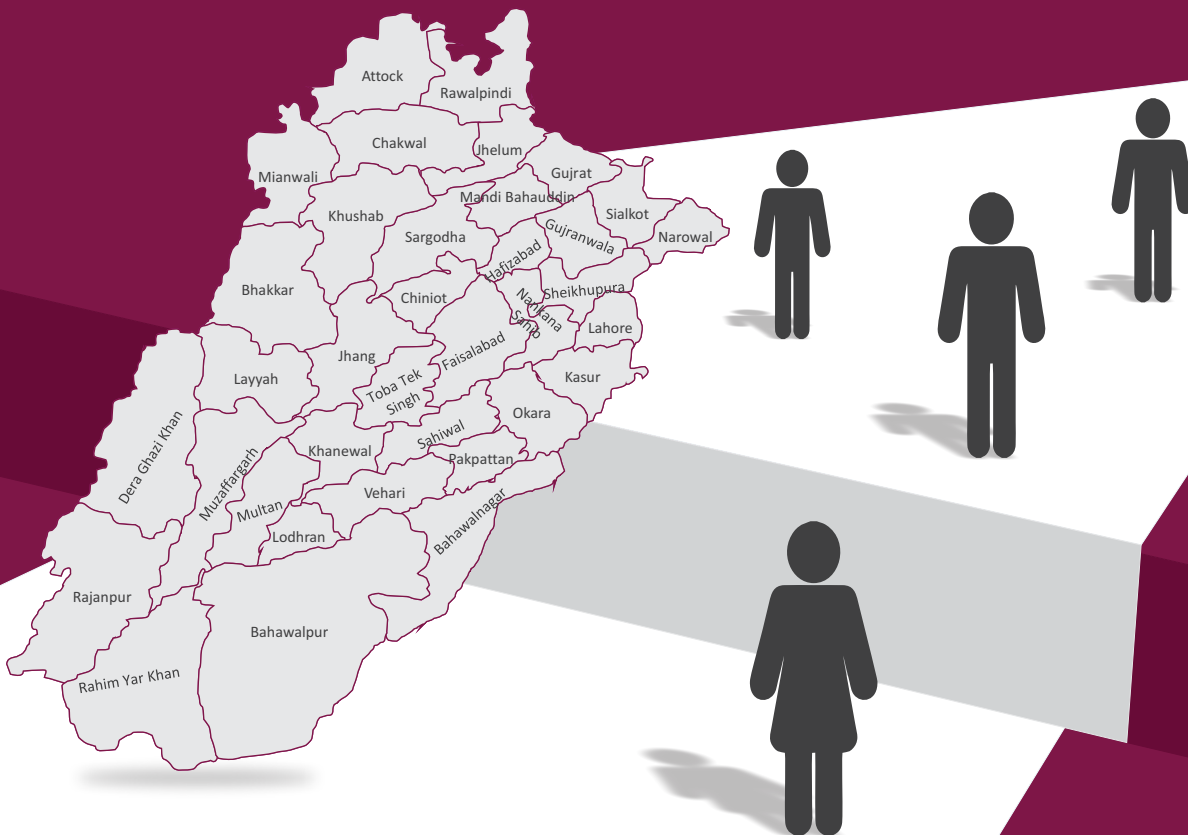
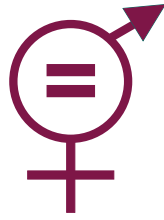




PUNJAB GENDER PARITY REPORT 2019 & 2020



Published in 2021



PUNJAB GENDER
PARITY REPORT
— 2019 & 20 —



PUNJAB COMMISSION ON THE STATUS OF WOMEN

DISCLAIMER

The Punjab Gender Parity Report 2019 & 2020 is based on official data provided by Government Departments/Bodies including Federal, Provincial and District-level offices. While the Punjab Commission on the Status of Women has verified data to the fullest extent possible, the responsibility of accuracy lies with the original providers of data.

Published in Pakistan

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Preface



Tariq Niazi

Secretary
Punjab Commission on
the Status of Women (PCSW)

“No country can truly flourish if it stifles the potential of its women, and deprives itself of the contribution of half of its citizens”.

-Michelle Obama

Pakistan is the world's fifth most populous country and the second largest South Asian country. The sixth Population and Housing Census conducted in 2017 revealed that men make up 51 percent of Pakistan's population while women comprise 49 percent. This brings forth the need to ensure equal opportunity for women in all spheres of life. Pakistan recognizes achievement of gender equality as crucial for meeting all other SDG targets; parity among men and women is also an established prerequisite for poverty reduction, sustainable development and good governance.

In recent years, Federal and Provincial Governments have introduced multiple initiatives to address gender disparity and disenfranchisement of women. Establishment of a toll-free helpline for women, a women safety smart phone application, continued operations of the VAWC, crisis centers and Darul Amans for the benefit of GBV survivors are some significant measures currently in place. In addition, women

have access to anti-harassment committees at workplaces, mechanisms for protection and redressal of violence, and maternity benefits. Punjab Assembly passed the Domestic Workers Act in 2019 to enable domestic workers to work with dignity and security, through an organized contract and clearly defined responsibilities that minimize occupational risks and safety. Passage of the Zainab Alert, Response and Recovery Act of 2020 by the National Assembly also shows the Government's commitment to end the menace of child abuse and violence against women, and girls across the country.

The role of Punjab Commission on the Status of Women has been critical over the years. The Commission is mandated by law to collect data related to women, monitor implementation of initiatives taken by the Government to advance women's rights and protect their interests, conduct research on gender issues, review Punjab laws and suggest appropriate amendments, and materialize gender equality in the province. The Commission also runs a 24/7 toll-free helpline 1043, accessible and available for women across the province, to attain information regarding their rights and lodge complaints regarding official inaction. PCSW strives to increase awareness about pro-women laws and women rights by actively engaging with educational institutions, facilitating economic empowerment and leadership of women collecting official data on gender-based issues to support evidence-based policymaking, supporting capacity building of Government Officials, and monitoring implementation of special initiatives introduced for women in the province. PCSW also provided technical support to the Punjab Bureau of Statistics to conduct the first-ever household survey to gauge women's wellbeing in Punjab.

This Report, covers the period of 2019 and 2020. It provides readers with a detailed view of gender parity in Punjab, across 6 thematic areas and more than 250 indicators. This edition of the Report also covers the impact of the COVID-19

pandemic which overshadowed 2020. Additionally, the report also provides an update on the implementation status of special initiatives taken by the government, including those part of the Women Development Policy 2018, and recent legislation passed by the Federal and Punjab Assemblies. It is hoped that indicators included in this Report will present a comprehensive picture of women's status in Punjab across different walks of life.

This Report shows considerable progress against most indicators; data for 2019 and 2020 depicts a steadily increasing female labour force participation rate in Punjab, declining fertility and maternal mortality rates over the years. A rising number of young women aged 15-24 years in higher education and professional fields has also been noted, along with a higher number of women in managerial positions. Gender sensitive policies for workplaces to account for working mothers, have especially encouraged more women to enter the labour market and retain their professional positions. Continued functioning of the Provincial and National Commissions on the Status of Women as monitoring and advisory bodies further evidence the Government's commitment to advance women's interests.

Compiling the 4th Gender Parity Report in 2021 has been quite an arduous task, given restrictions placed by the Government due to the COVID-19 pandemic, resulting time crunch and difficulty in coordination with district-level public offices. I am especially grateful to UNFPA for their continued support. I would like to credit this Report to my Team, all of whom have worked diligently to put this Report together despite several challenges. It is hoped that this comprehensive report will enable policymakers to bridge gaps that perpetuate gender inequalities and hinder women's participation. I am confident that this timely report will also help to identify areas which require immediate gender budgeting and planning to realize women's empowerment in Punjab.

Acknowledgements

The Punjab Commission on the Status of Women (PCSW) acknowledges the efforts of all stakeholders who assisted the development of the 4th Punjab Gender Parity Report. We would like to appreciate all Provincial Departments/Institutions as well as District offices of the Government of Punjab, who have continued to respond to our requests for data since 2015, and have provided us with information that has shaped this Report.

We are very grateful to UNFPA for their diligence and technical support, which made it possible for us to prepare and publish the 4th Gender Parity Report. We would also like to thank Foreign, Commonwealth & Development Office (FCDO) for their generous support, without which the completion of the Punjab Gender Parity Report 2019 & 2020 would not have been possible.

We are also thankful to Strengthening Participatory Organization (SPO) for their support in compiling this Report.

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Abbreviations And Acronyms

A

ADHD: Attention Deficit Hyperactivity Disorder
ALC: Adult Learning Centers
ANC: Antenatal Care
APWA: All Pakistan's Women 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: The Convention on the Elimination of all Forms of Discrimination Against Women
CFS: Community Feeder Schools
CHARM: Chief Minister's Initiative for Attainment & Realization of MDGs
CM: Chief Minister
CMRA: Child Marriage Restraint Act 1929
CMW: Community Midwife
CNIC: Computerized National Identity Card
CP: Condemned Prisoner
CPR: Contraceptive Prevalence Rate
Cr.PC: Code of Criminal Procedure 1898
CTP: City Traffic Police

D

DALYs: Disability Adjusted Life Years
DBR: Digital Birth Registration
DCC: Day Care Centers
DEC: District Election Commissioner
DHQ: District Headquarters
DVEC: District Voter Education Committee
DWPO: District Women Protection Officer

E

ECP: Election Commission of Pakistan
EEC: Ehsaas Emergency Cash
EFA: Education For All
EmONC: Emergency Obstetric and Newborn Care
ESP: Economic Survey of Pakistan
ETR: Effective Transition Rate
EVS: Educational Voucher Scheme

F

FALAH: Family Advancement for Life and Health
FAS: Foundation Assisted Schools
FHC: Family Health Clinics
FIR: First Information Report
FOS-PAH: Federal Ombudsperson for Protection Against Harassment at Workplace
FWBL: First Women Bank Limited
FWC: Family Welfare Center
FY: Fiscal Year

G

GBV: Gender Based Violence
GDP: Gross Domestic Product
GE: General Elections
GER: Gross Enrolment Rate
GLP: Gross Loan Portfolio
GMIS: Gender Management Information System
GPI: Gender Parity Index
GRD: Government Rural Dispensary
GSP: Generalized System of Preferences

