	<b>1.75</b>	<b>16.19</b>

### 7.1.1.2 (b) Employment by Sector

The Pakistan Bureau of Statistics has divided the labour force into a) Agriculture sector and b) Non-agriculture sector, with the latter further divided into the formal and informal sector.

#### a) Agriculture Sector

The female LFPR is highest (20.27 %) in the rural agriculture sector but it is still lower than that of males (22.87 %). The male and female LFPR in the urban agriculture sector is comparatively similar, with the male LFPR at 1.12% and the female LFPR at 0.44%.

#### b) Non-Agriculture Sector

The female LFPR in the formal sector is 0.88% for rural and 1.02% for urban areas while the male LFPR is 6.01% and 6.25% for rural and urban areas respectively.

The female LFPR in the informal sector is 2.57% and 3.18% for urban and rural areas respectively. The male LFPR in the informal sector is much higher with rates at 16.88% and 18.52% for urban and rural areas respectively.

Figure 7.3 provides an accurate picture of male and female employment according to major sectors in Punjab.

### Employment by Sector in Punjab (2014-15)

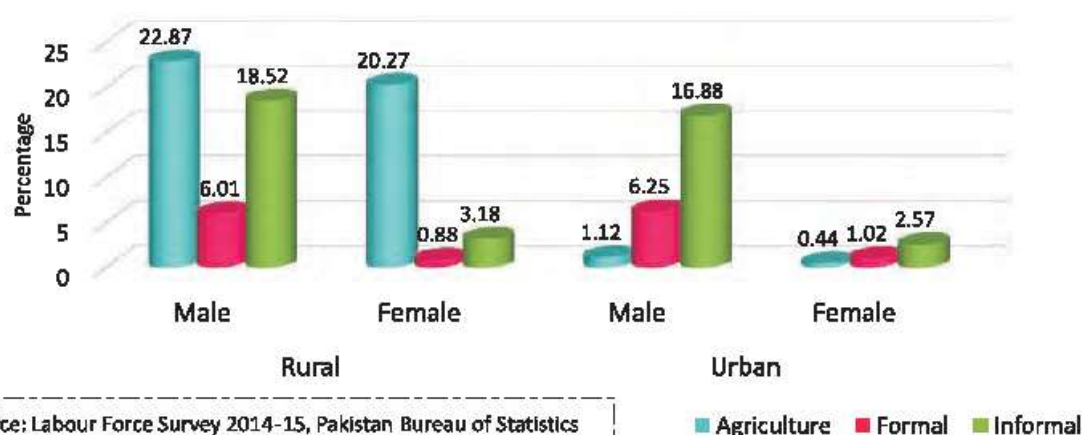


Figure 7.3

The highest number of women works in agriculture and informal sector, both of which are highly unregulated. This means that women working in these sectors do not have access to social protection services which in turn increases women's vulnerability and risk of abuse.<sup>234</sup>

<sup>234</sup> Informal sector workers deprived of social security, available at: <http://kathmandupost.ekantipur.com/news/2014-05-25/informal-sector-workers-deprived-of-social-security.html>

### 7.1.1.3 Employees by Categories

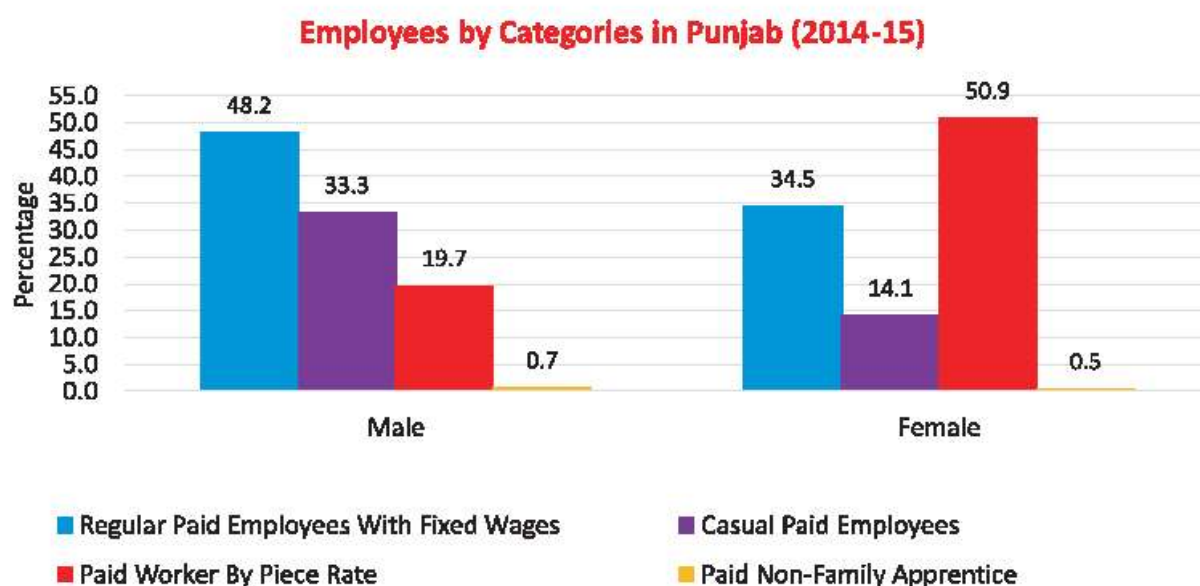
**Regular paid employees with fixed wage:** 34.5% of the female labour force is receiving regular fixed wages as compared to 48.2% of the male labour force.

**Casual paid employees:** 14.1% of the female labour force and 33.3% of the male labour force are casual paid employees. The high number of males in casual employment can be attributed to their relatively greater participation in construction work.<sup>215</sup>

**Paid workers by piece rate or work performed:** 50.9% females and 19.7% males are piece rate workers.<sup>216</sup> High numbers of women involved in piece rate work lead to increased vulnerability of the female labour force to economic instability due to uncertainty associated with the piece rate remuneration system.<sup>217</sup>

**Paid non-family apprentices:** 0.5% of the female labour force and 0.7% of the male labour force are working as paid non-family apprentices.

Figure 7.4 provides percentages of male and female employees in different categories of employment in 2014-15.



Source: Labour Force Survey 2014-15, Pakistan Bureau of Statistics

Figure 7.4

### 7.1.1.4 Wage Comparisons

53.6% of the female labour force in rural areas and 40% in urban areas earns only up to Rs. 5,000 monthly. In comparison, only 8.93% of the male labour force in rural areas and 6.62% in urban areas earns up to Rs. 5,000 monthly.

Figure 7.5 provides a comparison of remuneration levels of men and women in rural and urban Punjab in 2014-15.

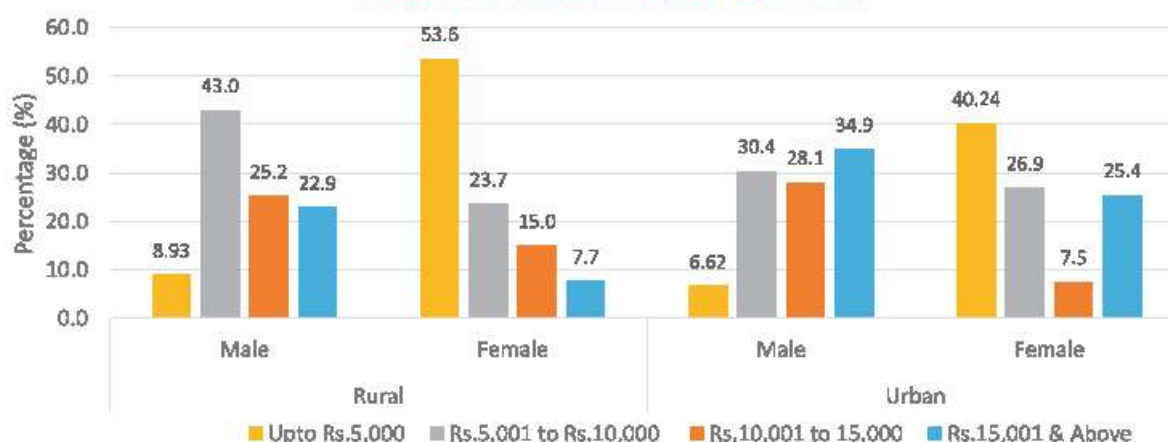
<sup>215</sup> Gender Composition Of The Workforce: By Industry. (2014, April). Workplace Gender Equality Agency

<sup>216</sup> Piece rate work is any type of employment in which a worker is paid a fixed piece rate for each unit produced or action performed regardless of time.

<sup>217</sup> Susan Helper, M. M. (2010). Analyzing Compensation Methods In Manufacturing: Piece Rates, Time Rates, Or Gain-Sharing? NBER WORKING PAPER SERIES.



**Wage Comparison in Punjab (2014-15)**



Source: Labour Force Survey 2014-15, Pakistan Bureau of Statistics

Figure 7.5

Only 7.7% of the female labour force in rural areas is getting more than Rs. 15,000 whereas 25.4% in urban areas is getting above Rs. 15,000. The comparatively larger number of women with higher salaries in urban areas can be attributed to higher education levels and qualifications of women in urban areas.<sup>219</sup>

7.1.1.4 (a) Wages In Major Industry Divisions

Significant disparities exist between male and female wages across major industries of Punjab. **Almost 75% of the female labour force earns below minimum wage (Rs. 14,000)<sup>219</sup>** as compared to 43% of the male labour force. 50% of the female labour force and 7% of the male labour force fall under the lower wage bracket of up to Rs. 5,000 per month. Research suggests that when the percentage of women in an occupation rises, wages fall; or that when wages fall, men move to more paying occupations and women fill the gap, accepting lower wages.<sup>220</sup>

Table 7.3 demonstrates wage disparities in major industries of Punjab in 2014-15.

Table 7.3 : Wages in Major Industries of Punjab (2014-15)

Wages %	Sex	Agriculture	Manufacturing	Construction	Wholesale and Retail	Transport	Accommodation and Food Services	Public Administration	Education	Social Work	Activities of Household As Employers	Total
Up to Rs. 5,000	Male	1.48	2.06	1.11	1.49	0.26	0.15	0.09	0.26	0.1	0.2	7.2
	Female	25.05	11.23	0.07	0.16	-	0.06	-	6.01	0.26	6.34	49.18
Rs. 5,001 to Rs. 10,000	Male	6.19	10.28	9.56	5.14	1.83	0.65	0.25	0.72	0.29	0.53	35.44
	Female	9.39	5.73	0.23	0.2	-	0.09	0.04	3.85	0.99	3.79	24.31
Rs. 10,001 to 15,000	Male	1.04	10.35	5.16	3.27	1.95	0.46	0.68	0.73	0.52	0.53	24.69
	Female	8.54	0.89	0.19	0.26	0.05	-	0.11	1.48	0.7	0.32	12.54
Rs. 15,001 & over	Male	0.84	5.63	4.26	1.34	1.67	0.26	4.82	3.67	0.91	0.12	23.52
	Female	1.75	0.38	0.08	0.09	0.02	-	0.58	8.58	1.1	0.03	12.61
Total	Male	9.55	28.32	20.09	11.24	5.71	1.52	5.84	5.38	1.82	1.38	90.85
	Female	44.73	18.23	0.57	0.71	0.07	0.15	0.73	19.92	3.05	10.48	98.64

Source: Labour Force Survey 2014-15, Pakistan Bureau of Statistics

As shown in Table 7.3, 12.5 % of women and 24.69% of men fall within the income bracket of Rs. 10,000-15,000. Similarly, only 12.5% of women are working for a salary of Rs. 15,000 or above as compared to 23.5% men.

<sup>218</sup> Khan, A. (2007). Women And Paid Work In Pakistan, Pathways of Women's Empowerment, South Asia Research Programme, Collective for Social Science Research.

<sup>219</sup> Minimum Wage in Pakistan 2016-17

<sup>220</sup> Miller, C. C. (2016, March). As Women Take Over a Male-Dominated Field, the Pay Drops. EconomicView.

A large number of low-salaried women are concentrated in the agriculture sector (44.7%), education (19.92%) and manufacturing industries (18.2%). Education is the highest paying sector for females with 8.58% women earning above Rs. 15,000. Only 0.07% of women are employed in transport and 0.15% in accommodation and food services.

### 7.1.1.5 Unemployment in Punjab

The number of unemployed females in Punjab has decreased from 0.32 million in 2013-14 to 0.29 million in 2014-15 in rural areas and from 0.56 million to 0.54 million in urban areas. In contrast, the number of unemployed males has increased from 0.84 million in 2013-14 to 0.89 million in 2014-15 in rural areas. The number of unemployed males remained the same (0.6 million) in urban areas.

Almost 38% of the total unemployed labour force in rural areas and 32.5% in urban areas is female. The GPI for unemployment is also higher for rural areas (0.607) as compared to urban areas (0.483). This indicates that employment available for women in rural areas is significantly less than what is in demand.

Figure 7.6 provides comparative numbers of unemployed men and women in Punjab in 2013-14 and 2014-15.

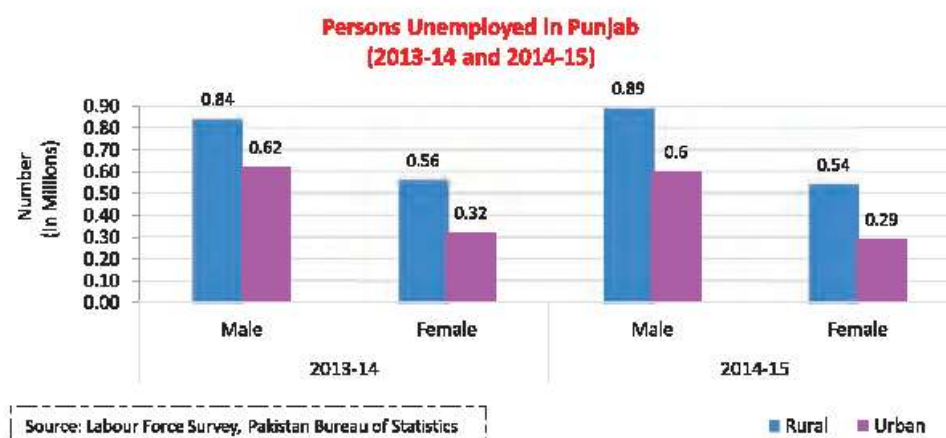


Figure 7.6

Both Employment and Unemployment Rates decreased from 2013-14 to 2014-15, which suggests that the number of people getting employment is decreasing along with a decrease in the number of people who are seeking employment (i.e. more people intend to stay at home or have exited the job market).<sup>221</sup>

The lower female employment rate and high unemployment rate in urban areas can be attributed but not limited to, lack of reliable public transportation, fear of harassment, and absence of female friendly amenities in work spaces.<sup>222</sup> Another factor possibly contributing to low employment rates in urban areas is the reluctance of highly qualified women to work in less rewarding positions.<sup>223</sup>

### 7.1.2 Cottage Industry

The Cottage Industry is a specialized form of small-scale industry where the production of a commodity takes place in homes, with mostly family members supplying labour. The machineries or means utilized for production are also commonly available at homes.<sup>224</sup> Cottage industries occupy an important position in the economy, especially in rural areas where women are discouraged from working outside their homes.<sup>225</sup>

The Punjab Small Industries Corporation conducted its most recent survey in 2013. Data from the 2013 Survey has, therefore, been used in this report.

<sup>221</sup> If the number of women getting employment is decreasing, it means the employment rate is decreasing, and if the number of women desiring to get a job is decreasing, it means the number of participants in the labour force is decreasing (decreased unemployment rate). Implied from, Jonathan Jones "How can employment and unemployment go up at the same time?"

<sup>222</sup> Women Economic Participation and Empowerment in Pakistan Status Report, 2016

<sup>223</sup> Bligg, A. (2016, April). Gender Pay Gap Solution: Ban Stay-at-Home Moms. Forbes.

<sup>224</sup> Cottage Industry. (2016, June). Economy Watch.

<sup>225</sup> Sadia Tasmeem, M. R. (2014). The Role of Cottage and small Industry in Economic Development of Bangladesh: An Empirical Study. European Journal of Business and Management, Vol.6, No.28.

### 7.1.2.1 Proprietors

The number of proprietors in the Cottage Industry of Punjab is 71,252, out of which 69,410 (97.5%) are men and only 1,842 (2.5%) are women, with a GPI of 0.027. Figure 7.7 shows the number of proprietors in the Cottage Industry and also depicts significant disparities between men and women.

**Proprietors in the Cottage Industry of Punjab (2013)**

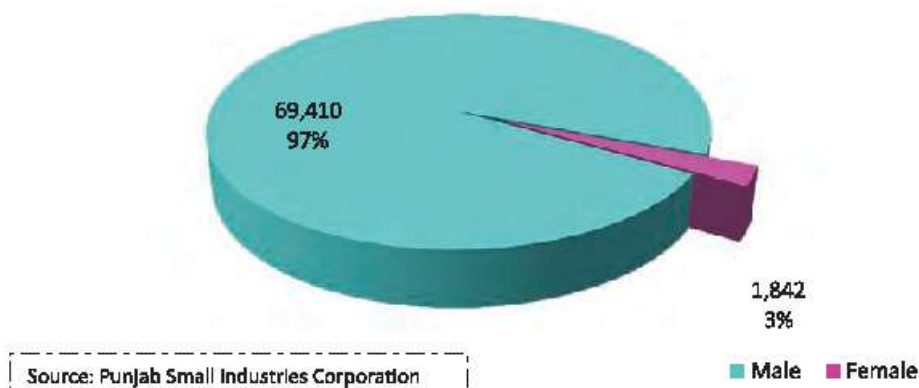


Figure 7.7

District wise analysis of proprietors in cottage industries reveals that highest disparities are in Jhelum and Khanewal. In Jhelum, there are 296 male proprietors and no female proprietors. In Khanewal, there are 1,695 proprietors, 1,693 (99.89%) of which are males and only 2 (0.11%) are females. The number of female proprietors in cottage industries is highest in Narowal (410) but even this number is quite low as compared to male proprietors in Narowal (2,634).

Figure 7.8 shows the number of male and female proprietors in the Cottage Industry in all districts in 2013.

**Proprietors of Cottage Industries in Punjab (2013)  
District Wise**

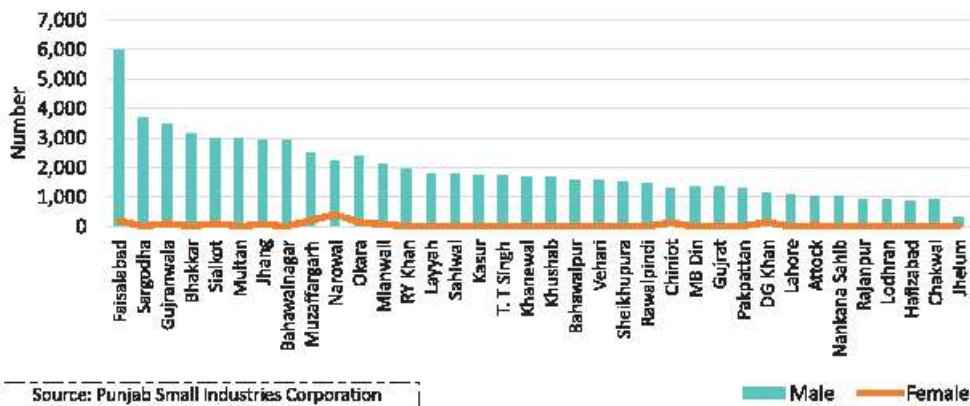


Figure 7.8

### 7.1.2.2 Employees

The total labour force in the Cottage Industry is 74,086, of which 69,109 (93.3%) are men and 4,977 (6.7%) are women, with the GPI for employment in the Cottage Industry at 0.072. Figure 7.9 shows the number of men and women employed in the Cottage Industry and the significant disparity in employment.

**Personpower Employed In Cottage Industries (2013)**

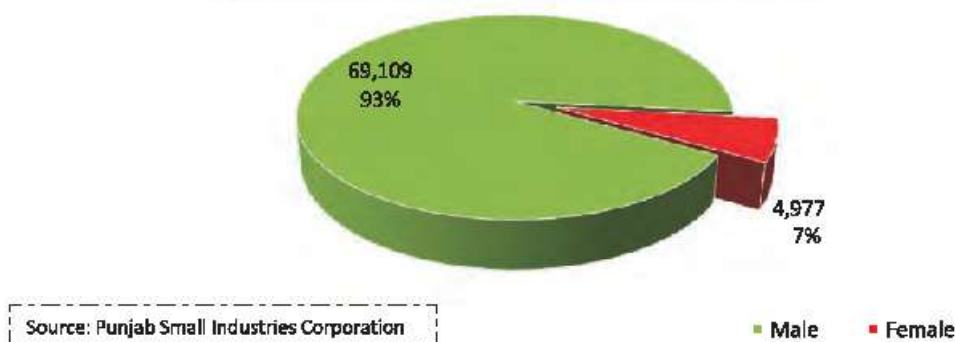


Figure 7.9

District wise analysis reveals that the lowest numbers of women employed in the Cottage Industry are in Jhelum, Khanewal, Lahore and Mandi Bahauddin. All four districts have either zero or only one female employed in the Cottage Industry. In comparison, there are 297 men employed in Jhelum, 1,719 in Khanewal, 1,132 in Lahore and 1,383 in Mandi Bahauddin.

Layyah stands out in terms of females employed in the Cottage Industry with the number employed (2,353) more than the number of employed males (2,178). The female participation rate in the Cottage Industry in Layyah is 51.9% and the GPI is 1.08.

Figure 7.10 depicts district wise numbers of men and women employed in the Cottage Industry.

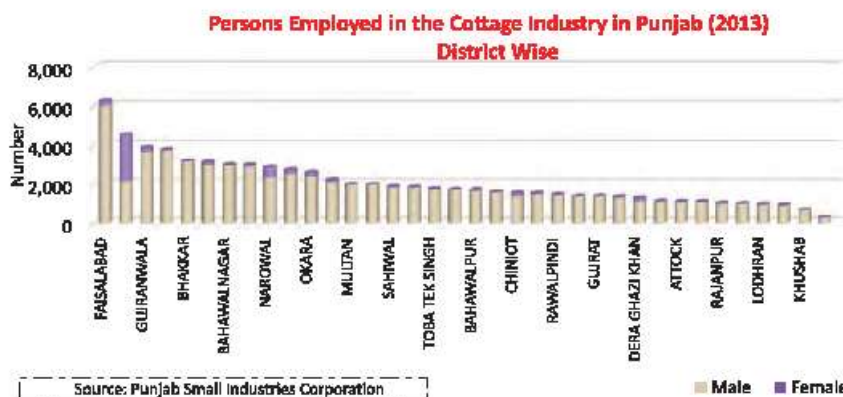


Figure 7.10

### 7.1.3 Small Scale Industries

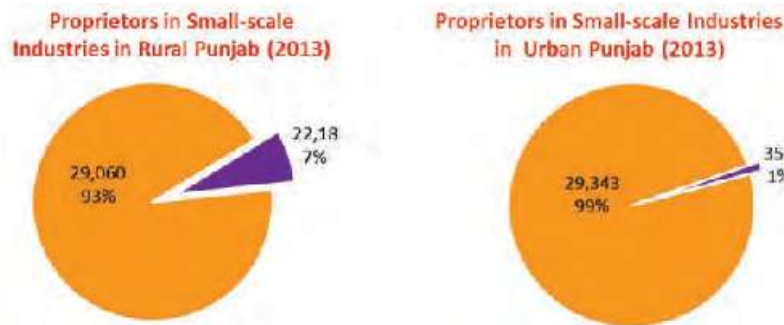
Small-scale industries play a key role in economic growth because they provide large-scale employment and high labour capital ratio with low investments. The small scale of the units and lower operational costs and time provides a critical opportunity for women's participation.<sup>226</sup>

#### 7.1.3.1 Proprietors

The number of proprietors in small-scale industries of Punjab is 60,972, of which 58,403 (95.8%) are men and 2,569 (4.2%) are women. In rural areas, only 7% of women are small-scale industry proprietors while only 1% of women are proprietors in urban areas, with GPIs of 0.076 and 0.012 for rural and urban Punjab respectively.

Figure 7.11 depicts the number of male and female proprietors in small-scale industries of rural and urban Punjab

<sup>226</sup> Edward, A. B. (2011, June). Assessing the effects of small scale industries on the livelihoods of Women: Case study on Savelugu community in the Northern Region of Ghana.

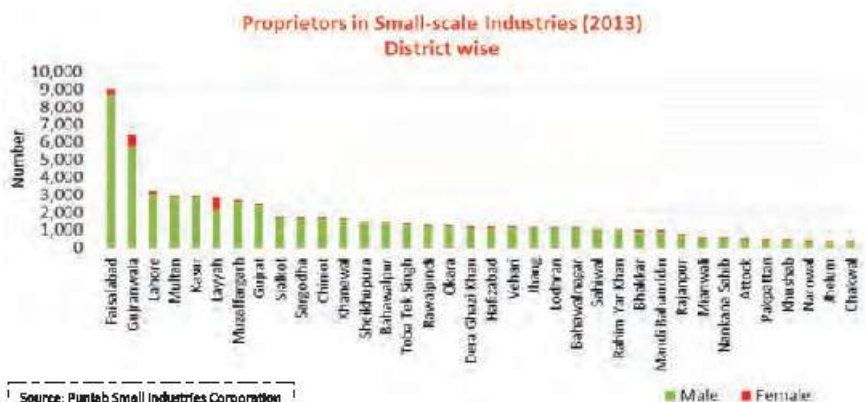


Source: Labour Force Survey 2014-15, Pakistan Bureau of Statistics

Figure 7.11

District wise analysis reveals that Gujrat, Rahimyar Khan and Nankana Sahib have only 2 female proprietors each in small-scale industries as compared to 2,400, 1,000 and 527 male proprietors respectively. Layyah has a relatively large number of female proprietors (673) but it is still low as compared to the number of male proprietors (2,188), followed by Gujranwala, which has 687 female proprietors (10.6%), and 5,775 (89.4%) male proprietors.

Figure 7.12 provides the number of male and female proprietors in small-scale industries in all districts. As shown, the number of female proprietors is negligible.



Source: Punjab Small Industries Corporation

Figure 7.12

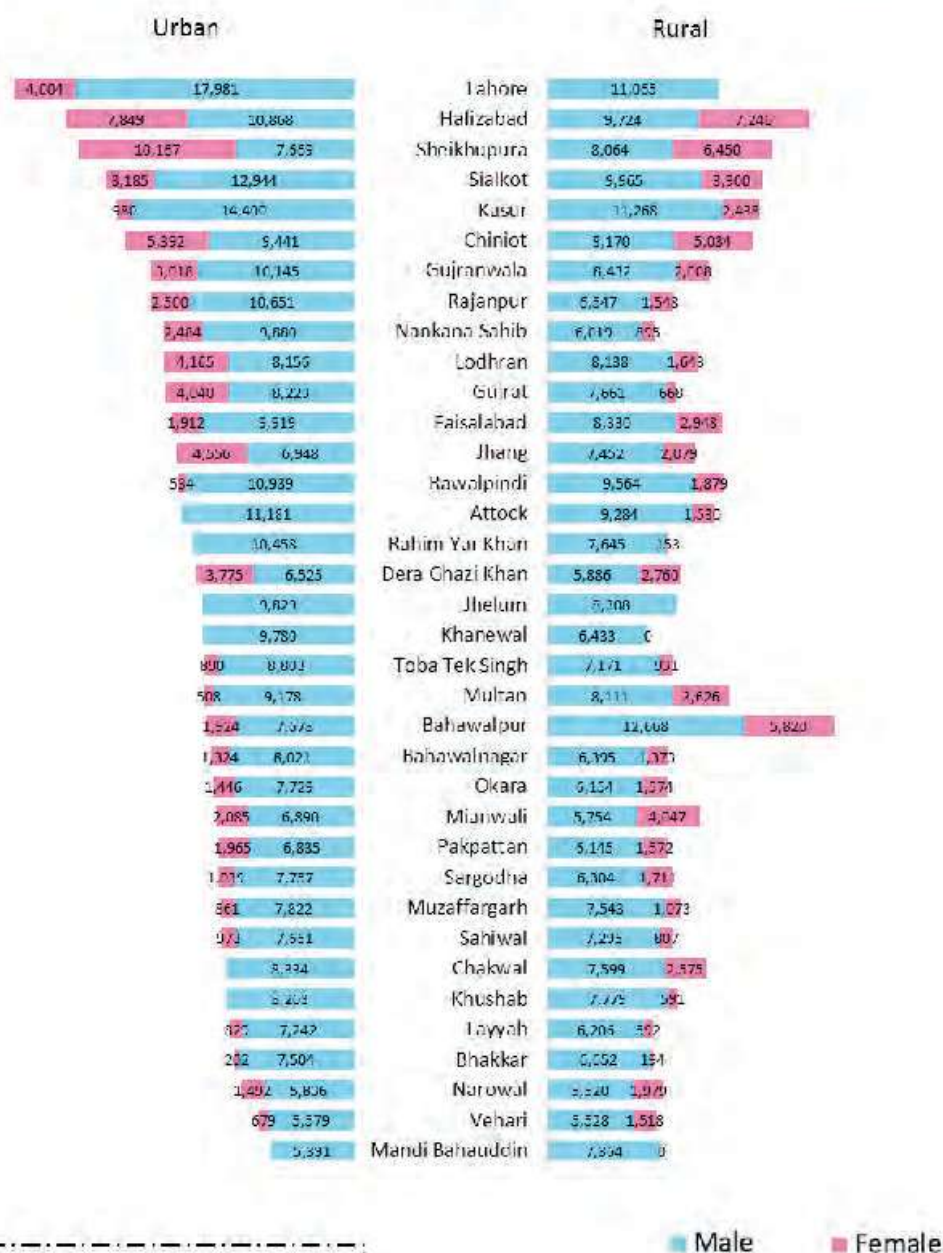
### 7.1.3.2 Wages in the Small-scale Industry

The average monthly wage in the small-scale industry of Punjab has wide variations between men and women and in rural and urban areas. In rural Bhakkar, the average monthly female wage is Rs. 194 while it is Rs. 6,652 for males. In urban Bhakkar, the average monthly female wage is Rs. 202 while that of males is Rs. 7,504. Similarly, females employed in Kasur receive an average monthly wage of Rs. 980 in urban areas as compared to males who receive Rs. 14,400 on average. In rural Kasur, females receive an average monthly wage of Rs. 2,438 as compared to males who receive Rs. 11,268 on average.

Wage disparity is lesser in districts like Hafizabad where the average monthly wage for females in rural areas is Rs. 7,246 as compared to the average monthly wage for males of Rs. 9,724. In urban Hafizabad, the average monthly wage for females in rural areas is Rs. 7,849 as compared to the male wage of Rs. 10,868. In rural Sheikhupura, the average female monthly wage is Rs. 6,450 as compared to Rs. 8,064 for males.

Figure 7.13 provides a district wise comparison of average monthly wages in the small-scale industry in rural and

### Average Monthly Wages (Rs.) in the Small-scale Industry in Punjab (2013)



Source: Punjab Small Industries Corporation

Figure 7.13

## 7.2 Entrepreneurship

Entrepreneurship is one of the most important drivers of economic growth.<sup>227</sup> In Punjab, female entrepreneurs are mostly running small and medium sized enterprises and face multiple challenges due to lack of information on national and international practices, complex registration processes and licenses.<sup>228</sup> High transaction costs and taxes also discourage female entrepreneurs,<sup>229</sup> and limited access to productive inputs like credits, skills, land, an information and technology, make female run enterprises more vulnerable to market fluctuations.<sup>230</sup> Lack of property rights is also a significant constraint to women's access to finance and decision-making process.<sup>231</sup>

227 Naudé, W. (2013). Entrepreneurship and Economic Development: Theory, Evidence and Policy. IZADP No. 7507.

228 (2011). Gendered review of SME policy. ILO Pakistan.

229 Ibid

230 SME Development in Pakistan: Issues and Remedies. (2005). GC University.

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

## 7.2.1 Small and Medium Enterprises

Female owned enterprises are largely concentrated in retail trade of goods and services, with women owning 133 service and import based enterprises each. Considering the small number of female owned manufacturing industries, women’s prospects in high-growth sectors like manufacturing are not encouraging.

Figure 7.14 provides numbers of female-owned enterprises according to major sectors of the economy.

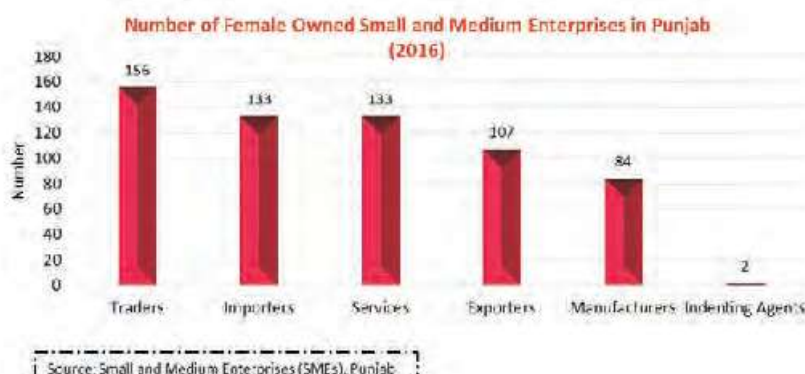


Figure 7.14

## 7.3 Women and Agriculture

Women are significant contributors to rural economies due to their role in the agriculture sector. In Punjab, female labour in agriculture forms 20.7% of the total employed labour force.<sup>232</sup> Their role in agricultural production helps guarantee self-sustenance<sup>233</sup> but at the same time increases their burden of labour as they have other household responsibilities that take up to 30-50% of their time.<sup>234</sup> To improve the conditions of female farmers, improved access to land and resources along with a better understanding of modern agricultural techniques is required.

Agricultural extension services help enhance and accelerate the process of agricultural development to meet food requirements for rapidly growing populations. The aim of these services is to provide farmers with information that enables them to adopt better farming practices and improve productivity. Constraints that rural women working in agriculture face in accessing extension services include cultural norms and traditional belief systems, illiteracy, lack of extension services and subject matter specialists for women.<sup>235</sup>

### 7.3.1 Ownership of Agricultural Land

There are 49.8 million agricultural landowners in Punjab, out of which 34.9 million (70%) are men and 14.9 million (30%) are women with GPI 0.429. Figure 7.15 shows the number of male and female landowners in Punjab highlighting the significant disparity between both.

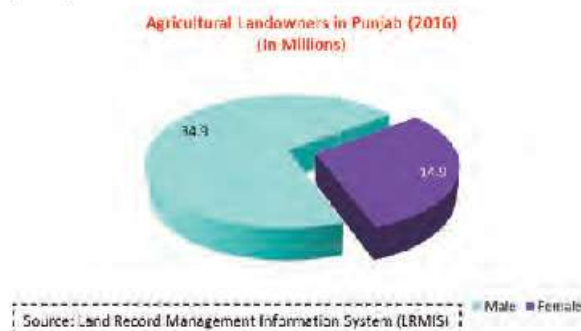


Figure 7.15

<sup>232</sup> See figure 7.3

<sup>233</sup> Mucavele, S. The Role of Rural Women in Agriculture. MuGeDe-Gender and Development, Republic of Mozambique.

<sup>234</sup> The Role of Women in Agriculture. (2011). FAO ESA Working Paper No.11-02.

<sup>235</sup> Tahir Munir, Z. Y. Journal of Agricultural & Social Sciences, 54.

Jhang with 1,093,171 (70%) male landowners and 470,610 (30%) female landowners and Mandi Bahauddin with 809,477 (75%) male landowners and 274,420 (25%) female landowners have the lowest GPIs of 0.299 and 0.319 respectively. On the other hand, Rawalpindi with 2,479,883 (61%) male landowners and 1,604,409 (39%) female landowners has the highest GPI of 0.647.

Figure 7.16 provides a comparison of the number of male and female landowners in all districts in 2016.