H

HBW: Home-Based Workers
HDR: Human Development Report
HSSC: Higher Secondary School Certificate
HTSP: Healthy Timing and Spacing of Pregnancy

I

IASP: Insaf Afternoon School Program
ICCPR: International Covenant on Civil & Political Rights
ICESCR: International Covenant on Economic, Social & Cultural Rights
ICPD: International Conference on Population and Development
ICT: Islamabad Capital Territory
IDA: Iron Deficiency Anaemia
IMR: Infant Mortality Rate
IGP: Inspector General of Police

ILO: International Labour Organization
IMR: Infant Mortality Rate
IRMNCH: Integrated Reproductive, Maternal, Newborn & Child Health Program

L

LBW: Low Birth Weight
LDC: Least Developed Countries
LE: Life Expectancy
LFPR: Labor Force Participation Rate
LFS: Labor Force Survey
LHS: Lady Health Supervisors
LHV: Lady Health Visitors
LHW: Lady Health Workers
LR: Literacy Rate
LRMIS: Land Record Management and Information System

M

MCH: Mother and Child Health
MCPR: Modern Contraceptive Prevalence Rate
MDG: Millennium Development Goal
MFLO: Muslim Family Law Ordinance
MICS: Multiple Indicator Cluster Survey
MMR: Maternal Mortality Ratio
MNA: Member of National Assembly
MO: Medical Officer
MoHR: Ministry of Human Rights
MPA: Member of Provincial Assembly
MSU: Mobile Service Units
MWRA: Married Women of Reproductive

N

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

O

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

P

P&SH: Primary & Secondary Healthcare
PBS: Pakistan Bureau of Statistics
PDHS: Pakistan Demographic and Health Survey
PDMA: Provincial Disaster Management Authority
PECA: Prevention of Electronic Crimes Act (2016)
PEF: Punjab Educational Foundation
PEIMA: Punjab Education Initiative Management Authority
PES: Punjab Emergency Services
PESRP: Punjab Education Sector Reforms Program
PESSI: Punjab Employees Social Security Institution
PGPR: Punjab Gender Parity Report
PHC: Population and Housing Census
PIMH: Punjab Institute of Mental Health
PITB: Punjab Information Technology Board
PMFN: Pakistan Microfinance Network
PML-N: Pakistan Muslim League - Nawaz
PMMS: Pakistan Maternal Mortality Survey
PNC: Postnatal Care
PPC: Pakistan Penal Code 1860
PPP: Pakistan People's Party
PSCA: Punjab Safe Cities Authority
PSLM: Pakistan Social and Living Standards Measurement Survey
PSPU: Policy and Strategic Planning Unit
PTI: Pakistan Tehreek-e-Insaaf
PWD: Population Welfare Department
PWDP: Punjab Women Development Policy
PWEF: Punjab Women's Empowerment Package
PWPA: Punjab Women Protection Authority
PWWF: Punjab Working Women Endowment Fund

R

RAS: Rural Ambulance Service
REC: Regional Election Commissioner
RH: Reproductive Health
RHC: Rural Health Center
RISE: Responsive Investment for Social Protection and Economic Stimulus

S

SBP: State Bank of Pakistan
SDG: Sustainable Development Goal
SECP: Securities and Exchange Commission of Pakistan
SEEP: Sustainable Economic Empowerment Program
SEN: Special Education Needs
SFM: Skills for Market Training
SH&ME: Specialized Healthcare and Medical Education Department
SME: Small and Medium Enterprises
SSP: Sehat Sahulat Program
SWD: Social Welfare and Bait ul Maal Department

T

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

U

UDHR: Universal Declaration of Human Rights
UN: United Nations
UNCRC: UN Convention on the Rights of the Child
UNDP: United Nations Development Program
UNESCAP: United Nations Economic & Social Commission for Asia & the Pacific
UNESCO: United Nations Educational,

Scientific and Cultural Organization
UNHRC: UN Human Rights Council
UNICEF: The United Nations International Children's Fund
UNODC: United Nations Office on Drugs and Crime
UPR: Universal Periodic Review
USAID: United States Agency for International Development
UTP: Under-Trial Prisoner

V

VAW: Violence Against Women
VAWC : Violence Against Women Center
VAWG: Violence Against Women and Girls
VAWIP: Violence Against Women In Politics

W

WASH: Water, Sanitation and Hygiene
WDD: Women Development Department
WEF: World Economic Forum
WESW: Women's Economic and Social Well-being Survey 2017-18
WHO: World Health Organization
WHS: World Health Statistics
WMO: Women Medical Officer
WPO: Women Protection Officer
WWB: Workers Welfare Board

Z

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

Message of the Chief Minister, Punjab

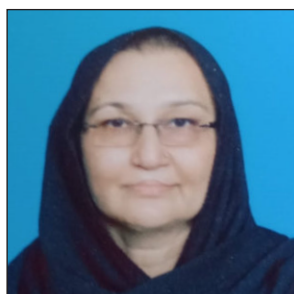


**Sardar Usman
Ahmed Khan Buzdar**
Chief Minister, Govt of Punjab

Government of the Punjab is determined to mainstream women's participation and leadership. Establishment of girls' schools across Punjab, new mother and child hospitals to ensure quality treatment for mothers and children, projects for socio-economic uplift of women in far flung and remote areas, and inclusion of women in governance and decision-making are priority areas. I envision a Punjab where women are secure, empowered, educated and respected. Valuable data included in the Punjab Gender Parity Report will definitely benefit Government of Punjab to introduce evidence-based policies for women's socio-economic empowerment.

I would like to congratulate the Minister for Women Development Ms. Ashifa Riaz Fatyana, Women Development Department and the Punjab Commission on the Status of Women for successful compilation of the 4th Punjab Gender Parity Report.

Messages



Ashifa Riaz Fatyana

Minister for Women Development

The Government of Punjab believes that the holistic participation of women and girls in Punjab is essential for socio-economic growth in the country. My Government is committed to overcoming barriers that prevent women from participating meaningfully in all walks of life. The 4th Punjab Gender Parity Report includes data on women's comparative status vis-à-vis men, and will serve as a guiding tool for the Government of Punjab to create policies for improvement of women's lives. This report is also a monitoring tool to gauge progress made by Punjab on special initiatives taken by the Government of Punjab to mainstream gender, including the Punjab Women Development Policy 2018, and measures to achieve SDG Targets.

Through this message, I appreciate the efforts of the Punjab Commission on the Status of Women, in ensuring accurate data collection from public offices across the 36 districts of Punjab. It is hoped that concrete recommendations included in the Report will be implemented through policy-based actions.



Jawad Rafique Malik

Chief Secretary

I extend my heartiest congratulations to the Women Development Department on the publication of the Punjab Gender Parity Report 2019 & 2020. I am confident that this report will contribute to shaping programs and catalysing actions towards the achievement of gender equality in Punjab. The Report will help create awareness regarding legal, social and economic issues faced by women and reinforce the need to formulate gender-sensitive policies for socio-economic development.

This report will also prove to be a useful monitoring tool for policies and ongoing programs for women's socio-economic development. I am confident that recommendations enlisted in the Report will shape future projects and initiatives, and contribute towards Pakistan's improved rankings on the Global Gender Parity Indices and help the country achieve SDG 5.



Ambreen Raza

Secretary Women Development Department

Women Development Department is committed to ensure women's well-being and to remove barriers that limit women's progress.

This Punjab Gender Parity Report analyses gender disaggregated data collected from public offices across all 36 districts, and evaluates the status of women against indicators across six key thematic areas. Based on the findings of this Report, Government of Punjab will design gender-sensitive programs and policies. Recommendations included in the Report will also aid gender sensitive planning, budgeting and overall mainstreaming of women in Punjab.

I congratulate the Secretary and Director Programs at Punjab Commission on the Status of Women, for compiling this Report during these trying times of the COVID-19 pandemic.

Introduction to PCSW

The Punjab Commission on the Status of Women is a statutory body created through the Punjab Commission on the Status of Women Act 2014. The Commission was conceived as a monitoring and oversight body tasked with promotion of women's rights and ensuring that laws, policies and programs of the Government of Punjab align with the agenda for women's development and gender equality.

Under its statutory mandate, PCSW has the following functions:

- Examine policy, programs and other measures taken by the Government of Punjab to materialize gender equality, empowerment of women and ensure their representation and political participation, and make recommendations to concerned bodies.
- Review Punjab laws, rules and regulations affecting the status and rights of women and suggest repeal, amendment or new legislation to eliminate discrimination, safeguard the rights and interests of women and achieve gender equality in line with the Constitution and Pakistan's national and international commitments.
- Sponsor research to generate information, analysis and studies, and maintain a database related to women and gender issues to steer provincial policy and strategic action on women's empowerment.
- Facilitate and monitor implementation of instruments and obligations affecting women and girls, and advise Government before ratification or succession to international treaties.
- Seek and receive information from any source or entity in the performance of its functions.
- Inquire into complaints of women's rights violations and make appropriate recommendations for remedial action to concerned authorities.

- Inspect jail, sub-jail or other places of custody where women and girls are kept.

- Advocate, lobby and build coalitions to promote the cause of women and facilitate their legal, economic, social and political empowerment and participation.

Since 2016, the Commission has successfully generated three Gender Parity Reports (2016, 2017 and 2018), and set up a digital database consisting of gender disaggregated data against more than 300 indicators across 6 thematic areas; demographics, governance, health, education, economic participation, and justice. Data included in the Gender Management Information System (GMIS) is regularly collected, digitized and updated for use by policy-makers, academia, media persons, and the general public. The Commission also launched a Project to economically empower single, widowed or divorced women who reside in shelter homes, managed to increase women in leadership positions on Boards and Committees in the public sector, and trained approximately 40,000 Nikkah Registrars and Local Government Officials on family laws in Punjab.

Since its inception in 2014, the Commission has operated a 24/7 toll-free helpline (1043) for women in distress. The Helpline provides legal guidance on inheritance and property matters, family law and guardianship issues, employment, harassment and all forms of violence against women. It also provides redress of complaints registered against official inaction by public offices. It is noteworthy that Punjab Women's Helpline continued successful operation throughout the COVID-19 pandemic in 2020, a time when other institutional redress mechanisms for women were operating partially. Most recently, the Commission partnered with Punjab Bureau of Statistics to undertake a household survey along with three other surveys (male perception, minority women, and private sector employers') to determine women's social and economic well-being in Punjab.

Executive Summary



DEMOGRAPHICS



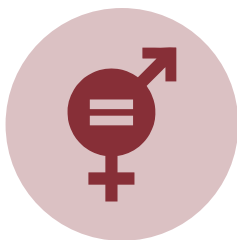
GOVERNANCE



HEALTH



EDUCATION



ECONOMIC
PARTICIPATION
& OPPORTUNITIES



JUSTICE

DEMOGRAPHICS

Projections based on Pakistan's 6th Population Housing Census estimate that the country's population stood at 218.4 million in 2019 and 224 million in 2020. In 2019, Punjab's projected population was 115 million; this figure rose to 117.7 million in 2020. Of the 117.7 million people in 2020, 59 million (50.8%) were men and 57.8 million (49.1%) were women, with a GPI of 0.966. In 2020, 7,223 (0.6%) persons were transgender. These projections depict approximately 2 million more men than women in Punjab, with a majority of the province's population falling between the 20-49 years' age bracket.

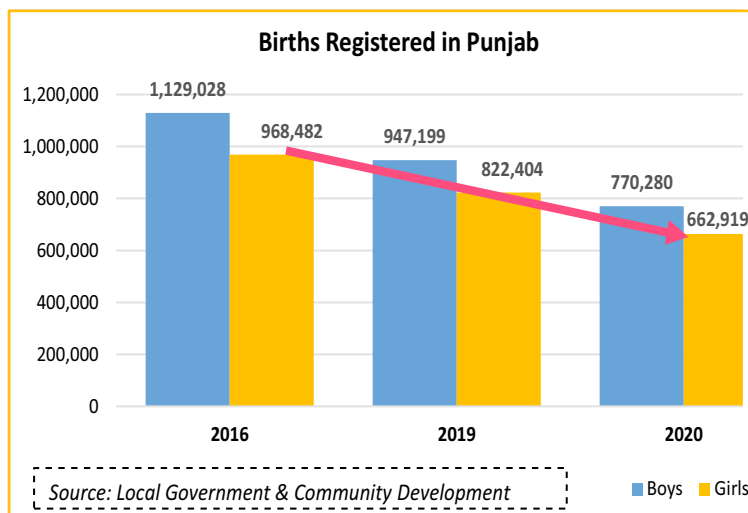
As reported by the latest Multiple Indicator Cluster Survey (MICS) 2017-18, the Total Fertility Rate (TFR) in Punjab stood at 3.7 births (women aged 15-49 years) which is a 5.7 percent increase from 3.5 births reported by MICS 2014. MICS 2014 also reported the urban TFR in Punjab as 3 births, which increased to 3.2 births in MICS 2017-18. According to MICS 2014, the rural TFR stood at 3.7 births which increased to 4 births in MICS 2017-18. Interestingly, TFR sourced from the Population Welfare Department was 2.7 births in 2017 and 2018.

In 2019, 1.77 million births were registered in Punjab. Comparatively, 1.4 million births were registered in 2020, recording a decrease of 19 percent from the preceding year. Of the 1.4 million births registered in 2020, 770,280 (54%) were boys and 662,919 (46.8%)

were girls, depicting 8 percent higher boys' registration than that of girls. Compared with data obtained in 2016, the number of girl child registrations decreased by 31.5% in 2020.

In 2019, NADRA issued 9 million CNICs to men and women in Punjab; 4.6 million (51%) were issued to men and 4.4 million (49%) to women, with a GPI of 0.963. Comparatively in 2020, NADRA issued 8.7 million CNICs to men and women in Punjab. Of these, 4.5 million (51%) were issued to men while 4.2 million (49%) were issued to women, with a GPI of 0.954.

In 2019, NADRA also issued 25,380 CNICs with the disability logo in Punjab; of these, 19,800 (79%) were issued to men and 5,580 (22%) were issued to women, with a GPI of 0.281. Comparatively in 2020, a higher number of 26,821 CNICs with the disability logo were issued of which 20,299 (75.7%) were issued to men and 6,522 (24.3%) were issued to women, with a better GPI of 0.321. In 2020, NADRA issued CNICs to 43 transgender persons in Punjab of which 24 were male eunuchs, 12 were female eunuchs and 7 were *Khunsa-e-Mushkil* (intersex person). As compared to 2017, transgender CNIC issuance decreased by 84% in 2020. The highest numbers of transgender CNIC registrations were recorded in Lahore (9) followed by Faisalabad (5).



GOVERNANCE

Membership of Federal and Provincial Assemblies show a total of 36 resolutions passed, 11 were introduced by considerable disparity between men and women. The women.

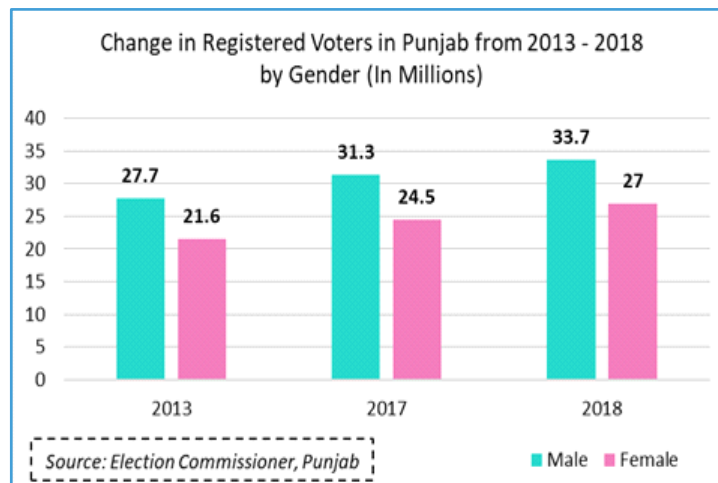
National Assembly of Pakistan comprises of 342 seats of which, 272 (80%) are filled by men and 69 (20%) by women, with a low GPI of 0.252. Of the 69 women, 8 were elected on general seats, 60 were appointed on reserved seats for women and 1 was appointed on a seat reserved for minorities. The Senate of Pakistan has a total of 99 senators of which 81 (81.81%) are men and 18 (18.18%) are women, with a very low GPI of 0.222. The Punjab Assembly consists of 369 sitting members of which 294 (79.67%) are men and 75 (20.32%) are women, with a GPI of 0.255. Of the 75 women, 8 are elected on general seats, 66 women are appointed on reserved seats for women and 1 woman is appointed on a seat reserved for minorities.

Of 36 provincial Ministers, 34 (94.44%) are men and 2 (5.56%) are women, with a very low GPI of 0.05. In 2019, 27 resolutions were passed in the Punjab Assembly out of which 13 were introduced by women. In 2020, out of

a total of 36 resolutions passed, 11 were introduced by women.

Of 38 Parliamentary Secretaries, none are women exhibiting significant gender disparity. Among 21 Standing Committees for Government Department, 9 are chair by men and 7 by women, with a good GPI of 0.77.

Between the end of 2017 and July 2018, the number of registered female voters in Punjab rose from 24.5 million to 27 million, marking an increase of 10 percent. In the General Election of 2018, there were 83,563 (54%) polling booths for men as opposed to 71,102 (46%) booths for women. Of 60.6 million registered voters in Punjab, 34.2 million cast their votes in GE 2018, recording a turnout of 56.4%. Of all members in the District Voter Education Committees established in Punjab in 2018, 438 (86.73%) were men while 67 (13.27%) were women, with a low GPI of 0.152.



HEALTH

An adequate level of health is the most fundamental building block for an individual's life, as it enables effective functioning in every other facet of life. The WHO classifies health as a fundamental human right and defines it as "a state of complete physical, mental and social well-being and not merely the absence of disease". Key health indicators have improved over the last five years in Punjab. Male Life Expectancy (LE) in Punjab has increased from 67.7 years in 2016 to 69.5 years in 2020. Similarly, female LE has gone up from 66.9 years in 2016 to 68.3 years in 2020. Female LE, however, has consistently remained lower than the male LE. The Infant Mortality Rate (IMR) has decreased from 60/1,000 live births in 2016 to 53.7/1,000 live births in 2020. Total Fertility Rate in Punjab has also declined from 2.8 live births per woman in 2016 to 2.5 live births in 2020. Punjab has a lower Maternal Mortality Ratio of 157 maternal deaths per 100,000 live births as opposed to the national MMR of 186 per 100,000 live births.

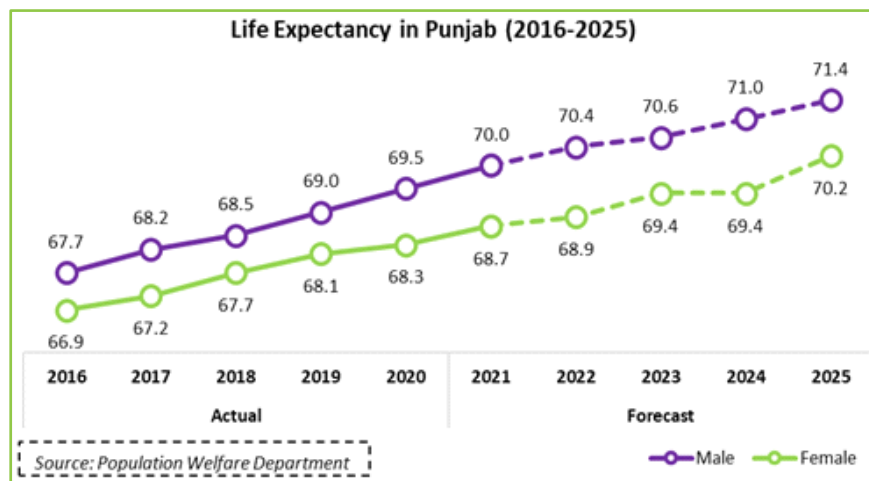
Reproductive health outcomes remain far from optimal in Punjab. MICS (2017-18) reveals that the Contraceptive Prevalence Rate (CPR) in Punjab was 34.4% and the unmet need for contraception stood at 17.8%. Only 15.7% of women aged 15-49 years visited an antenatal care provider (ACP) at least eight times (during their most recent pregnancy with a live birth) while 11.3% of women did not visit an ANC provider at all. As per MICS (2017-18), 82.6% of women received no postnatal health check-up. In 2017-18, 73.2% of women in Punjab had an institutional delivery which included 29.7% and 43.5% of deliveries in public and private health facilities respectively. Comparison of data from MICS (2014) and MICS (2017-18) shows that births that were delivered in the presence of a skilled birth attendant increased from 66% to 76.5%. Over the same time period the proportion of C-section births in Punjab increased by 5.3%, (from 23.6% to 28.9%).