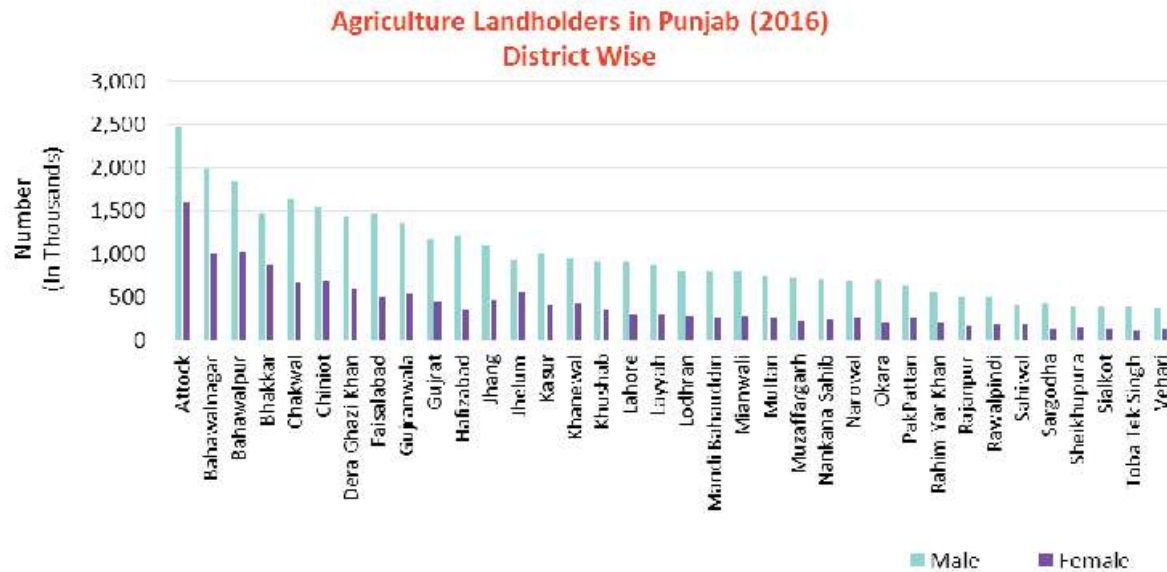


Figure 7.16

Of the total landholding of 25,055.27 square meters in Punjab, men own 18,430.13 square meters (73.6%) and women own 6,625.14 square meters (26.4%), with a GPI of 0.359.

In Rawalpindi, the average agricultural landholding for women is lowest (17.05%), with a GPI of 0.206 followed by Khushab in which the average agricultural landholding for women is 18.67%, with a GPI of 0.230.

Multan has the highest average agricultural landholding for women (34.36%) followed by Lodhran with 33.88%.

Figure 7.17 depicts district wise averages of male and female landholdings.

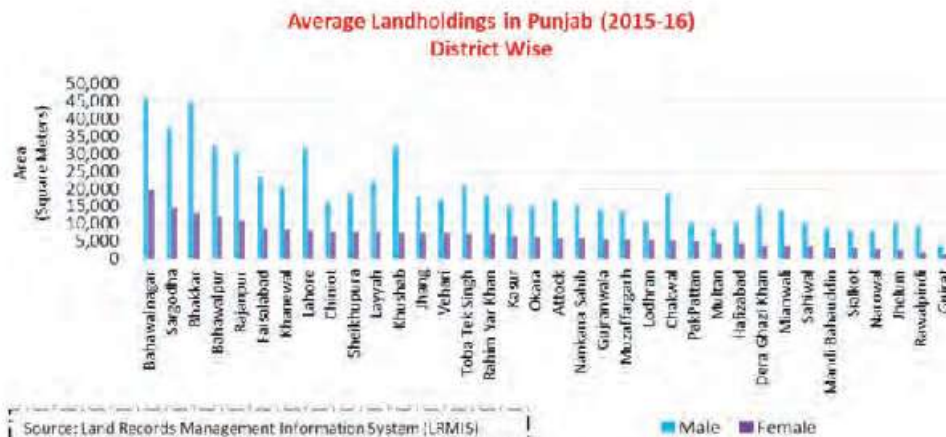


Figure 7.17



## 7.4 Land Ownership

Land ownership is critically linked with women's prosperity, social security, and economic status<sup>236</sup> and women's right to own land/property has been a matter of concern raised at many international and national forums in the past few years.<sup>237</sup> Despite increased recognition at the global, national and provincial levels, women's property rights, ownership, control and access to land remains limited in practice.<sup>238</sup>

In 2016, the total number of *non-warasati intiqals* or the transfer of land/property was 1.07 million, of which 0.94 million (88%) transfers were for men and 0.13 million (12%) transfers were for women, with a GPI of 0.137.

In 2016, the number of *non-warasati intiqals* in Dera Ghazi Khan was 8,826, of which only 562 (6.4%) were made in the name of women and 8,264 (93.6%) in the name of men, with a very low GPI of 0.068. Mianwali depicted similar disparity with 6,241 *non-warasati intiqals*, of which 417 (6.6%) were made in the name of women and 5,824 (93.4%) were made in the name of men, with a GPI of 0.072.

In Multan, there were 16,095 *non-warasati intiqals*, of which 3,204 (20%) were in the name of women and 12,891 (80%) were in the name of men, with the highest GPI (0.248) among all districts of Punjab.

Figure 7.18 shows district wise numbers of *non-warasati intiqals* in 2016.

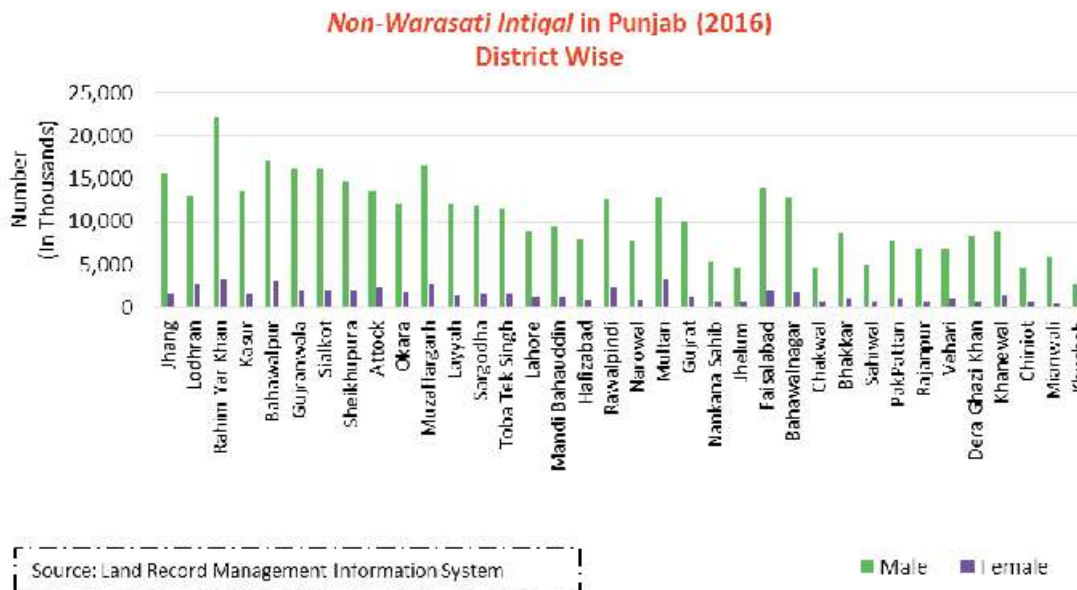


Figure 7.18

In 2016, the number of *warasati intiqals* (transfer of inherited property) depicts greater gender parity. There were 367,000 *warasati intiqals*, out of which 189,000 (51.4%) were in men's names and 178,000 (48.6%) were in women's names, depicting a considerably high GPI of 0.946.

In Mandi Bahauddin, there were 3,826 *warasati intiqals*, of which 1,767 (46%) were made in the name of women and 2,059 (54%) were made in the name of men, with a high (but lowest among all districts) GPI of 0.858. In Jhelum, there were 2,995 *warasati intiqals*, of which 1,526 (51%) were made in the name of women and 1,469 (49%) were made in the name of men, with a GPI of 1.039.

Figure 7.19 provides district wise numbers of *warasati intiqals* in 2016.

<sup>236</sup> Basnet, S. (2011). Women's Land Ownership and Empowerment: A Case Study of Mirigauliya Village Development Committee. Sungkyonghoe University.

<sup>237</sup> Allendorf, K. (2007). Do Women's Land Rights Promote Empowerment and Child Health in Nepal? Volume 35, Issue 11, World Development.

<sup>238</sup> Scallise, E. (2009). Women's Inheritance Rights to Land and Property in South Asia: A Study of Afghanistan, Bangladesh, India, Nepal, Pakistan and Sri Lanka. RDI Reports on Foreign Aid and Development.

Warasati Intiqals in Punjab (2016)

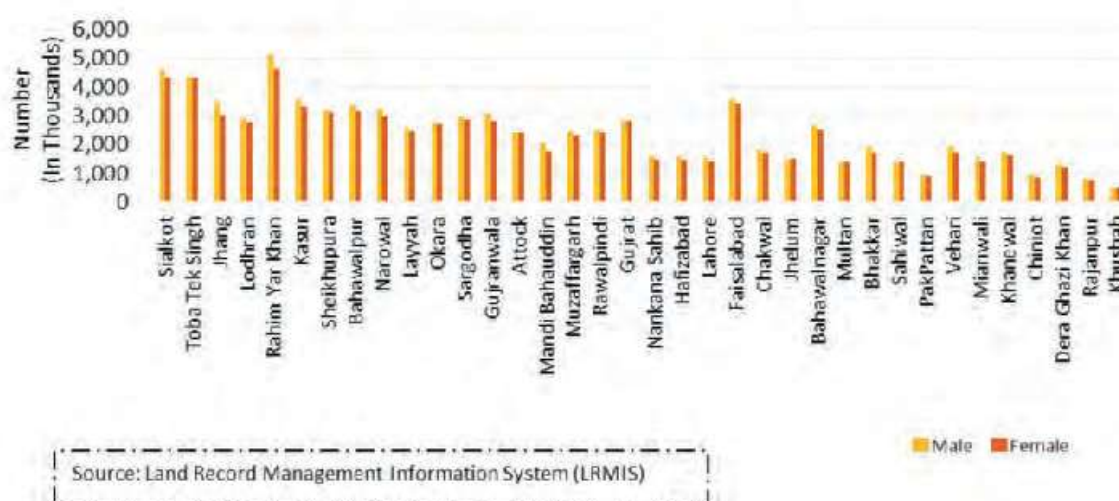


Figure 7.19

## 7.5 Social Security and Safety Nets

Social protection secures and strengthens people's capabilities to mitigate unforeseen calamities. 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."<sup>239</sup> Careful planning in the management of social protection programs can "decrease loss of human capital, enhance employment and protect people from falling into a vicious circle of poverty."<sup>240</sup>

Social security programs comprise of, but are not limited to, assistance in the form of cash transfers, food and education vouchers, price subsidies and healthcare. A gender gap in both earnings and access to financial resources makes women more vulnerable to financial instability, especially in old age, as women are less likely to have their own pension programs.<sup>241</sup>

The government of Punjab has several safety net programs in place targeting the most vulnerable groups of society (both men and women). Target groups and financing mechanisms of these programs differ widely and a schematic view of the social protection programs being run by the government is provided in Table 7.4.

Table 7.4 : Social Protection Programs in Punjab

Category/Instruments	Beneficiaries	Benefits
<b>Social Safety Nets</b>		
Zakat and Ushr	Socio-economically marginalized population	Cash Support
Bait-ul-Maal		Cash Support / In-kind Support
Benazir Income Support Program (BISP)		Cash Support
<b>Social Security/Labour Safety Nets</b>		
Punjab Employees and Social Security Institution (PESSI)	Employees working in industries or commercial establishments	Medical Care / Cash Support
Punjab Workers' Welfare Fund	Workers of registered establishments	Cash Support / In-kind Support / Housing Facilities
Employees Old-Age Benefits Institution (EOBI)		Old-Age Pension / Invalidity Pension / Survivor's Pension / Old-Age Cash Grants

Source: Punjab Gender Parity Report (2016)

239 Haasan, S. M. (January-June, 2015). Making an Impact? Analysis of Social Protection Programs in Pakistan. JRP, Vol. 52, No. 1.

240 Ibid

241 The Importance of Social Security and Medicare for Women. Accessed on January, 24<sup>th</sup>, 2017 from <http://new.org/resource/the-importance-of-social-security-and-medicare-for-women/>

## 7.5.1 Social Security Nets

### (a) Punjab Employees Social Security Institution

In 2016, the number of beneficiaries of the Punjab Employees Social Security Institution (“PESSI”) was 989. Of these beneficiaries, 950 (96%) were men and 39 (4%) were women, with a very low GPI of 0.041. It is pertinent to note that while the number of male beneficiaries increased from 901 in 2015 to 950 in 2016, female beneficiaries actually decreased from 42 in 2015 to 39 in 2016.

Figure 7.20 depicts the significant disparity between the number of male and female beneficiaries of PESSI as well as the comparison between 2015 and 2016 figures.

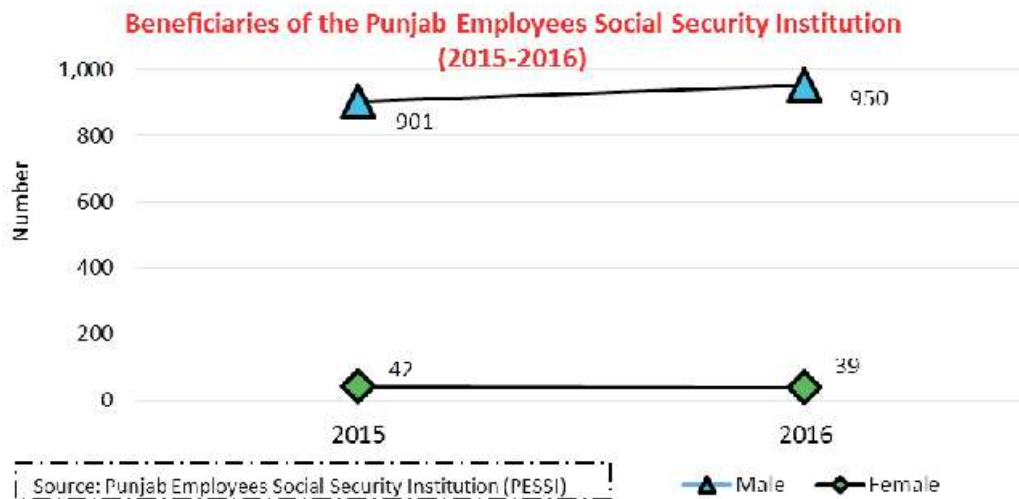


Figure 7.20

### (b) Zakat and Ushr

The percentage value of the *Zakat* amount received by women decreased from 59% in 2015 to 56% in 2016. On the contrary, the percentage value of *Zakat* received by men increased from 41% in 2015 to 44% in 2016.

Figure 7.21 shows the percentage value of *Zakat* payments distributed to men and women in 2015 and 2016.

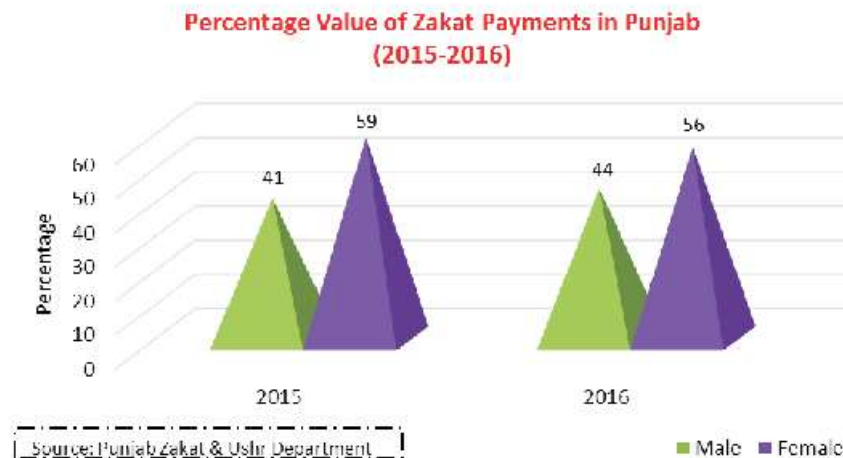


Figure 7.21

### c) Punjab Social Protection Authority

The Punjab Social Protection Authority (“PSPA”) has initiated the following *Khidmat* Card Programmes for under privileged communities:

**I. *Khidmat* Cards for the Disabled**

In December 2015, PSPA started an unconditional cash transfer programme for the disabled and issued cards to 71,872 certified persons with disabilities who are now receiving cash transfers of Rs. 1,200 on a monthly basis.

Of the 71,872 cards that have been disbursed, 45,973 (64%) are for females and 25,899 (36%) are for males, with a GPI of 1.775.

District-wise analysis of the distribution of *Khidmat* cards reveals that Multan has a total of 765 beneficiaries of which 221 (28.9%) are females and 544 (71.1%) are males. In Jhelum, there are 550 beneficiaries, of which 404 (73.5%) are females and 146 (26.5%) are males.

Figure 7.22 shows a district-wise distribution of *Khidmat* Cards in Punjab.

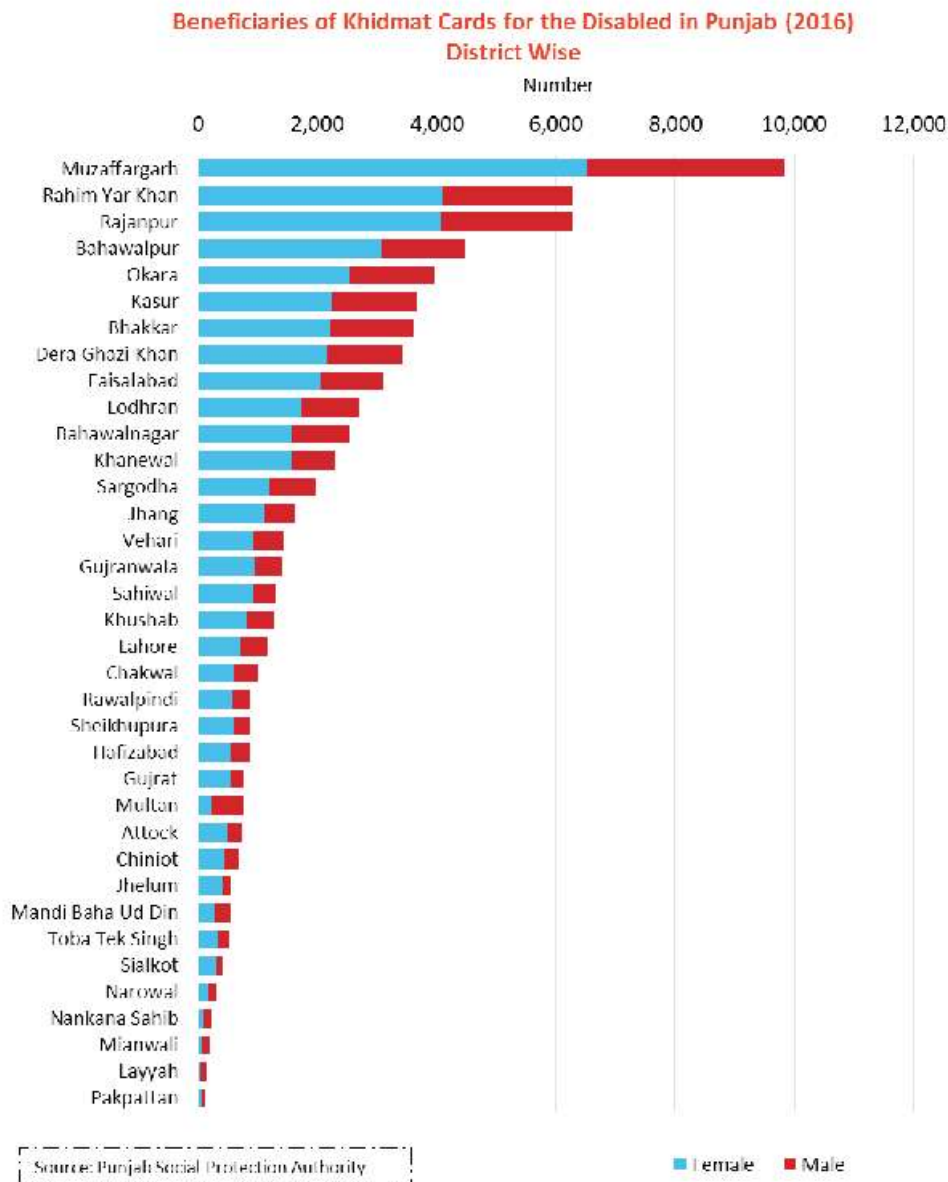


Figure 7.22

ii *Khidmat* Cards for Brick Kiln Children

PSPA has disbursed *Khidmat* cards to the families of 36,033 children aged 4-14 (previously involved in bonded labour at brick-kilns). *Khidmat* cards involve a one-time transfer of Rs. 2,000 for giving up bonded labour and a monthly stipend of Rs. 1,000, subject to children's continued school enrollment and attendance. Of these 1,170 (3%) are girls, and 34,863 (97%) are boys, with a GPI of 0.033.

Figure 7.23 depicts the number of beneficiaries of *Khidmat* cards for Brick Kiln children.

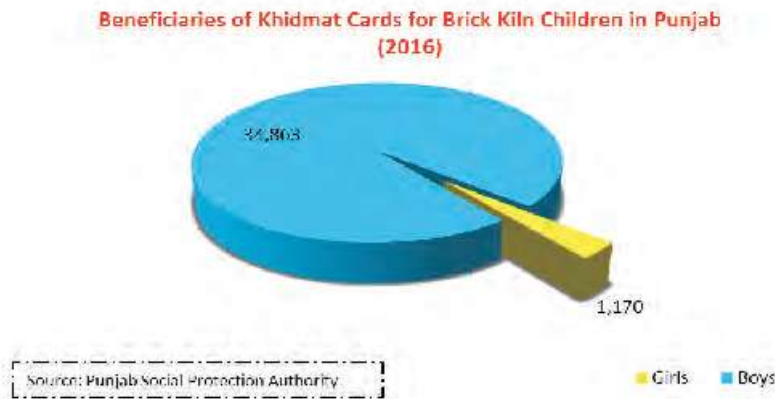


Figure 7.23

iii. *Khidmat* Cards for Secondary School Girls Stipend Programme

PSPA will be disbursing cash assistance of Rs. 1,000 each through *Khidmat* Cards to 460,000 secondary school girls who are students of Grades 6 to 10 in 16 less-developed districts of Punjab. 412,793 girls have already been identified for disbursement in 2017.

Figure 7.24 shows district wise numbers of *Khidmat* Card beneficiaries of the Secondary School Girls Stipend Programme.

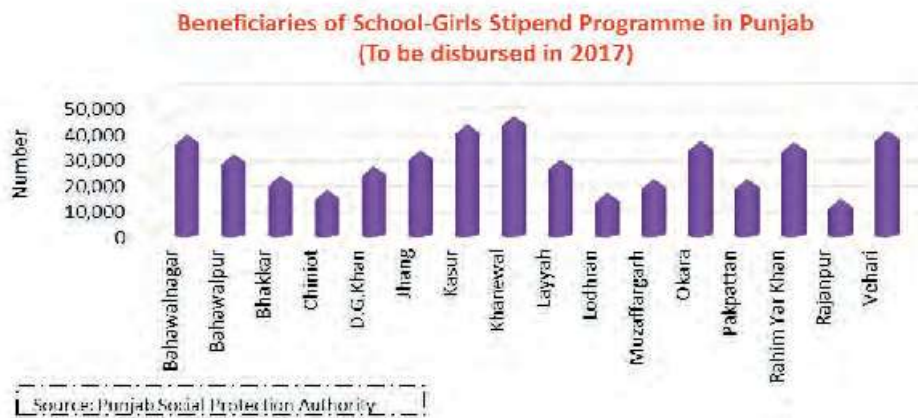


Figure 7.24

iv. Health & Nutrition Conditional Cash Transfer

PSPA, in collaboration with the World Bank, has designed a Health & Nutrition Conditional Cash Transfer programme to increase uptake of health and nutrition services during the first 1,000 days of life by incentivizing health check-ups of pregnant and lactating mothers, and growth monitoring and immunization of children under 2 years of age. This programme will be piloted in Muzaffargarh and Bahawalnagar with 45,000 female beneficiaries (mothers).<sup>242</sup>

## 7.6 Access to Financial Services

One of the main barriers to women's economic empowerment, especially entrepreneurs, is the lack of access to financial instruments and services. Increasing access to finance for women can increase economic opportunities, and bank accounts can be a gateway to the use of additional financial services.<sup>243</sup> Extending banking services to women not only promotes women's economic empowerment but is also profitable for the banking sector.<sup>244</sup>

In order to encourage entrepreneurship, the government of Punjab initiated the "Women Entrepreneurship Financial Scheme" with the help of the Bank of Punjab ("BOP") in 2012. The scheme aimed to disburse loans to women to enable them to launch businesses or expand operations in case of existing businesses.

### 7.6.1 Formal Banking Sector

For the purposes of this section, data was collected from BOP only. The number of banks may be increased in future reports.

#### 7.6.1.1(a) Accounts in Bank of Punjab

At the end of 2016, the number of Current accounts in BOP was 269,084, of which female owned accounts were 33,652 (12.5%) and male owned accounts were 235,432 (87.5%), with a GPI of 0.143. The number of Deposit accounts was 427,060, of which 80,340 (18.8%) were female owned accounts and 346,720 (81.2%) were male owned accounts, with a GPI of 0.232.

Figure 7.25 shows the number of Current and Deposit accounts in BOP in 2016.



Figure 7.25

#### 7.6.1.1(b) Value of Deposit Accounts in Bank of Punjab

At the end of 2016, the total value of Deposit accounts in BOP was Rs. 68,373.39 million, out of which an amount of Rs. 12,311.94 million (18%) belonged to female account holders and Rs. 56,061.46 million (82%) belonged to male account holders.

Figure 7.26 depicts the share of male and female account holders in the total value of deposit accounts in BOP in 2016.

<sup>243</sup> Enskog, D. (2015). *Best Way to Empower Women? Help Them Open a Bank Account*. Credit Suisse.

<sup>244</sup> *Strengthening Access to Finance for Women-Owned SMEs in Developing Countries*. (2011, October). International Finance Corporation, World Bank.

Value of Deposit Accounts with Bank of Punjab (2016)  
(Rs. Million)

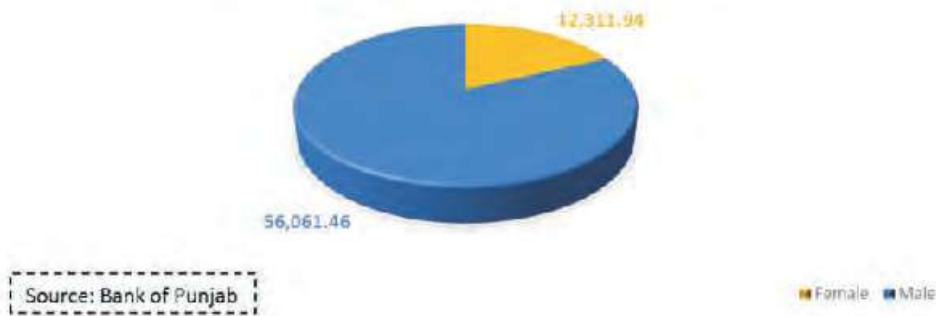


Figure 7.26

### 7.6.1.2(a) Loan Accounts in Bank of Punjab

At the end of 2016, the total number of loan accounts with BOP was 15,715. The number of female owned loan accounts with the BOP increased from 77 in 2013-14 to 1,401 in 2015-16. On the contrary, the number of male owned loan accounts increased significantly from 387 in 2013-14 to 14,314 in 2015-16. Female owned loan accounts in BOP constitute only 9% of the total loan accounts in 2015-16, with a GPI of 0.098.

Figure 7.27 shows the significant increase in male owned loan accounts as compared to the slight increase in female owned loan accounts in BOP in the past three years.

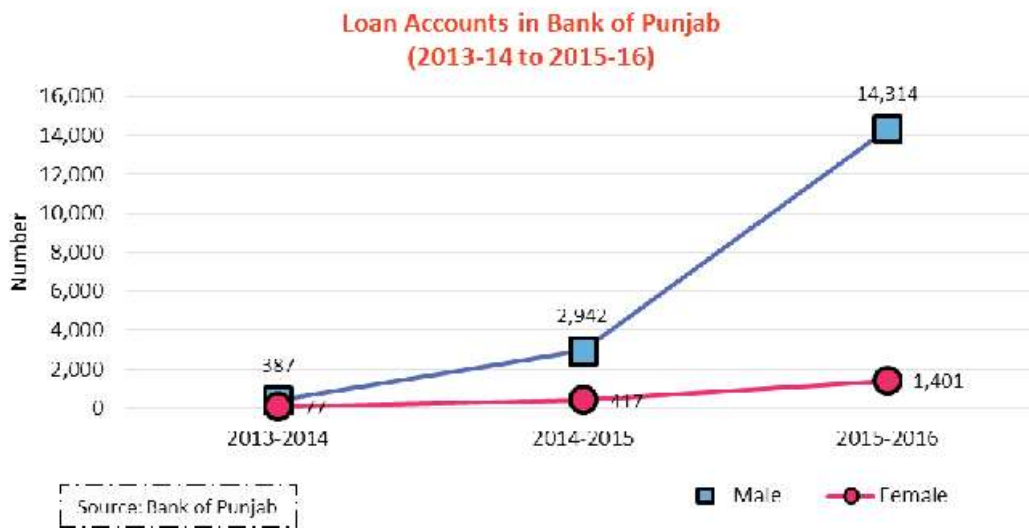


Figure 7.27

### 7.6.1.2(b) Values of Loans Disbursed by Bank of Punjab

In 2013-14, women received loans amounting to Rs. 14 million from BOP as compared to men who received loans amounting to Rs. 60 million. These amounts increased to Rs. 268 million for women and Rs. 2,165 million for men in 2015-16, with the amount received by women being 11% of the total loan amount.

Figure 7.28 demonstrates increases in loan amounts received by men and women from BOP from 2013-14 to 2015-16.

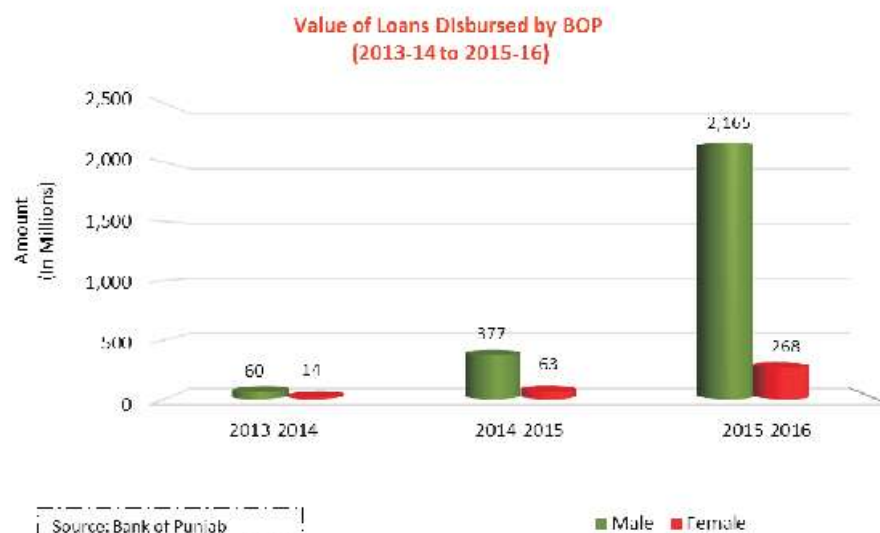


Figure 7.28

### 7.6.1.3 Credit and Debit Cardholders in Bank of Punjab

At the end of 2016, there were 106,349 cardholders in BOP. Of these cardholders, 77,022 (72.5%) were men and 29,327 (27.5%) were women, with a GPI of 0.381. Though the number of female cardholders increased by 14.8% from 2014, the number of male cardholders still remains much higher.

Figure 7.29 shows the number of male and female cardholders in BOP as well as increases in numbers since 2014.

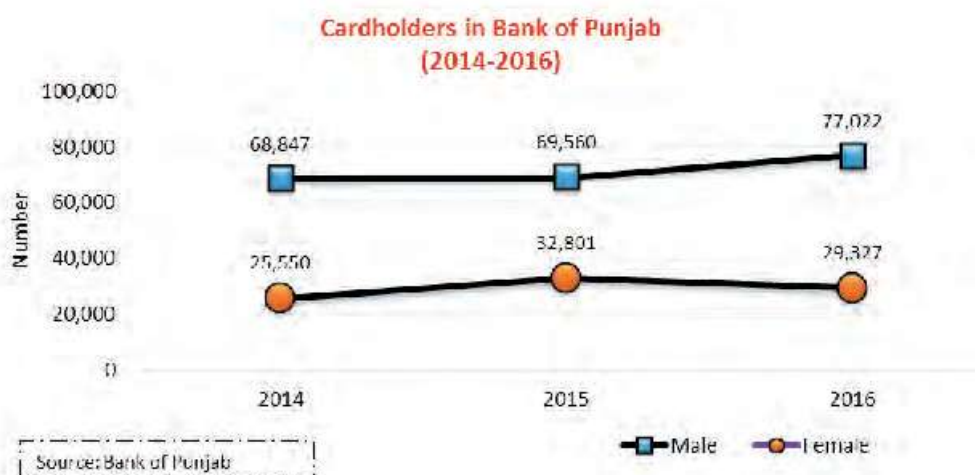


Figure 7.29

### 7.6.2 Microfinance

Microfinance is considered to be a pre-condition to poverty alleviation and empowerment<sup>245</sup> and is defined as “the offer of financial services to customers with low income levels.”<sup>246</sup> Microfinance schemes target people with little or no access to the formal lending system. In recent years, governments as well as NGOs have introduced a variety of microfinance interventions; some aimed specifically at empowering women.<sup>247</sup>

<sup>245</sup> Mayoux, L., & Hartl, M. (2009). Gender And Rural Microfinance: Reaching And Empowering Women. International Fund for Agricultural Development (IFAD).

<sup>246</sup> Nader, Y.F. (2008). Microcredit And Socio-Economic The Wellbeing Of Women And Their Families In Cairo. Journal of Socioeconomics, Vol. 37, 644-655.

<sup>247</sup> Arora, S., & Meenu. (2011). Women Empowerment Through Microfinance Intervention In The Commercial Banks, An Empirical Study In The Rural India With Special Reference To The State Of Punjab. Int. J. Eco., 35-45.



The *Zarai Taraqati Bank Limited* (“ZTBL”) provides microfinance for agricultural purposes. In 2016, 3,844 people borrowed money from ZTBL, out of which 3,673 (95.6%) were men and 171 (4.4%) were women. Though the number of female borrowers increased from 2015 (in which it was 155), the number is considerably lower than the number of male borrowers. The GPI of female and male borrowers was 0.047 in 2016.

Figure 7.30 depicts the number of male and female borrowers from ZTBL in 2015 and 2016.



Figure 7.30

ZTBL microfinance disbursements in 2016 amounted to Rs. 75,812 million out of which Rs. 70,682 million (93%) were made to men and Rs. 5,130 million (7%) were made to women. While disbursements made to women increased from 2015 (in which it was Rs. 4,099 million) and disbursements made to men decreased from Rs. 73,523 million in 2015, the amount disbursed to women is still much lower than the amount disbursed to men.

Figure 7.31 shows the amount of ZTBL microfinance disbursements made to men and women in 2015 and 2016.