A lack of awareness and resources continue to affect the

diagnosis and treatment of several diseases/conditions that particularly affect women. The Women's Economic and Social Wellbeing Survey (WESW) (2017-18) indicates that of all women ever married aged 15-64 years, 2.9% suffered from Fistula. Of these, 83% reported that the problem occurred as a consequence of a difficult child birth. Similarly, WESW (2017-18) reveals that of all the women aged 15-64, 0.2% of women were diagnosed with a type of cancer. Of the 0.2%, 49.5% of women suffered from breast cancer.

The healthcare sector of Punjab remains under resourced. As of January 1st, 2019, there were 4,937 health institutes in Punjab, which included 2,510 (50.8%) Basic Health Units (BHU). Collectively, the number of health institutes decreased by 5.7 percent from 5,237 in 2015 to 4,937 by January 1st 2019. There was a total of 60,359 beds of which 48,804 (80.9%) were in hospitals across Punjab. By January 1st, 2019, there were 40,153 (47.9%) male doctors and 43,676 (52.1%) female doctors in Punjab and the Federal area. However, there were 15,309 (64.6%) specialist male doctors and 8,399 (35.4%) specialist female doctors, representing the limited number of women who pursue higher medical education and training.

As of June 2021, there were a total of 2,344 service centers under the Population Welfare Department (PWD) which included 2,100 (89.5%) Family Welfare Centers. No change was noted in the number of service centers between 2017 and 2020. In 2020, there were 1,569 Integrated Reproductive Maternal, Newborn & Child Health and Nutrition (IRMNCH) Program facilities which included 1,196 (76%) 24/7 BHUs. An additional 271 BHUs, 4 RHCs and 13 Stabilization Centers (SCs) were established between 2018 and 2020. In 2020, IRMNCH facilities had a total human resource of 47,952 health officials of which 42,784 were Lady Health Workers (LHWs) constituting the largest share (89%).



EDUCATION

Education is central to the socio-economic development of a country. It plays a critical role in building human capabilities and accelerates economic growth through knowledge, skills and creative strength of a society. Educated women can participate in income-generating activities, thus increasing per capita income, living standards for citizens and contributing to overall economic growth and development.

Overall Literacy rates (LRs) (10 years and above) in Punjab remained constant at 64 percent from FY 2017-2018 to FY 2018-2019. However, the literacy rate of men increased by 1 percent from 72 percent in 2017-2018 to 73 percent in 2018-2019. Literacy rate of women in Punjab on the other hand, remained constant at 57 percent from FY 2017-18 to FY 2018-19. In FY 2018-2019, the literacy rate in urban areas was significantly higher for both men (82%) and women (73%) as compared to that of men (67%) and women (47%) in rural areas. From FY 2014-2015 to FY 2018-19, the overall Net Enrolment Rate (NER) decreased from 61 percent to 60 percent. Moreover, the gender gap in NER of boys and girls decreased from 4 percent in FY 2014-15 to 1 percent in FY 2018-2019, reflecting an improvement in gender parity over the years. NER for girls rose 2 percent from 58 to 60 percent from 2015-16 to 2018-19.

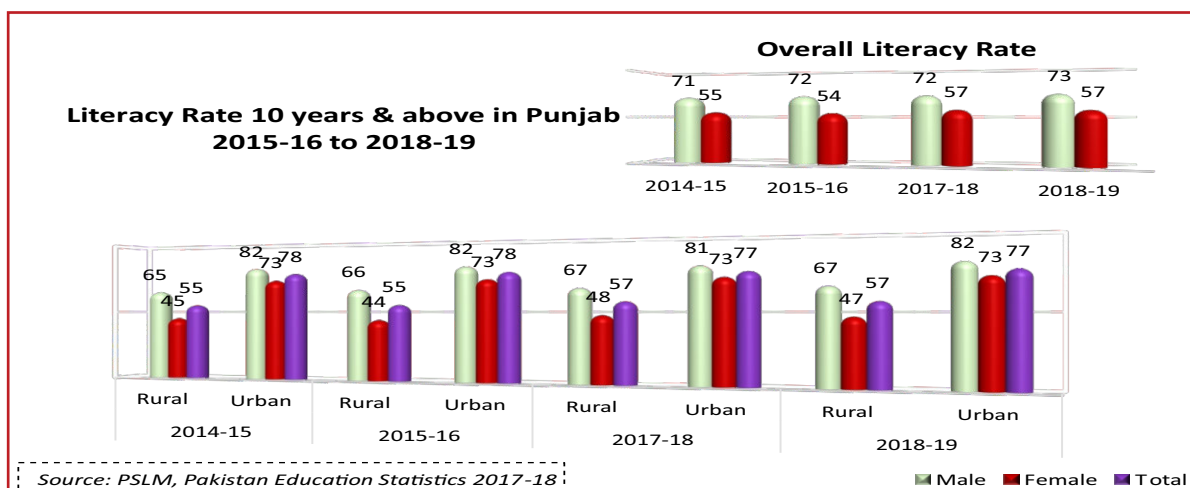
Each successive year saw a decrease in the number of formal schools in Punjab. From FY 2016-2017 to FY 2019-2020, the total number of formal schools decreased by 6.8 percent, from 51,499 to 47,982 schools. Of the 47,982 schools, 22,681 (47%) were boys' schools and 25,301 (53%) were for girls. Of the total number of formal schools, 32,138 (67%) schools were primary schools, 8,327 (17%) were middle schools,

6,757 (14%) were high schools and 760 (2%) were higher secondary schools.

In FY 2019-2020, 5.96 million (51%) boys and 5.76 million (49%) girls were enrolled in formal public schools across Punjab, as compared to 5.60 million (47%) boys, and 6.17 million (53%) girls in FY 2017-2018. Gender parity in enrolment was achieved by 15 of 36 districts in FY 2019-2020, as compared to 12 districts in FY 2016-2017. In 14 of these districts, girls' enrolment was higher than that of boys. Across Punjab however, it is noteworthy that enrolment of children declined in each successive grade.

From FY 2017-2018 to FY 2019-2020, the number of teachers employed in formal schools increased 8 percent, from 349,472 to 377,895 teachers. Of the 377,895 teachers in 2019-2020, 168,457 (45%) teachers were male and 209,438 (55%) were female, reflecting gender parity with a GPI of 1.24. Punjab has a Pupil-Teacher Ratio (PTR) of 51 students per teacher, which is substantially higher than the global average of 23.4 students per teacher. It is noteworthy that across Punjab, no district has achieved the global average PTR.

From FY 2017-2018 to FY 2019-2020, the number of Grade 5 students who could read sentences in English increased from 52 percent to 63 percent. Students who could read stories in Urdu also increased from 57 percent to 60 percent in the same time period. From 2018 to 2019, learning levels in Arithmetic showed significant improvement of students who could do two-digit division; numbers increased from 47 percent to 57 percent from FY 2017-18 to FY 2019-2020.



ECONOMIC PARTICIPATION AND OPPORTUNITIES

Gender is recognized as a key characteristic that predisposes individuals to limited economic opportunities and, consequently partial inclusion in the economic sphere. The incidence of gendered exclusion and the magnitude of it is, nevertheless, dependent on a range of factors including levels of education, socio-cultural norms and perceptions, institutions and regulatory frameworks, and prevailing economic conditions.

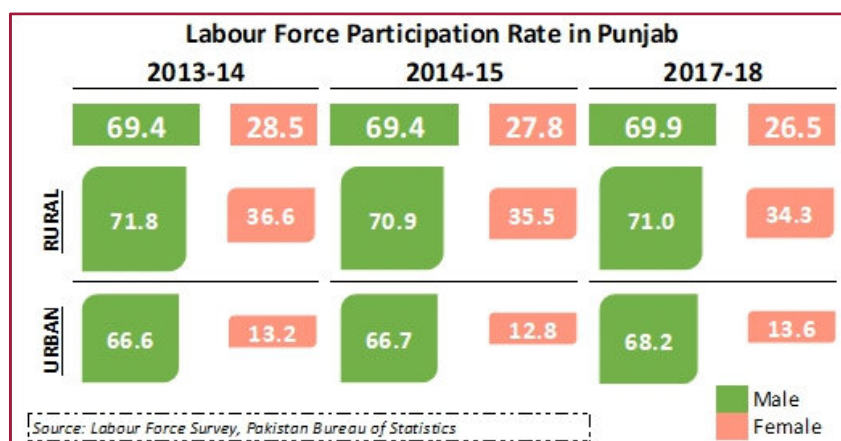
The Labour Force Survey 2017-18 shows considerable gender disparity in men and women's Labour Force Participation Rate (LFPR) in Punjab. Overall male LFPR stood at 69.9% as opposed to female LFPR at 26.5%. Owing to the concentration of women in the agriculture sector, rural female LFPR was at 34.3%, significantly higher than the urban female LFPR at 13.6%. In Punjab, 21.4% of men and 18.6% of women were employed in the agriculture sector. The non-agriculture sector employed 51% of men and only 9% of women. In 2017-8, women continued to face wage discrimination in the labour market. Data shows that while only 4% of employed men in urban areas and 6% in rural areas earn up to Rs. 5,000 per month, 33.2% of urban women and 49.2% of rural women earn the same meagre amount.

In addition to their limited labour force participation, women face huge disparities in resource ownership. In 2020, the number of male agricultural landowners was 17.2 million (68.5%) in Punjab, considerably higher than the 7.9 million (31.5%) female landowners. Women's mobility and access to private vehicles remained limited in 2020; this is reflected by the 222,909 (96.7%) driving licenses issued to men as opposed to only 7,670 (3.3%) issued to women.

Women's economic participation and opportunities are further restricted because of a lack of access to finance and inclusion in social security nets. In 2020, women

owned 53.9 percent of deposit accounts, 53.1 percent of current accounts but accounted for only 17.8 percent of active consumer loan accounts in First Women's Bank Limited. Interestingly women owned a relatively larger proportion (67.6%) of corporate/SME accounts but the amount of loans disbursed to women for consumer as well as corporate/SME accounts remained lower as opposed to the amount disbursed to men (24% and 44% respectively). In the Bank of Punjab (BOP), women owned only around 28% and 26.8% of active deposit and current accounts in 2020, respectively. In BOP, women owned 10.4% of active loan accounts and received only 2.7% of the total amount disbursed as loans. In 2020, Zarai Taraqati Bank Limited (ZTBL) had 7,000 (4.5%) female borrowers and disbursed loans worth 2 billion rupees (3.8%) to women. Microfinance Institutions and Banks registered with Pakistan Microfinance Network (PMFN) catered to 3.2 million (48.5%) female borrowers in 2020. The Gross Loan Portfolio (GLP) of women was relatively lower at 102 billion rupees (32.7%). Women's economic inclusion is further marred by low coverage offered by state social security and safety net programs. Data provided by PESSI indicates that in 2020, there were 32,251 (95%) male beneficiaries and only 1,619 (5%) female beneficiaries. PESSI disbursed 328.5 million rupees (91%) to men and 32.2 million rupees (9%) to women. There was, however, near gender parity in the number of beneficiaries of the BISP program. In 2020, there were 38.9 million (51%) male beneficiaries and 36.7 million (49%) female beneficiaries of the BISP program.

The economic situation of women is likely to be exacerbated given the disproportionate impact of the COVID-19 pandemic on women. Consequently, a gender sensitive policy response is pivotal to ensure that post-pandemic economic recovery in Punjab is inclusive.



JUSTICE

In 2019 and 2020, women in Punjab faced astonishingly high instances of sexual assault, harassment, rape, kidnapping and domestic violence. While the criminal justice system struggled to award convictions to perpetrators, trends depict overwhelming impunity for perpetrators due to rampant corruption, insufficient and incorrect evidence collection, biases and discrimination against women, and socio-cultural norms that limit reporting of VAW.

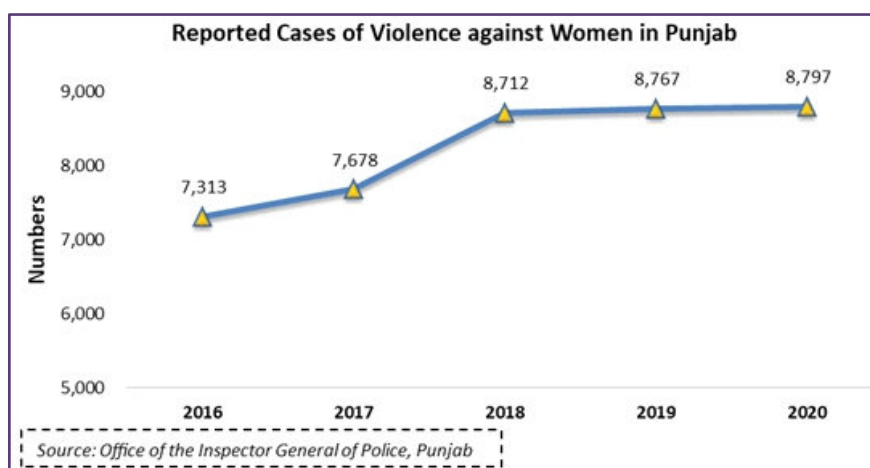
From 2018 to 2019, reported cases of VAW increased marginally from 8712 to 8767, depicting an increase of 0.63 percent in reported cases. This number increased to 8797 in 2020, depicting an annual increase of 0.34 percent in reported cases. Rape was the most commonly reported act of violence against women. Conversely, burning and *wani* were reported least often. In 2019, a total of 1,158 cases of domestic violence were reported in Punjab (including murder, attempted murder and domestic beating), while a lower number of 1,118 cases were reported in 2020. In 2019, a total of 3881 cases of rape were reported in Punjab. Comparatively, a lower number of 3773 cases were reported in 2020, depicting a decrease of 2.8 percent. 37 and 28 cases of acid burning were reported in 2019 and 2020 respectively, depicting a fall of 24 percent in reported cases of acid burning in Punjab. 197 women were killed in the name of honor in 2019, while 237 women were killed in 2020, depicting an annual increase of 20 percent. In 2019, 12,646 women were reportedly kidnapped in Punjab, as opposed to 12,433 in 2020, depicting a 1.7% fall in reported cases of kidnapping.

In 2019, 5565 cases that concerned VAW were decided by Courts in Punjab; of these, only 240 cases (4.3%) resulted in convictions and 5325 cases (95.7%) resulted in acquittals. Of the 4,105 cases decided in 2020, 223 cases (5.4%) resulted in convictions, while 3882 cases

(94.6%) resulted in acquittals. Of the total prison population of 46,233 inmates in 2019, 45,499 (98%) are men and 734 (2%) women, with a GPI of 0.016. 102 of 734 (14%) women are accompanied by their children. A total of 150 children (73 boys and 77 girls) reside with their mothers in 22 prisons across the province.

Data received for 2019 reports 714 police stations while data for 2020 reveals 720 police stations in Punjab. By the end of 2020, 32 percent of all police stations in Punjab had helpdesks for women. Data for Prosecutors in 2020 represents a slightly better GPI than that in 2019; of 804 prosecutors in 2020, 668 (83%) were men and 136 (17%) women, with a marginally better GPI of 0.20. 12 people (9 men, 3 women) were provided legal aid in 2019. This number dropped to 4 (3 men, 1 woman) in 2020.

By 2020, there were 158 social services institutions across the province, an improvement on 138 Social Services Institutions in 2017. While 2018 and 2019 showed similar numbers of women residing in social services institutions (11,668 and 11,504 respectively), there was a sharp drop of 13 percent to 9,987 women in 2020. There was also a drastic fall (68.5 percent) in women provided redress at the SBBHRC in Punjab; from 5,553 women in 2019 to only 1,747 women in 2020. This could be due to partial operations of the SBB Human Rights Center due to the COVID-19 pandemic. In 2020, domestic violence (907 complaints) was reported most frequently at the VAWC in Multan. Least number of complaints were received for fraud/robbery (1 complaint), economic violence (2 complaints) and property disputes (5 complaints).



01

1.1 Global Gender Equality Targets

Gender Equality flows from gender equity, which refers to the process of being "fair" to men, women and other genders.¹ Strategies to ensure fairness must often be framed to compensate for women's historical and social disadvantages that prevent men and women from otherwise operating on a level playing field.² Gender equality is a core development objective in its own right.³ It is also smart economics. It requires equal

Vision of SDG 5
 "A world in which every woman and girl enjoys full gender equality and all legal, social and economic barriers to their empowerment"

enjoyment of social goods, services, opportunities, resources and rewards, by both women and men.⁴ Greater gender equality enhances productivity, improves development outcomes for next generations, and makes institutions more representative.⁵

A critical aspect of promoting gender equality is therefore the empowerment of women, with a focus on identifying and redressing power imbalances and giving women more autonomy to manage their own lives.⁶ Inclusion of a standalone goal (Goal 5) on gender equality, as well as the mainstreaming of gender and inclusion through the other 16 Sustainable Development Goals (SDGs), is a key achievement for the international community.⁷ Figure 1.1 shows the various targets⁸ to be achieved by countries around the world, before achievement of Goal 5⁹ is near possible.

Key targets of SDG 5

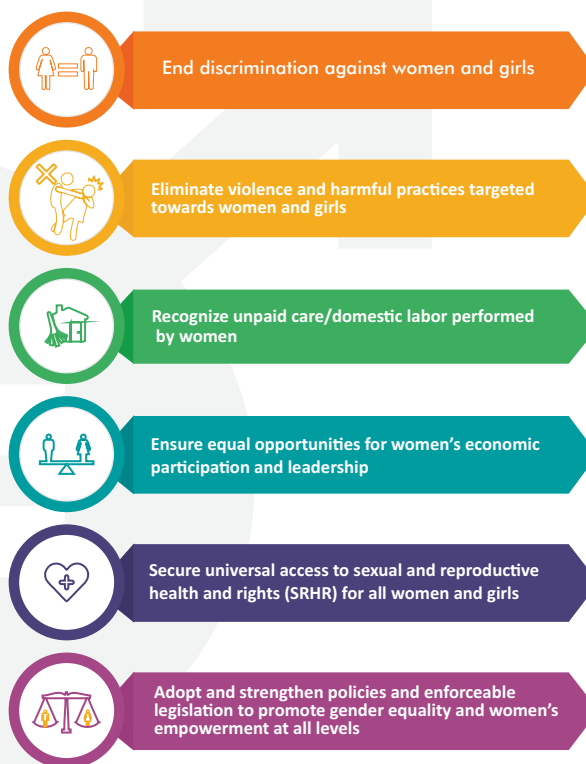


Figure 1.1

1 (UNFPA n.d.)
 2 (UN, High-level meeting on the twenty-fifth anniversary of the Fourth World Conference on Women 2020)
 3 (T. W. Bank 2012)
 4 (T. W. Bank 2012)
 5 (Nations n.d.)
 6 (Council n.d.)
 7 (Council n.d.)
 8 (Assembly n.d.)
 9 (UN 2015)

1.2. Gender Equality and Development in Pakistan

The relationship between gender inequality and development is an issue of growing concern in economic, political and academic spheres.¹⁰ According to a majority of experts, gender inequality deters economic growth, except in export-oriented economies where low wages mean lower costs of production and booming competition.¹¹ Unequal access to quality education impacts girls' ability to build human and social capital, lowering job opportunities and increasing wage differentials.¹² Supply side constraints to women's participation, including those related to fertility, marriage, and child-rearing, also influence the proportion of women in labor markets, and in turn negatively impact economic growth and development indicators. In countries where gender inequalities are larger and persisting over time, rates of poverty, malnutrition, illness and other deprivations are also high.¹³ These inequalities not only hamper the wellbeing of women, but also have considerable negative spillover effects that undermine development across sectors.¹⁴ Existing theoretical literature emphasizes that gender equality influences economic growth and development via three channels: female labor market participation, average human capital stock, and fertility.¹⁵ The effect of educational gender gaps on economic growth arise primarily from the impact of female education on fertility and on the creation of human capital for the next generation.¹⁶ An improvement in women's average education decreases the gender wage gap, thus increasing women's opportunity cost and inducing them to forego child-rearing and enter the labor market.¹⁷ Higher female labor participation has a mechanically direct correlation with per capita GDP, as resources for household production are diverted to market production which the GDP measure captures.¹⁸ Thus an efficient allocation of female labor, especially well-educated female human capital, across occupations and industries can increase GDP and impact growth rates positively.¹⁹

Since ratification of the Convention on Elimination of all Forms of Discrimination against Women (CEDAW) in 1996 and affirming the Beijing Declaration and Platform for Action in 1995, Governments world over, including the Government of Pakistan, have been working tirelessly to empower women and meet global gender equality targets, especially those aimed at increasing female labour force participation rates, improving education attainment levels, and ensuring women's

access to justice. The Government of Pakistan also reaffirmed its commitment to empowering women and girls, and achieving gender equality by committing to achieve targets pinned against SDG 5.²⁰

To honor Pakistan's international commitments and Constitutional safeguards for women and girls, Federal and Provincial Governments have introduced laws and policies for women's protection, emancipation and increased participation. Nondiscrimination and affirmative action to ensure equality of the sexes has been guaranteed in Article 25 of the Constitution of Pakistan. Likewise, women's participation in all spheres of life is safeguarded through Article 33 of the Constitution of Pakistan, 1973. Laws aimed at eradicating harmful practices against women, curtailing the incidence of child marriage, recognizing domestic violence as a form of physical violence perpetrated against women, ensuring convictions of perpetrators of sexual violence against women, and reducing the incidence of harassment at the workplace, have all helped further women's cause.