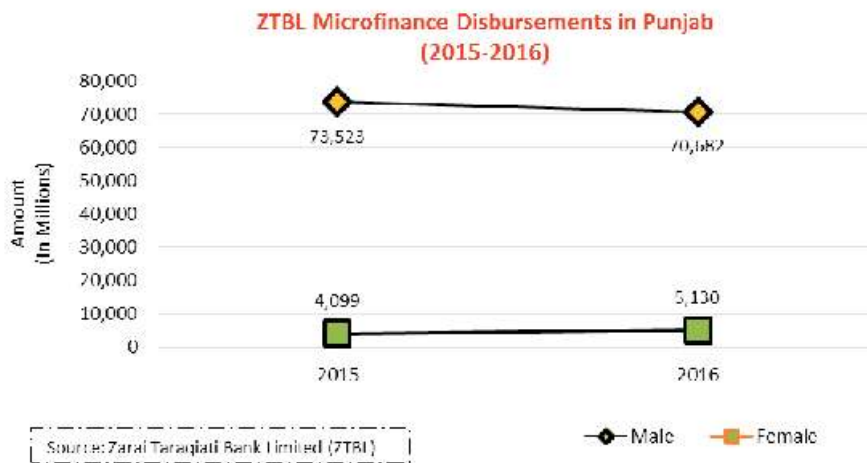


Figure 7.31

## 7.7 Vehicle Ownership

Huge disparities are noted between the number of men and women who own vehicles in Punjab. Out of 1,492,114 vehicles, men owned 1,469,906 (98.5%) and women owned only 22,208 (1.5%). The GPI of vehicle ownership is very low at 0.015.



Figure 7.32

Significant disparities exist between men and women in all districts of Punjab. Lahore has the highest number of women owning vehicles (13,325) followed by Multan (1,163). Kasur, Sheikhupura and Khushab have extremely low numbers of women owning vehicles (25, 48, and 47 respectively) while Nankana Sahib and Rajanpur have the lowest numbers with 16 and 10 women owning vehicles respectively.

Figure 7.33 shows district wise percentage distribution of male and female vehicle ownership.<sup>248</sup>

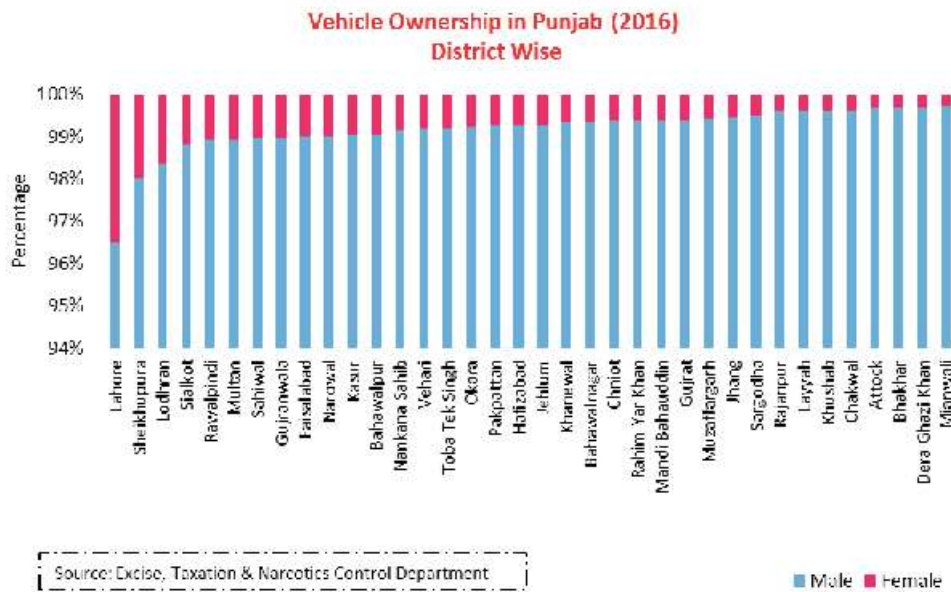


Figure 7.33

<sup>248</sup> The scale of the graph has been adjusted to show the percentage share of both men and women in vehicle ownership of Punjab.

## 7.8 Conclusion

In Punjab, there has been a gradual, albeit slow increase in female LFPR. The increase has mostly occurred in the informal sector, which has a higher participation rate than the formal sector. Women's entry into the workforce is concentrated in the Informal and more vulnerable labour market that leaves them over-worked and underpaid. Women's representation in employed labour of different sectors and across industries is very low. The agriculture and informal sector (of non-agriculture sector) witness concentration of female labour in lower paying jobs. There is a need to improve economic opportunities in the formal sector for women as formal employment may ensure provision of social security as well as employers' adherence to labour standards.

Low female participation in entrepreneurial activity and the cottage and small industries indicates a similar need to promote and accelerate women's entry into these sectors. The percentage of women owning bank accounts or financial instruments also remains very low, once again, indicating the disadvantaged position of women. Access and ownership of physical capital is critical for improving economic and social status, and for women it has significant impact on their ability to navigate and absorb shocks that can be economic or social (widowhood, abandonment or divorce). However, data on physical assets indicates a very low level of ownership and control of land by women.



**JUSTICE**

# 08 JUSTICE

## KEY FINDINGS

- ✓ There are 1,863 judges in Punjab. Of the 60 judges of the Lahore High Court, only 3 (5%) are women as compared to 57 men, with a very low GPI of 0.052.
- ✓ Of the 1,793 judges in the district judiciary, 1,533 (85.5%) are men and 260 (14.5%) are women with a GPI of 0.169.
- ✓ In 2016, all trainings conducted by the Punjab Judicial Academy had a gender sensitivity component.
- ✓ At the end of 2016, there were 99,687 Family Law cases pending in Punjab, a 7% increase since the end of 2015 when the number of cases pending was 93,264.
- ✓ At the end of 2016, there were 17,528 Guardianship cases pending in Punjab, a 3.7% increase since the end of 2015 when the number of cases pending was 16,895.
- ✓ There are 82,532 advocates registered with the Punjab Bar Council, out of which 74,101 (90%) are men and 8,431 (10%) are women with a GPI of 0.113.
- ✓ There are 922 prosecutors in the Punjab Prosecution Department, out of which 800 (87%) are men and 122 (13%) are women, with a very low GPI of 0.152. All Additional Prosecutor Generals are men.
- ✓ There are 621 members of the Punjab Bar Council's Legal Aid Committees, 588 (95%) of which are men and only 33 (5%) are women, with a very low GPI of .056. Lahore's Legal Aid Committee has the highest number of women (15) as compared to men (154).
- ✓ There are 160,931 police officers and officials in the Punjab Police, out of which 2,927 (1.8%) are women and 158,004 (98.2%) are men, with a GPI of 0.018.
- ✓ In Punjab, there are 709 police stations; out of which 3 are female police stations. Of the remaining 706 police stations, 696 (99%) have female Help Desks.
- ✓ There was an increase in the number of reported cases of Violence Against Women from 6,505 in 2015 to 7,313 in 2016.
- ✓ In 2016, the highest number of reported cases was recorded in Rahim Yar Khan, Vehari and Muzaffargarh with 636, 615 and 550 cases respectively. Rahim Yar Khan and Vehari were also the two highest reporting districts in 2015, with 794 and 747 cases respectively.
- ✓ In 2016, 13,310 kidnappings/abductions were registered with the police, out of which 10,156 (76%) were of women/girls and 3,163 were of men/boys. 2,194 kidnapping/abduction cases were reported in Lahore.
- ✓ Number of convictions in Violence Against Women has been decreasing. From 2013 (316 convictions), a 99% decrease has been noted with the number of convictions falling to only 3 in 2016.
- ✓ As of December 31st 2016, there were 50,424 prisoners in 37 prisons in Punjab. Of these, 49,464 (88%) were male prisoners and 960 (2%) were female prisoners.
- ✓ In the case of both male and female prisoners, the number of prisoners under trial was the highest with 31,598 male prisoners under trial and 601 female prisoners under trial.

## Justice

One of the founding principles of a civilized society, the Rule of Law, establishes an overarching framework for the relationship between individual citizens and states.<sup>249</sup> Under international commitments, national constitutions and local laws, citizens are entitled to certain fundamental rights and freedoms regardless of sex, religion, race or ethnicity. The corresponding duty upon states is to respect, promote and fulfill those rights. For a justice system to qualify as fair, equitable and accessible, any individual citizen should be able to enforce his or her positive<sup>250</sup> and negative<sup>251</sup> rights through the country's judicial and policing machinery.

Performance of institutions responsible for the dispensation of civil and criminal justice is key to assessing a country's ability to maintain internal law and order. According to the Rule of Law Index 2016,<sup>252</sup> Pakistan is ranked 106th out of 117 countries. With a consolidated score of 0.38, one of the lowest in the region, the Index ratings highlight the impact of weak institutions, normative structures, traditional belief systems, lack of education, and widespread malpractices, on the overall efficiency and efficacy of the justice system.

The set of laws, institutions and processes through which ideals of fairness are executed in practice form a country's principal justice system. In Pakistan, the Constitution lays down the formal structure, composition and jurisdictional powers of all judicial bodies in the country.<sup>253</sup> Constitutional provisions are complemented by federal and provincial legislation to address specific areas of concern. The Islamic Code of Conduct, as enshrined under Sharia,<sup>254</sup> has also been incorporated into the justice system, mostly in areas such as family law, inheritance rights and criminal law. Additionally, a much less formalized system comprising tribal *jirgas* and *panchayats*,<sup>255</sup> continues to assume an adjudicatory role in society by force of custom and usage. Figure 8.1 provides an overview of the legal frameworks in Pakistan.



Figure 8.1

249 Rule of Law and Democracy: Addressing the Gap Between Policies and Practices. UN Chronicle, Vol. XLIX No. 4 2012 December 2012  
 250 Positive rights require the government to ensure provision of services such as education, health-care, housing and an adequate standard of living.  
 251 Negative rights encompass the wide variety of penal laws that criminalize a certain action or inaction, for instance, right not to be assaulted or tortured.  
 252 World Justice Project (WJP) Rule of Law Index 2016 (Accessible at: <http://worldjusticeproject.org/rule-of-law-index>)  
 253 Constitution of Pakistan 1973, Part VI: The Judiciary (Articles 175-212)  
 254 Islamic Law is primarily based on the teachings of the Holy Book and the traditions of the Prophet (PBUH). Secondary sources of Sharia include Ijma (Consensus of Opinion), Qiyas (Analogical Reason), Ijtihad (Legal Interpretation) and Istisahn (Juristic Preference).  
 255 Jirgas and Panchayats refer to groups of local elders and tribal chiefs who dispose off civil and criminal matters on the basis of local customs and traditions.

The principles of justice and equality are codified in Article 25 of the Constitution; 'All citizens are equal before law and are entitled to equal protection of law.' Article 25(3) further acknowledges the need for legal, policy and administrative measures aimed at the exclusive protection of women and children, both of whom are vulnerable to injustice and discrimination.

Within Pakistan's justice system, however, all citizens, men and women, face multiple challenges in realizing their right to impartial and speedy justice. These include, first and foremost, a lack of implementation of laws (See Legislation for Women), procedural delays, mismanagement within public bodies, and an unnecessarily slow trial stage, all of which are systemic factors responsible for Pakistan's consistently low rankings on global indicators of justice.<sup>256</sup> Public institutions responsible for the administration of justice exhibit deep-rooted gender inequality similar to that observed elsewhere in society. These inequalities are further accentuated by inadequate provision of legal aid through state mechanisms, lack of gender-sensitive training, and a disproportionately low level of women employed in the police force, judiciary, and the legal profession. All these factors have a staggering effect of inhibiting women's access to justice, and further alienating them from the justice system.

## Organization of Analysis

This section of the report provides readers with an overview of the justice system and presents official data received from government departments/institutions that allows for an in-depth analysis of the impact that weaknesses in the justice system have on women's access to justice in Punjab. District wise analysis has also been provided, wherever possible.

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This section is further divided into the following sub-sections:

- 8.1 Access to Justice
- 8.2 Violence Against Women
- 8.3 Punjab Prisons

### 8.1 Access to Justice

Systemic challenges to the Rule of Law exist to the detriment of all citizens, without distinguishing on the basis of sex. Within justice providers, however, there are a host of institutional factors that lead to the further marginalization of women only. For future reform in the justice system, it is not only important to identify underlying factors at the systemic and institutional levels, it is also essential to channelize our efforts into reviewing, formulating and implementing laws and policies that address these factors at all levels.

For women accessing justice, the struggle begins at home as they face pressure from family members or close relatives to withdraw their pleas for justice.<sup>257</sup> This attitude extends to local communities where women who have been victims of rape, or abused by their husbands, are often stigmatized.<sup>258</sup> Within the criminal justice system, the first point of contact i.e. police officers, are often indifferent, and sometimes even abusive. A predominantly male community of advocates, public prosecutors and judicial officers with negligible gender sensitivity training, is another hurdle to women's access to justice. In prison establishments, where there is not only a regrettable lack of facilities for women and children, but also the potential risk of abuse of power on the part of prison officers, female prisoners face discrimination and limited opportunities of reintegration into society.

<sup>256</sup> World Justice Project's Rule of Law Index 2016 assesses performances through 44 indicators organized around eight themes: constraints on government powers, absence of corruption, open government, fundamental rights, order and security, regulatory enforcement, civil justice, and criminal justice.

<sup>257</sup> Solotaroff, Jennifer L.; Pande, Rohini Prabha. (2014). Violence against Women and Girls: Lessons from South Asia. South Asia Development Forum. World Bank Group, Washington, DC

<sup>258</sup> Macy, Rebecca J. and Dania M. Ermentrout. (2007) "Consensus Practices in the Provision of Services to Survivors of Domestic Violence and Sexual Assault: A Reference for North Carolina Providers"

### 8.1.1 Women in Punjab Police

There are 160,931 police officers and officials in the Punjab Police, out of which 2,927 (1.8%) are women and 158,004 (98.2) are men, with a GPI of 0.018. Of the 754 Officers in Punjab Police, 43 (5.7%) are women while 711 (94.3%) are men, with a GPI of 0.060. It is important to note that not a single woman holds any of the four highest-ranking positions in the police hierarchy: Inspector General, Additional Inspector General, Deputy Inspector General and Senior Superintendent Police.

Figure 8.2 provides the number of male and female Officers in Punjab Police and depicts significant disparity.

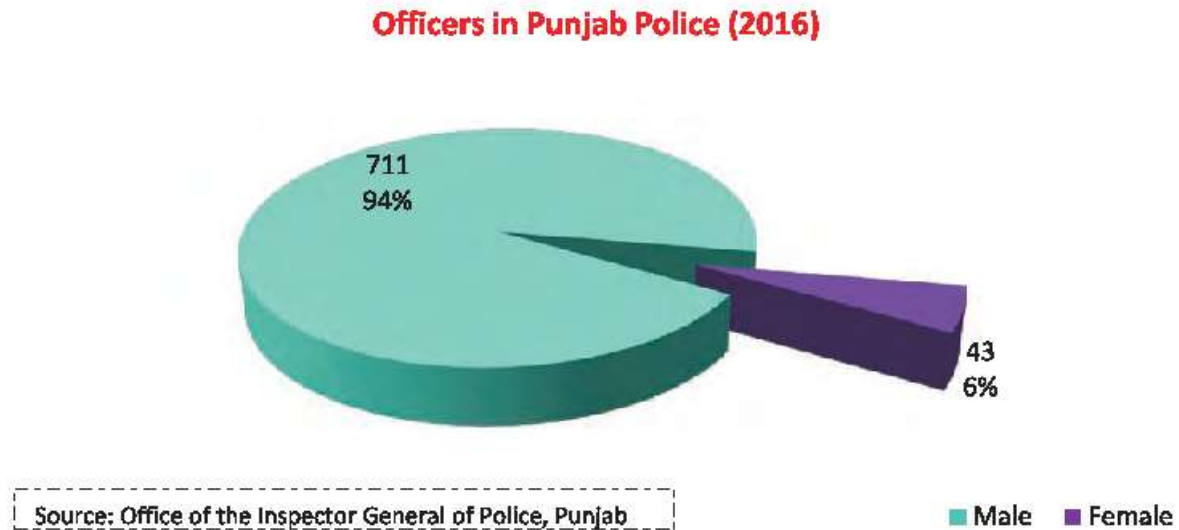


Figure 8.2

Of the 1,581,177 Officials in Punjab Police, 2,884 (0.18%) are women and 1,578,293 (99.82 %) are men, with a very low GPI of 0.001. An overwhelming majority of women is employed in Constable positions (2,223). Only 29 (1.5%) women are serving as Inspectors as compared to 1,882 (98.5%) men. Figure 8.3 provides the number of male and female Officials in Punjab Police.

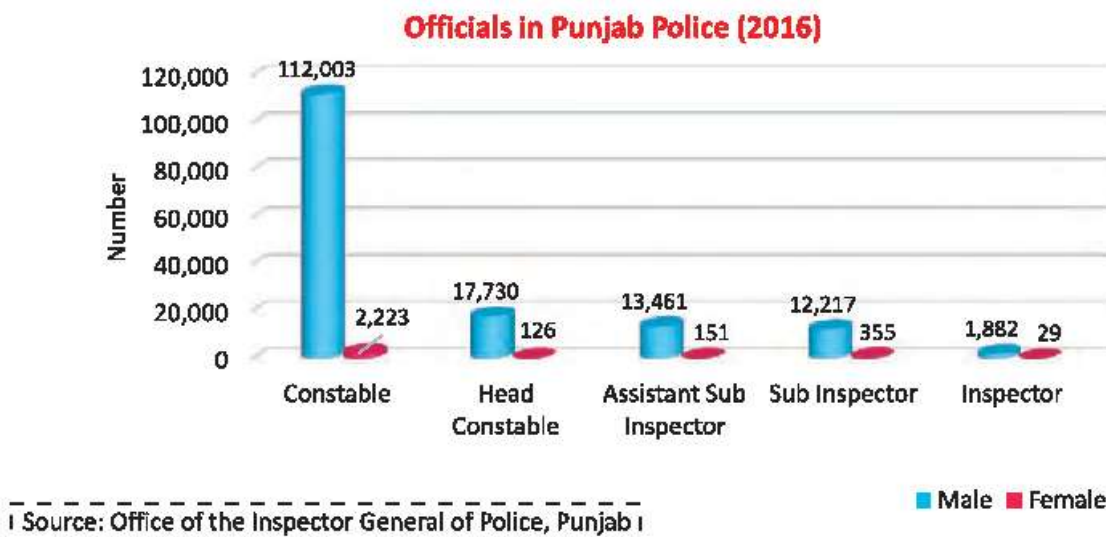


Figure 8.3

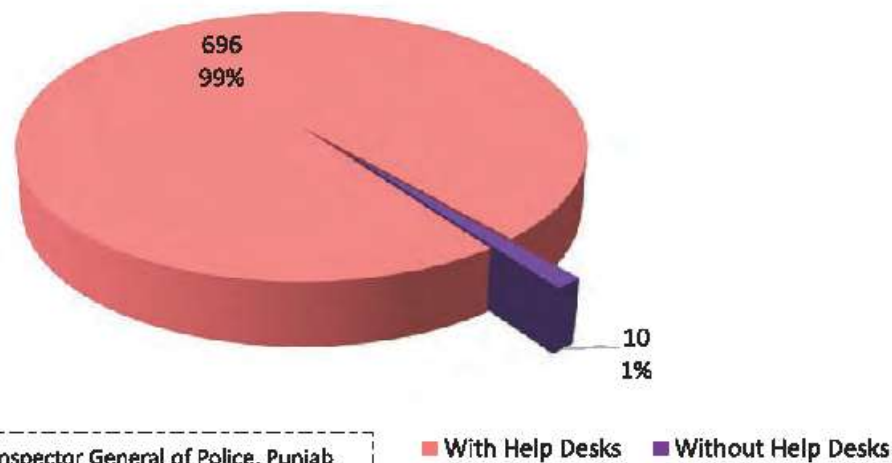


### 8.1.2 Police Stations

Under-reporting of Violence against Women (“VAW”) cases as well as other grievances is of serious concern. Police stations and police officers are on the frontline of justice service delivery and generally the first point of contact for women accessing justice. Employing women on the frontline can help to increase women’s access to justice as data shows a direct relationship between the presence of female police officers and reporting of sexual assault.<sup>259</sup>

In Punjab, there are 709 police stations; out of which 3 are female police stations. These 3 police stations are located in Lahore, Rawalpindi and Faisalabad. Of the remaining 706 police stations, 696 (99%) have female Help Desks with female police officers present to facilitate women who come into the police station with a complaint/concern. Figure 8.4 demonstrates the high number of police stations with female Help Desks in Punjab.

**Police Stations with Female Help Desks in Punjab (2016)**



Source: Office of the Inspector General of Police, Punjab

Figure 8.4

To improve women’s access to justice, female police stations and Help Desks must be adequately resourced, and the staff properly trained and recognized for their work.<sup>260</sup> Also, the establishment of Help Desks must be part of a broader strategy to train all police officers to effectively respond to women’s needs.

<sup>259</sup> 'In Pursuit of Justice, Progress of the World' (2011-12), UN Women  
<sup>260</sup> Ibid at 9

### 8.1.3 Judiciary

#### 8.1.3.1 Judges

There are 1,863 judges including the 60 judges of the Lahore High Court. Of the latter, only 3 (5%) are women compared to 57 (95%) men, with a very low GPI of 0.052. Of the 1,793 judges in the district judiciary, 1,533 (85.5%) are men and 260 (14.5%) are women with a GPI of 0.169.

Of the 260 female judges in the district judiciary, 219 are Civil Judges (the numbers still low as compared to 911 male Civil Judges). Of the remaining female judges, 5 are Districts & Sessions Judges, 33 are Additional Districts & Sessions Judges and only 3 are Senior Civil Judges. Figures 8.5 and 8.6 demonstrate disparities in the number of male and female judges in the Lahore High Court and in the District Judiciary respectively.

**Judges In the Lahore High Court (2016)**

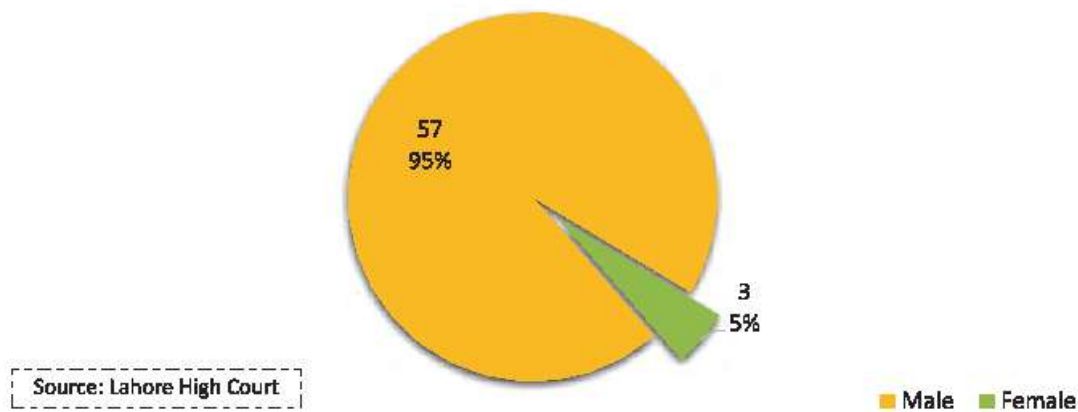


Figure 8.5

**Judges In The District Judiciary In Punjab (2015-16)**

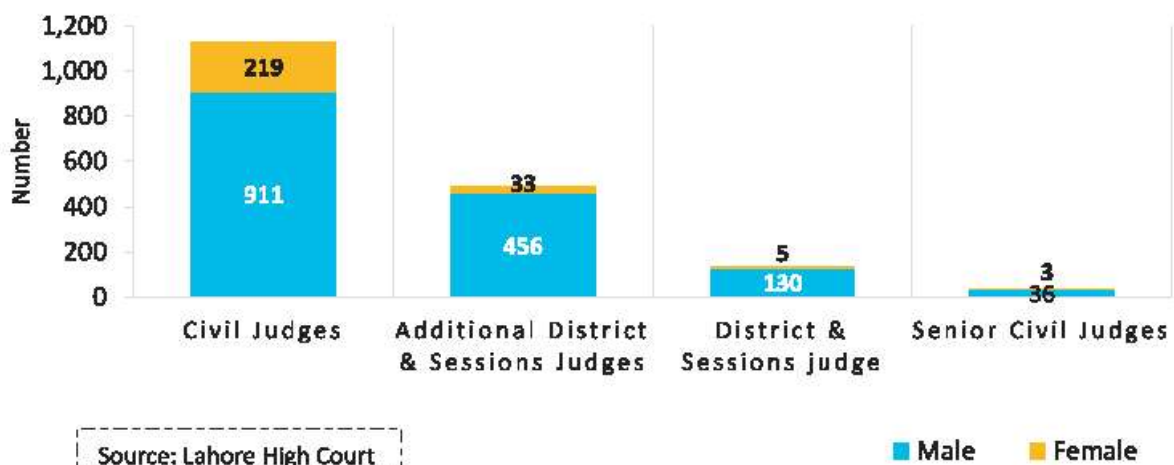


Figure 8.6

### 8.1.3.1(a) Gender Sensitivity Training

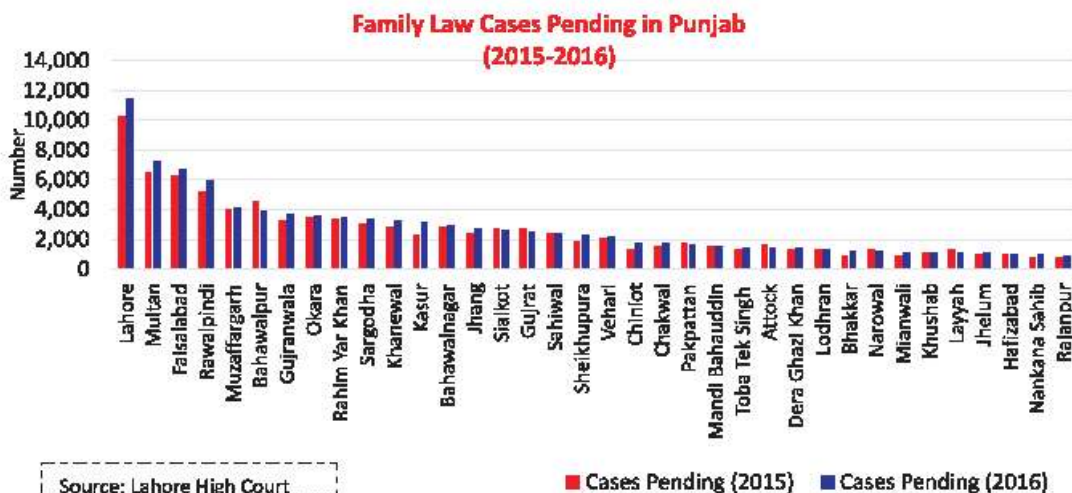
As of 2016, Gender Sensitivity Training has been streamlined into the Training program of the Punjab Judicial Academy (“PJA”). This means that while no independent gender sensitivity training was conducted, all trainings conducted by PJA in 2016 had a gender sensitivity component included in them.

### 8.1.3.2 Family and Guardianship Cases

The capacity, structure and functioning of a justice system all impact access to justice and weaknesses in the system create barriers, especially for women. Institutional barriers include inadequate physical infrastructure; insufficient capacity, and a judiciary that is unable to provide services to the population.<sup>261</sup> Institutional barriers of this magnitude result in enormous backlogs and extensive delays and, coupled with other factors, discourage women from bringing disputes and grievances to court.

#### 8.1.3.2 (a) Family Law Cases

At the end of 2016, there were 99,687 family law cases pending in Punjab, an increase of (7%) since the end of 2015 when the number of cases pending was 93,264. In 2015 and 2016, Lahore had the highest number of cases pending with the number increasing from 10,325 at the end of 2015 to 11,483 at the end of 2016. Similarly, Rajanpur had the lowest number of cases pending in 2015 and 2016, with the number increasing from 774 to 928. Figure 8.7 provides a comparison of district wise numbers of family law cases pending in Punjab at the end of 2015 and 2016.



Source: Lahore High Court

Figure 8.7

#### 8.1.3.2(b) Guardianship Cases

At the end of 2016, there were 17,528 Guardianship cases<sup>262</sup> pending in Punjab, an increase of (3.7%) since the end of 2015 when the number of cases pending was 16,895. In 2015 and 2016, the highest number of pending cases was in Lahore (3,984 and 3,716 respectively) with a slight decrease noted in the number of cases. The lowest number of cases pending was in Dera Ghazi Khan (36), a significant decrease from 2015 at the end of which the number of pending cases was 1,300.<sup>263</sup> Figure 8.8 provides a comparison of district wise numbers of Guardianship cases pending in Punjab at the end of 2016.

<sup>261</sup> Beqiraj, Julinda and McNamara, Lawrence., (2014), International Access to Justice: Barriers and Solutions, Blngham Center for the Rule of Law Report

<sup>262</sup> As per data received from the Lahore High Court, Guardianship cases include guardianship of person and property

<sup>263</sup> To determine reasons for the decrease in the number of cases would require further research that is beyond the scope of this project

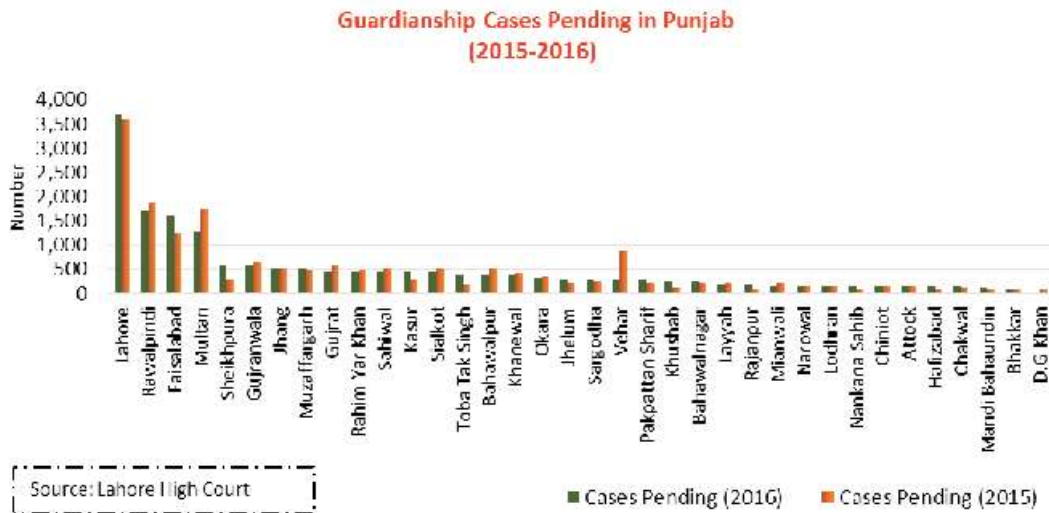


Figure 8.8

### 8.1.3.3 Advocates

There are 82,532 advocates registered with the Punjab Bar Council, out of which 74,101 (90%) are men and 8,431 (10%) are women with a GPI of 0.113. The percentage of female advocates has decreased since 2015 in which women constituted 12% of the advocates registered with the Punjab Bar Council (61,639 men and 8,393 women).

Of the 35,432 advocates licensed to practice in district courts, 5,077 (14%) are women as compared to 30,335 (86%) men, with a GPI of 0.167. Of the 47,103 advocates licensed to practice in the High Court, only 3,354 (7%) are women and 43,766 (93%) are men, with a GPI of 0.076. Relatively low numbers of female advocates may be attributable to a number of institutional and societal factors. The legal profession has traditionally been dominated by men with a regrettable lack of gender-sensitive attitudes further contributing to an unfavourable workplace environment for women. In terms of areas of practice, women are generally focused on family law. External factors such lack of access to legal education, limited scholarship opportunities and socially conservative mindsets also deter women from entering the legal profession.

Figure 8.9 provides the number of male and female advocates registered with the Punjab Bar Council and highlights high gender disparity in the legal profession.

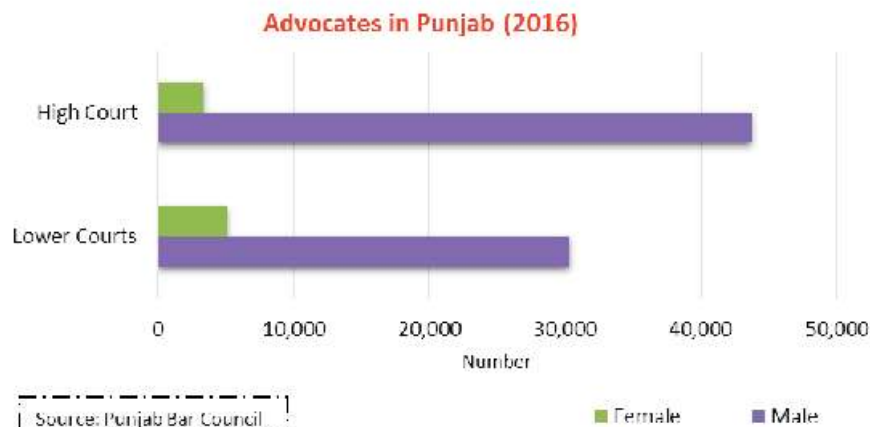


Figure 8.9

### 8.1.3.4 Prosecutors

In 2016, there were 922 prosecutors in the Punjab Prosecution Department, out of which 800 (87%) were men and 122 (13%) were women, with a very low GPI of 0.152. Though the number of prosecutors has fallen from 1,023 in 2015, the number of female prosecutors has increased from 96. It is important to note that all Additional Prosecutor Generals are men. Out of 24 Deputy Prosecutor Generals (“DPGs”), only 1 DPG is a woman. The highest number of women in the Prosecution Department is that of Assistant District Public Prosecutors (104) but still low as compared to men (479). Figure 8.10 demonstrates the huge disparity in the number of male and female prosecutors in Punjab.

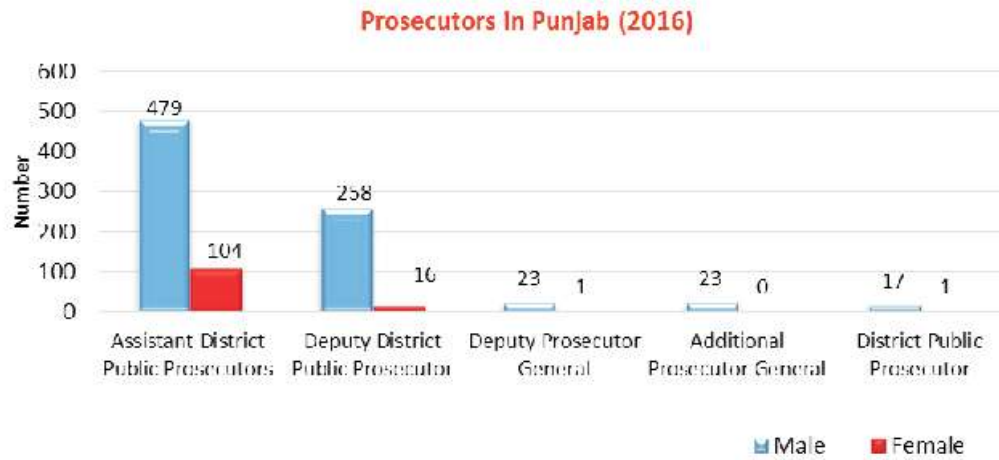


Figure 8.10

Similar to 2015, the Public Prosecution Department did not conduct any gender sensitivity training for its prosecutors in 2016.

### 8.1.3.5 Legal Aid

Legal aid mechanisms entail provision of free-of-cost legal services including legal advice, drafting, and representation for those who are unable to hire the services of private counsel. For women seeking justice, the amount of financial and logistical support is often limited. Against the background of widespread poverty and lack of legal awareness, it is the responsibility of the state to institute official procedures for facilitating legal aid to ensure accessibility of the justice system.