In 2019 and 2020, the National Assembly of Pakistan *inter alia* passed the Zainab Alert Response and Recovery Act 2020 and the Enforcement of Women's Property Rights Act 2020. Punjab Assembly passed the Punjab Domestic Workers Act in 2019 (*See Legislation section 9*) with a view to regularize employment, and protect the rights of workers who provide services of household care, childcare, elderly or sick care and other matters ancillary thereto.

Most recently, Punjab Women Development Policy (PWDP) 2018 has provided the Government of Punjab and its Provincial and district-level offices with a comprehensive compilation of measures to be implemented across sectors. An Implementation Framework for the PWDP, finalized by the Women Development Department in 2020, has also made the process of coordination and partnerships among Government Departments smooth. In addition, Punjab Human Rights Policy 2018 includes recommendations for ending violence against women and girls. Well-coordinated and evidence-based interventions to support achievement of gender equality are long-awaited milestones in the steady journey towards improving women's lives in Punjab.

10 (ADB 2016)

11 (Repository 2013)

12 (ADB 2016)

13 (W. Bank, Human Development Report 2015)

14 Ibid at 11.

15 (MDPI 2021)

16 (W. Bank, Human Development Report 2015)

17 Ibid.

18 Ibid at 12.

19 Ibid.

20 (Assembly n.d.)

1.3. The COVID-19 Pandemic

The World Health Organization (WHO) declared the novel coronavirus a public health emergency in January 2020.²¹ By the end of April, 212 countries, territories or areas had reported more than 3 million confirmed cases of COVID-19 along with more than 210,000 deaths caused by the virus.²² Over the course of 2020, COVID-19 peaked in some countries, while patterns in other countries were reminiscent of a second wave of infections.²³ Globally, efforts were made by International and National actors to reduce the economic and financial impact of the virus, while also ensuring public health and safety amid an unprecedented burden on health systems worldwide.²⁴

For most of 2020, the COVID-19 pandemic harmed the poor and vulnerable, and continued to impair economic progress in heavily impacted countries.²⁵ After decades of steady global progress in reducing the number of people who live on less than \$1.90/day, data from 2020 shows that the pandemic has rapidly reversed all such efforts and pushed another 88 million people into extreme poverty.²⁶ Annual global GDP growth was projected to drop to 2.4% in 2020 as a whole, from an already weak 2.9% in 2019, with growth possibly being negative in the first quarter of 2020.²⁷ The World Bank Group forecasts that the largest share of the "new poor" will be in South Asia, with Sub-Saharan Africa as a close second.²⁸ According to the Poverty and Shared Prosperity Report 2020, majority of the "new poor" are likely to be engaged in informal services, transport, construction and manufacturing sectors critically affected by lockdowns and restrictions on mobility.²⁹ As effects of the pandemic and containment measures hit economies, millions of people were unable to go to work, resulting in an exceptionally stark drop in economic activity and unprecedented job losses.³⁰

The year 2020 marked the end of 25 years from the signing of the Beijing Declaration and Platform for Action. Since the Declaration was signed, Governments across the world have worked towards expansion of women's livelihoods and incomes, health outcomes, education levels and freedom from violence.³¹

However, the COVID-19 pandemic set the clock back decades,³² jeopardizing years of progress made across sectors.

Across the globe, women earn less, save less, hold less secure jobs, and are more likely to be employed in the informal sector in comparison with men.³³ Women also have limited access to social protection and are the majority of single-parent households, further reducing their capacity to absorb economic shock as compared to men.³⁴ The COVID-19 pandemic has forced women to take on greater care demands at home, including child and elder care, reducing hours spent in paid employment, sometimes resulting in wage-cuts and lay-offs.³⁵ A Report released by UNWOMEN and UNDP in 2020 revealed that the pandemic will push 96 million people into extreme poverty by 2021, 47 million of whom are women and girls, bringing the total number of women living on \$1.90/- or less to 435 million.³⁶

To calculate the magnitude of inequality in the impact of COVID-19, researchers at McKinsey estimate that female job loss rates due to COVID-19 are about 1.8 times higher than male job loss rates globally, at 5.7% compared with 3.1%, respectively. It is estimated that while 3.8% of men's global employment is at risk due to the pandemic, 4.5% of women's global employment is in jeopardy, given the differing sectors and industries that men and women work in.³⁷

While early reports revealed that more men are dying as a result of COVID-19, the fact that health of women is adversely impacted by supply chain disruptions, reallocation of resources and shifts in global priorities, including sexual and reproductive health services and girls' education, cannot be ignored.³⁸ As the COVID-19 pandemic deepens financial and social stress together with limitations on free movement and mandated isolation SOPs, gender-based violence, especially domestic violence, has also increased exponentially.³⁹ A number of women have been forced to 'lock down' with violent partners at the same time that services to support survivors have been disrupted, delayed or been inaccessible.⁴⁰ This impact is further amplified in

21 (Organization 30 January 2020)

22 (Activities (CCSA) 2020)

23 Ibid.

24 (OECD 2020)

25 Ibid.

26 (Bank 2020)

27 (ILO 2021)

28 (Fleury 2020)

29 (Bank, Poverty and Shared Prosperity Report 2020)

30 (OECD, Employment Outlook 2020)

31 (UNWomen 2020)

32 Ibid.

33 Ibid.

34 Ibid.

35 (Institute 2020)

36 (UNDP 2020)

37 Ibid.

38 Ibid.

39 (Coalition 2021)

40 (UNWomen 2020)

contexts of remote areas, conflict, and emergencies where social cohesion is already undermined and institutional capacity and services are severely limited.⁴¹

1.4. Gendered Impact of COVID-19 in Pakistan

The first case of COVID-19 was confirmed in Pakistan in March 2020. Over the course of 2020, 479,715 cases were confirmed across the country.⁴² All Governments took immediate action by implementing partial lockdowns and appealing to residents to avoid crowded areas and remain socially distant. The Federal Government's timely instated Command and Control Center ensured effective coordination among Federal and Provincial Governments with respect to provision of health and relief supplies. It also served as a centralized database for regular exchange of information and updates for the public.⁴³ The Federal Government's National Action Plan comprehensively covers emergency preparedness of health sector institutions, capacity assessment of public health systems and personnel, testing service protocols, and other aspects of the Government's response to the pandemic.⁴⁴

Special measures to mitigate the effects of the pandemic on especially vulnerable groups such as women, persons with disabilities, transgender individuals and other disadvantaged groups are vital to ensure indiscriminate access to health systems.⁴⁵ These disproportionately impacted groups have suffered worsened systemic discrimination, limited access to civil, political and social rights, weakened socio-economic standing and higher rates of vulnerable, informal or temporary employment.⁴⁶

In a joint study surveying low-income households in Pakistan with children enrolled in schools set up by the Citizens Foundation, the Centre for Economic Research in Pakistan and Centre for Global Development report that girls and boys were equally likely to spend time studying at home. However, girls were more likely than boys to be engaged in household chores, and less likely to be playing.⁴⁷ As economic and household pressures increase during the COVID-19 pandemic, pressure to drop out of school to care for siblings and support their

households financially could widen the gap between girls' and boys' school enrollment, with long-term impacts on young women's ability to participate in the workforce.⁴⁸

Telephonic surveys conducted by UNWOMEN in the Asia-Pacific region reveal that women in Pakistan (and Bangladesh) are less likely to receive important information related to COVID-19, while women's time spent on unpaid domestic and care work increased in all countries surveyed.⁴⁹ In a study of microfinance clients in Pakistan,⁵⁰ researchers found that female-run businesses were more likely to experience a 100 per cent decrease in business revenue than those run by men. Approximately 20% of the women in Pakistan are involved in income generating activities,⁵¹ most of which fall in the informal low wage market. During public health emergencies such as the COVID-19 pandemic, low-wage workers and markets are most adversely affected. Female domestic and home based workers may also be laid off due to the inability of employers to continue paying wages while revenues fall short.⁵² Analysis of Home-Based Workers (HBWs) shows that there are currently 12 million HBWs who earn around Rs.3000-4000/month and face multidimensional issues such as low income security, absence of social protection and highest economic vulnerability in times of crisis.⁵³

The "shadow pandemic" brought about by an increase in domestic violence cases is another devastating effect of the COVID-19 pandemic. Data received from the Punjab Safe Cities Authority and Punjab Unified Communication and Response (PUCAR-15) shows a 25% increase in reported instances of domestic violence during April and May 2020, when lockdown was imposed across Punjab.⁵⁴ Overall, Punjab Police received more than 13,000 calls related to domestic violence in 2020.

Women constitute almost 70% of frontline health workers, including 96,000 lady health workers, 28,000 community midwives, nearly 62,651 nurses and a large number of female doctors.⁵⁵ In the absence of proper safety gear, health workers are at a heightened risk of contracting COVID-19 when compared with the rest of the population.⁵⁶ Additionally, given that women play a disproportionate role in household and care work compared with men, there is a higher risk of infection

41 Ibid.

42 National Command and Control Center (www.covid.gov.pk)

43 (Systems 2020)

44 Ibid.

45 Ibid.

46 Ibid.

47 (Development 2020)

48 (NCSW n.d.)

49 (W. C. UNWomen 2020)

50 (Kashif Malik 2020)

51 (NCSW n.d.)

52 Ibid.

53 Ibid.

54 Ibid.

55 (Pakistan Human Resources for Health Vision, 2018-30 n.d.)

56 (Systems 2020)

spreading from female health workers to more at-risk groups at home – such as children and the elderly.⁵⁷

The COVID-19 pandemic has had disastrous effects on Pakistan's economy and on the overall well-being of women across the country. Economic participation, health, education and access to justice for women have all been adversely affected. As cases rose in 2020, Government of Pakistan strategically ensured "smart lockdowns" of localities with high positivity rates within cities. Successful tactics employed by the Government to keep the COVID-19 positivity rate on the low end in 2020 while economic activity continued have been acclaimed by the World Health Organization as a global success. However, mitigating the effects of the pandemic on women's already disadvantaged status will be a struggle for the Government and other stakeholders in years to come. This Report will provide baseline quantities from 2019 and 2020, for appropriate evidence-based measures to be instated in 2021.

1.5. Punjab Gender Parity Report 2019 & 2020: Realizing Evidence-based Policymaking in Punjab

Punjab Gender Parity Report (PGPR) 2019 & 2020, the 4th in the series of PGPRs launched by Punjab Commission on the Status of Women (PCSW), the Women Development Department (WDD) and the Government of Punjab, to empower women through need-based demographic, health, economic, education and justice sector policies and measures. Through this Report, inequalities across sectors will be reflected by gender disaggregated data for 2019 and 2020, collected from Provincial Departments and district Government offices. Data collected against 6 thematic areas and indicators will be analyzed quantitatively and qualitatively to provide an accurate picture of women's well-being across sectors. Figure 1.2 presents the thematic areas included in this report.

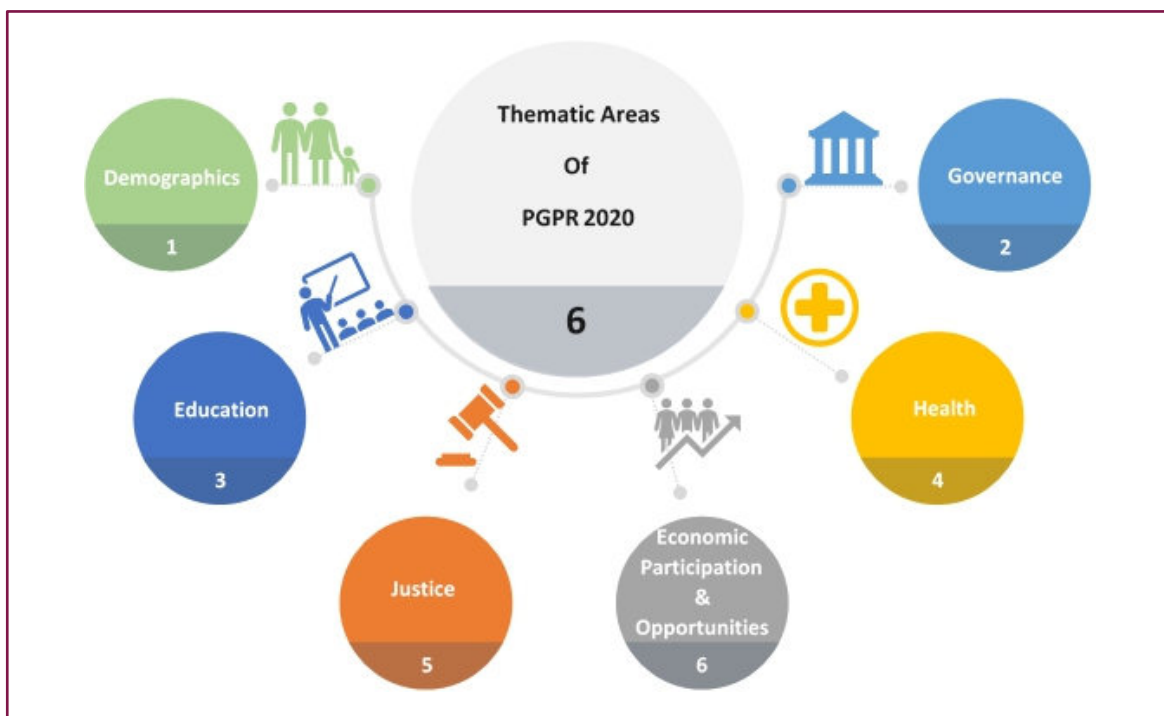


Figure 1.2

⁵⁷ Ibid.

Where available, gender disaggregated primary data has been analyzed against global thematic and sector-specific targets outlined in the Sustainable Development Goals (SDGs), Global Gender Gap Reports and other international benchmarks. The Gender Parity Index (GPI) score will be provided where appropriate. Time series and district-wise analysis will be considered. Data obtained from Punjab will be presented in comparison to national data and global statistics. Secondary research including relevant literature, surveys international reports, global indices, journal articles, civil society reports, academic research papers and publications have also been studied and interpreted to provide a holistic analysis into women's lives.

An overall picture of women's well-being will also be provided in relation to repercussions of the COVID-19 pandemic, which overshadowed most of 2020 and progress made before 2019. Recommendations outlined at the conclusion of each thematic section will weigh in on measures needed to rectify gender gaps highlighted through data presented.

In addition to analyzing data from 2019 and 2020 against figures from previous years, this Report will also provide an updated implementation status of measures introduced by Government of Punjab through the various Women Empowerment Packages and Initiatives since 2012. These status updates will help policymakers and Government Officials identify spheres where women's status continues to be below par despite special measures, areas that have improved due to women-centric initiatives by the Government and sectors that require continuous efforts to ensure women's development.



1.6. Methodology

Since 2016, the annually published PGPR has provided policymakers and government officials with quantitative and qualitative analysis of year-by-year trends of the comparative status of men and women in the province. While data presented in this report does by no means provide an exhaustive analysis of women's status across sectors, it analyses key information from the most important areas impacting women's lives.

Data collection and research to provide knowledge and awareness for provincial policy and strategic action for women's empowerment is one of PCSW's core functions.⁵⁸ Following in-depth perusal of available literature including Pakistan's international obligations, and a number of consultations with development and gender specialists, six thematic areas were identified to accurately measure women's empowerment and overall wellbeing. A comprehensive cross sectoral framework consisting of 274 indicators across demographics, governance, health, education, economic participation and opportunities and justice, was thus compiled and used for yearly analysis and reporting on the status of women in Punjab. Depending on data available and obtained by PCSW, the indicator framework is updated every year.

For the purposes of PGPR 2019 & 2020, data was collected against 253 indicators. Data was disaggregated by gender, district, year, and further disaggregated by urban/rural specifications, where needed.

58 Section 9 (1) (c) of the PCSW Act 2014 says that the Commission shall "sponsor, steer and encourage research to generate information, analysis and students relating to women and gender issues, to provide knowledge and awareness for provincial policy and strategic action for women empowerment"

The step-by-step process through which the PGPR is compiled is outlined through Figure 1.3.

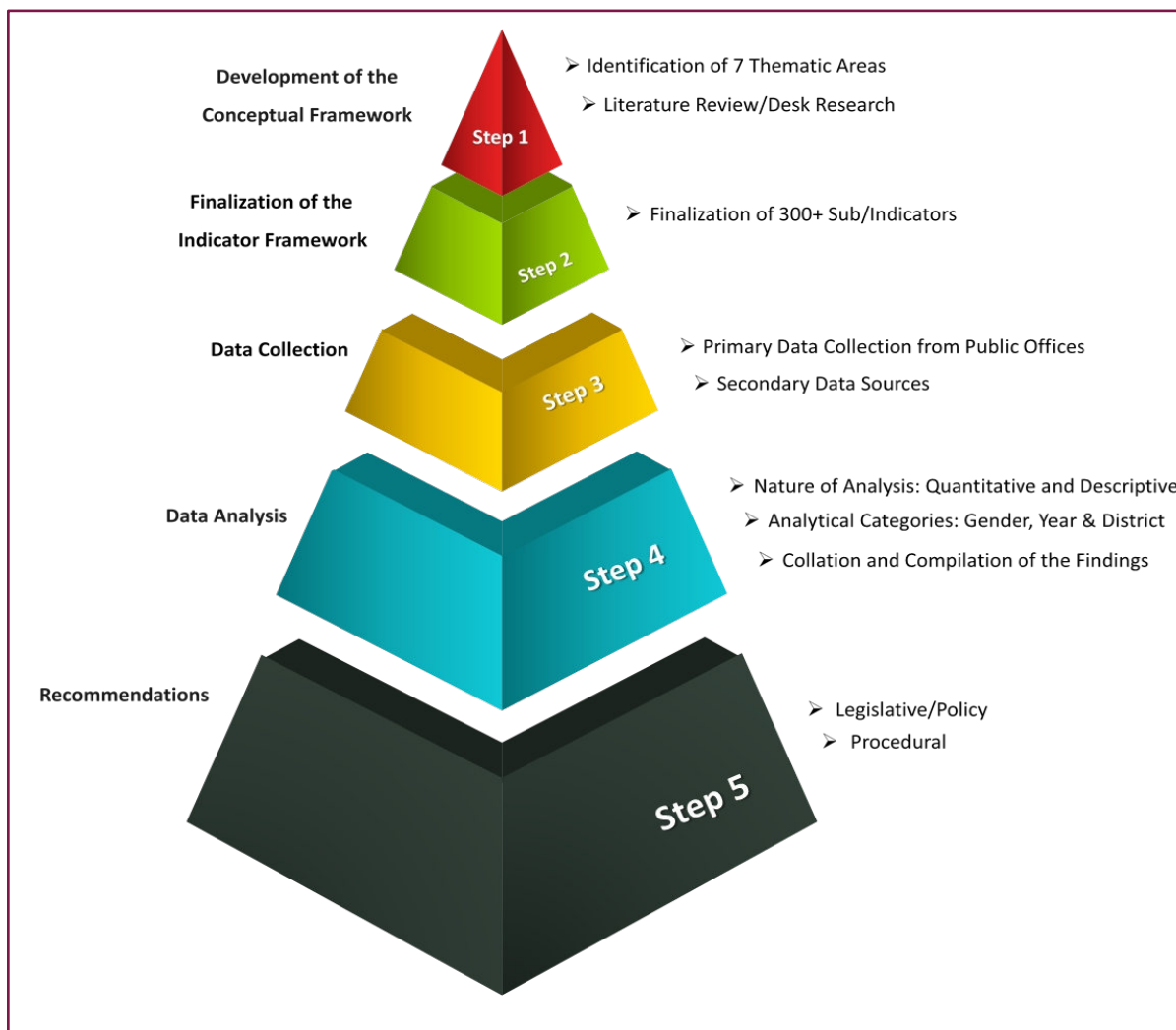


Figure 1.3

Once data is collected, it is digitized at PCSW Head Office in Lahore. Following data digitization, statistical, qualitative and quantitative analysis is conducted by a team of Research Analysts, a Statistician and a Senior Research Analyst.