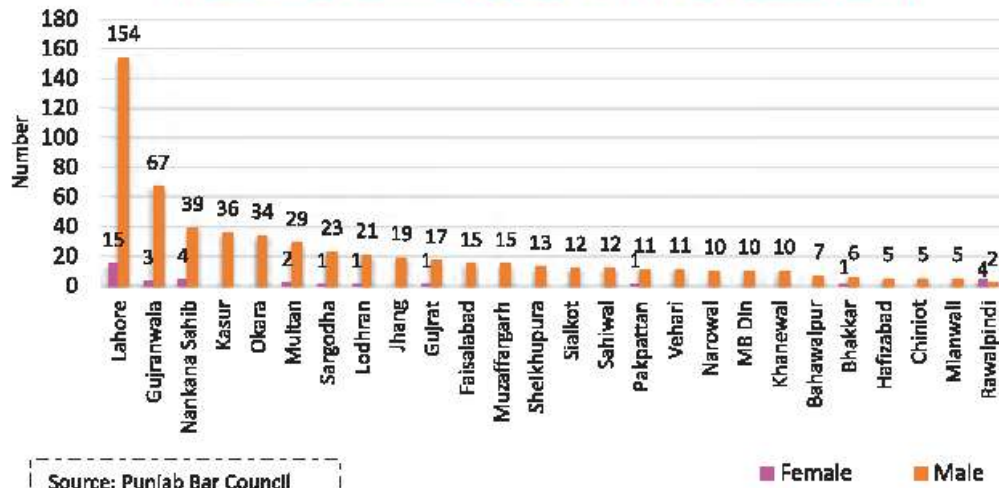
The Punjab Bar Council was established after the promulgation of the Legal Practitioners and Bar Councils Act, 1973. In 2006, the Punjab Bar Council constituted a Free Legal Aid Committee, which then notified the Free Legal Aid Programme on April 20th, 2006.

Free Legal Aid Committees of the Punjab Bar Council have been established in all districts of Punjab. There are a total of 621 members of these Committees, 588 (95%) of which are men and only 33 (5%) are women, with a very low GPI of 0.056. The highest number of women is in Lahore’s Legal Aid Committee, which has 15 female members (9%) as compared to 154 male members (81%). It is pertinent to mention here that Legal Aid Committees of 26 districts have no female representation.<sup>264</sup>

Figure 8.11 provides district wise numbers of male and female members of Free Legal Aid Committees across districts in Punjab.

<sup>264</sup> District Legal Aid Committees with female members: Lahore, Mankana Sahib, Gujranwala, Gujrat, Pakpattan, Rawalpindi, Sargodha, Bhakkar, Multan and Lodhran

Free Legal Aid Committees of the Punjab Bar Council (2016)



Source: Punjab Bar Council

Figure 8.11

In 2016, the Punjab Bar Council received only 15 applications for legal aid; of which women filed only 3.<sup>265</sup> This is even lower than the number received in 2015 (49, of which women filed 11). The negligible number of applications received by the Punjab Bar Council in 2015 and 2016 is a major cause for concern and the Free Legal Aid Programme must be strengthened to make it more accessible to women.

## 8.2 Violence Against Women

VAW refers to widespread patterns of violent acts, discriminatory practices and local customs that exist, and operate, to the exclusive detriment of women, girls and female infants within a given society. From a research and analytic viewpoint, studying these patterns, despite their universality, is particularly important in the context of developing societies, where gender inequalities in the social, economic and political fields still remain deep-rooted.

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

Best defined as a continuum, the degree or magnitude of the impact of violence depends on a range of factors such as form of violence and type of crime, as well as the practical manner of its execution and the individual differences among victims with respect to their physical resilience, emotional stability, and level of access to support systems in their immediate surroundings. However, it can be said with near certainty that in most cases of violence, the risk of harm to a woman's physical, psychological, reproductive or emotional health is significant. The experience of violence may, among other things, lead to Post Traumatic Stress Disorder, depressive/dis-associative episodes,<sup>266</sup> lowered self-esteem, decreased life potential,<sup>267</sup> personality changes, physical injury,<sup>268</sup> loss of life (in case of suicide or homicide), social ostracization, and effects of stigmatization on overall mental well-being.<sup>269</sup>

For the purposes of this report, only official cases that were reported to the police have been considered for analysis. As all cases of VAW do not get reported, it is important to bear in mind that the number of actual incidents of VAW in Punjab may be much higher.<sup>270</sup> In addition, categories of crimes within this section have been restricted to the types of crimes already categorized by the Office of the Inspector General of Police, Punjab. This typology of crimes is based on the nature and type of crime itself, as opposed to the categorization of the crime under Pakistan Penal Code, 1860 ("PPC"). This has been done to avoid inaccuracies and overlaps in data collection as First Information Reports ("FIRs") are often registered under multiples sections of the PPC.

<sup>265</sup> Of the 3 applications, 2 were filed by women in Lahore and 1 in Multan

<sup>266</sup> Notman, MT and Nadelson, CL, (2005) The Rape Victim: Psychodynamic Consideration., American Journal of Psychiatry: 133: 408-13

<sup>267</sup> Tjaden, Patricia and Thoennes, Nancy (2000), Full Report of the Prevalence, Incidence, and Consequences of Violence Against Women, United States Department of Justice.

<sup>268</sup> Campbell, Jacquelyn C., (2002) "Health Consequences of Intimate Partner Violence," Lancet, 359: 1331-1336.

<sup>269</sup> Boyd, C. (2011), The impacts of sexual assault on women (ACSSA Resource Sheet), Australian Centre for the Study of Sexual Assault, Australian Institute of Family Studies.

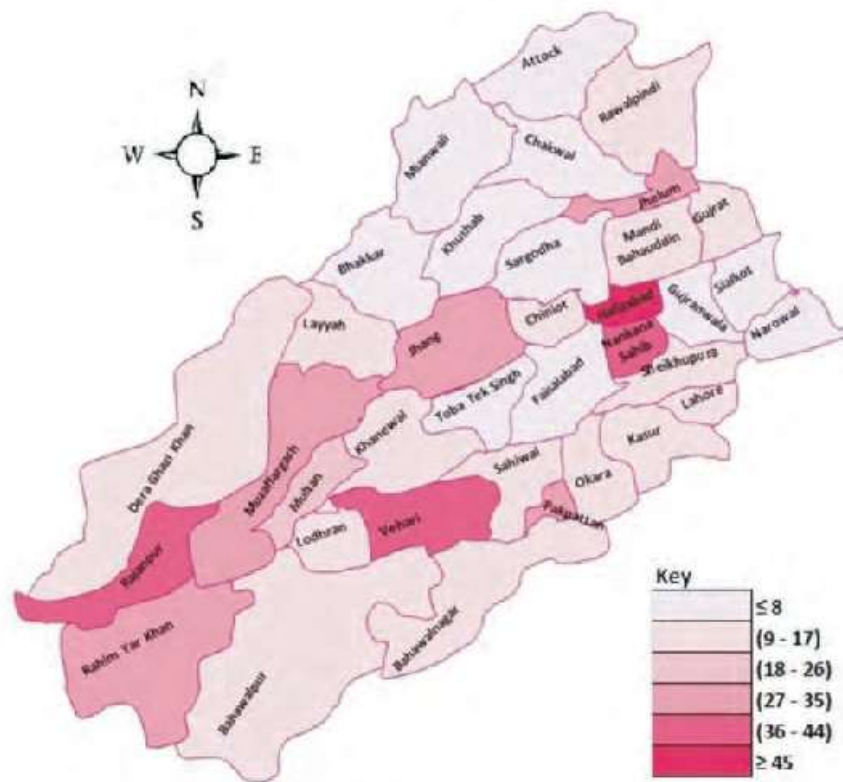
<sup>270</sup> Niaz U., (2005) Violence against women in South Asian countries', Arch Women's Mental Health., 6:173-84.



In 2016, the highest number of reported cases was recorded in Rahim Yar Khan, Vehari and Muzaffargarh with 636, 615 and 550 cases respectively. Rahim Yar Khan and Vehari were also the two highest reporting districts in 2015, with 794 and 747 cases respectively. The lowest number of reported cases in 2016 was recorded in Mianwali, Narowal and Chakwal with 36, 27 and 18 cases respectively. Unlike last year, when no cases were reported for Mianwali, Hafizabad, Bahawalpur and Nankana Sahib, all districts in Punjab had cases reported in 2016.

District wise data on VAW has been further analyzed after comparing the number of reported cases to the female population of each district.<sup>271</sup> This has been done to avoid analysis of reported cases of VAW in absolute terms and to get a more representative picture of the situation in each district by considering the 'population factor' when assessing data. A high ratio depicts high reported cases of violence in comparison with the female population. Figure 8.14 provides a geographical representation reflecting the ratio of reported cases of VAW in each district. It also depicts Hafizabad to have the highest ratio of reported cases of VAW, followed by Nankana Sahib, Pakpattan, Vehari and Rajanpur.

**Reported Cases of Violence Against Women per 100,000 Women in each District of Punjab (2016)**



Source: Office of the Inspector General of Police, Punjab

Figure 8.14

**8.2.2 Types of Crimes**

The Office of the Inspector General of Police, Punjab has categorized VAW into 13 types of crimes. Annexure III provides a list of these categories, definitions and relevant sections of the PPC. In 2016, the highest number of reported cases were of rape,<sup>272</sup>murder and beating with 3,162, 688 and 539 cases respectively. While reported cases of rape and murder have increased since 2015, the number of reported cases of beatings has shown a slight decrease. Table 8.1 provides the number of reported cases for all types of VAW cases from 2013 to 2016.

<sup>271</sup> Number of Reported Crimes divided by the Total Female District Population; multiplied by 100,000

<sup>272</sup> Number of reported cases of rape includes gang rape and custodial rape. Individual numbers are provided in Table 8.1



Table 8.1 Reported Cases for all types of Violence against Women Cases in Punjab (2013 to 2016)

TYPE OF CRIME	2013	2014	2015	2016
RAPE	2,427	2,669	2,509	2,938
MURDER	1,035	1,099	666	688
BEATING	816	788	588	539
GANG RAPE	136	232	192	222
HONOUR KILLING	231	265	173	222
BURNING, ACID	26	37	22	43
INCEST	3	4	9	9
BURNING, STOVE	5	2	3	6
CUSTODIAL RAPE	-	-	1	2
WANI <sup>273</sup>	2	4	1	7
PHYSICAL	233	305	-	-
PSYCHOLOGICAL	-	1	-	-
SEXUAL HARASSMENT	40	27	-	-
ANY OTHER	433	534	2,341	2,637

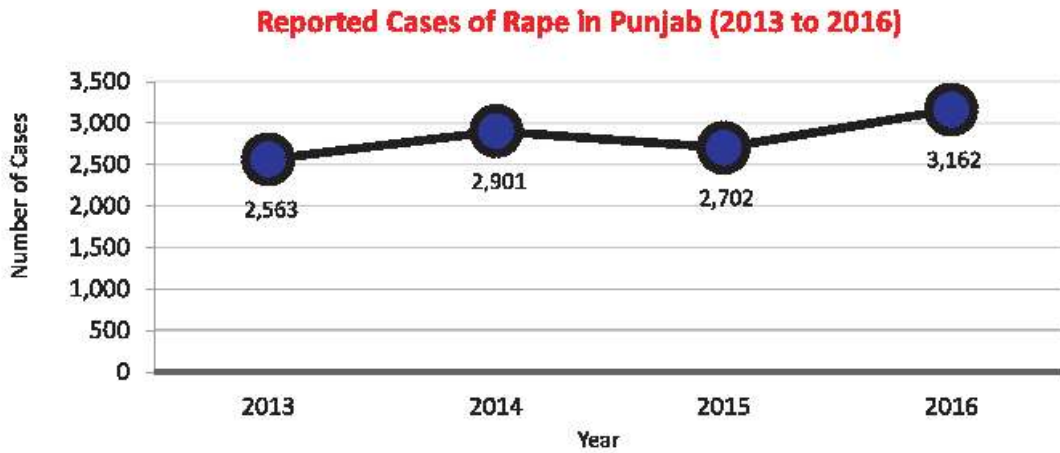
(Source: Office of The Inspector General of Police, Punjab)

In recent years, laws have been introduced on rape, honour crimes and acid burning at the federal level. It is, therefore, important to track increases or decreases (as the case may be) in these crimes to gauge the impact of these laws (if any) over the next few years. A well-documented record will play an instrumental role in assessing and reviewing legal and policy developments for their relative success and failures.

### 8.2.2.1 Rape

In 2016, the number of reported cases of rape (3,162), a 17% increase from the number in 2015 (2,702), was alarmingly high. Figure 8.15 provides the numbers of reported cases of rape from 2013 to 2016 and highlights a significant increase in the number of reported cases in 2015 and 2016.

<sup>273</sup> Wani refers to a cultural custom observed in parts of Pakistan wherein a girl is forcibly married as part of punishment of crime(s) committed by her male relatives



Source: Office of the Inspector General of Police, Punjab

Figure 8.15

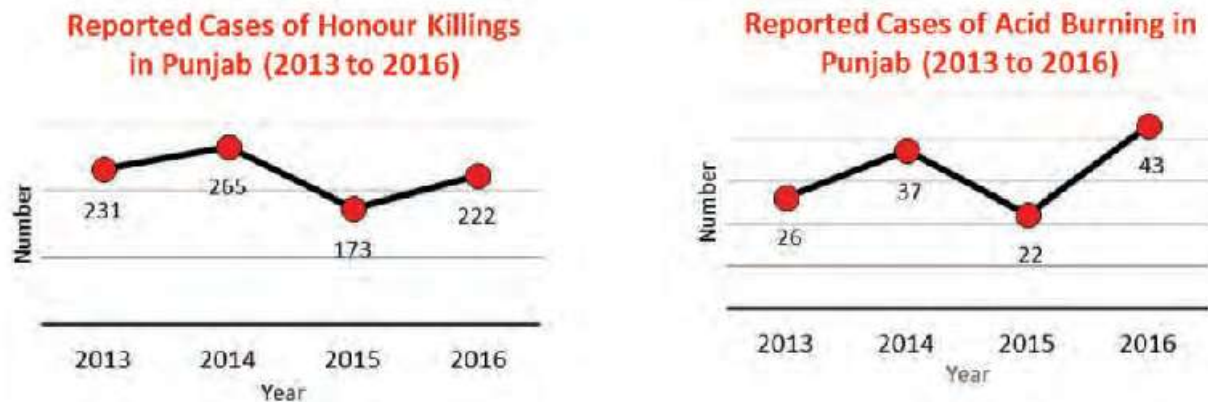
The highest number of cases of rape was reported in Faisalabad, Muzaffargarh and Lahore with 254, 226 and 201 cases respectively. The lowest number of cases was reported in Chakwal, Mianwali and Jhelum with 4, 10 and 12 cases respectively.

### 8.2.2.2 Honour Killings & Acid Burning

The number of reported cases of honour killings increased from 173 in 2015 to 222 in 2016, a percentage increase of approximately 28%. While the number of reported cases in 2016 is not as high as the number in 2013 and 2014, it remains significantly high. Districts with the highest number of reported cases of honour killings were Faisalabad, Rajanpur and Kasur with 32, 20 and 14 cases respectively.

The number of reported cases of acid burning also increased from 22 in 2015 to 44 in 2016. The highest number of cases was reported in Lahore, Multan and Muzaffargarh with 6, 10 and 5 cases respectively. No cases of acid burning were reported in 21 districts.

Figure 8.16 provides trends in the number of reported cases of honour killings and acid burning from 2013 to 2016.



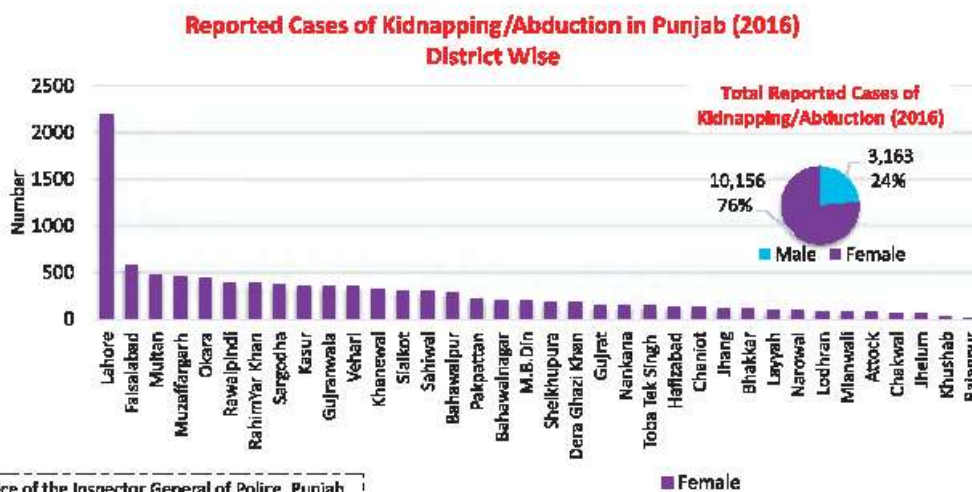
Source: Office of the Inspector General of Police, Punjab

Figure 8.16

### 8.2.2.3 Kidnapping/Abduction

Kidnapping/abduction constitute the highest reported crime against women and girls in Punjab. However, in this report, kidnapping/abduction (as well as human trafficking) have not been included in reported cases of VAW as both crimes are not included in VAW as categorized by the Office of the Inspector General of Police, Punjab.

In 2016, there were 13,310 reported cases of kidnapping/abduction, out of which 10,156 (76%) were of women/girls and 3,163 (24%) were of men/boys. One possible reason for the high number of female kidnappings could be their use in forced prostitution but further research is required to determine actual reasons. District wise analysis shows the highest number of reported cases in Lahore (2,194), possibly owing to its larger population. The lowest number of cases of kidnapping/abduction was reported in Rajanpur (9). Figure 8.17 provides district wise numbers of kidnappings/abductions in Punjab in 2016.



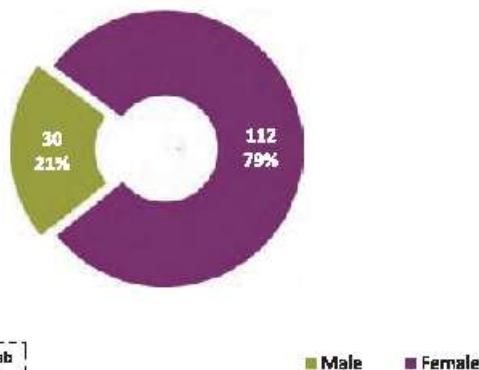
Source: Office of the Inspector General of Police, Punjab

Figure 8.17

### 8.2.2.4 Human Trafficking

Both men and women are victims of domestic and cross-border human trafficking in Punjab. In 2016, 142 cases of trafficking were reported, with 112 (79%) female victims and 30 (21%) male victims. While there were no reported cases in a majority of districts, Multan had 109 reported cases of trafficking in 2016. All male victims trafficked in 2016 were reported in Rajanpur. Figure 8.18 provides a comparison of male and female victims of trafficking in 2016.

**Reported Cases of Trafficking in Punjab (2016)**



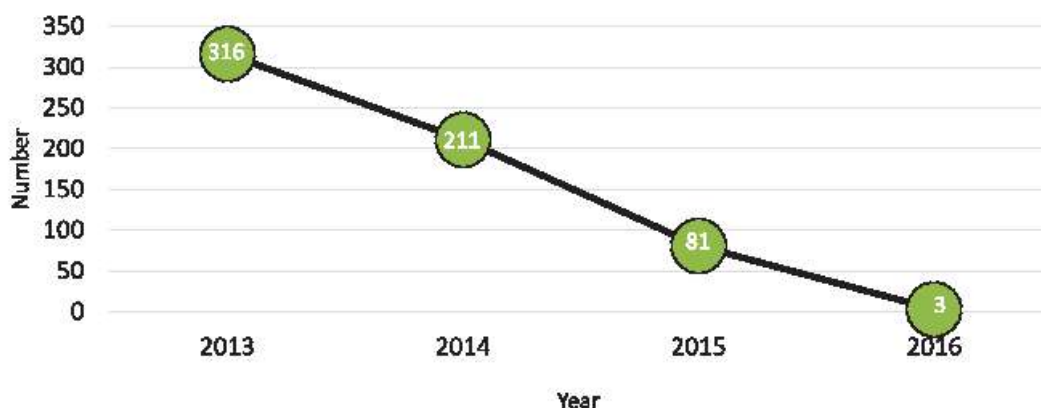
Source: Office of the Inspector General of Police, Punjab

Figure 8.18

### 8.2.3 Outcomes of Violence against Women Cases

To protect women from acts of violence and to create deterrence in society, it is crucial to enforce penalties under law. While data on VAW cases in the last few years shows an increase in reported cases (See 8.2.1), it also shows a disturbingly steep decline in the number of convictions. From 2013 (316 convictions), a percentage decrease of 99% has been seen with the number of convictions falling to only 3 in 2016.<sup>274</sup> Figure 8.19 shows the steep decline in the number of convictions in VAW cases from 2013 to 2016.

**Convictions in Reported Cases of Violence Against Women in Punjab (2013-2016)**



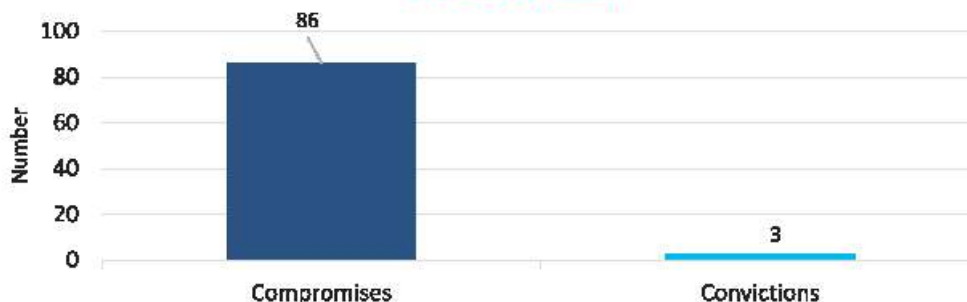
Source: Office of the Inspector General of Police, Punjab

Figure 8.19

One possible reason for the extremely low number of convictions is pressure exerted by the accused upon victims and their families to resolve disputes through out-of-court settlements. In 2016, a total of 86 cases resulted in compromise. With 283 acquittals, 86 compromises and 3 convictions, the relative likelihood of an accused escaping conviction is quite high.

Figure 8.20 provides a comparison between the number of compromises and convictions in VAW cases in 2016.

**Convictions and Compromises in Violence Against Women Cases in Punjab (2016)**



Source: Office of the Inspector General of Police, Punjab

Figure 8.20

<sup>274</sup> It should be noted that outcomes (the number of convictions, acquittals and compromises) mentioned in this section do not reflect specific outcomes of reported cases for any specific year. This is because a case may be reported in a certain year and may reach its outcome in a different year.

### 8.2.4 Government Run Social Service Institutions

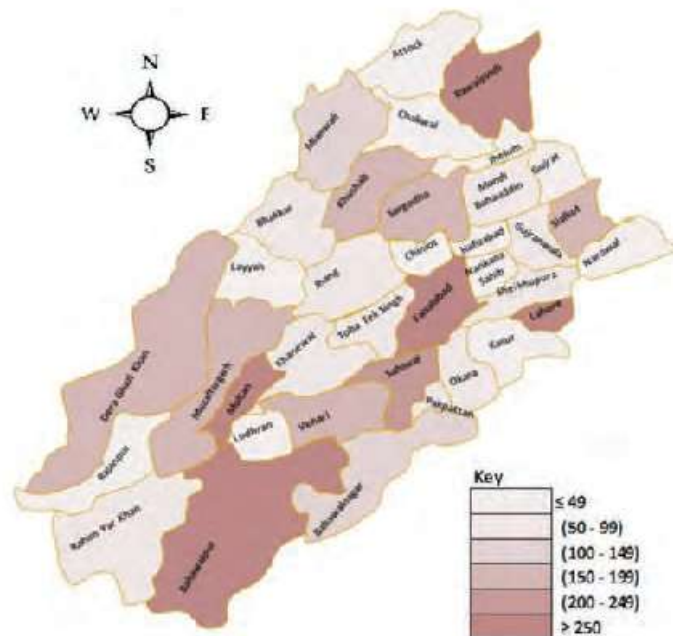
A number of government-run social service institutions provide services to female victims of violence in Punjab. These institutions are listed in Figure 8.21. The nature of services provided by these institutions varies, and includes the provision of temporary shelter, free legal representation, psychological counseling, medical treatment and vocational training.



Figure 8.21

As of December 2016, 3,024 female victims of violence were residing in the afore-mentioned social service institutions. Figure 8.22 provides district wise representation of women residing in government run social service Institutions.

#### Women Residing in Government Run Social Services institutions in Punjab (2016)



Source: Social Welfare & Sairt-Ul-Maal, Punjab

Figure 8.22

## 8.3 Prisons

Conditions in prisons are closely related with recidivism rate and criminal behavior.<sup>275</sup> Reports on the conditions of prisons in Pakistan have, for years, indicated problems of overcrowding, lack of facilities, extensive under-trial detention, and exploitation of vulnerable groups, especially women.<sup>276</sup> In recent years, deteriorating conditions of prisons have been subjected to increased public scrutiny and summoned the attention of governments and human rights organizations.

While the number of female prisoners is a small percentage of the total prisoner population in Punjab, female prisoners, majority of whom are illiterate and from an underprivileged class, are more vulnerable than men and at greater risk of facing sexual and/or physical abuse, severe mental and other health-care issues, as well as the fear of abandonment and stigmatization during imprisonment and after release.

### 8.3.1 Punjab Prisons

There are 37 prisons in Punjab with districts like Lahore, Faisalabad, Bahawalpur, Sahiwal and Multan having more than 1 prison. Districts like Nankana Sahib, Chiniot, Lodhran, Narowal, Hafizabad, Khanewal and Khushab have no prison. Of the 37 prisons, 27 prisons have female prisoners<sup>277</sup> and there is only one prison specifically for women located in Multan.

#### 8.3.1.1 Prisoners in Punjab

As of December 31st 2016, there were 50,424 prisoners in 37 prisons in Punjab.<sup>278</sup> Of these, 49,464 (98%) were male prisoners and 960 (2%) were female prisoners. The number of male prisoners includes juveniles (654).<sup>279</sup> In case of both male and female prisoners, the number of prisoners under trial was the highest with 31,598 male prisoners under trial and 601 female prisoners under trial. The total number of convicted prisoners was 13,561, of which 13,243 were males and 318 were females. The number of condemned prisoners was 4,664, of which 4,623 were male and 41 were female. Figure 8.23 provides details of the number of male and female prisoners with specific numbers on under trial, convicted and condemned prisoners. The high numbers of under trial prisoners is a cause of great concern as a majority of these prisoners have already spent years in prison before a verdict is reached in their cases.

**Prisoners in Punjab (2016)**



Source: Office of the Inspector General of Prisons, Punjab

<sup>275</sup> Akbar, M.S & Bhutta, M.H., (2012), Prisons Reform and Situation of Prisons in Pakistan

<sup>276</sup> Ibid.

<sup>277</sup> These prisons include: District Jail Lahore, HSP Sahiwal, District Jail Mandi Bahauddin, Sub Jail Chakwal, Central Jail Faisalabad, B.I & J. Jail, Faisalabad, Central Jail Multan, B.I & J. Jail, Bahawalpur, District Jail Multan, District Jail Muzaffargarh, District Jail Rajanpur

<sup>278</sup> Data received from Office of Inspector General Prisons, Punjab.

<sup>279</sup> "Juvenile" means a person who at the time of commission of an offence has not attained the age of eighteen years and includes a child and youthful offender [Punjab Juvenile Justice System Rules, 2002]

### 8.3.1.2 Female Prisoners with Children

As of December 31<sup>st</sup> 2016, there were 123 female prisoners (13% of the female prisoner population) with children in 19 prisons of Punjab. Of the 123 prisoners with children, 73 were under trial, 46 were convicted and 4 were condemned. The total number of children accompanying female prisoners was 147. The highest number of children was in Central Jail Rawalpindi (21), Central Jail Lahore (19), Central Jail Gujranwala (16) and Women's Jail Multan (14). Figure 8.24 depicts the number of female prisoners with children and the number of accompanying children in prisons of Punjab.

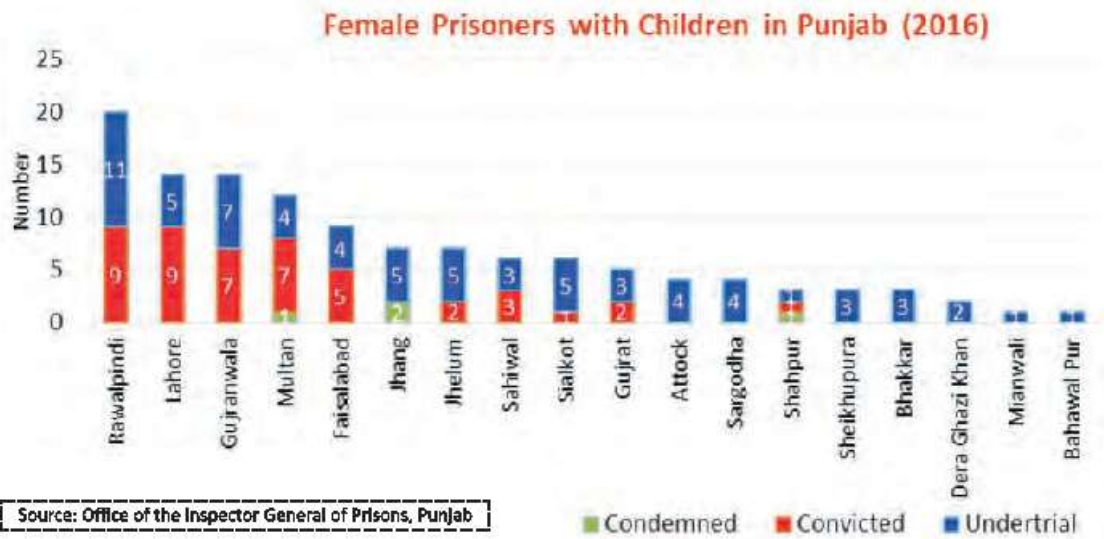


Figure 8.24

Separation from children on incarceration or having minor children accompany them during incarceration is a serious concern for female prisoners. There are no formal mechanisms in place in prisons whereby children can receive education and no recreational activities for them.

### 8.3.1.3 Facilities in Punjab Prisons

Overcrowding, though a serious cause of concern for male prisoners, is generally not an issue for female prisoners as most prisons have the capacity to house more women than are currently present there. In terms of the adequacy of infrastructure, prisons in Punjab are generally well kept, though the situation may vary from prison to prison. Most prisons have well-constructed and maintained walls and floors and women barracks are well ventilated. Though ventilation works well in the summer, living spaces get very cold in winters and women's barracks are not properly equipped to manage the cold.

### 8.3.1.3 (a) Skills Training/Literacy

There are no systematic mechanisms in any prison that would cater to the rehabilitation needs of female prisoners resulting in their re-integration into society. The limited efforts that are being made in this regard by the prisons staff are carried out in a sporadic and haphazard manner, thereby compromising their own effectiveness.

In some prisons, provisions for literacy and vocational training for female prisoners are completely absent. In prisons where facilities or initiatives do exist, the quality of instruction and learning is so poor as to render the entire activity ineffective. There is no formal curriculum that is followed for literacy or religious training and in most cases, there is no staff available to provide the same. In case of vocational training, there are hardly any prisons that have qualified staff to teach/train female prisoners and the programs that have been introduced lack the component of creating market linkages for women to be able to display or sell their products.

In 2016, Technical Training Centers were established by TEVTA in 8 prisons, 3 in Faisalabad prisons and 1 each in a prison in Rawalpindi, Multan, Bahawalpur, Lahore and Sahiwal. Courses for females in these Centers include courses for Domestic Tailoring, Beautician, Embroidery/Hand embroidery and Fashion Designing. A total of 584 prisoners were provided skills training in 2016. Of these prisoners, 393 (67%) were male while 191 (33%) were female prisoners, with a GPI of 0.486. Table 8.2 provides details of female prisoners provided skills training in 8 prisons in 2016.

**Table 8.2 Female Prisoners provided Skills Training in 2016**

District	Name of Jail	Type of Training	Number of Female Prisoners Trained
Rawalpindi	Central Jail Rawalpindi	Domestic Tailoring	25
		Beautician	25
Faisalabad	B.I & J.Jail Faisalabad	Domestic Tailoring	15
Faisalabad	District Jail, Faisalabad (women Ward)	Fashion Designing	25
		Beautician	25
Multan	Women's Jail Multan	Fashion Designing	14
		Beautician	20
Bahawalpur	Central Jail, Bahawalpur	Beautician	4
		Hand Embroidery	4
Lahore	Central Jail, Lahore	Beautician	25
		Fashion Designing	25
Multan	Central Jail, Multan	Industrial Stitching	25
		Tailoring	10
Gujranwala	Central Jail, Gujranwala	Tailoring	25
		Beautician	25
Dera Ghazi Khan	Central Jail, Dera Ghazi Khan	Tailoring	25
		Beautician	25
<b>Total</b>			<b>342</b>



### 8.3.1.4 Legal Aid for Female Prisoners

A majority of the women that end up in prisons are illiterate and lack any knowledge of the criminal justice system or of the rights that are granted to them by the Constitution and/or relevant federal and provincial laws. For women who are incarcerated and cannot afford representation, access to state appointed legal counsel is extremely important. According to data received for 2016, the Punjab Bar Council received 14 applications for legal aid from District Jail Sheikhupura, 8 from District Jail Sialkot and 15 from District Jail Lahore. All forwarded applications were, however, for male prisoners.

## 8.4 Conclusion

When assessing the level of accessibility of the justice system in Punjab, it has been found that women's access to justice is seriously hampered due to a range of systemic and institutional factors, including conservative mindsets that limit the role of women to household activities. Lack of independence and the decision making power to be able to seek justice through official mechanisms also creates barriers to access to justice.

For female prisoners, it was found that available facilities in prisons are neither adequate nor offer any rehabilitative prospects for reintegration into society. Further, the possibility of custodial torture, abuse and rape, as well as the lack of infrastructural arrangements for accompanying children inside prisons, remain major concerns to be addressed.

The impact of violence on women is never only experienced during the actual moment of its execution but in all consequences that follow. Given the severe emotional, psychological and physical damage resulting from violence, it is extremely important to address these issues at their core. Besides inadequacies within the substantive & procedural aspects of the criminal justice system, the real problem is in fact woven within the fabric of society, where women are not treated at par with men, and continue to remain vulnerable to various forms of violence, abuse and discrimination.

# 3 SECTION

# 09 | SPECIAL INITIATIVES

## 9. Special Initiatives

“Gender equality and the empowerment of women and girls is critical to building stable, democratic societies; realizing human rights; furthering international peace and security; growing vibrant market economies; addressing pressing health and education challenges; and ensuring effective and sustainable development.”<sup>280</sup> In Pakistan, gender disparity is widespread, and evident in health facilities, education, legal rights, and political and economic participation. Factors contributing to such disparities in Pakistan and Punjab in particular, include a high incidence of gender-based violence, restricted mobility, lack of education and awareness, lack of access to and ownership of resources and assets, and limited access to social services.<sup>281</sup>

Women’s empowerment and gender equality are prerequisites for sustainable and meaningful development and the achievement of these goals requires sound public policies, a holistic approach and long-term commitment to integrating gender-specific perspectives into policies and programs.<sup>282</sup> To promote equality and strengthen the economic and social position of women, the government of Punjab has introduced 3 women’s empowerment packages since 2012. These include PWEF 2012, the Punjab Women Empowerment Initiative 2014 (“PWEI”) and the Punjab Women Empowerment Package 2016 (“PWEF 2016”). These initiatives include policies and measures for the promotion and protection of women’s rights, economic empowerment and public sector employment, and improved access to health and education.

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This section of the report provides the current status of implementation of provisions/policies introduced through the afore-mentioned empowerment packages.

### A. Punjab Women Empowerment Package 2012

PWEF 2012 was introduced after careful examination of social and economic issues faced by women, and demonstrates the government’s firm commitment to the protection and promotion of women’s rights. Provisions in the package have been divided into two overarching themes: women’s rights and women’s empowerment. Implementation status of all provisions has been provided accordingly.

#### 9.1 Women’s Rights

##### 9.1.1 Legislation

###### 9.1.1.1 Harassment at the Workplace

The Office of the Ombudsperson, Punjab was established in 2013 under Section 7 of the Punjab Protection against Harassment of Women at the Workplace Act, 2012 (“Harassment Act”). The Office deals with complaints of harassment at the workplace and has the authority to inquire into complaints as well as impose penalties under Section 8 and 10 of the Harassment Act.

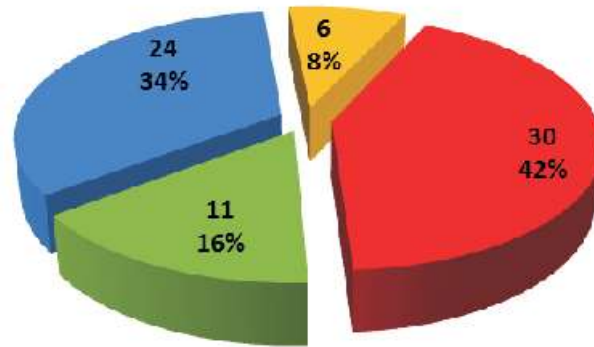
Since its inception, the Ombudsperson’s office has received 89 complaints, with 12, 34 and 43 received in 2014, 2015 and 2016 respectively. Of these 89 complaints, 71 have been decided and 30 accused have been penalised so far. Penalties have included censure, minor penalties and removal from office. Figure 9.1 provides an accurate picture of the outcomes of complaints received in the last three years.

<sup>280</sup> Gender Equality Factsheet, USAID, June 2016, available at: <https://www.usaid.gov/sites/default/files/Gender-Equality-Factsheet-June-2016.pdf>

<sup>281</sup> *Ibid.*

<sup>282</sup> (OECD)

### Outcomes of Complaints Received by the Ombudsperson’s Office in Punjab (2014 – 2016)



Source: Office of the Ombudsperson, Punjab

■ Punishment 
 ■ Exoneration 
 ■ Withdrawn 
 ■ Other

Figure 9.1

#### 9.1.1.2 Code of Conduct and Inquiry Committees under the Punjab Protection against Harassment of Women at the Workplace Act, 2012

PWEP 2012 mandates display of the Code of Conduct of the Harassment Act in all public offices. As of December 31, 2016, the Code of Conduct had been displayed in 483 Provincial Departments/Institutions as well as 4,246 District Offices.

To deal with matters of harassment within the workplace, Inquiry Committees have been formed in Provincial Departments/Institutions as well as District Offices. As of December 31, 2016, 136 Inquiry Committees had been formed in Provincial Departments/Institutions and 402 in District Offices.

**Displayed Code of Conduct:**

- 483 Provincial Departments/Institutions
- 4,246 in District Offices

**Inquiry Committees:**

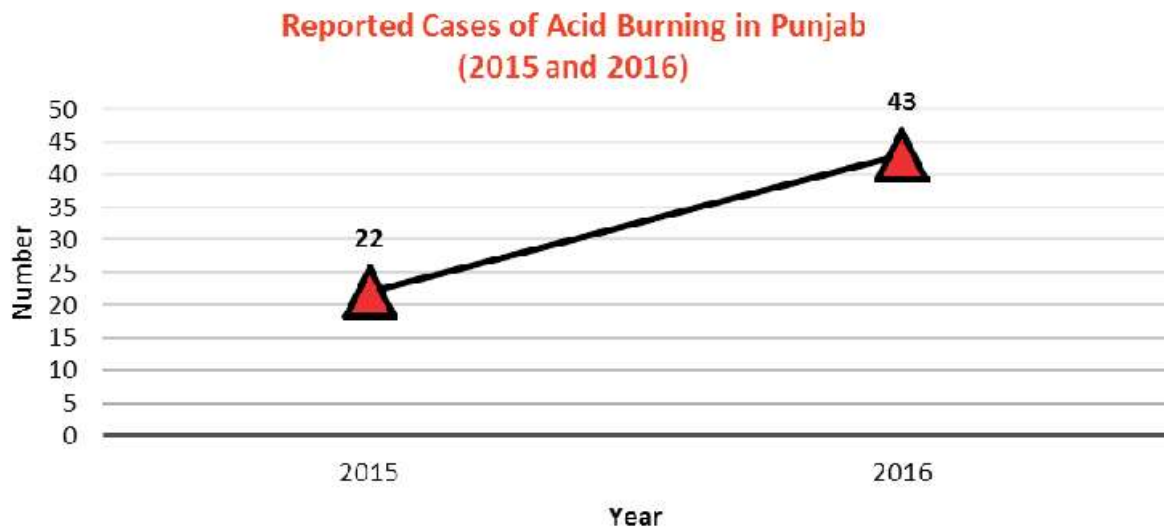
- 136 in Provincial Departments/Institutions
- 402 in District Offices

PWEP also provides for the establishment of a Provincial Committee to oversee implementation of the Harassment Act. A Provincial Implementation Watch Committee was constituted in 2012.<sup>283</sup>

<sup>283</sup> Notification No. DSA(WDD)1-2/2012 dated 02.04.2012.

### 9.1.1.3 Offence of Acid Throwing

To protect women from the crime of acid throwing, the government of Punjab has given Anti-Terrorism courts the power to deal with cases of acid throwing, and regulate sale and purchase of acid, through an amendment to Rules formulated under the Poisons Act, 1919. Despite these amendments, acid crimes continue to prevail in Punjab, with 22 reported cases in 2015 and a higher number of 43 reported cases in 2016. Figure 9.2 shows the increase in the number of reported cases of acid burning from 2015 to 2016.



Source: Office of the Inspector General of Police, Punjab

Figure 9.2

### 9.1.1.4 Amendments in Inheritance Laws

PWEP 2012 introduced amendments in Punjab Land Revenue laws to ensure that inheritance rights of female heirs were properly safeguarded. These landmark amendments (Punjab Land Revenue (Amendment) Act, 2012) mandate partition of property through an Inheritance Mutation, which must be done as soon as possible after the death of the owner. From 2010 to 2015,<sup>284</sup> there were 29,477 Inheritance/Mutation cases in Punjab. Of these, 23,583 cases were decided while 5,894 were pending at the end of 2015.

In 2016, there were 31,576 Inheritance /Mutation cases in Punjab. Of these, 23,352 cases were decided while 8,224 were pending at the end of 2016. Table 9.1 provides the number of Inheritance/Mutation cases from 2010-15 (collective) and 2016.

Table 9.1 Inheritance/ Mutation Cases in Punjab (2010 – 2016)

Time Period	Total Cases	Decided Cases	Pending Cases
2010 - 2015	29,477	23,583	5,894
2016	31,576 * Includes 5,894 pending cases	23,352	8,224

Source: Board of Revenue, Punjab

<sup>284</sup> The Board of Revenue provided cumulative data for 2010 to 2015. It has been represented in this report in the manner in which it was provided.

### 9.1.1.5 Penal Action against Delinquent Revenue Officers

The Punjab Land Revenue Rules, 1968 have been amended to include specific provisions related to partition of property and related punishments for Revenue Officers (“ROs”) who, due to collusion or mala fide intention, deprive a legal heir of her right to inheritance. ROs have been tasked with the responsibility of commencing partition proceedings upon the death of a landowner and completion of proceedings in a timely manner, and punishments have been accorded to ROs who have illegally deprived women of their right to inherited property.

In 2015, the Board of Revenue punished 7 ROs while 1 more was punished from January to June 2016.<sup>285</sup>

**Only 1 RO punished from January to June 2016**

### 9.1.1.6 District Enforcement of Inheritance Rights Committees

In order to institutionalize accountability and monitor ROs, District Enforcement Inheritance Rights Committees (“DEIRCs”) have been established. DEIRCs’ members include the District Collector (Chairperson), District Attorney, District Public Prosecutor and District Commissioner of the concerned sub-division. In 2015, 115 DEIRC meetings were convened. Data received from 31 districts for January to June 2016 provides that 133 DEIRC meetings were held in 18 districts while no meetings were held in the remaining 13 districts.<sup>286</sup> Figure 9.3 depicts the districts that held DEIRC meetings from January to June 2016 and provides the number of actual meetings.



Figure 9.3

### 9.1.1.7 Stamp Duty

The Stamp Act, 1899 was amended through the Punjab Finance Act, 2012, to provide for stamp duty of Rs. 500 for inheritance-based partition of property instruments in urban and rural areas. PWEP 2012 further amended the Stamp Act and waived stamp duty for inheritance-based partition of both rural and urban properties.

**No cases of exemption in 31 districts from January to June 2016**

<sup>285</sup> Board of Revenue had not provided data for July to December 2016 at the time of publication of this report.

<sup>286</sup> Board of Revenue had not provided data for July to December 2016 at the time of publication of this report. Districts with no DEIRC Meetings from January to June 2016: Nanakana Sahib, Gujranwala, Narowal, Sialkot, Faisalabad, Jhang, Chinot, Toba Tek Singh, Jhelum, Mianwali, Khanewal, Dera Ghazi Khan and Layyah

### 9.1.1.8 Proprietary Rights

The government has given 50% proprietary rights to women under the Jinnah Abadi and Katchi Abadi schemes.

**Jinnah Abadi Scheme:**  
110,000 plots allotted to husbands and wives in 2016

**Katchi Abadi Scheme:**  
8,283 households have been allocated land and given proprietary rights in 1,838 Katchi Abadis in 2016.

### 9.1.1.9 Right to Equal Remuneration

PWEP 2012 proposed the amendment of the West Pakistan Minimum Wage Rules to ensure conformity with International Labour Organization (“ILO”) Convention No. 100, which calls for equal remuneration for both male and female employees whose work is of equal value.

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**Rule 15 of the West Pakistan Minimum Wage Rules, 1962:  
“Men and Women workers whose work is of equal value  
will be given equal remuneration across Punjab”**

### 9.1.1.10 Policy for Home Based Workers

ILO Convention No. 177 calls upon member countries to adopt, implement and periodically review a national policy aimed at improving the situation of Home Based Workers (“HBWs”). PWEP 2012 mandated drafting and implementation of a provincial policy for HBWs. The Policy includes protective measures for HBWs, access to skilled-based training, and access to social protection and security nets.

The HBWs Policy paved the way for legislation with “the Punjab Home-Based Workers Bill” currently under consideration by the Cabinet. The Bill, if passed, is expected to empower HBWs, provide them with increased access to skills development and social welfare opportunities.

## 9.2 Protection

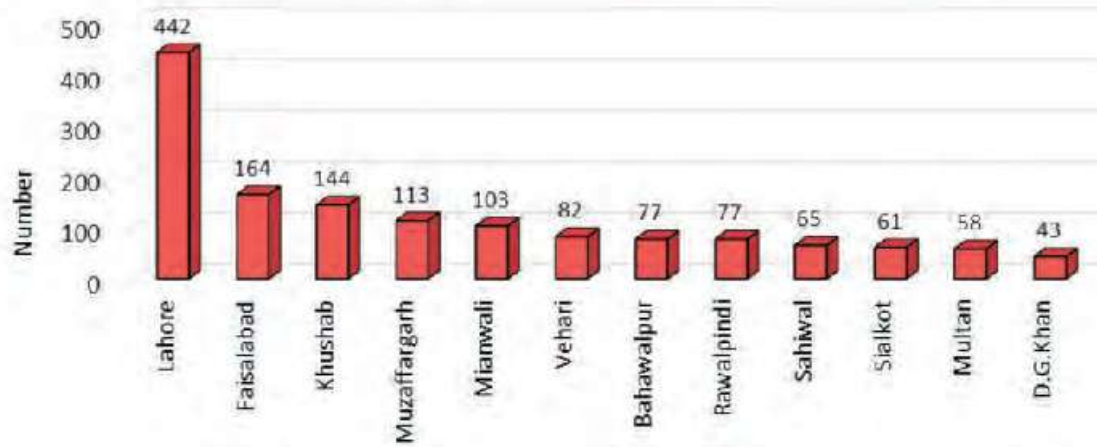
### 9.2.1 Women Crisis Centers

In order to aid female survivors of violence, the government of Punjab adopted 12 Benazir Bhutto Crisis Centers.<sup>267</sup> These Centers are equipped to provide immediate trauma services to survivors of violence, including counselling, legal aid and medical support.

In December 2016, there were 1,429 women residing in Crisis Centers, with the highest number of women (442) residing in the Crisis Center in Lahore and the lowest number (43) residing in Dera Ghazi Khan. Figure 9.4 provides the number of women that were residing in all 12 Crisis Centers in December 2016.

<sup>267</sup> Crisis Centers are functional in Bahawalpur, Rawalpindi, Faisalabad, Sahiwal, Dera Ghazi Khan, Vehari, Lahore, Multan, Sialkot, Mianwali, Muzaffargarh and Khushab [Source: Social Welfare and Baitul Maal Department]

Women Residing in Crisis Centers in Punjab (December, 2016)



Source: Social Welfare and Balt ul Maal Department

Figure 9.4

### 9.2.2 Government Toll Free Helpline

PWEP 2012 and PWEI called for the establishment of a Toll Free Helpline for women. In August 2014, PCSW established this Helpline (1043), through which women are provided information regarding their rights, as well as referrals to service providers/institutions. The Helpline, has to-date, addressed inquiries and complaints on various issues given in Figure 9.5.

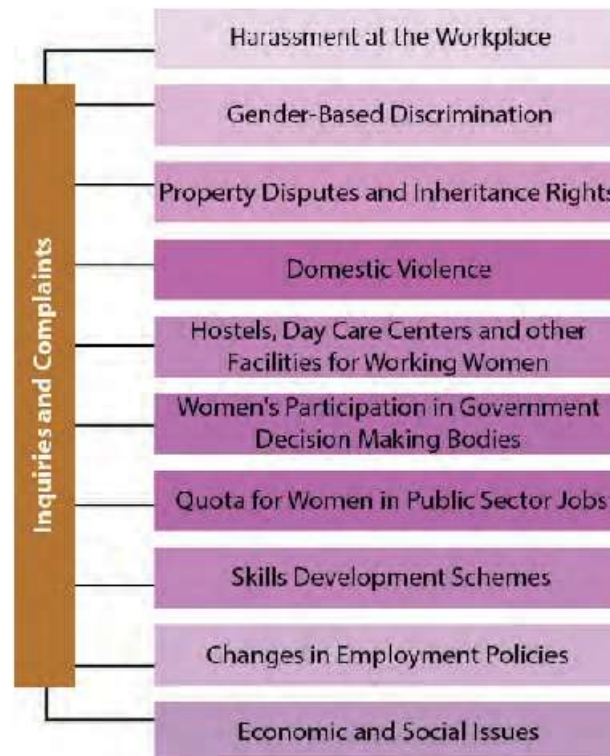


Figure 9.5



Since its establishment, the Helpline has received 44,602 calls, 525 of which were complaints of various forms of violence, harassment, family and inheritance disputes. PCSW Helpline staff has made 330,036 awareness calls to provide information to women.

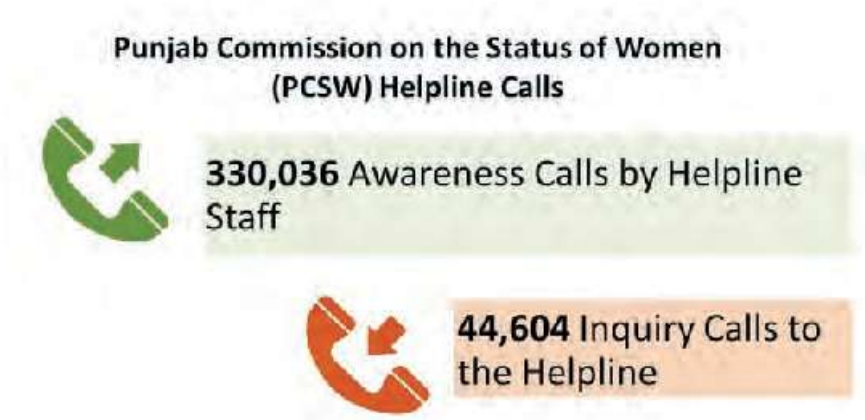


Figure 9.6 provides the number and types of complaints received on PCSW's Helpline from 2014 to 2016.

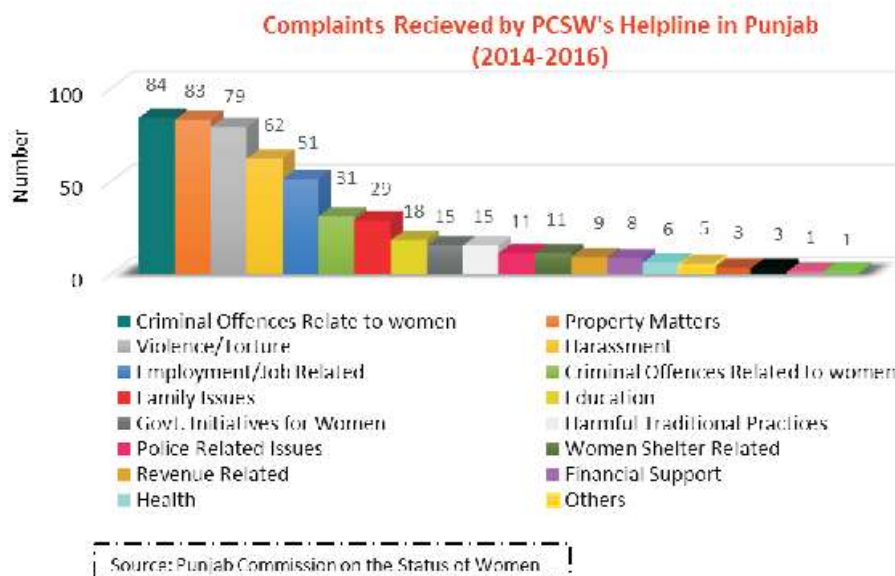


Figure 9.6

## 9.3 Women's Empowerment

### 9.3.1 Public Sector Employment & Economic Empowerment

For the purposes of sub-sections 9.3.1.1 to 9.3.1.8, 327 Provincial Departments/Institutions and 258 District Offices were contacted by PCSW.<sup>288</sup> Of these, 121 Provincial Departments/Institutions and 186 District Offices responded to PCSW. The above-mentioned sub-sections reflect data provided by said Provincial Departments/Institutions and District Offices.

<sup>288</sup> Provincial Departments/Institutions Include Secretariat Departments, Attached Departments and Autonomous Companies. A list of Provincial Departments/Institutions contacted is attached as Annexure I.

### 9.3.1.1 15% Quota for Women in Public Sector Employment

PWEP 2012 mandates at least 15% representation and employment of women in public service.

32 (26%) of 121 Provincial Departments/Institutions meet the 15% quota requirement while 59 (32%) of the 186 District Offices meet the requirement. Figure 9.7 depicts the number of public offices that meet the 15% quota requirement.

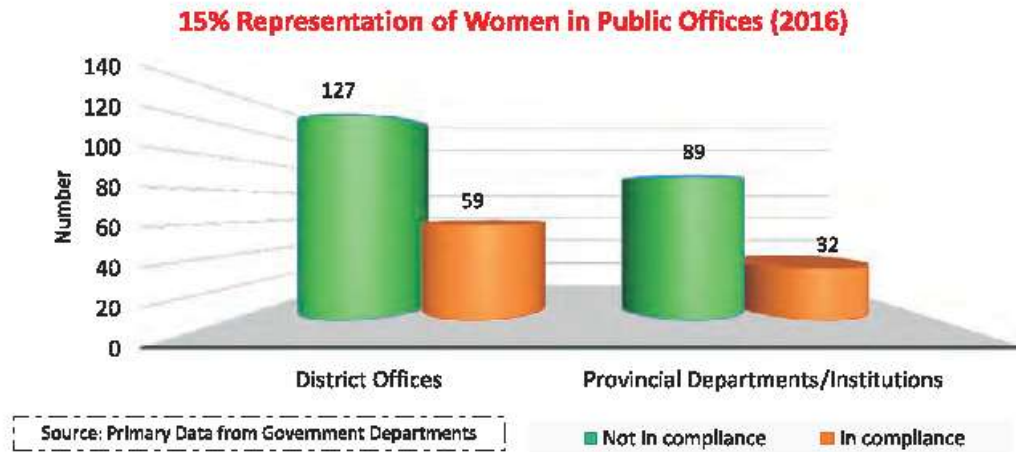
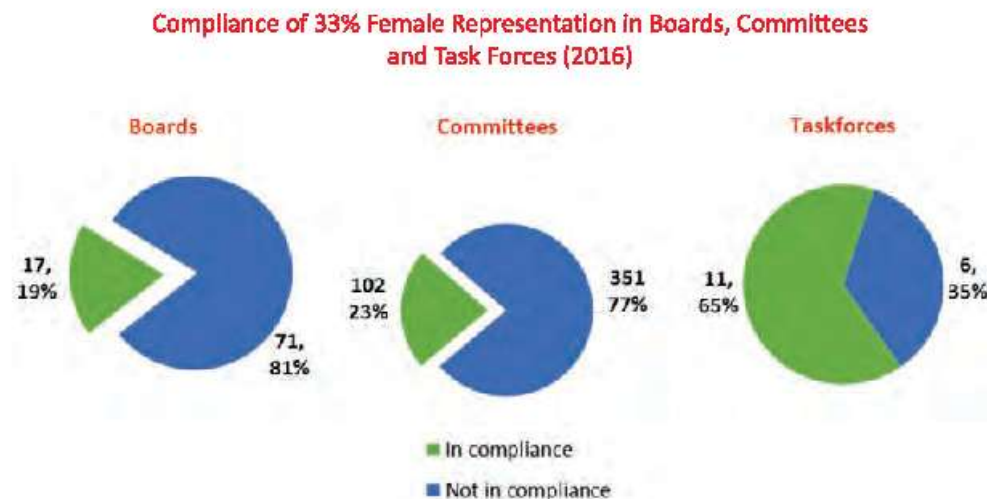


Figure 9.7

### 9.3.1.2 Representation of Women in Boards, Committees and Taskforces

PWEP 2012 mandates 33% female representation in all Boards of statutory entities, public sector companies and institutions, as well as special purpose Taskforces and Committees. 121 Provincial Departments/Institutions provided a list of 88 Boards, 453 Committees and 17 Taskforces. Of the 88 Boards, 17 (19%) are in compliance with the 33% requirement. Of the 453 Committees, 102 (22%) are in compliance and 11 (64%) of 17 Taskforces are in compliance. Figure 9.8 provides compliance status of these Boards, Committees and Taskforces.



Source: Primary Data from Government Departments

Figure 9.8

### 9.3.1.3 Selection and Recruitment Committees

Representation of at least one woman on every Selection and Recruitment Committee for regular and contractual public sector employment is mandated by PWEF 2012.

50 (41%) of 121 Provincial Departments/Institutions have at least one woman in a total of 191 Selection and Recruitment Committees. Of 186 District Offices, 122 (65%) have at least one woman in 215 Selection and Recruitment Committees. Figure 9.9 provides the number of Committees that meet the requirement of having at least one woman.

**Compliance with Requirement of at least 1 Woman in Selection and Recruitment Committees (2016)**

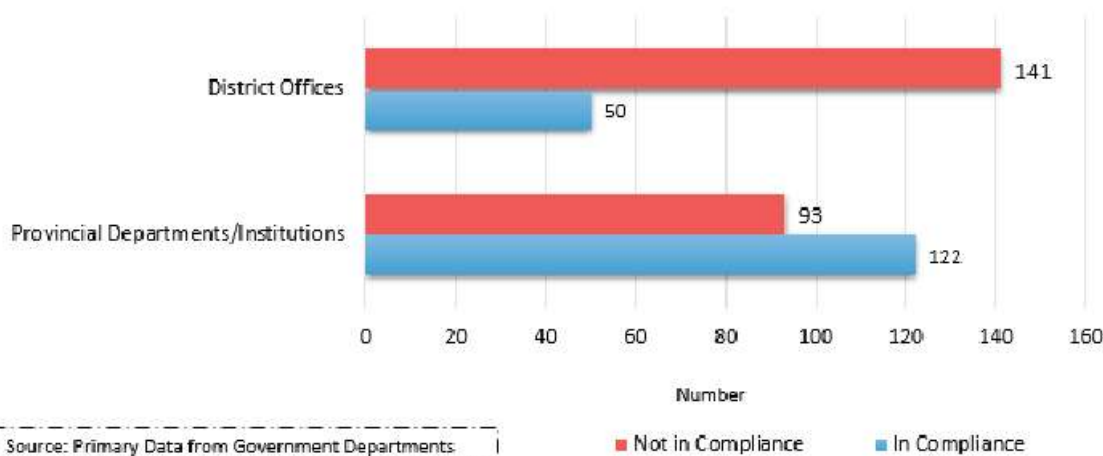


Figure 9.9

### 9.3.1.4 Administrative Leadership Positions

PWEF 2012 stipulated an increase in women's representation in all "administrative leadership positions" (including heads of departments and key field offices).

As shown in Figure 9.10, 12 (10%) of 121 Provincial Departments/Institutions have women in leadership positions. Furthermore, 61 (33%) of 186 District Offices have women in leadership positions.

**Public Offices with Women in Administrative Leadership Positions in Punjab (2016)**

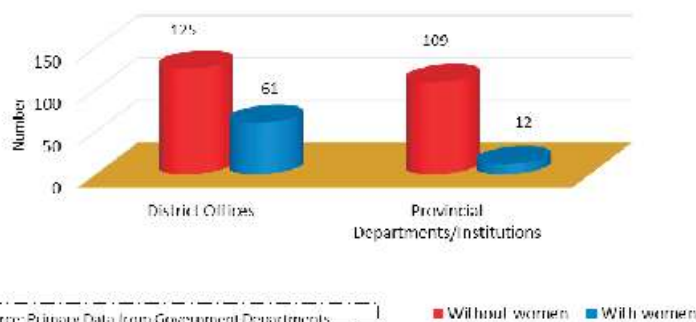


Figure 9.10

### 9.3.1.5 Age Relaxation

PWEP 2012 mandates age relaxation of up to 3 years for female employees who have been freshly inducted, above the general age relaxation of 5 – 8 years, which is already in place. This provision aims to encourage women’s employment in the public sector and enable women to join the workforce even if they have taken a few years off due to marriage and/or motherhood.

In 2016, age relaxation was awarded to 208 women in 10 (out of 121) Provincial Departments/Institutions. Of the 186 District Offices, age relaxation was awarded to 55 women in 15 offices.

Age Relaxation Provided to Women in Public Offices in Punjab (2016)



### 9.3.1.6 Women Friendly Public Amenities

PWEP 2012 mandated all public offices to provide facilities for women, including separate washrooms and designated prayer areas in all existing and newly constructed premises.

Out of 121, 98 Provincial Departments /Institutions have separate washrooms, while 76 have separate prayer areas for women. Out of 186, 118 District Offices have separate washrooms, and 87 have separate prayer areas for women. Figure 9.11 provides the number of public offices with separate washrooms and prayers areas for women.

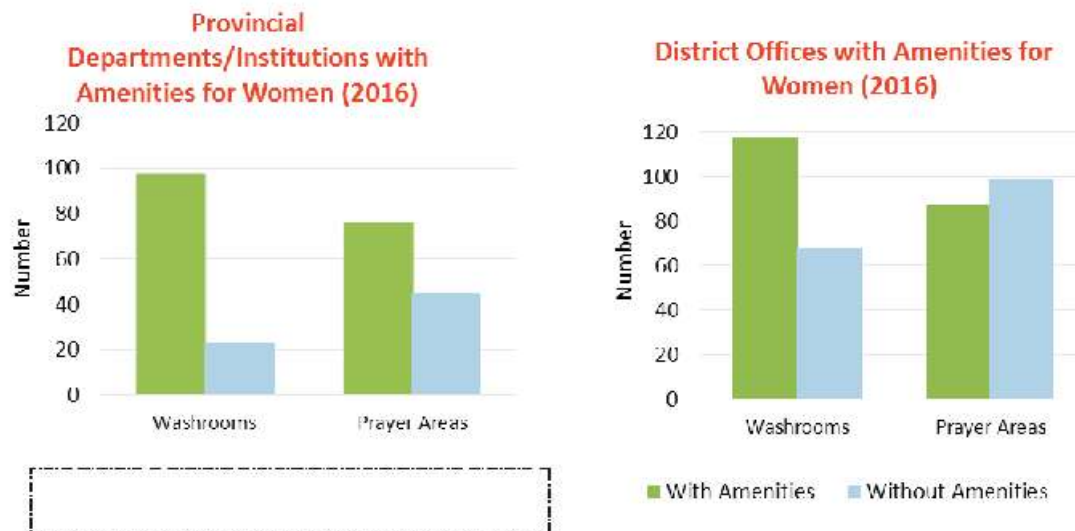


Figure 9.11

### 9.3.1.7 Maternity Leave

PWEP 2012 provides that all public offices provide women with maternity leave of at least 90 days. It also provides that an application for maternity leave be deemed approved as soon as it is forwarded to the immediate superior. Women are also not required to provide a medical fitness certificate upon re-joining work after availing maternity leave.

Table 9.2 shows that 798 women employed in 64 (out of 121 Provincial Departments/Institutions) availed maternity leave in 2016. Furthermore, 2,618 women employed in 84 (out of 186 District Offices) availed maternity leave in 2016.

Table 9.2

	Departments and Offices that provided Maternity Leave	Number of Women who Availed Maternity Leave (2016)
Provincial Departments/Institutions	64	798
District Offices	84	2,618

149

### 9.3.1.8 Paternity Leave

PWEP 2012 also provides for a weeks' paternity leave for male employees. As shown in Table 9.3, 349 men who work in 55 (out of 121 Provincial Departments/Institutions) availed paternity leave in 2016. In addition, 444 men who work in 60 (out of 186 District Offices) availed paternity leave in 2016.

Table 9.3

	Departments and Offices that provided Paternity Leave	Number of Men who Availed Paternity Leave (2016)
Provincial Departments/Institutions	55	349
District Offices	60	444

### 9.3.1.9 Punjab Public Service Commission

PWEP 2012 mandates 25% representation of women on the governing body of the PPSC. As depicted in Figure 9.12, there are 13 general members of PPSC, all of whom are currently men.

Members of Punjab Public Service Commission (2016)

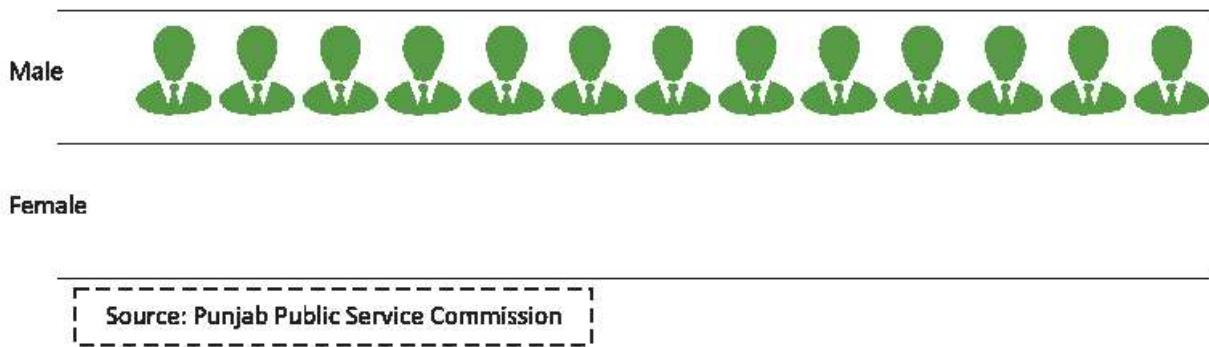


Figure 9.12

### 9.3.1.10 Consultants in the Office of the Ombudsman, Punjab

PWEP 2012 provides for mandatory appointment of at least 33% female consultants in the Office of the Ombudsman, Punjab ("Ombudsman"). As shown in Figure 9.13, there are 19 consultants in the Ombudsman's office, all of whom are men.

Consultants in the Office of the Ombudsman, Punjab (2016)

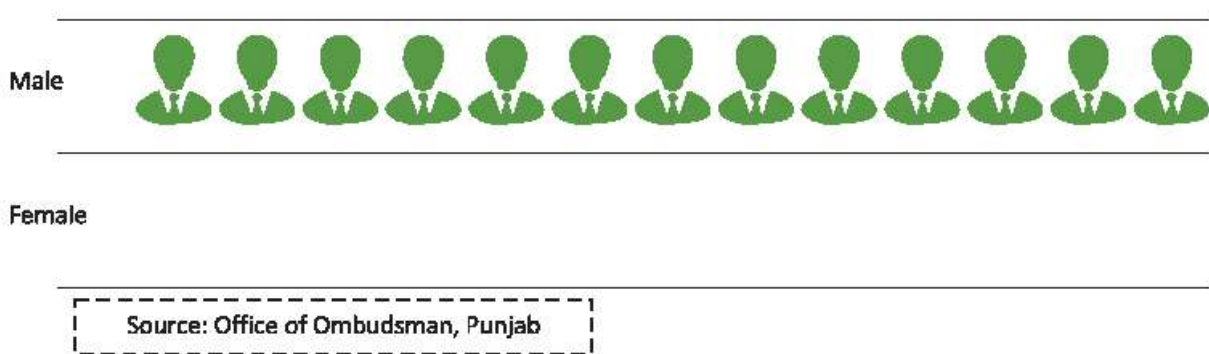


Figure 9.13

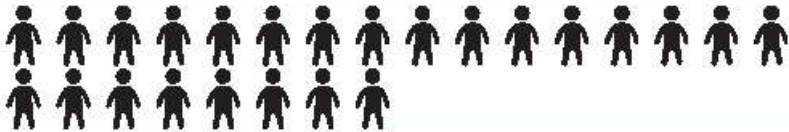










### 9.3.2 Day Care Centers

PWEP 2012 aimed to make workplaces women friendly by establishing the Punjab Day Care Fund. The Punjab Day Care Fund ("PDCF") Society consolidates efforts establishing Day Care Centers ("DCCs") by disbursing grants on "co-finance basis" through an open proposal mechanism to NGOs, Community Based Organizations and public organizations.<sup>289</sup>

As of December 31, 2016, Rs. 200 million had been released by PDCF for the establishment of 61 DCCs and 50 DCCs had been established. Applications for the approval of 14 additional DCCs are currently in process. Figure 9.14 provides district wise numbers of established DCCs.

<sup>289</sup> Extracted from [http://wcd.punjab.gov.pk/Punjab\\_Day\\_Care\\_Fund\\_Society](http://wcd.punjab.gov.pk/Punjab_Day_Care_Fund_Society), accessed on 15<sup>th</sup> February, 2017.

Day Care Centers in Public Offices in Punjab (2016)

District		Number
Lahore		24
Rawalpindi		9
Faisalabad		4
Chakwal		3
Bahawalpur		3
Mandi Bahauddin		3
Multan		2
Rahim Yar Khan		1
Sheikhupura		1
Attock		1
Gujrat		1

Source: Directorate of Women Development

Figure 9.14

### 9.3.3 Women Entrepreneurship Financial Scheme

PWEP 2012 envisioned a “Women Entrepreneurship Financing Scheme” to be managed by BOP for the purpose of commercial ventures by women.

This Scheme has not been implemented

### 9.3.4 Interest Free Loans for Women

PWEP 2012 required the government to allocate and disburse loans equivalent to Rs. 1 billion through Akhuwat<sup>290</sup> with a target of benefitting at least 33% women. Akhuwat has provided loans to 1,694,178 beneficiaries, of which 986,984 (58%) are men and 707,194 (42%) are women, with a GPI of 0.716. Figure 9.15 provides percentage distribution of male and female beneficiaries of loans provided by Akhuwat.

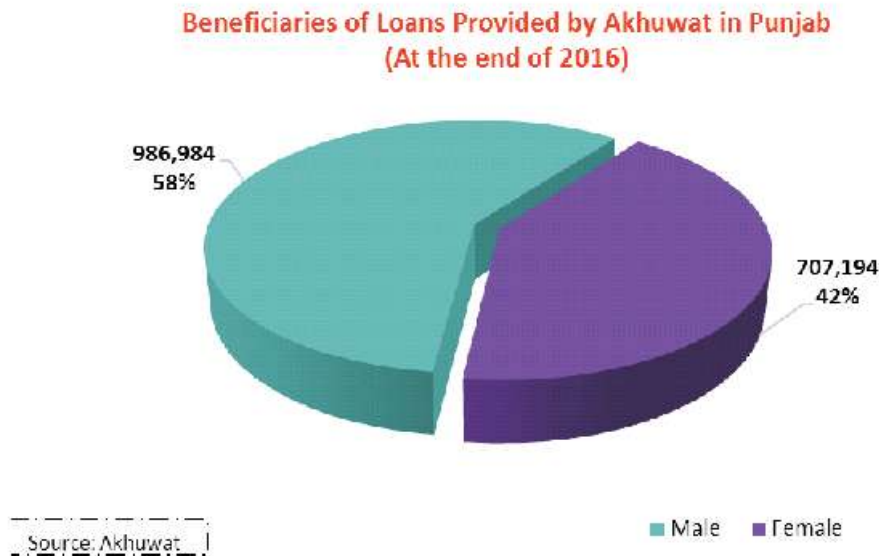


Figure 9.15

### 9.3.5 Skills Development

PWEP 2012 mandated that all government skills training programs shall include a substantial number of female trainees. In 2016, the Punjab Skills Development Fund ("PSDF") provided trainings to 58,738 persons, of which 49,587 (84%) were men and 9,151 (16%) were women, with a GPI of 0.184. As depicted by Figure 9.16, only 16% women have been trained under PSDF's vocational training programs.



Figure 9.16

<sup>290</sup> Akhuwat is an organization that provides micro-finance services to poor families



## 9.4 Education

### 9.4.1 Higher Education

#### 9.4.1.1 Career Development Centers

According to PWEF 2012, all public sector women universities and post-graduate colleges must have Career Development and Career Counselling Centers. As shown in Figure 9.17, WDD has established Career Development Centers in four universities.



Figure 9.17

Career Counselling Centers have been established as part of a joint venture of WDD and OXFAM in five post-graduate colleges. Figure 9.18 provides the names of post graduate colleges in which Career Counselling Centers have been established.

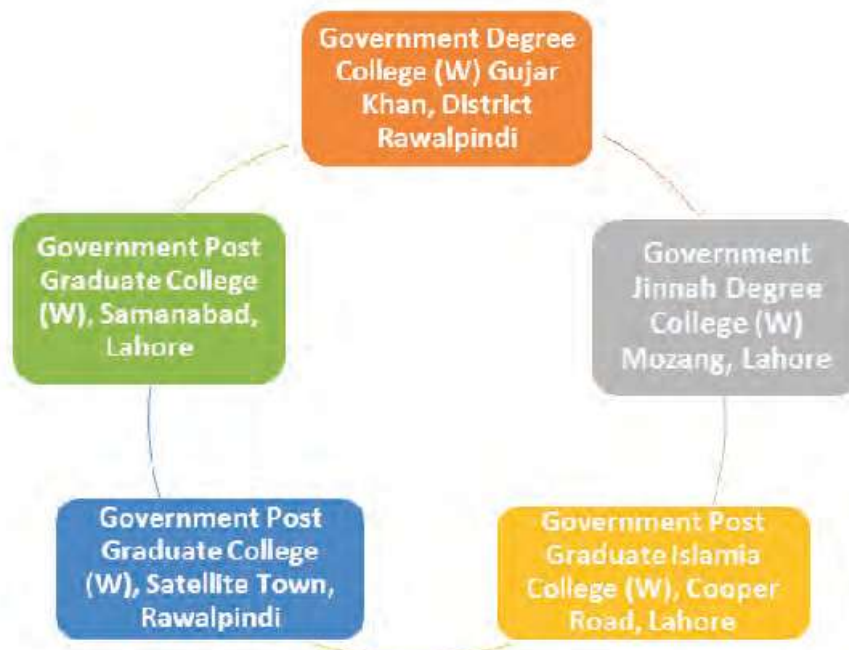


Figure 9.18

According to data received from the Directorate of Public Instructions (Colleges), Punjab, 46 female colleges have career counselling facilities. Division wise establishment of these facilities from 2013 to 2016 is provided in Figure 9.19.



Figure 9.19

### 9.4.1.2 Hostel Facilities

PWEP mandates provision of hostel facilities in at least one District Degree College for women at District Headquarters. According to data received from the Directorate of Public Instructions (Colleges), hostel facilities for women are now available in all divisions. Division wise establishment of hostel facilities from 2013 to 2016 is provided in Figure 9.20.

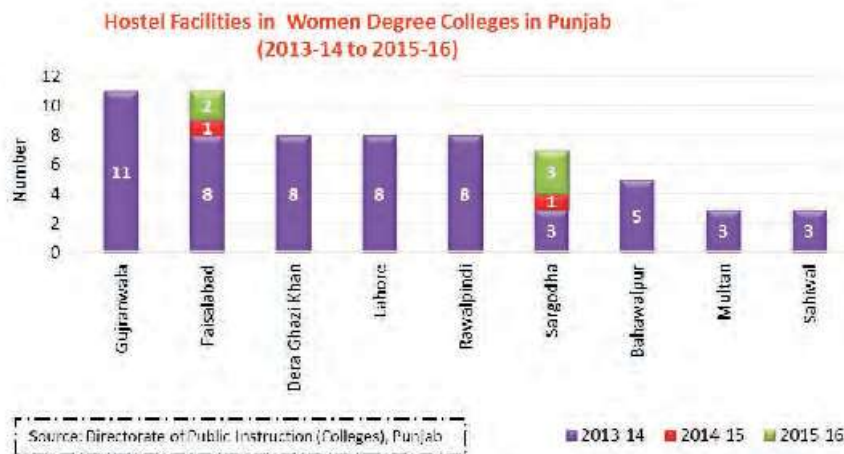


Figure 9.20

### 9.4.1.3 Transport Facilities

All women public colleges without adequate transport facilities must be provided buses or other regular means of transport to and from colleges. In 2016, 199 women public colleges had transport facilities. Division wise progress of provision of transport facilities from 2013 to 2016 is provided in Figure 9.21.

Tansport Facilities in Women Public Colleges in Punjab (2013-14 to 2015-16)

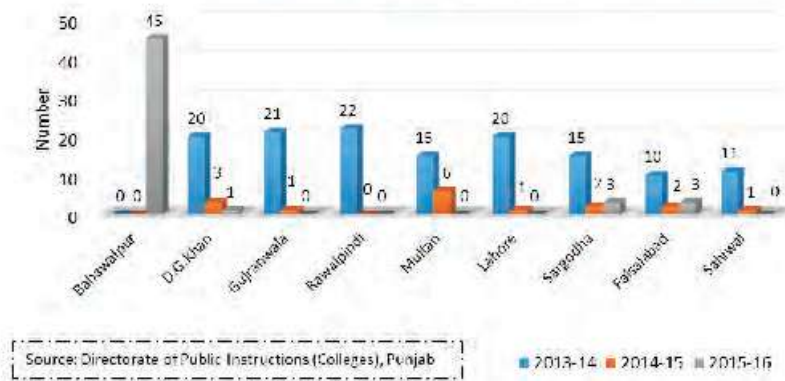


Figure 9.21

### 9.4.1.4 Women Degree Colleges

To promote female education, substantial allocations were made to establish women degree colleges in districts that did not have said colleges. Under this initiative, 39, 20 and 8 women degree colleges were established in Faisalabad, Gujranwala and Sargodha respectively. Figure 9.22 provides division wise details of establishment of women degree colleges.

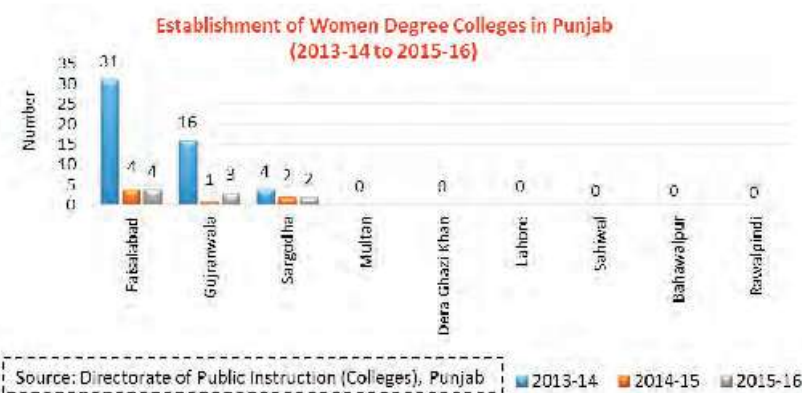


Figure 9.22

### 9.4.2 School Education

To enhance enrollment, various provisions were introduced through PWEF 2012. These include the provision of missing facilities (boundary walls and toilets) in schools and earmarking at least 70% jobs in primary schools for women.

#### 9.4.2.1 Missing Facilities

PWEF 2012 mandates provision of toilets and boundary walls in all girls' schools. There are 27,012 girls' schools out of which 26,785 (99%) have boundary walls and toilet facilities. Only 227 (1%) girls' schools do not have these facilities.

Figure 9.23 provides details of missing facilities in girls' schools.

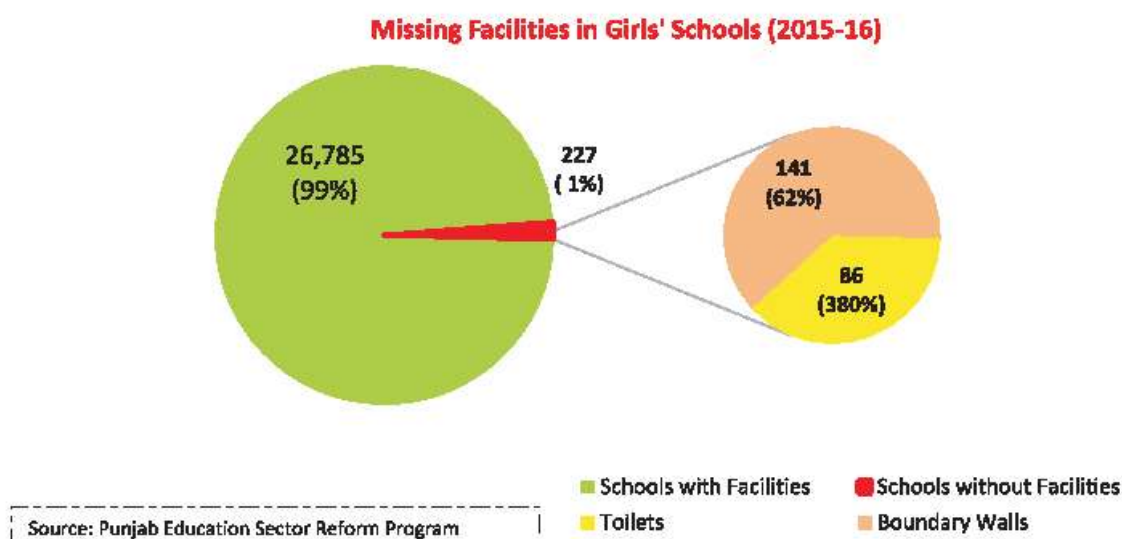


Figure 9.23

### 9.4.2.2 Female Teachers in Primary Education

Under PWEF 2012, at least 70% jobs in primary education were earmarked for women. In 2016, there were 109,800 primary school teachers, of which 60,100 (55%) were women and 49,700 (45%) were men, with a GPI of 1.209. Figure 9.24 depicts the number of male and female primary school teachers.

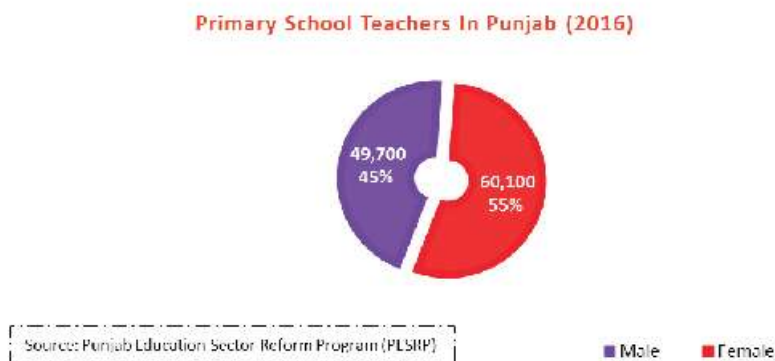


Figure 9.24

## 9.5 Health

### 9.5.1 CHARM Program

Under PWEF 2012, substantial allocations were made for the welfare of mothers and children. These allocations have been used to scale up the Chief Minister's Health Initiative for Attainment and Realization of MDGs (CHARM) Program and are being implemented by the IRMNCH Program. The CHARM Program aimed to provide 24/7 Emergency Obstetric and Neo-Natal Care ("EmONC") services at 803 BHUs, 303 RHCs, and all THQs and DHQs. The IRMNCH Program has also set up BHUs with better amenities through the "BHU Plus Model." Figure 9.25 provides an update on the number of BHUs, BHU Plus Models and RHCs that are currently providing EmONC services.

## 24/7 Emergency Obstetric and Neo-Natal Care Services in Punjab (2016)

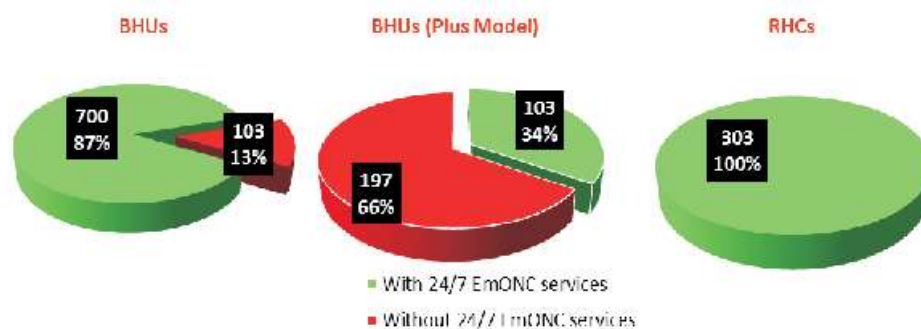


Figure 9.25

## 9.5.2 Nutrition Program for Mother and Child

A comprehensive Nutrition Program for Mother and Child was initiated under PWEF 2012 to ensure availability of medicines and supplementary nutrition. The IRMNCH Program aimed to provide nutrition services through 1,234 Outpatient Therapeutic Program (“OTP”) sites at BHUs, RHCs and THQs. Currently 774 OTP sites are providing nutrition services in which children who have been diagnosed with Severely Acute Malnutrition are being treated with ‘Ready to use Therapeutic Food’ and other essential medicines.

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## 9.6 Political

### 9.6.1 Gender Mainstreaming Standing Committee

As mandated by PWEF 2012, a Gender Mainstreaming Standing Committee was formed in the Punjab Assembly on January 17, 2014. The function of the Committee is to implement policies to involve women in decision-making processes, mainstream gender in all policies and programs and review all laws & rules through a gender lens. Ms. Raheela Khadim Hussain (MPA) currently chairs the Committee.

### B. Punjab Women Empowerment Initiative 2014

In 2014, CM, Punjab, constituted a Committee chaired by Ms. Zakia Shahnawaz Khan, Minister for Population Welfare, Government of Punjab, to review progress on PWEF 2012. In addition, the Committee recommended new measures to be introduced under PWEI along with an Action Plan for women’s empowerment in the next 3-5 years.

Implementation status of provisions contained within PWEI is provided below. Measures overlapping with PWEF 2012 have already been mentioned above.

## 9.7 Economic Empowerment

### 9.7.1 Skills Development

#### 9.7.1.1 Skills for Market Trainings

In 2012, PSDF launched Skills for Market (“SFM”) trainings to provide vocational skills to rural and vulnerable communities. SFM was designed to meet the specific needs of the rural population, such as literacy, communication and planning. Moreover, the overall training package for each candidate focuses on local trades, so as to enable opportunities of self-employment, informal contractual employment/piece work and small businesses.<sup>291</sup>

<sup>291</sup> “Complete Project” PSDF Skills for Market Comments. Web. 22 Feb. 2017.

From 2012 to 2015, 26,998 women received SFM trainings in multiple market-oriented trades.

PSDF has not conducted any SFM trainings in 2016.

### 9.7.1.2 Trainings of Female Domestic Workers

PWEI provided for training of 10,000 female Domestic Workers in Lahore, Faisalabad, Sialkot, Sargodha and Multan. In collaboration with ILO, WDD and the All Pakistan Women's Association ("APWA") launched a program to train female domestic workers in Lahore on February 19, 2014. The program aimed to provide specialized training to women in the fields of occupational health and safety, personal hygiene and grooming, time management, protection against various types of harassment, and communication and negotiation skills.<sup>292</sup> 1,000 Domestic Workers have been trained since the inception of this program in 2014.



The Directorate of Women Development had planned trainings of 1,650 female domestic workers in 2016-17, which includes on-going trainings of 360 female domestic workers in Lahore, Faisalabad and Multan.

### 9.7.1.3 Veterinary Trainings of Women in Livestock and Poultry

In order to assist women in increasing livestock productivity, trainings in livestock management, animal protection, poultry and husbandry at THQs were introduced under PWEI. Under this initiative, 1,932 veterinary trainings for women were conducted from 2012-13 to 2015-16. Figure 9.26 provides detailed numbers of trainings held in each year.

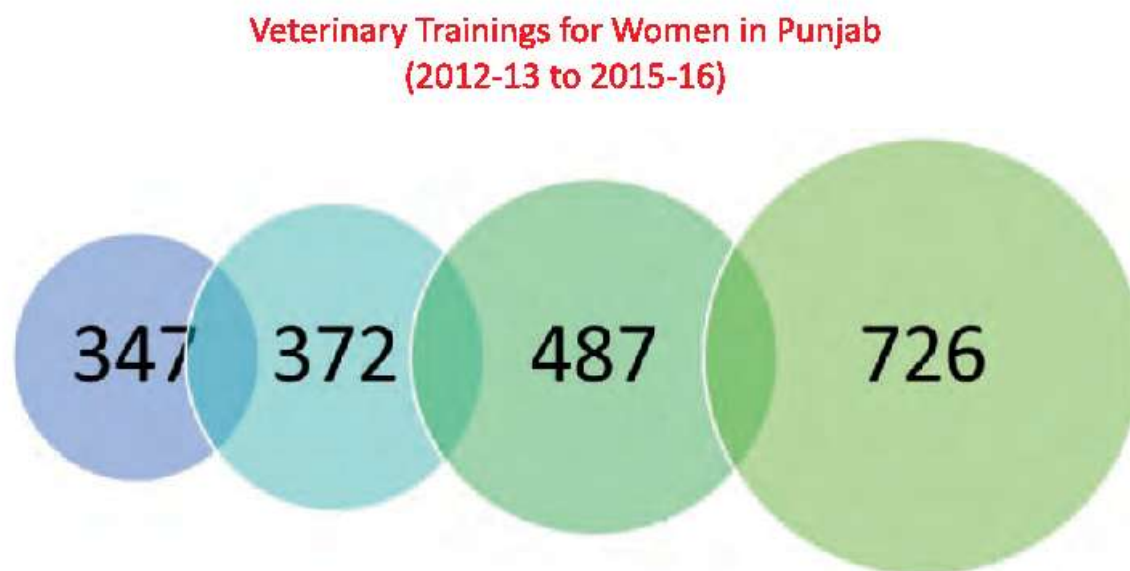


Figure 9.26

<sup>292</sup> Naqvi, Hassan. "Informal labour: Domestic workers to get training, rights education." The Express Tribune. 25 Feb. 2014. Web. 22 Feb. 2017.

### 9.7.1.4 Technical Trainings of Workers' Wives

To create opportunities for workers' wives and provide them with skills for employment, PWEI proposed establishment of 2 Vocational Training and Display Centers in Workers Welfare Schools for girls. In this regard, the following Workers Welfare Schools have been nominated as Vocational Training Institutes:

- I. Workers Welfare High School (Girls), Nishtar, Colony, Lahore
- II. Workers Welfare School (Girls), Multan

As of December 2016, 120 workers' wives had been trained in tailoring, embroidery, and provision of beautician services in Lahore and Multan. Training of the next batch of 120 workers' wives is currently under process.

A Display Center for handicrafts and other products made by workers' wives has also been established in the Labour Colony, Defence Road, Lahore.<sup>299</sup>

### 9.7.1.5 Vocational Trainings for Women from Minority Communities

PWEI provided for free of cost vocational trainings for women who belong to minority communities. TEVTA and the Department of Human Rights & Minority Affairs have developed a mechanism aimed at encouraging women to participate in trainings organized by TEVTA. As shown in Figure 9.27, TEVTA provided trainings to 250 women from minority communities in 2015 and 512 women in 2016.



Figure 9.27

## 9.8 Women Entrepreneurship

### 9.8.1 Rozgar Bank

PWEI provided for the establishment of a microfinance bank titled "Rozgar Bank" with an objective to provide small loans to at least 30% eligible women.

**Rozgar Bank has not been established**

### 9.8.2 Poverty Alleviation

#### 9.8.2.1 Establishment of Cottage Villages

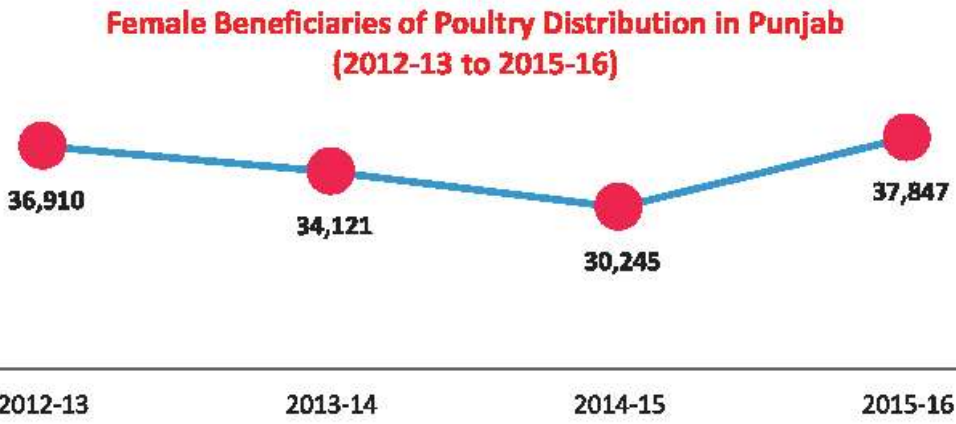
PWEI mandated the Labour Department to provide suitable space in Labour Colonies to establish cottage villages for marketing and sale of products, such as handmade clothes, jewelry and handicrafts. To date, only 1 Cottage village has been established in a Labour Colony in Lahore.

<sup>299</sup> Punjab Workers Welfare Board. Retrieved from <https://www.pwwb.com.pk/> February 22, 2017.

### 9.8.2.2 Distribution of Poultry and Cattle

To encourage participation of rural women in livestock activities, PWEI provided for the distribution of poultry and cattle to women in rural Punjab. From 2014-15 to 2015-16, number of cattle distributed to women was 12,007.

Since 2012-13, 130,109 poultry items have been distributed to 139,123 women with 27,411 distributed in 2015 and 31,667 distributed in 2016. Figure 9.28 depicts the number of poultry items distributed among rural women from 2012-13 to 2015-16.



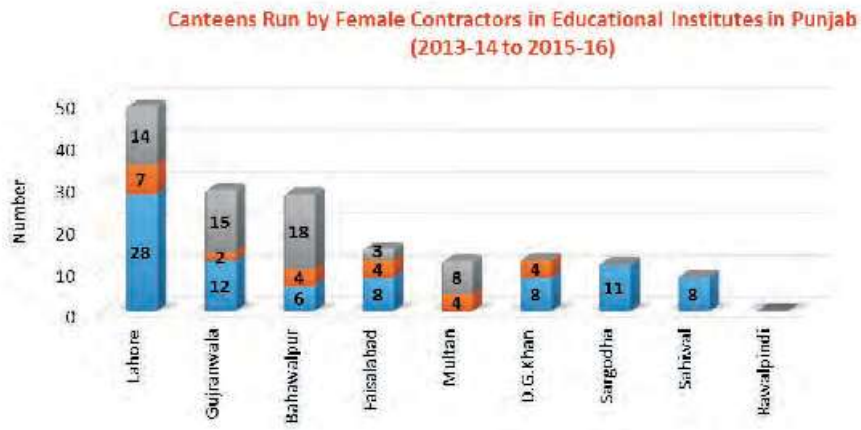
Source: Livestock and Dairy Development Department

Figure 9.28

## 9.9 Business Development

### 9.9.1 Canteens in Female Educational & Training Institutions

To create more business opportunities for women, PWEI directed all female educational and training institutions to hire female contractors to run all canteens. Female contractors currently run 164 canteens in female educational and training institutes. Figure 9.29 provides division-wise details of canteens run by female contractors in educational institutions in Punjab.



Source: Directorate of Public Instructions (Colleges), Punjab

Figure 9.29



## 9.10 Employment

### 9.10.1 Delegation of Powers

Prior to PWEI, district employees were required to travel to Lahore to obtain sanction for leave. Due to time constraints and long distances, this was a cumbersome process, especially for women. To facilitate employees, PWEI proposed delegation of the power to sanction medical leave to officials at the divisional level.

### 9.10.2 Affordable Residential Facilities Voucher Scheme for Women

Availability of residential facilities improves working conditions for women and enhances their participation in the formal labour force. To provide safe housing for women who work outside their homes, the Punjab Working Women Endowment Fund ("PWWEF") was established through PWEI. PWWEF is mandated to provide a "voucher scheme" to facilitate low cost accommodation to working women.

In 2016, the Punjab Workers Welfare Board established the Punjab Working Women Endowment Fund Trust Society, and released Rs. 295 million for provision of low cost housing for women

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### 9.10.3 Private Sector Employment Policies

Provisions in PWEI 2012 aimed at increasing women's participation in public sector employment. PWEI provided for reform of private sector employment policies and a sum of Rs. 5.35 million was allocated for this purpose.

### 9.10.4 Punjab Day Care Fund

Implementation status has already been provided in Section 9.3.2.

### 9.10.5 Day Care Workers' Training

Success of the DCC initiative is dependent upon the availability and quality of human resource. PWEI proposed trainings of women as day care workers so that certified workers could subsequently be employed by DCCs established through PDCF.

At the end of 2016, 88 DCC staff members had been trained in 4 Training Centers.

## 9.11 Enabling Environment

### 9.11.1 Harassment Awareness Volunteer Program

PWEI provided that a large-scale awareness campaign be conducted in all districts to spread awareness about legislative and administrative mechanisms available for protection of women from harassment at the workplace.

According to the Ombudsperson's Office, volunteer campaigns have so far been organised in 15 districts of Punjab. Figure 9.30 depicts the districts in which awareness campaigns were undertaken in 2014-15 and 2015-16.

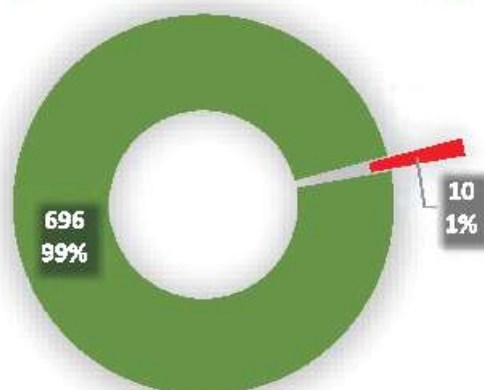


## 9.13 Protection

### 9.13.1 Help Desks for Females in Police Stations

To encourage women to access police stations and register complaints, PWEI directed Punjab Police to establish female help desks in every police station. As shown in Figure 9.31, 696 (99%) of 706 police stations had female help desks and Lady Constables to facilitate women.

**Female Help Desks in Police Stations in Punjab (2016)**



Source: Office of the Inspector General of Police, Punjab

■ With Help Desks ■ Without Help Desks

Figure 9.31

### 9.13.2 Toll Free Women's Helpline

Details on the Toll Free Helpline being run by PCSW have already been provided in Section 9.2.2.

## 9.14 Land Ownership

### 9.14.1 Land Revenue Laws

Details of amendments made in Land Revenue Laws have already been provided in Section 9.1.1.4.

## 9.15 Women And Family

### 9.15.1 Waiving of 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. Through PWEI and subsequent amendments made to the PLGA 2013, the government has waived the prescribed fee for birth registration of boys and girls.

As shown in Figure 9.32, births of 1.5 million (53%) boys and 1.3 million (47%) girls were registered in Punjab in 2015.



### 9.15.3 Family Law Reforms

Through PWEI, the government of Punjab emphasized the need to reform existing family laws, with a view to decreasing suffering of women and children, especially during dissolution of marriage proceedings. In this regard, the Punjab Muslim Family Laws (Amendment) Act, 2015, and the Punjab Family Courts (Amendment) Act 2015 was passed.

**The Punjab Muslim Family Laws (Amendment) Act** mandates filling in all provisions of the *Nikah Nama*. Stricter penalties for polygamy without permission of the existing wife have been introduced. It also prescribes maintenance of children as an obligation for the father and penalizes non-compliance.

**The Punjab Family Courts (Amendment) Act 2015** amended the Family Courts Act of 1964, in an effort to speed up litigation and impose stringent liability upon a defendant for failure to provide maintenance.

## 9.16 Mindset Change

### 9.16.1 Inclusion of PWEI, Gender Equality and Women's Issues in School Curricula

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PWEI directed inclusion of all women's empowerment initiatives in textbooks compiled by the Punjab Curriculum and Text Book Board ("PCTB") and instructed review of school curricula in order to ensure gender sensitivity.

According to information provided by PCTB, textbooks published for 2016-17 address the issue of VAW in Urdu textbooks for Grade 8. In 2017-18, a chapter will also be added in textbooks for Pakistan Studies for Grades 9, 10 and 12.

### 9.16.2 Provision of Scooties for Working Women

In order to facilitate women and provide them with safe and adequate transport facilities, Punjab Transport Department initiated a project to provide "Scooties for Working Women." Through this project, scooties will be provided to 1,000 working women in Lahore and paid for in easy installments.

Project not implemented yet

## 9.17 Education

### 9.17.1 Punjab Educational Endowment Fund

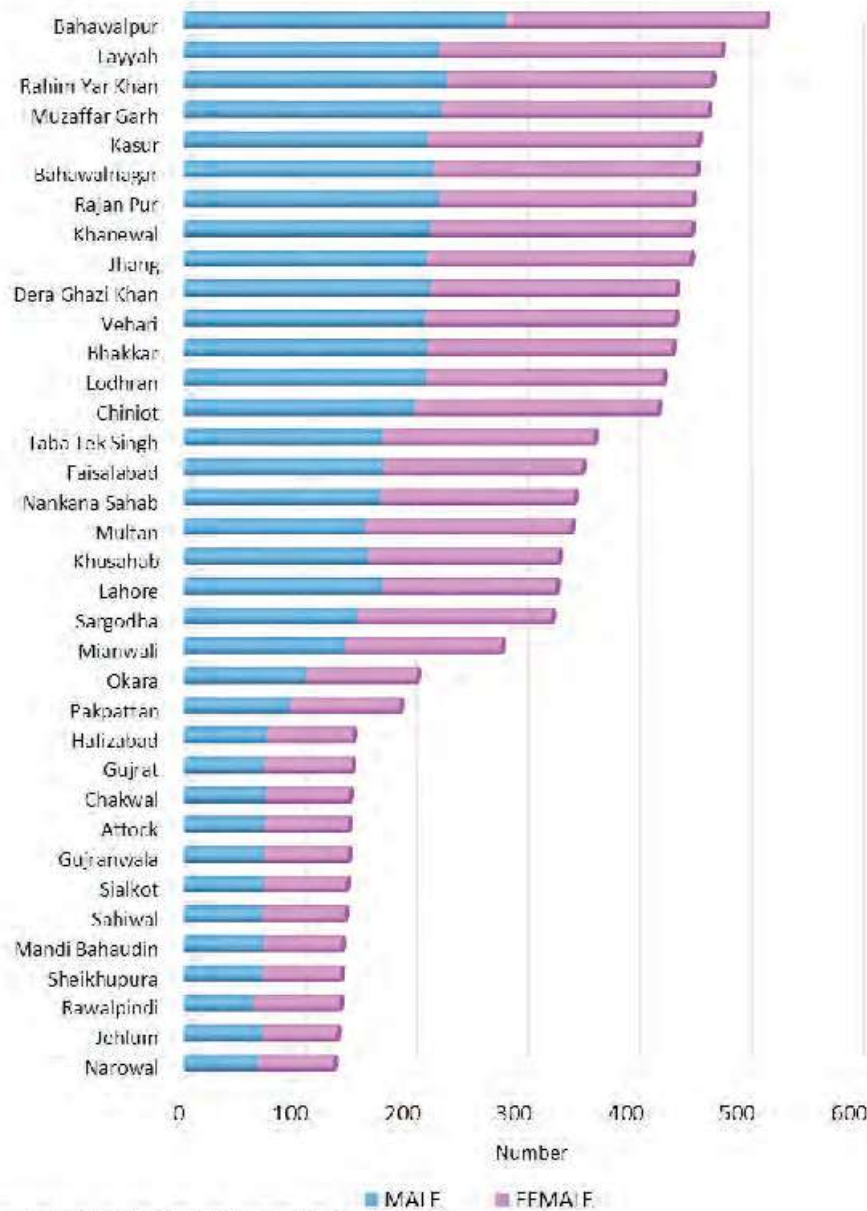
The Punjab Educational Endowment Fund ("PEEF"), which was introduced through PWEI, aims to provide scholarships/monetary assistance to talented and needy students who wish to pursue quality education. Preference is given to students who belong to the 16 less developed districts of South Punjab. Special quotas for orphans, children of government employees of BPS 1 – 4, disabled, minorities and widows have also been allocated.<sup>294</sup>

At the end of 2016, 5,638 (50.3%) females and 5,577 (49.7%) males had been awarded scholarships by PEEF. District wise details of scholarships awarded are given in Figure 9.34, which shows that the highest numbers of scholarships have been awarded to districts of South Punjab.<sup>295</sup>

<sup>294</sup> "The Punjab Educational Endowment Fund (PEEF)." *Peef.org*. Web. 22 Feb. 2017.

<sup>295</sup> Bahawalpur, Layyah, Rahim Yar Khan and Muzaffargarh

Scholarships Awarded by Punjab Educational Endowment Fund (2016)



Source: Punjab Educational Endowment Fund (PEEF)

Figure 9.34

## 9.18 Health

### 9.18.1 Health Insurance Policy

PWEI introduced a Health Insurance Policy through which health insurance cards will be issued to deserving families. For this purpose, the Punjab Health Initiative Management Company is being established to improve access to health services for the under-privileged population of Punjab. The scheme has been initiated in 4 districts (Khanewal, Narowal, Rahim Yar Khan and Sargodha), in which 4,088,411 (51%) beneficiaries are female and 3,899,364 (49%) are male. District wise details of beneficiaries is given in Table 9.4.

Table 9.4 Beneficiaries of the Health Insurance Scheme in 4 Districts of Punjab (2016)

District	Male	Female
Khanewal	738,785	787,630
Narowal	421,034	465,353
Rahim Yar Khan	1,758,438	1,772,562
Sargodha	981,107	1,062,866

Source: Punjab Health Initiative Management Company

## 9.18.2 Ante Natal Clinic Services

A pilot project to provide antenatal check-ups at Ganga Ram Hospital and Lady Willingdon Hospital, Lahore was introduced through PWEI.

## 9.18.3 Ambulances

According to PWEI, 300 ambulances were to be provided to reduce travel time to hospitals for women in under-privileged communities. Figure 9.35 depicts recent progress made in the provision of ambulances to health facilities in Punjab.

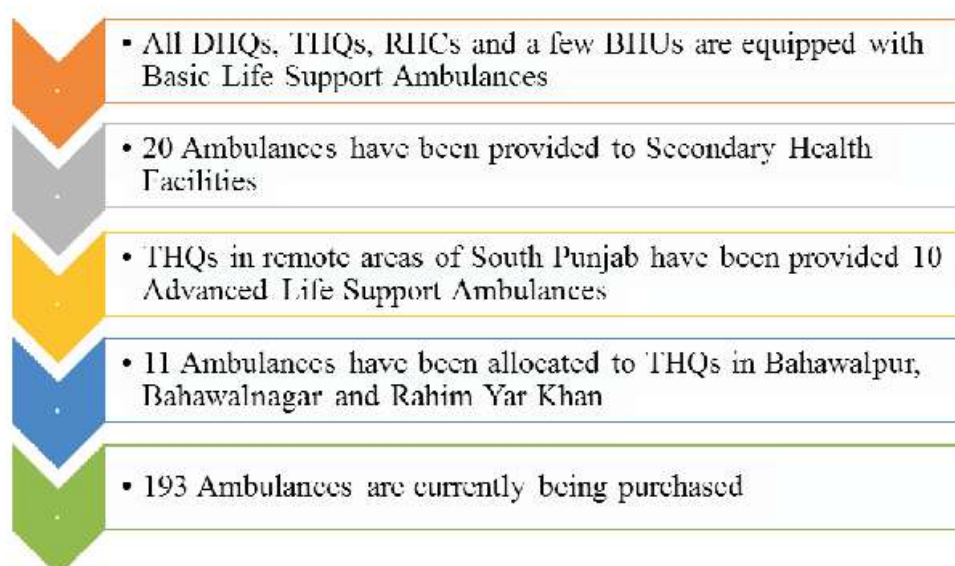


Figure 9.35

## 9.18.4 Birth Waiting Rooms

PWEI directed health authorities to provide “birth waiting rooms” to pregnant women in THQs and DHQs located in remote and tribal areas of Dera Ghazi Khan and Rajanpur. Table 9.5 provides an implementation status of this provision.

**Table 9.5 Status of Birth Waiting Rooms in Dera Ghazi Khan and Rajanpur (2016)**

Hospitals (DHQ/THQ)	Birth Waiting Room
DHQ Teaching Hospital, Dera Ghazi Khan	Available
DHQ Rajanpur	Available
THQ Taunsa, Dera Ghazi Khan	Not Available
THQ Rojhan, Rajanpur	Not Available
THQ Jampur, Rajanpur	Not Available

## C. Punjab Women Empowerment Package 2016

### 9.19 Legal Initiatives

#### 9.19.1 Legal Aid at the District Level

PWEI 2016 provides for free legal advice at the district level. Two Public Prosecutors have been nominated by the Public Prosecution Department in each district to provide free legal advice to women.

#### 9.19.2 Institutional Mechanisms for Prevention of Violence against Women

PWEI 2016 emphasized the implementation of various district-level mechanisms provided for in the Punjab Protection of Women against Violence Act, 2016. The first Violence against Women Center (“VAWC”) is being established in Multan and will be operational in 2017. VAWCs are also being set up in Faisalabad and Gujranwala.

The Strategic Reforms Unit has shortlisted candidates for the four non-official members of District Women Protection Committees (as provided for under the Act). Interviews for positions of Women Protection Officers and District Women Protection Officers have been held and appointments will be complete by March, 2017.





## 9.20 Economic Initiatives

### 9.20.1 Women Expo and Business Facilitation Centers

PWEP 2016 envisages one Women Expo to be organized annually by the Industries, Commerce and Investment Department, Government of Punjab. The first Women Expo will be held from 24th to 26th February, 2017 in Lahore.

Establishment of Business Facilitation Centers for women is in process.

### 9.20.2 Establishment of Working Women Hostels

To encourage women's employment, PWEP 2016 provided for working women hostels to be built in all districts. In December 2016, there were 501 women residing in 16 hostels in Punjab. Figure 9.36 provides details of existing hostels and the number women residing in them in December 2016.

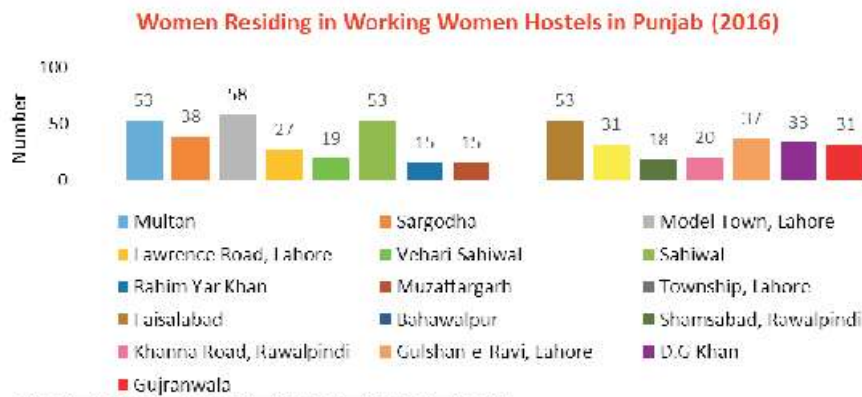


Figure 9.36

### 9.20.3 Fatima Jinnah Awards

To appreciate the valuable contributions of women in the fields of education, arts, health and legal rights, the government announced provision of "Fatima Jinnah Awards" for accomplished women. Towards this end, a grant of Rs. 29 million was approved in 2015-16 and nominations for these awards are currently in process.

# 4 SECTION

## 10. Legislation for Women

As the foremost function of law-making bodies at the federal and provincial levels, legislation offers the most viable tool to safeguard the interests of the public. In the last two decades, enactment, enforcement and implementation of laws to uphold women's social, political, civil and economic status has been a priority for lawmakers and interest groups alike. Legislative measures may be categorized into two kinds: *punitive* laws, which seek to protect women by criminalizing certain acts of violence and discrimination and *enabling* legislation that contributes to women's individual growth and development by improving their educational, professional and financial capacity.

In line with principles enshrined under the Constitution as well as legal commitments incurred by the state of Pakistan under international law in general and CEDAW in particular, a number of laws have been enacted to address particular areas of concern. An overwhelming majority of these laws address the need for protection of women from various forms of gender-based violence, including but not limited to, acid crimes, honour killings (*karo-kari*), rape, domestic violence and harassment at workplace. In most instances, topical laws have come in response to trending patterns of crime at the time, spearheaded by a strong political will and supported by the concerted efforts of civil society representatives, media and rights-based advocacy groups.

Although lacunae still exist within prevailing laws and procedures, it is the lack of implementation that remains the ultimate challenge to the movement for gender equality. This lack is attributable to a number of cultural and economic factors inherent to Pakistani society. These include an ingrained cultural bias in favour of men and boys, under-reporting of crimes, lack of awareness of the law and fundamental human rights, societal notions associated with honour (*ghairat*) and shame (*sharam*), largely patriarchal family structures, pressure to settle outside court through compromise deeds and lack of independent monitoring mechanisms at the grassroots level.<sup>296</sup> Systemic efforts are, however, underway to lessen the gap between laws and their practical implementation through various initiatives across the Punjab.

This section provides a brief overview of the various international conventions and declarations which Pakistan has signed/ratified to date, followed by a synopsis and critique of pro-women laws enacted at the federal and provincial levels during 2016.

<sup>296</sup> 'Women's Economic Participation and Empowerment - Status Report 2016', UN Women Pakistan [Accessible at: <http://asiapacific.unwomen.org/en/digital-library/publications/2016/05/status-report-on-women-economic-participation-and-empowerment>]

# 10.1 International

## 10.1.1 Sustainable Development Goals

### Date of Ratification/Adoption

September 25th, 2015

### Salient Features

- Successor to the Millennium Development Goals.
- Spearheaded by the UN, the SDGs comprise of 17 Goals with 169 corresponding targets.
- SDGs encompass a broad range of sustainable development targets including maternal health, poverty, environmental sustainability and education.
- Goal 5 of the SDGs is to 'Achieve gender equality and empower all women and girls.'

### Monitoring Body

UN Commission on Sustainable Development

## 10.1.2 International Covenant on Economic, Social and Cultural Rights

### Date of Ratification/Adoption

April 17th, 2008

### Salient Features

- ICESCR lays down a framework for state parties to uphold the economic, social and cultural human rights of all citizens without discrimination on the basis of sex.
- Contains provisions pertaining to labour rights, social security, adequate standard of living and education.
- The Convention stipulates the creation of a Committee for Economic, Social and Cultural Rights mandated with monitoring implementation through compliance reports.
- Recognizes the practical constraints of individual state parties by incorporating the principle of 'progressive realization'.<sup>297</sup>

### Monitoring Body

Committee on Economic, Social and Cultural Rights

## 10.1.3 Universal Periodic Review (“UPR”)

### Date of Ratification/Adoption

April 3rd, 2006

### Salient Features

- Review process conducted under the auspices of the UN Human Rights Council, established under UNGA Resolution 60/251.
- The official mandate of the UPR is to carry out periodic reviews of human rights practices based on objective and reliable information submitted by governmental and non-governmental bodies.
- A comprehensive mechanism to review level of compliance of individual states with *inter alia* the UN Charter, the Universal Declaration of Human Rights (“UDHR”) and other human rights treaties/conventions as may be ratified by them.

### Monitoring Body

UN Human Rights Council

<sup>297</sup> The principle of progressive realization under international law, found in clauses across human rights treaties and conventions, obliges individual states to take measures to realize social, cultural and economic human rights in light of their individual financial, infrastructural and natural resources.

## 10.1.4 Convention on the Elimination of All Forms of Discrimination against Women

### Date of Ratification/Adoption

March 12th, 1996

### Salient Features

- The Convention contains substantive provisions relating to women's education, employment, health, and social and economic empowerment.
- One of its goals is to abolish all domestic laws and practices that violate the principle of non-discrimination.
- Establishes a mechanism for periodic reports to be submitted by individual state parties (every four years). Reports are required to highlight legislative, judicial, administrative and other measures adopted to implement provisions under CEDAW.

### Monitoring Body

Committee on the Elimination of Discrimination against Women

## 10.1.5 Beijing Declaration and Platform for Action

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September 15th, 1995

### Salient Features

- The ultimate objective is the empowerment of all women, protection of their fundamental human rights and encouraging equal participation in public and private spheres of life.
- Covers a wide range of women-related issues pertaining to human rights, socio-economic well-being, health, education and gender-based violence.
- To monitor progress, it has been made obligatory upon state parties to include information on specific measures taken to implement its goals within periodic reports submitted under Article 18.

### Monitoring Body

UN Commission on the Status of Women

## 10.2 Federal Legislation (2016)

### 10.2.1 The Criminal Law (Amendment) (Offences in the name or on pretext of Honour) Act, 2016 (Act XLIII of 2016) (“Anti-Honour Crimes Act”)

#### Rationale

- To strengthen the existing framework of PPC with respect to honour crimes.

#### Salient Features

- *Fasad-fil-arz* (literally 'spreading mischief on Earth') is an Islamic legal concept that encompasses acts, which, by virtue of their nature, are considered a disturbance to public order/the rule of law.
- Section 299 of the PPC lays down factors that may trigger application of the concept and now includes offences committed in the name of honour. The application of *fasad-fil-arz* automatically triggers stricter punishments for honour crimes.
- In cases of honour killings, the court retains the discretion to award punishment despite pardon and the sentence of life Imprisonment (i.e. 25 years) cannot be categorically avoided, even if the *wali* or family members of the victim pardon the offender.

**Analysis**

- Following the addition of honour crimes as a distinct criminal offence under PPC in 2004, the Anti-Honour Crimes Act marks the first time a piece of legislation has addressed the procedural and substantive framework for honour crimes.
- Not only has this amendment brought a pressing concern of women rights activists on the parliamentary agenda, it has done so as a result of increased public awareness and citizen activism. In terms of policy-making, this points to a positive trend wherein the law has been amended in response to procedural hurdles faced by victims of violence.
- The Anti-Honour Crimes Act has increased the ambit of *fasad-fil-arz* to include honour crimes. This positive amendment, due to which application of Section 345 of the Criminal Procedure Code ("Cr.PC") is now subject to Section 311 of PPC, implies that perpetrators of honour crimes will be punished with more severity.
- Punishment for honour crimes is, however, still at the discretion of the Court, as indicated by the use of 'may' and not 'shall' in Section 311 as amended.
- Absence of provisions that stipulate a prosecutorial role for the state as the victim's "guardian" (*wali*) in all cases of honour crimes implies that victims or their families can still be pressurized to "pardon" offenders.

## 10.2.2 The Criminal Law (Amendment) (Offences Relating to Rape) Act, 2016 (Act XLIV of 2016) ("Anti Rape Act")

**Rationale**

- To improve investigative techniques in cases of sexual violence against women.
- To ensure protection of a victim's rights to privacy, confidentiality and security.
- To amend PPC, Cr.PC and the Qanun-e-Shahadat Order, 1984.

**Salient Features**

- Amendment to Section 161 PPC now requires a female police officer/escort to be present during recording of victim's information as well as his/her medical examination.
- The Anti Rape Act makes it lawful for the accused to be subjected to medical examination provided there are reasonable grounds to believe that such examination may afford evidence as to the commission of an offence.
- Section 55 of the PPC has been amended to have the following effect: punishment of life sentence for certain sexual offences (including but not limited to rape/attempt to rape) shall not be commuted.
- Amendment to Section 352 of the Cr.PC gives the Court discretion to hold hearings in private through video-link or usage of screens for protection of victims and witnesses.

**Analysis**

- Provisions under the Anti Rape Act stipulate modern and more scientific means of investigation and prosecution. A new and lowered evidentiary threshold not only brings Pakistan in line with international standards in the practice of criminal law, it also serves to highlight the strong commitment of federal legislators to facilitate and sensitize formal avenues of retribution and legal remedy for female victims of rape.
- The Anti Rape Act also lays down a valuable precedent to guide comprehensive schemes for victim and witness protection in the future. By acknowledging the highly vulnerable position of victims of sexual violence, this law aids in the accumulation of greater and more reliable evidence for trial and is, for that reason, expected to contribute to an improved conviction rate.
- Although provisions under the Anti Rape Act have addressed significant loopholes in the existing legal framework, a number of concerns have been raised by legal and policy analysts. Firstly, it has been noted that without extensive social awareness campaigns, the practical utility of the Anti Rape Act remains limited.
- Secondly, implementation of the law through state institutions, primarily the police and judiciary, requires substantial addition to their human, financial and organizational capacity, a process that shall require considerable time, resource and institutional will before the law can be effectively implemented.

### 10.2.3 The Prevention of Electronic Crimes Act, 2016 (Act No. XL of 2016) (“PECA”)

#### Rationale

- To provide a comprehensive legal framework for mechanisms of investigation, prosecution and adjudication in relation to electronic crimes.
- To provide special protection to women in online spaces from harassment, intimidation and coercion.

#### Salient Features

- Section 21 provides that use of electronic means that may result in reputational damage or breach of privacy shall be punishable with imprisonment of up to 7 years or with a fine up to 5 million rupees or both.
- Under Section 22, punishment of up to 7 years or fine up to 5 million rupees or both has been prescribed for the offence of producing, distributing or transmitting pornographic material showing underage girls engaged in sexually explicit conduct.

#### Analysis

- PECA is a laudable step towards protecting women in online spaces. In light of changing means of communication in an increasingly digital age, PECA goes a long way in making government policy more responsive to the needs of citizens.
- Legal experts have, however, identified the need for more clear and operational definitions for certain terms in the law.
- Implementation of the new law requires substantial capacity building of formal justice providers. Therefore, it may be considerable time before 'phased implementation' as stipulated under PECA, is fully executed.

## 10.3 Provincial Legislation (2016)

### 10.3.1 Punjab Protection of Women Against Violence Act, 2016

#### Rationale

- To protect women from domestic, sexual, psychological and economic forms of abuse.
- To establish an effective system of judicial remedies, relief and rehabilitation for female victims of violence.

#### Salient Features

- According to Section 13, Protection Centers are to be established to serve as a converging point for all services essential to ensure justice delivery including police reporting, registration of criminal cases, medical examination, and collection of forensic evidence.
- Section 14 provides for the appointment of Women Protection Officer(s) at district levels to supervise protection systems in their respective areas.
- The Act stipulates judicial remedies for protection of female victims of violence, including, interim orders, protection orders, residence orders and monetary orders.

#### Analysis

- Under the provisions of this Act, mental forms of torture have also been recognized as a punishable crime. Rights groups and activists have welcomed this paradigm shift towards a wholesome and victim-friendly approach to the criminal justice system.
- The law is a crucial step towards changing the prevailing mindsets among the police and judicial officers who discard domestic and intimate partner violence as a 'family problem' to be resolved without interference from official authorities.
- Although the law has been welcomed as a positive step in protecting victims of violence, the ultimate challenge remains in its practical implementation. In view of the elaborate institutional adjustments proposed under the Act, including recruitment and training of District Women Protection Officers, development of infrastructure and use of medical equipment, it may take considerable time before its provisions are fully implemented.



### 10.3.2 Punjab Restriction on Employment of Children Act, 2016

#### Rationale

- To prohibit the employment of children less than 15 years of age.
- To restrict the employment of adolescents (15-18 years) in certain occupations.

#### Salient Features

- Under Section 11(a), an occupier, who employs or permits a child to work in an establishment, shall be liable to punishment with imprisonment for a term which may extend to six months, but which shall not be less than seven days and with a fine which may extend to fifty thousand rupees, but which shall not be less than ten thousand rupees.

#### Analysis

- Strict punishments prescribed for employing young girls in activities such as prostitution, production of pornography, pornographic performances, and domestic or cross-border trafficking are expected to create deterrence in society.
- For its provisions for adequate working hours and conditions, the Act has been appreciated as a positive trend in the area of child rights in general and labour rights of adolescent females in particular.

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### 10.3.3 Punjab Prohibition of Child Labour at Brick Kilns Act, 2016

#### Rationale

- To provide for the prohibition of child labour and to regulate work conditions at brick kilns in Punjab.

#### Analysis

- Under Section 13, any occupier or parent/guardian who employs or permits a child to work at a brick kiln shall be liable to a six-month prison term and up to a fine of five hundred thousand rupees.
- Within the context of bonded labour, widespread particularly in the Southern districts of Punjab, the Act is a positive step as it establishes a strict penal framework for employment of underage girls or boys in brick kilns, where bonded labour is most rampant.
- Employment of young girls in brick kilns adversely affects their life opportunities including limiting their access to education. Provisions under the new law shall have the effect of limiting the extent to which their future is compromised at the hands of employers, parents or legal guardians.

#### Punjab Home-Based Workers' Bill

Punjab has developed a comprehensive policy for the protection of Home-Based Workers. The Punjab Home-Based Workers Bill is currently being deliberated upon by the Cabinet.

# 5 SECTION

# 11 RECOMMENDATIONS

## A. General

### (i) Awareness

- All government departments should undertake relevant, targeted and widespread awareness campaigns on rights and services for women. Traditional and modern tools for communication should be employed for this purpose.

### (ii) Data Collection

- All government departments involved in data collection activities must collect and share gender disaggregated data and enable integration of existing Management Information Systems with GMIS.
- To capture comprehensive data relating to women, new indicators should be developed and existing indicators must be reviewed and revised.
- ECP must collect gender disaggregated figures for electoral candidates and voter turnout in all elections.
- Courts must maintain gender disaggregated information on litigants.

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### (iii) Trainings

- All government departments must conduct induction and in service gender sensitivity trainings for all employees.
- Formal impact assessments of these trainings must also be carried out on an annual basis.

### (iv) Human Resource

- Women's representation in all public-sector institutions, including justice sector institutions, must be increased to meet the 15% quota requirement in Punjab.

## B. Specific Demographics

### Legislative/Policy

#### (i) Accountability of Nikah Registrars

- Nikah Registrars' compliance with the Muslim Family Laws Ordinance ("MFLO"), 1961 must be monitored regularly and by identified public officials.
- MFLO Rules need to include provisions for accountability of Nikah Registrars.
- Nikah Registrars must hold at least an intermediate degree.
- Nikah Registrar's license should be renewed periodically and renewal should be based on compliance with MFLO.

### Procedural

#### (i) Compliance with Punjab Family Laws must be ensured

- The Nikah Nama Form must be standardized across all districts of Punjab.
- To protect women's rights in maintenance disputes, the Nikah Nama should include a provision regarding qualifications, profession and monthly income of both bride and groom.
- Talaq Notice, given by the husband/wife to the Union Council needs to be in a standardized format.
- LG&CD Department and NADRA databases must be linked, so that upon expiry of 3 months after giving notice of Talaq to Union Council, the Talaq Certificate is issued automatically by NADRA.

**(ii) 100% Birth Registration for girls must be ensured**

- Birth registration of girls must be linked with other incentives provided by the government. Registration figures must be monitored regularly to achieve gender parity.
- Currently, the processes for registration of birth and attainment of Form B are separate. LG&CD Department and NADRA databases must be linked so that registration of birth automatically triggers initiation of the process for Form-B.

**(iii) 100% CNIC Registration of women must be achieved**

- NADRA mobile vans must enhance outreach to cover remote areas, especially in districts of South Punjab.
- Outreach to transgender communities and women with disabilities must be expanded to increase the number of transgender people as well as disabled women with CNICs.

## Governance

### Legislative/Policy

**(i) Increase District Wise Representation of Women In Punjab Assembly**

- Amendment must be made in the "National and Provincial Assemblies Allocation of Reserved Seats for Women and Non-Muslims (Procedure) Rules, 2002" to increase representation of women from all districts of Punjab.

### Procedural

**(i) 100% Registration of Female Voters must be achieved**

- The process of CNIC issuance and voter registration must be combined to avoid dual processes and registered CNIC holders should be registered as voters when their CNIC is issued.
- ECP should increase its outreach through grassroots awareness campaigns, which highlight the importance of voter registration.

**(ii) Improve Female Voter Turnout**

- District governments must undertake special measures to increase female voter turnout.
- Trainings provided to Presiding Officers should include a component focusing on gender sensitive practices.
- Better management of women's polling stations with the presence of female police officers for smooth functioning of the polling process is required.
- Polling stations and booths should be made accessible for women with disabilities.

**(iii) Achieve 15% and 33% quotas for Women in all Provincial Departments/Institutions and Offices**

- All government departments/offices need to undertake focused recruitment measures in order to comply with the 15% quota requirement of PWEF 2012.
- Steps need to be taken to ensure all Provincial Departments/Institutions have 33% representation of women in all Boards, Committees and Taskforces as mandated by PWEF 2012.

**(iv) Increase the number of women in decision-making positions in Political Parties**

- Political parties to ensure 33% representation of women in decision-making positions.

## Health

### Legislative/Policy

- Health related indicators of SDGs must be monitored and reported on regularly.
- An integrated approach to target high Infant Mortality Rate, Maternal Mortality Rate and population growth must be employed when devising family planning policy, aiming for a higher Contraceptive Prevalence Rate.
- Medical education including Continuing Medical Education (“CME”) must include courses on reproductive health and gender sensitization.
- Renewal of licenses must be made contingent on acquiring CME.
- Mental health services require focus on both psychological and psychiatric treatment, and should be integrated into Punjab's Health Sector Strategy.
- Legislative cover should be provided for the Punjab Cancer Registry in order to make data sharing by all public and private institutions mandatory.

### Procedural

#### (i) Increase Human Resource in Government Health Facilities

- The low Doctor to Population Ratio must be addressed by targeting highly populated districts and by increasing senior medical staff, especially females.
- LHWs should be made to focus on tasks that fall under their original purpose – to disseminate door-to-door information and services related to reproductive and child health and nutrition.

#### (ii) Improve Infrastructure and Service at Health Facilities

- Tertiary level healthcare facilities including specialized hospitals must be increased to reduce district wise disparity in access to specialized health facilities.
- To increase patient satisfaction and follow up ANC visits, the quality of health services should be improved.
- Breast cancer and Fistula diagnostic and treatment services should be established in every district.
- Mobile units with ultrasound services and breast cancer screening equipment should be made available in rural areas. These mobile service units should have an efficient staff and a strong referral system.

#### (iii) Increase Mental Health Facilities at the District Level

- Mental health facilities should be increased at the provincial and district levels to provide care for increasing mental health issues. Psychiatric wards and facilities need to be established in existing hospitals.
- Community mental health services should be developed.

#### (iv) Reduce Maternal Mortality Rate to at least 70/100,000 live births and Infant Mortality Rate to 25/1,000 live births

- Doctors and other medical staff need to be continuously trained to avoid complications in childbirth
- 100% pregnant women should receive both doses of Tetanus Toxoid Immunization.
- PSPA's Conditional Cash Transfers for nutrition of pregnant and lactating mothers with children up to 2 years must be expanded to all districts. However, distribution of these benefits must be restricted to 3 pregnancies only.

#### (v) Increase Contraceptive Prevalence Rate and Reduce Total Fertility Rate

- TFR needs to be reduced and regional disparities need to be addressed.
- CPR needs to be increased by increasing supply of contraceptives to meet unmet demand. PWD should devise a communications strategy relating to family planning.
- PWD and the Health Department should sign an MOU on activities to be conducted by both departments. For family planning activities, both departments should have an integrated reporting system.
- Awareness campaigns should not be limited to family planning but also focus on other aspects of reproductive health including ANC visits and nutritional planning.

**(vi) Health-care Education**

- Reproductive Health Education should be provided to adolescents in schools and a comprehensive syllabus should be designed for this purpose.
- Healthcare and counseling facilities should be introduced in schools and permanent seats should be sanctioned for this purpose.

## Education

**Procedural****100% Literacy Rate for Women**

- Achieve 100% enrollment and retention of girls.
- (j) A detailed plan needs to be devised and implemented to lower regional disparities in primary enrollment / effective transition rates.
- Number of schools for girls should be increased to reduce distance from homes.
- Transportation facilities should be provided to girls in case schools are far from homes.
- Incentives such as conditional cash transfers should be doubled for under-developed cities and rural areas (especially in South Punjab).
- To promote empowerment of mothers along with daughters, financial support (cheques/cash) should be provided to mothers of female students.

**(ii) Improve Curriculum/Quality of Education**

- The pass-rate from primary to secondary and secondary to high school should be raised to improve quality of education.
- Curriculum should be revised in light of international standards. The current curriculum lacks substance and does not improve learning outcomes of children.
- School Education Department should enter into a partnership with civil society representatives to undertake teachers' trainings to improve the quality of education
- Comprehensive Information on violence against women, laws and redressal mechanisms should be added to the curriculum.

## Economic Participation and Opportunities

**Legislative/Policy**

- Enforce minimum wage for all, especially full time domestic workers.
- Minimum wage and provision of day care centers for female employees should be enforced through legislation as a necessary corporate social responsibility condition in the private and public sector.
- Home Based Workers bill should be enacted.
- Law for domestic Workers should be passed and employment of minors strictly penalized.
- Registration of female factory workers with regular inspections of working conditions, harassment cases, and monitoring of social security benefits is required.

**Procedural****(i) Increase Female Labour Force Participation Rate to at least 50%**

- Increase women's employment through government incentives including tax credits and preferences in public contract bidding to businesses that employ women, especially in decision-making positions.
- A percentage of public sector contracts should be set aside for small women owned businesses until they are able to compete with established bidders.
- Increase number of female agriculture and livestock extension workers.

**(ii) Increase the number of women in decision-making positions in Political Parties**

- Political parties to ensure 33% representation of women in decision-making positions.

**(iii) Encourage Female Entrepreneurs**

- Review and simplify registration procedures for new businesses.
- Provide low or no interest loans to female entrepreneurs.
- Provide women with opportunities to participate in local, regional and international trade and crafts fairs.
- Support the Women Chamber of Commerce or the Women's Committee in the Chamber of Commerce and Industries to be more responsive to women's needs.

**(iv) Build Individual Capacity through Regular Skills/Vocational Training**

- Increase number of technical training centers at the district level to equip women with skills commensurate with market demands and modern technology.
- The number of females given technical and vocational skills in TEVTA/PVTC/ institutes, Sanatzars and under PSDF should be increased. Enrollment of women in skills that offer higher returns should be encouraged and incentivized as current stitching related courses have low returns.
- Professional guidance should be provided to women to enroll in non-traditional courses for higher returns.

**(v) Facilitate Women's Participation in the Agricultural Sector**

- Institutionalize women's role in agriculture through women centric interventions e.g. distribution of seeds, fertilizers and livestock training.
- Existing women's village groups, such as those formed by Rural Support Programs, should be strengthened to increase women's access to extension services and credit facilities.
- Women often relinquish ownership of livestock to husbands due to difficulties in dealing with male Livestock and Dairy Development officials. Increase number of female livestock workers to ensure registration of women as owners of livestock.

**(vi) Ensure implementation of the Punjab Labour Policy**

- Increase the number of female labour inspectors.
- Provide necessary infrastructural support (offices, equipment and transport) to the labour inspection machinery.

**(vii) Increase Women's Ownership of Physical and Financial Resources**

- The government should encourage female ownership of resources by providing incentives to women in the form of tax credits, subsidies and loans.
- All land distribution and low cost housing schemes by the public sector should ensure that ownership is given either to women or jointly to a woman and her husband, if married. Special quotas should be available for women headed households.

## Justice

### Procedural

#### (i) Ensure Implementation of Pro-Women Laws

- Implementation status of laws must be monitored on a periodic basis.
- Funding under the Women in Distress and Detention Fund Act 2010 should be activated in Punjab and enhanced to increase access to legal aid, bail and other support services for deserving women.
- Inquiry Committees established under the Punjab Protection of Women Against Harassment at the Workplace Act, 2012 should be monitored to ensure that these are functional. In addition, SOPs should be developed and regular staff trainings should be conducted in all public offices.

#### (ii) Improve Legal Aid Mechanisms to ensure provision of Legal Aid to Women

- The existing legal aid system of the Punjab Bar Council should be improved to ensure accessibility and quality of assistance.
- Accountability mechanisms should be put in place to oversee the functioning of the Punjab Bar Council and state funding should be contingent on performance.
- SOPs for the provision of legal aid as well as formal linkages for referral services with NGOs and public bodies should be developed.

#### (iii) Increase Gender Sensitivity to Improve Women's Access to Justice

- Staff stationed at female help desks in police stations must have standardized SOPs and should be monitored regularly to gauge impact.
- Family Court Complexes should be established in all districts.
- Physical infrastructure and capacity of courts should be improved to provide for separate washrooms and waiting areas for women.

#### (iv) Improve Facilities for Female Prisoners

- A comprehensive rehabilitation strategy that includes skills training, literacy/education and counselling should be developed for female prisoners.
- In addition to basic rights provided in the Jail Manual, children who accompany their mothers in prisons should be provided education, and healthcare facilities in a systematic manner. Dedicated posts should be created for experts e.g. mental health expert, dentist, vocational teacher, literacy instructor, etc. for female prisoners.
- Adequate legal representation must be ensured for female prisoners and an effective monitoring mechanism must be instituted to ensure quality of representation.
- Financial support must be provided to women who are unable to obtain release from prisons due to lack of bail money.



**(v) Ensure Access to and Improve Quality of Legal Education**

- Quality of legal education at law colleges should be improved through amendments in curriculum with a focus on gendersensitization.
- Mandatory law clinics should be set up at all law schools.

**(vi) Reduce Delays in Court Procedures**

- The six-month timeline must be adhered to for cases involving family laws.
- A comprehensive system to tackle all factors resulting in delays should be instituted.
- Guidelines for dealing with women victims of violence must be adhered to by all justice sector institutions.

# 6

## SECTION

# 12 ANNEXURE I

## Annexure I.A: Provincial Departments/Institutions Approached for Data Collection Purposes

Sr. No.	Secretariat Departments
1	Agriculture Department
2	Auqaf and Religious Affairs Department
3	Chief Minister Inspection Team
4	Colonies Department
5	Communications and Works Department
6	Consolidation of Holdings Department
7	Cooperatives Department
8	Energy Department
9	Environment Protection Department
10	Excise and Taxation Department
11	Finance Department
12	Food Department
13	Forestry, Wildlife and Fisheries Department
14	Governor's Secretariat
15	Health Department
16	Higher Education Department
17	Home Department
18	Housing, Urban Development and Public Health Engineering Department
19	Human Rights and Minorities Affairs Department
20	Industries, Commerce and Investment Department
21	Irrigation Department
22	Information and Culture Department
23	Labour and Human Resource Department

Sr. No.	Secretariat Departments
24	Law and Parliamentary Affairs Department
25	Literacy and Non-Formal Basic Education Department
26	Livestock & Dairy Development Department
27	Local Government and Community Development Department
28	Management and Professional Development Department
29	Mines and Minerals Department
30	Planning and Development Department
31	Population Welfare Department
32	Public Prosecution Department
33	Disaster Management Department
34	Revenue Department
35	School Education Department
36	Services and General Administration Department (including Services, Implementation & Coordination, Regulations and Archives & Libraries Wings)
37	Social Welfare and Bait-ul-Maal Department
38	Special Education Department
39	Transport Department
40	Youth Affairs, Sports, Archeology and Tourism Department
41	Women Development Department
42	Zakat and Ushr Department

Sr. No.	Head of Attached Departments
1	Director General Agriculture (Extension & AR), Punjab
2	Director General, Agriculture (Field), Punjab
3	Director General, Agriculture (Research), Punjab
4	Director General, Agriculture (Water Management), Punjab
5	Director General Pest Warning & Quality Control of Pesticides, Punjab

Sr. No.	Head of Attached Departments
6	Director of Agricultural Information, Punjab
7	Director of Agriculture Crop Reporting Service, Punjab
8	Chief, Planning & Evaluation Cell, Agriculture Department
9	Chief, WTO Cell
10	Director of Agriculture (Economic and Marketing), Punjab
11	Chief Coordinator, Regional Agriculture Economic Development Centre
12	Director Floriculture (T&R)
13	Director Punjab Institute of Agriculture Marketing
14	Director General Soil Survey of Punjab
15	Director General of Kachi Abadies
16	Chief Architect, Punjab
17	Chief Engineer, Buildings, North Zone
18	Chief Engineer, Buildings, South Zone
19	Chief Engineer, Highways, North Zone
20	Chief Engineer, Highways, South Zone
21	Chief Engineer, District Support & Monitoring
22	Registrar, Co-operative Societies, Punjab
23	Chief Engineer, Power Zone, Lahore
24	Director General Environmental Protection Agency, Punjab
25	Director General Excise & Taxation Punjab
26	Provincial Director, Local Fund Audit
27	Chief Inspector of Treasuries and Accounts
28	Punjab Pension Fund
29	Bank of Punjab
30	Director Food, Punjab
31	Cane Commissioner, Punjab
32	Chief Conservator of Forests (Planning, Monitoring & Evaluation), Punjab Lahore

Sr. No.	Head of Attached Departments
33	Chief Conservator of Forests (Central Zone), Lahore
34	Chief Conservator of Forests (Northern Zone), Rawalpindi
35	Chief Conservator of Forests (Southern Zone), Multan
36	Director General (Wildlife and Parks), Punjab
37	Director General Fisheries, Punjab
38	Director General Health Services, Punjab
39	Director General Nursing, Punjab
40	Director, Blood Transfusion Services, Punjab
41	Director Public Instruction (Colleges) Punjab
42	Inspector General of Police, Punjab, Lahore
43	Inspector General of Prisons, Punjab
44	Director Civil Defense, Punjab
45	Director Reclamation and Probation, Punjab
46	Commissioner Afghan Refugees Punjab
47	Border Military Police D.G Khan
48	Border Military Police Rajanpur
49	Baloch Levy D.G Khan
50	Chief Engineer, Public Health Engineering Punjab, North Zone
51	Chief Engineer, Public Health Engineering Punjab, South Zone
52	Director of Human Rights
53	Director of Industries, Punjab
54	Controller, Printing and Stationary, Punjab
55	Director, Consumer Protection Council (CPC)
56	Chief Engineer Irrigation, Lahore Zone, Lahore
57	Chief Engineer Irrigation, Development Zone, Lahore
58	Chief Engineer Irrigation, Research Zone, Lahore
59	Chief Engineer Irrigation, Drainage & Flood Zone, Lahore

Sr. No.	Head of Attached Departments
60	Chief Engineer Irrigation, Greater Thal, Canal, Kot Adhi Kot
61	Chief Engineer Irrigation, Planning & Review Zone, Lahore
62	Chief Engineer Irrigation, Faisalabad Zone Faisalabad
63	Chief Engineer Irrigation, Sargodha Zone
64	Chief Engineer Irrigation, Multan Zone Multan
65	Chief Engineer Irrigation, D.G Khan Zone D.G Khan
66	Chief Engineer Irrigation, Bahawalpur Zone Bahawalpur
67	Chief Research Officer BRI Pattoki District Kasur
68	Directorate General, Industries Prices, Weights and Measures, Punjab
69	Office of The Ombudsperson (MOHTASIB) Punjab
70	Director General of Public Relations, Punjab
71	Director General of Labour Welfare, Punjab
72	Chairman, Minimum Wages Board, Punjab
73	Solicitor to Government, Punjab
74	Administrator General and Official Trustee, Punjab
75	Chief, Public Defender, Punjab
76	Director General (Extension), Livestock and Dairy Department, Punjab
77	Director General (Research), Livestock and Dairy Department, Punjab
78	Director General, Local Government and Community Development, Punjab
79	Chief Instructor, Punjab Institute of Management and Professional Development
80	Director General of Mines and Minerals, Punjab
81	Chief Inspector of Mines, Punjab
82	Director General, Agency for Barani Area Development
83	Director General Bureau of Statistics, Punjab
84	Director General Monitoring and Evaluation, Planning and Development Department
85	Director General Population Welfare, Punjab
86	Prosecutor General, Punjab

<b>Sr. No.</b>	<b>Head of Attached Departments</b>
87	Director General (Monitoring), Punjab Criminal Prosecution Service
88	Director, Center for Professional Development of Public Prosecutors
89	Director General, Provincial Disaster Management Authority (PDMA)
90	Director, Land Records, Punjab
91	Director Public Instruction (SE)
92	Director Public Instruction (EE)
93	Program Director, Directorate of Staff Development
94	Project Director, Children Library Complex Punjab
95	Project Director, Education Assessment System
96	Director, National Education Equipment Center, Punjab
97	Director, National Museum of Science & Technology, Lahore
98	Director General Anti-Corruption Establishment, Punjab
99	Director General Protocol, Punjab
100	Director General, Public Libraries, Punjab
101	Director General, Social Welfare and Bait ul Maal, Punjab
102	Director, Special Education, Punjab
103	Chairman, Provincial Transport Authority
104	Chairman, Regional Transport Authorities
105	Director General, Archeology, Punjab
106	Director General, Sports Punjab
107	Deputy Controller, Department of Tourist Services
108	Director, Women Development Punjab
109	Administrator, Zakat and Ushr, Punjab
<b>Sr. No.</b>	<b>Special Institutions</b>
1	Aitchison College, Lahore
2	Technical Education and Vocational Training Authority (TEVTA)
3	Punjab Film Censor Board



Sr. No.	Special Institutions
4	Punjab Information Commission
5	Provincial Assembly of the Punjab
6	Office of the Advocate General, Punjab
7	Punjab Land Commission
8	Sadiq Public School, Bahawalpur
9	Lahore High Court
10	Office of the Provincial Ombudsman
11	Punjab Service Tribunal
12	Punjab Public Service Commission
13	Punjab Commission on the Status of Women
Sr. No.	Autonomous Bodies and Companies
1	Punjab Seed Corporation
2	University of Agriculture, Faisalabad
3	Punjab Agricultural Research Board
4	Pir Mehr Ali Shah University of Arid Agriculture, Rawalpindi
5	Market Committees Provincial Fund Board
6	Punjab Agriculture Marketing Company
7	Punjab Auqaf Organization
8	Punjab Privatization Board
9	Killa Gift Fund Trust, Faisalabad
10	Killa Gift Fund Trust, Toba Tek Singh
11	Lahore Ring Road Authority
12	Punjab Power Development Board
13	Punjab Power Development Company
14	Punjab Revenue Authority
15	Nursing Examination Board
16	Punjab Pharmacy Council

Sr. No.	Autonomous Bodies and Companies
17	King Edward Medical University, Lahore
18	University of Health Sciences, Lahore
19	Punjab Medical Faculty
20	Allama Iqbal Medical College Lahore / Jinnah Hospital Lahore
21	Services Institute of Medical Sciences / Services Hospital, Lahore
22	Fatima Jinnah Medical College / Sir Ganga Ram Hospital, Lahore
23	Postgraduate Medical Institute/ Lahore General Hospital, Lahore
24	Punjab Medical College/Allied Hospitals, Faisalabad
25	Rawalpindi Medical College/ Allied Hospitals, Rawalpindi
26	Nishtar Medical College/ Hospital, Multan
27	Quaid-e-Azam Medical, College / B.V Hospital, Bahawalpur
28	Sheik Zayed Medical College / Hospital, Rahim Yar Khan
29	Punjab Institute of Cardiology, Lahore
30	Nishtar Institute of Dentistry, Multan
31	Punjab Institute of Language, Art and Culture
32	Faisalabad Institute of Cardiology
33	Multan Institute of Cardiology
34	Punjab Health Foundation
35	Provincial Quality Control Board
36	Boards of Intermediate and Secondary Education, Lahore
37	Boards of Intermediate and Secondary Education, Gujranwala
38	Boards of Intermediate and Secondary Education, Rawalpindi
39	Boards of Intermediate and Secondary Education, Sargodha
40	Boards of Intermediate and Secondary Education, Multan
41	Boards of Intermediate and Secondary Education Bahawalpur
42	Boards of Intermediate and Secondary Education, Faisalabad
43	Boards of Intermediate and Secondary Education, Dera Ghazi Khan

Sr. No.	Autonomous Bodies and Companies
44	Baha-ud-Din Zikaryia University, Multan
45	Institute of Education and Research, University of the Punjab
46	Islamia University, Bahawalpur
47	University of Engineering and Technology, Lahore
48	University of Gujrat, Gujrat
49	Fatima Jinnah Women University, Rawalpindi
50	University of the Punjab, Lahore
51	University of Education Lahore
52	University of Engineering & Technology, Taxila
53	University of Sargodha, Sargodha
54	Government College University, Lahore
55	Lahore College for Women University, Lahore
56	Government College University, Faisalabad
57	Government Fatima Jinnah College for Women, Chuna Mandi, Lahore
58	Government College, Kahuta
59	Queen Mary College, Lahore
60	Government Sadiq Degree College (W), College Road, Bahawalpur
61	Government Post Graduate College, D.G. Khan
62	Government SE College, Bahawalpur
63	Government College for Women, D.G.Khan
64	Government Post Graduate College, Samanabad, Faisalabad
65	Government College for Women, Madina Town, Faisalabad
66	Government College for Women, Satellite Town, Gujranwala
67	Government College for Boys, Satellite Town, Gujranwala
68	Government Murray College, Sialkot
69	Government Post Graduate College for Women, Sialkot
70	Government College of Science, Wahdat Road, Lahore

Sr. No.	Autonomous Bodies and Companies
71	Government Islamia College Civil Lines, Lahore
72	Government MAO College Lahore
73	Government Post Graduate College for Women, Samanabad, Lahore
74	Government Post Graduate College for Women, Cooper Road, Lahore
75	Government College for Women, Gulberg, Lahore
76	Government Emerson College Bosan Road, Multan
77	Government College for Women, Katchery Road, Multan
78	Government Gordon College, Rawalpindi
79	Government Post Graduate College for Women, Satellite Town Rawalpindi
80	Government Post Graduate College Talinwala Jhelum
81	Government Post Graduate College Tahsil Ckawk Chakwal
82	Government College, Farid Town, Sahiwal
83	Government Post Graduate College Sahiwal
84	Government Ambala Muslim College Sargodha
85	Government College for Women, Chandī Chowk, Sargodha
86	Lawrence College, Ghora Gali, Murree
87	School of Mathematical Sciences, Lahore
88	Child Protection and Welfare Bureau, Punjab
89	Punjab Forensic Science Agency
90	Punjab Emergency Service (Rescue 1122)
91	Lahore Development Authority
92	Faisalabad Development Authority
93	Gujranwala Development Authority
94	Multan Development Authority
95	Rawalpindi Development Authority
96	Parks & Horticulture Authority, Lahore
97	Improvement Trust Murree

Sr. No.	Autonomous Bodies and Companies
98	Improvement Trust Sargodha
99	Punjab Housing & Town Planning Agency
100	Bahawalpur Development Authority
101	Punjab Land Development Company
102	Punjab Small Industries Corporation
103	Sasti Roti Authority
104	Punjab Industrial Estates Development and Management Company
105	Faisalabad Industrial Estate Development and Management Company
106	Punjab Board of Investment and Trade
107	Punjab Irrigation & Drainage Authority
108	Punjab Engineering Academy, Niaz Baig, Lahore
109	Lahore Museum
110	Bahawalpur Museum
111	Punjab Council of Arts
112	Bab e Pakistan Trust
113	The Punjab Journalists Housing Foundation
114	The Punjab Institute of Language, Art and Culture
115	Lahore Arts Council, Lahore
116	Punjab Employees Social Security Institution
117	Punjab Workers Welfare Board
118	Punjab Judicial Academy
119	University of Veterinary and Animal Sciences, Lahore
120	Veterinary Faculty, Baha Uddin Zakaria University, Multan
121	Veterinary Faculty, Pir Mehr Ali Shah University of Arid Agriculture, Rawalpindi
122	University College of Veterinary and Animal Sciences, Islamia University, Bahawalpur
123	Veterinary College, Jhang
124	Punjab Livestock & Dairy Development Board

Sr. No.	Autonomous Bodies and Companies
125	Punjab Poultry Research and Development Board
126	Society for the Prevention to Cruelty to Animals
127	Lahore Meat Company
128	Punjab Local Government Board
129	Punjab Local Government Commission
130	Walled City of Lahore Authority
131	Punjab Rural Support Programme
132	Punjab Municipal Fund Development Company
133	Punjab Mineral Development Corporation
134	Punjab Coal Mining Company
135	Punjab Economic Research Institute
136	Cholistan Development Authority, Bahawalpur
137	Punjab Information Technology Board
138	Board of Revenue Endowment Fund for Rural Education Trust
139	Punjab Text Books Board
140	Punjab Examination Commission
141	Punjab Education Foundation
142	Punjab Teacher's Foundation
143	The Punjab Danish Schools and Centers of Excellence Authority
144	Cadet College Hassan Abdal
145	Government Central Model School, Lower Mall Lahore
146	The Punjab Curriculum Authority
147	Punjab Government Servants Benevolent Fund Board
148	Punjab Government Employees Welfare Fund Board
149	The Punjab Government Servants Housing Foundation
150	The Punjab Procurement Regulatory Authority
151	The Quaid-e-Azam Library, Bagh-e-Jinnah, Lahore

Sr. No.	Autonomous Bodies and Companies
152	Punjab Public Library, Lahore
153	Punjab Library Foundation Lahore
154	Punjab Social Services Board
155	Punjab Baït-ul-Maal Council
156	Punjab Welfare Trust for the Disabled
157	The Punjab Fund for Rehabilitation of Special Persons
158	Punjab Road Transport Corporation
159	Lahore Transport Company
160	Punjab Sports Board
161	Tourism Development Corporation of Punjab (TDCP)
162	National Education Equipment Center
163	Punjab Vocational Training Council

**Annexure 1.B: District Offices Approached for Data Collection Purposes**

District	Department
Attock	Agriculture
Bahawalnagar	Agriculture
Bhakar	Agriculture
Chakwal	Agriculture
Chiniot	Agriculture
D. G. Khan	Agriculture
Gujranwala	Agriculture
Gujrat	Agriculture
Hafizabad	Agriculture
Jhelum	Agriculture
Kasur	Agriculture
Khanewal	Agriculture
Khushab	Agriculture

District	Department
Attock	Agriculture
Bahawalnagar	Agriculture
Bhakar	Agriculture
Chakwal	Agriculture
Chiniot	Agriculture
D. G. Khan	Agriculture
Gujranwala	Agriculture
Gujrat	Agriculture
Hafizabad	Agriculture
Jhelum	Agriculture
Kasur	Agriculture
Khanewal	Agriculture
Khushab	Agriculture
Mandi Bahaudin	Agriculture
Mianwali	Agriculture
Narowal	Agriculture
Okara	Agriculture
Rawalpindi	Agriculture
Sargodha	Agriculture
Sialkot	Agriculture
Faisalabad	Agriculture
Lodhran	Agriculture
Layyah	Agriculture
Lahore	Agriculture
Bahawalpur	Agriculture
Pakpattan	Agriculture
Muzaffargarh	Agriculture



District	Department
Jhang	Agriculture
Multan	Agriculture
Nankana Sahib	Agriculture
RahimYar Khan	Agriculture
Rajanpur	Agriculture
Sahiwal	Agriculture
Toba Tek Singh	Agriculture
Vehari	Agriculture
Sheikhupura	Agriculture
Chiniot	Community Development
Kasur	Community Development
D. G.Khan	Community Development
Khanewal	Community Development
Bahawalnagar	Community Development
Okara	Community Development
Layyah	Community Development
Lahore	Community Development
Faisalabad	Community Development
Lodhran	Community Development
Bahawalpur	Community Development
Pakpattan	Community Development
Jhang	Community Development
Muzaffargarh	Community Development
Multan	Community Development
Nankana Sahib	Community Development
Attock	Community Development
Bhakar	Community Development

District	Department
Chakwal	Community Development
Gujranwala	Community Development
Gujrat	Community Development
Hafizabad	Community Development
Jhelum	Community Development
Khushab	Community Development
Mandi Bahaudin	Community Development
Rawalpindi	Community Development
Narowal	Community Development
RahimYar Khan	Community Development
Rajanpur	Community Development
Rawalpindi	Community Development
Sahiwal	Community Development
Sargodha	Community Development
Sialkot	Community Development
Toba Tek Singh	Community Development
Sheikhupura	Community Development
Vehari	Community Development
Attock	DCO office
Bahawalnagar	DCO office
Bahawalpur	DCO office
Bhakkar	DCO office
Chakwal	DCO office
Chiniot	DCO office
D.G. Khan	DCO office
Faisalabad	DCO office
Gujranwala	DCO office

District	Department
Gujrat	DCO office
Hafizabad	DCO office
Jhelum	DCO office
Jhang	DCO office
Kasur	DCO office
Khanewal	DCO office
Khushab	DCO office
Lahore	DCO office
Layyah	DCO office
Lodhran	DCO office
Mandi Bahaudin	DCO office
Mianwali	DCO office
Multan	DCO office
Muzaffargarh	DCO office
Nankana Sahib	DCO office
Narowal	DCO office
Okara	DCO office
Pakpattan	DCO office
Rahimyar Khan	DCO office
Rajanpur	DCO office
Rawalpindi	DCO office
Sahiwal	DCO office
Sargodha	DCO office
Sheikhupura	DCO office
Sialkot	DCO office
Toba Tek Singh	DCO office
Vehari	DCO office

District	Department
Chiniot	Education
Khanewal	Education
Dera Ghazi Khan	Education
Kasur	Education
Bahawalnagar	Education
Okara	Education
Attock	Education
Bhakar	Education
Chakwal	Education
Faisalabad	Education
Layyah	Education
Gujranwala	Education
Gujrat	Education
Hafizabad	Education
Jhelum	Education
Lahore	Education
Lodhran	Education
Khushab	Education
Mandi Bahaudin	Education
Mianwali	Education
Narowal	Education
Bahawalpur	Education
Rawalpindi	Education
Pakpattan	Education
Sargodha	Education
Sialkot	Education
Multan	Education

District	Department
Muzaffargarh	Education
Jhang	Education
Nankana Sahib	Education
Rahim Yar Khan	Education
Sahiwal	Education
Rajanpur	Education
Toba Tek Singh	Education
Vehari	Education
Sheikhupura	Education
Bahawalnagar	Finance & Planning
Chiniot	Finance & Planning
Kasur	Finance & Planning
D. G. Khan	Finance & Planning
Khanewal	Finance & Planning
Okara	Finance & Planning
Attock	Finance & Planning
Bhakar	Finance & Planning
Chakwal	Finance & Planning
Gujranwala	Finance & Planning
Gujrat	Finance & Planning
Hafizabad	Finance & Planning
Jhelum	Finance & Planning
Khushab	Finance & Planning
Mandi Bahaudin	Finance & Planning
Mianwali	Finance & Planning
Narowal	Finance & Planning
Layyah	Finance & Planning

District	Department
Rawalpindi	Finance & Planning
Sargodha	Finance & Planning
Lahore	Finance & Planning
Sialkot	Finance & Planning
Faisalabad	Finance & Planning
Lodhran	Finance & Planning
Bahawalpur	Finance & Planning
Pakpattan	Finance & Planning
Jhang	Finance & Planning
Muzaffargarh	Finance & Planning
Multan	Finance & Planning
Nankana Sahib	Finance & Planning
RahimYar Khan	Finance & Planning
Sahiwal	Finance & Planning
Rajanpur	Finance & Planning
Toba Tek Singh	Finance & Planning
Vehari	Finance & Planning
Sheikhupura	Finance & Planning
D. G. Khan	Health
Kasur	Health
Chiniot	Health
Khanewal	Health
Bahawalnagar	Health
Okara	Health
Faisalabad	Health
Lahore	Health
Layyah	Health

District	Department
Muzaffargarh	Health
Jhang	Health
Nankana Sahib	Health
Rahim Yar Khan	Health
Sahiwal	Health
Rajanpur	Health
Toba Tek Singh	Health
Vehari	Health
Sheikhupura	Health
Lahore	Information Technology
Faisalabad	Municipal Services
Lahore	Municipal Services
Multan	Municipal Services
Gujranwala	Municipal Services
Rawalpindi	Municipal Services
Bahawalnagar	Municipal Services
Chinot	Works & Services
Dera Ghazi Khan	Works & Services
Kasur	Works & Services
Khanewal	Works & Services
Okara	Works & Services
Faisalabad	Works & Services
Lodhran	Works & Services
Layyah	Works & Services
Lahore	Works & Services
Bahawalpur	Works & Services
Pakpattan	Works & Services

District	Department
Chiniot	Works & Services
Dera Ghazi Khan	Works & Services
Kasur	Works & Services
Khanewal	Works & Services
Okara	Works & Services
Faisalabad	Works & Services
Lodhran	Works & Services
Layyah	Works & Services
Lahore	Works & Services
Bahawalpur	Works & Services
Pakpattan	Works & Services
Attock	Works & Services
Bhakar	Works & Services
Chakwal	Works & Services
Muzaffargarh	Works & Services
Jhang	Works & Services
Gujranwala	Works & Services
Gujrat	Works & Services
Hafizabad	Works & Services
Jhelum	Works & Services
Multan	Works & Services
Khushab	Works & Services
Mandi Bahaudin	Works & Services
Mianwali	Works & Services
Nankana Sahib	Works & Services
Narowal	Works & Services
Rawalpindi	Works & Services



District	Department
Sargodha	Works & Services
Sialkot	Works & Services
RahimYar Khan	Works & Services
Rajanpur	Works & Services
Sahiwal	Works & Services
Toba Tek Singh	Works & Services
Vehari	Works & Services
Sheikhupura	Works & Services

# Annexure II

## Annexure II.A: Provincial Departments/Institutions which Responded to Data Collection Inquiries

Sr. No.	Provincial Departments/ Institutions that responded
1	Directorate General Agriculture (PW & QCP), Punjab
2	Office of The Administrator Zakat & Ushr Punjab
3	National Museum of Science & Technology
4	National Educational Equipment Centre
5	Directorate of Reclamation and Probation Punjab
6	Office of The Registrar Cooperative Societies Punjab
7	Directorate of Consumer Protection Council
8	Chief Minister's Inspection Team
9	Ayub Agriculture Research Institute Faisalabad
10	Directorate General Agriculture (Water Management), Punjab
11	Agency For Barani Areas Development Planning & Development Department Rawalpindi
12	The Punjab Employee's Social Security Institution
13	Punjab Workers Welfare Board
14	Punjab Institute of Language, Art and Culture
15	Lahore Museum Shakra-e-Quaid-e-Azam Lahore
16	Bab-e-Pakistan Foundation
17	Punjab Wildlife and Parks Department
18	Directorate General Local Govt and Community Punjab
19	Directorate of Civil Defence Punjab Lahore
20	Directorate General, Industries Prices, Weights and Measures, Punjab
21	Chief Inspectorate of Mines
22	Directorate General Social Welfare and Bait Ul Maal Punjab
23	Directorate of Breed Improvement L&DD Punjab Lahore
24	Chief Research Officer BRI Pattoki District Kasur

Sr. No.	Provincial Departments/ Institutions that responded
25	Foot and Mouth Disease Research Centre Lahore
26	Director General Agriculture (Field) Punjab Lahore
27	Office Of The Ombudsperson (MOHTASIB) Punjab
28	GC Women University Sialkot
29	Bahawalpur Development Authority
30	Child Protection & Welfare Bureau, Lahore
31	Punjab Vocational Training Council
32	Finance Department
33	GC University Sialkot
34	Human Rights & Minorities Affairs Departments
35	School of Mathematical GC University Lahore
36	Allied Hospital Faisalabad
37	Punjab Education Foundation
38	The Tourism Development Corporation of Punjab Limited
39	Kila Gift Trust Faisalabad
40	Fatima Jinnah College For Women Chuna Mandi Lahore
41	Government Post Graduate College Satellite Town Gujranwala
42	Sadiq Public School Bahawalpur
43	Regional Agriculture Economic Development Center (RAEDC) Vehari
44	Agriculture Department (Marketing Wing)
45	Punjab Cooperatives Board for Liquidation
46	University of Education Lahore
47	The Women University Multan
48	Pir Mehr Ali Shah Arid Agriculture University Rawalpindi
49	Provincial Assembly of the Punjab
50	Punjab Agriculture and Meat Company
51	Board of Intermediate & Secondary Education Sargodha

Sr. No.	Provincial Departments/ Institutions that responded
52	Multan Development Authority
53	Ch.Pervaiz Alahl Institute of Cardiology Multan
54	Government College of Science Wahdat Road Lahore
55	Advocate General Punjab
56	College of Veterinary & Animal Science Jhang
57	Solicitor Department
58	Punjab Journalists Housing Foundation
59	Quaid-E-Azam Medical College, Bahawal Victoria Hospital Bahawalpur
60	The Islamia University of Bahawalpur
61	Punjab Library Foundation
62	Technical Education and Vocational Training Authority
63	Office of the Ombudsman, Punjab
64	Literacy and Non-Formal Basic Education Department
65	Bureau of Statistics, Punjab
66	Punjab Judicial Academy Lahore
67	Zakat and Ushr Department
68	Directorate General Health Services
69	Labour and Human Resource Department
70	Chief Engineer Irrigation Zone, Multan
71	Chief Engineer Irrigation Zone Sargodha
72	Chief Engineer Irrigation Zone, Bahawalpur
73	Chief Conservator of Forests Central Zone
74	Punjab Curriculum and textnook board
75	Directorate General of Nursing Services, Punjab
76	Poultry Research Institute Punjab
77	Government S.E College Bahawalpur
78	Government Ambala Postgraduate College Sargodha

Sr. No.	Provincial Departments/ Institutions that responded
79	Chief Conservator of Forests, Southern Zone, Multan
80	Punjab Pension Fund
81	Nishter Institute of Dentistry Multan
82	Nishter Medical College Multan
83	Public Health Engineer Multan
84	University of Gujrat
85	Board of Intermediate & Secondary Education D.G Khan
86	Board of Intermediate & Secondary Education Faisalabad
87	Integrated Reproductive Maternal Newborn Child Health & Nutrition Program
88	Government College for Boys Gujranwala
89	Gujranwala Development Authority
90	Veterinary and Animal Sciences Bahawalpur
91	Bahawalpur Museum Bahawalpur
92	Board of Intermediate & Secondary Education Gujranwala
93	Government Post Graduate College Chakwal
94	Government Godan College Rawalpindi
95	Bahaudin Zikriya University Multan
96	Government Post Graduate College for Women Sargodha
97	Government Post Graduate College for Women Sahiwal
98	Government College Sahiwal
99	Walled City Authority
100	Board of Intermediate & Secondary Education Bahawalpur
101	Rawalpindi Development Authority Rawalpindi
102	Faisalabad Industrial Estate Development & Management Company
103	Office of the Prosecutor General Punjab
104	Punjab Service Tribunal Lahore
105	Rawalpindi Medical College Rawalpindi

Sr. No.	Provincial Departments/ Institutions that responded
106	University of Sargodha
107	Research Centre for Conservation of Sahlwal Cattle Jhang
108	Government Emerson College, Multan
109	Ghazi University D.G. Khan
110	Board of Intermediate and Secondary Education Multan
111	Ghazi Medica College D.G, Khan
112	Chief Engineer, Irrigation Zone D.G. Khan
113	University of Agriculture, Faisalabad
114	Director Floriculture (T&R) Punjab Lahore
115	Government Post Graduate Islamia College for Women Cooper Road Lahore
116	Integrated RMNCH & Nutrition Program Punjab
117	Quaid-e-Azam Library
118	Punjab Municipal Development Fund Company
119	Directorate of Public Instruction (SE)
120	Services Institute of Medical Science / Services Hospital Lahore
121	Lahore Zoo

#### **Annexure II.B: District Offices which Responded to Data Collection Inquiries**

Sr. No.	Department
Attock	Agriculture
Bahawalnagar	Agriculture
Bhakkar	Agriculture
Bahawalpur	Agriculture
Chakwal	Agriculture
Chiniot	Agriculture
D.G Khan	Agriculture
Faisalabad	Agriculture
Gujranwala	Agriculture

District	Department
Gujrat	Agriculture
Hafizabad	Agriculture
Jhang	Agriculture
Jhelum	Agriculture
Khanewal	Agriculture
Khushab	Agriculture
Layyah	Agriculture
Lodhran	Agriculture
Mianwali	Agriculture
Multan	Agriculture
Muzafargarh	Agriculture
Narowal	Agriculture
Okara	Agriculture
Pakpattan	Agriculture
Rahim Yar Khan	Agriculture
Rajanpur	Agriculture
Rawalpindi	Agriculture
Sahiwal	Agriculture
Saikkot	Agriculture
Sargodha	Agriculture
Sheikhupura	Agriculture
Vehari	Agriculture
Bahawalpur	Community Development
Chakwal	Community Development
Chiniot	Community Development
D.G Khan	Community Development
Faisalabad	Community Development

District	Department
Jhelum	Community Development
Khanewal	Community Development
Khushab	Community Development
Lahore	Community Development
Layyah	Community Development
Lodhran	Community Development
M.B Din	Community Development
Mianwali	Community Development
Muzafargarh	Community Development
Okara	Community Development
Pakpattan	Community Development
Rahim Yar Khan	Community Development
Rajanpur	Community Development
Rawalpindi	Community Development
Sahiwal	Community Development
Saikkot	Community Development
Sargodha	Community Development
Attock	DCO
Bhakkar	DCO
Bahawalpur	DCO
Chakwal	DCO
Chiniot	DCO
D.G Khan	DCO
Faisalabad	DCO
Gujranwala	DCO
Hafizabad	DCO
Jehlum	DCO



District	Department
Jhang	DCO
Jhelum	DCO
Khanewal	DCO
Khushab	DCO
Lahore	DCO
Layyah	DCO
Lodhran	DCO
M.B Din	DCO
Mianwali	DCO
Muzafargarh	DCO
Okara	DCO
Pakpattan	DCO
Rahim Yar Khan	DCO
Rajanpur	DCO
Rawalpindi	DCO
Sahiwal	DCO
Saikkot	DCO
Sargodha	DCO
Attock	DCO
Bhakkar	DCO
Bahawalpur	DCO
Chakwal	DCO
Chiniot	DCO
D.G Khan	DCO
Faisalabad	DCO
Gujranwala	DCO
Hafizabad	DCO

District	Department
Jhelum	DCO
Jhang	DCO
Khanewal	DCO
Khushab	DCO
Layyah	DCO
Lodhran	DCO
Mianwali	DCO
Multan	DCO
Muzafargarh	DCO
Narowal	DCO
Okara	DCO
Pakpattan	DCO
Rajanpur	DCO
Rawalpindi	DCO
Sahiwal	DCO
Sargodha	DCO
Sialkot	DCO
Toba Tek Singh	DCO
Vehari	DCO
Attock	Education
Bahawalnagar	Education
Bhakkar	Education
Bahawalpur	Education
Chiniot	Education
D.G Khan	Education
Faisalabad	Education
Gujranwala	Education

District	Department
Gujrat	Education
Hafizabad	Education
Jhang	Education
Jhelum	Education
Khanewal	Education
Khushab	Education
Layyah	Education
Lodhran	Education
Mianwali	Education
Multan	Education
Muzafargarh	Education
Narowal	Education
Okara	Education
Pakpattan	Education
Rajanpur	Education
Rawalpindi	Education
Sahiwal	Education
Sargodha	Education
Toba Tek Singh	Education
Vehari	Education
Attock	Finance and Planning
Bahawalnagar	Finance and Planning
Bhakkar	Finance and Planning
Bahawalpur	Finance and Planning
Chiniot	Finance and Planning
D.G Khan	Finance and Planning
Faisalabad	Finance and Planning

District	Department
Gujranwala	Finance and Planning
Gujrat	Finance and Planning
Hafizabad	Finance and Planning
Jhelum	Finance and Planning
Khanewal	Finance and Planning
Khushab	Finance and Planning
Layyah	Finance and Planning
Lodhran	Finance and Planning
M.B Din	Finance and Planning
Mianwali	Finance and Planning
Multan	Finance and Planning
Muzafargarh	Finance and Planning
Narowal	Finance and Planning
Okara	Finance and Planning
Pakpattan	Finance and Planning
Rahim Yar Khan	Finance and Planning
Rajanpur	Finance and Planning
Rawalpindi	Finance and Planning
Sargodha	Finance and Planning
Toba Tek Singh	Finance and Planning
Attock	Health
Bahawalnagar	Health
Bhakkar	Health
D.G Khan	Health
Faisalabad	Health
Gujranwala	Health
Gujrat	Health

District	Department
Hafizabad	Health
Jhang	Health
Jhelum	Health
Khanewal	Health
Khushab	Health
Layyah	Health
Lodhran	Health
M.B Din	Health
Mianwali	Health
Multan	Health
Muzafargarh	Health
Narowal	Health
Okara	Health
Pakpattan	Health
Rahim Yar Khan	Health
Rajanpur	Health
Sahiwal	Health
Sargodha	Health
Vehari	Health
Faisalabad	Municipal Services
Attock	Work and services
Bahawalnagar	Work and services
Bhakkar	Work and services
Bahawalpur	Work and services
Chinlot	Work and services
D.G Khan	Work and services
Faisalabad	Work and services

District	Department
Gujranwala	Work and services
Jhang	Work and services
Jhelum	Work and services
Khanewal	Work and services
Khushab	Work and services
Layyah	Work and services
Mianwali	Work and services
Muzafargarh	Work and services
Okara	Work and services
Pakpattan	Work and services
Rahim Yar Khan	Work and services
Rajanpur	Work and services
Rawalpindi	Work and services
Sahiwal	Work and services
Sargodha	Work and services
Toba Tek Singh	Work and services

# Annexure III

Categories of Crimes as Defined by the Office of the Inspector of General Police, Punjab

No.	Type of Crime	Definition	Section (Under Relevant 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)	<p>“A man is said to commit rape who has sexual intercourse with a woman under circumstances falling under any of the five following descriptions:</p> <p>(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”</p>	<p>Section 375 of the Pakistan Penal Code, 1860</p> <p>[Inserted by Criminal Law (Second Amendment) Act, 2011]</p>
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	“Physical” falls within the definition of Hurt under Section 332(1) of the Pakistan Penal Code, 1860

5	Acid Burning	<p>"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"</p> <p>[Hurt caused by corrosive substance]</p>	<p>Section 336A of the Pakistan Penal Code, 1860</p> <p>Inserted by Criminal Law (Second Amendment) Act, 2011)</p>
6	Stove Burning	<p>The practice of stove burning originally involved a woman being burned 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.</p>	<p>Section 299 (j) of the Pakistan Penal Code, 1860</p>
7	Honour Killing	<p>"Offence committed in the name or on the pretext of honour" means an offence committed in the name or on the pretext of <i>karo kari</i>, <i>siyah kari</i> or similar other customs or practices"</p> <p>[Definition added in Chapter "Of offences related to Ife"]</p>	<p>Section 299(h)(ii) of the Pakistan Penal Code, 1860</p> <p>[inserted by Criminal Law (Amendment) Act, 2004]</p>
8	Incest (Sexual)	<p>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</p>	<p>[No specific provision for incest in the Pakistan Penal Code or any other law. Cases could potentially be dealt with under the section dealing with Rape]</p>
9	Gang rape (Sexual)	<p>Falls within the definition of Rape</p>	<p>Section 375 of the Pakistan Penal Code, 1860.</p> <p>[Inserted by Criminal Law (Second Amendment) Act, 2011]</p>



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	<i>Wani</i>	<i>Wani</i> 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	“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

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# 13 | GLOSSARY

## **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

## **ANAEMIA**

The condition when the blood lacks sufficient red blood cells or hemoglobin. Moderate iron deficiency anemia is defined as having a hemoglobin level between 7 and 10.9 g/dL and less than 7 g/dL in severe cases

## **AYAS**

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

## **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, labor unions, local community groups, non-governmental organizations, philanthropic foundations and think tanks

## **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

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**ENROLLMENT**

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

**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

**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

**INFANT MORTALITY RATE**

Number of newly born deaths as a rate per 1,000 live births

**JIRGA**

Refers to a group of local elders and tribal chiefs who dispose off civil and criminal matters on the basis of local customs and tradition

**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 who cannot afford it, based on jurisdictional criteria

**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 Grades 6 to 8

**MODERN CONTRACEPTIVE PREVALENCE RATE**

Percent of reproductive age women in union (15-49 years) who are currently using a modern contraceptive method which include female and male sterilization, oral hormonal pills, the intra-uterine device (IUD), the male condom, injectables, the implant (including Norplant), vaginal barrier methods, the female condom and emergency contraception

**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

**PANCHAYAT**

Refer to definition of Jirga

**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 refer broadly to the entities that exist and people employed for public purposes. 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 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

**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

**SHARIA**

Islamic Law, primarily based on the teachings of the Holy Book and the traditions of the Prophet (P.B.U.H). Other secondary sources of *Sharia* include *Ijma* (Consensus of Opinion), *Qiyas* (Analogical Reason), *Ijtihad* (Legal Interpretation) and *Istehsan* (Juristic Preference)

**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

**WANI**

A traditional practice wherein a young girl 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 INSTITUTE**

A school or center organized for a program that covers 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

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PUNJAB COMMISSION ON THE STATUS OF WOMEN

88 SHADMAN II LAHORE PAKISTAN

+92 042 99 26 8000-4