1.7. Challenges in Compilation of PGPR 2021

This Report reflects data from 2019 and 2020, and where possible, that of 2018. Primary gender disaggregated data obtained directly from Government Departments comprises a major chunk of the Punjab Gender Parity Reports. The process of data collection however, is marred by recurring challenges.

1.7.1. Availability of Data

Where primary data is unavailable, PGPR utilizes secondary research conducted by the Federal and Provincial Governments, including surveys such as the Punjab Multiple Indicator Cluster Survey (MICS), Labour Force Survey (LFS), Pakistan Social and Living Standards Measurement (PSLM) Survey, Pakistan Demographic and Health Survey (PDHS) and Pakistan Population and Housing Survey. Since these surveys are not conducted on an annual basis, data presented in this Report will cover the most relevant and recently conducted surveys.

Data and trends analysis was difficult and impossible for some indicators where data provided did not cover the same time period, i.e. data for one calendar year cannot be compared with that for a financial year. These discrepancies have been highlighted where present for ease of analysis.

Some data received was not disaggregated by gender, thus providing a gender-based analysis of inequalities was not possible. However, wherever sum totals have been submitted to PCSW, they have been compared with aggregates of previous years.

1.7.2. COVID-19 Restrictions











This Report was written and compiled in 2021, when positivity rates in most urban hubs in Punjab, including Lahore were on the rise. Due to a high number of cases, the Provincial Government placed restrictions on official working hours and staff permitted to work from office premises. These restrictions took a toll on the data collection process, hiring of PGPR Research Team, timely execution of tasks by the team, and on the overall timeline of this assignment. Furthermore, due to high COVID-19 counts in some districts, visits to district and Provincial Government offices and follow-up efforts were also restricted.

02



DEMOGRAPHICS

KEY FINDINGS

-  Pakistan's population is projected to be 218.4 million in 2019 and 224 million in 2020. Out of 224 million, 114.8 million are men, 109.2 million are women and 11,250 are transgender persons.
-  Punjab remains the most populous province with an estimated population of 115 million in 2019 and 117.7 million in 2020. Out of 117.7 million, 59 million are men, 57.8 million are women and 7,223 are transgender persons.
-  Punjab's urban population is projected to be 42.7 million in 2019 and 43.9 million in 2020. Of 43.9 million in 2020, 22.5 million are men, 21.3 million are women and 4,977 are transgender persons.
-  Punjab's rural population is projected to be 72.4 million in 2019 and 73.8 million in 2020. Out of 73.8 million, 37.3 million are men, 36.5 million are women and 2,246 are transgender persons.
-  Punjab's population comprises of 51% men and 49% women with the majority falling within the 20-49 years' age bracket.
-  7.8% women in Punjab gave a live birth before the age of 18 as of 2017-18. This is a 3.6% decrease from the last reported figure of 11.4% as of 2014.
-  In 2019, 1.77 million births were registered in Punjab and 1.43 million were registered in 2020. Out of 1.4 million births registered, 770,280 (54%) were boys and 662,919 (46%) were girls. Compared to 2016, the number of girl child registrations decreased by 31.5% in 2020.
-  In 2019, NADRA issued CNICs to 9 million individuals in Punjab out of which 4.6 million (51%) were men and 4.4 million (49%) women, with a GPI of 0.963. In 2020, NADRA issued 8.7 million CNICs in Punjab of which, 4.5 million (51%) were issued to men while 4.2 million (49%) were issued to women, with a GPI of 0.954.
-  In 2020, NADRA issued CNICs to 43 transgender persons in Punjab of which 24 were male eunuchs, 12 were female eunuchs and 7 were Khunsa-e-Mushkil. As compared to 2017, transgender CNIC issuance decreased by 84% in 2020.
-  In 2019, NADRA issued 25,380 CNICs with the disability logo in Punjab of which 19,800 (79%) were issued to men and 5,580 (22%) were issued to women. In 2020, 26,821 CNICs with the disability logo were issued of which 20,299 (75.7%) were issued to men and 6,522 (24.3%) were issued to women, with a GPI of 0.321.

INTRODUCTION

'Demography,' first coined by the Belgian statistician Achille Guillard may simply be defined as the 'mathematics of people.'⁵⁹ Demography studies the nature of relevant characteristics such as size, territorial distribution, employment, age, sex composition, health and environment that impact the composition of populations.⁶⁰ It also investigates changes in population composition, the reasons for and consequences of these changes.⁶¹ When populations change in size, composition or distribution, the changes depend solely on one or more of the three demographic processes: fertility, migration and mortality.⁶² All populations are demographic actors as they engage in vital childbearing, professional, educational, marital and migratory events throughout their lifetime. Implications upon human development as a result of these events become the basis of analysis for demographers.

Gender dynamics have a major impact on demography. Studies⁶³ have revealed that career trajectories, division of household, childcare, and elderly care tasks, textbook representation of gender and sexual norms, exposure to violence, disability and unfortunate health disadvantage women disproportionately.⁶⁴ When women's agency is compromised on critical issues like reproductive rights, safe housing and mobility and

access to financial resources, their relationship with processes of fertility, migration and mortality gets complicated⁶⁵ and often hinders their ability to participate in demographic processes freely and actively.

Population changes depend upon the three key demographic processes: fertility, migration and mortality

Recent years have witnessed a mounting global consensus to factor in demographic changes into policy making with an emphasis upon gender sensitivity and inclusion. The United Nations Sustainable Development Agenda 2030 posits demographic challenges such as global aging, climate change, water and food security, sanitation, energy crises and economic growth at its core.⁶⁶ While population welfare and demography is catered to in SDG 11 (Sustainable Cities & Communities), SDG 5 (Gender Equality) also categorically outlines gender-based targets relevant to the three demographic processes. In this respect then, SDG 5 is an enabler and accelerator for all the SDGs.⁶⁷ Table 2.1 provides an overview of those SDG 5 targets that relate to the three essential demographic processes.

SDG 5 Gender Equality & Demographic Processes		
Fertility	Target 5.6	Ensure universal access to sexual and reproductive health
Mortality	Target 5.3	Eliminate all harmful practices such as child, early and forced marriages and female genital mutilation
Migration	Target 5.a	Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance, and natural resources, in accordance with national laws.

Source: United Nations Sustainable Development Agenda 2015⁶⁸

Table 2.1

59 (Lutz and KC 2013)

60 (Poston and Bouvier 2010)

61 (Poston and Bouvier 2010)

62 (Poston and Bouvier 2010)

63 (Hamel and Rault 2014)

64 (Hamel and Rault 2014)

65 (Hamel and Rault 2014)


66 (United Nations 2015)

67 (International Institute for Sustainable Development 2017)

68 (United Nations 2015)

Universal calls to action such as the Sustainable Development Agenda 2030 are especially a window of opportunity for developing countries and populations. Pakistan is one such country, which boasts a generous width of young people, and is currently undergoing a demographic transition as it endeavors to mitigate the impact of a rapidly changing age structure.⁶⁹ The demographic transition refers to populations moving from a rough state of high fertility and high mortality to an equilibrium of low fertility and low mortality after passing through a phase of rapid growth.⁷⁰ The peak stages of this demographic transition bring about the phenomena of demographic dividend – something being seen increasingly as a key development outcome for countries like Pakistan. The demographic dividend is a product of decreasing fertility and dependency ratio which affords an increased proportion of the population of labor force age, bearing opportunities for an increased per capita output.⁷¹ This demographic dividend, or 'bonus' may be leveraged through the provision of an enabling environment for youth to become sustainably productive members of the population whereby their economic potential is harnessed as a long-term development goal. Inclusion of women is also central to capitalizing on the demographic dividend. Increased access to education, economic opportunities, comprehensive health services, and justice for almost 50% of a country's population will inevitably contribute to its economic growth and development.⁷² A low-fertility setting also allows women to participate in the labor force more freely as they are able to spend more of their productive years in paid employment rather than in marriage and childbearing.⁷³ Educated women with access to family planning often choose to have fewer children than their less educated counterparts, resulting in falling fertility rates and increased willingness to participate in economic activities, thus opening the demographic window.⁷⁴ This suggests that a lack of gender sensitivity in population welfare policies may dampen policy efficacy and in turn defeat the demographic dividend.

However, policies targeted at gaining from the dividend may not have their desired impact if Pakistan does not simultaneously address its burgeoning population with a gender perspective. The significant impact of population growth upon women, fueled by high fertility rates and unmet contraceptive needs in the country may be assessed from the fact that the desire to limit further pregnancies is strong only after a woman has had at least 4 children;⁷⁵ MMR stands at 186 per 100,000 live births⁷⁶ and approximately 32% primary school aged girls are out of school.⁷⁷

 <p>TARGET 11.3</p> <p>INCLUSIVE AND SUSTAINABLE URBANIZATION</p>	<p>By 2030, enhance inclusive and sustainable urbanization and capacity for participatory, integrated and sustainable human settlement planning and management.</p>
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The alarming rate of population growth in Pakistan has come under national scrutiny with the Supreme Court of Pakistan's Order for constitution of dedicated Federal and Provincial Taskforces for Population Control in 2018.⁷⁸ Reducing Pakistan's annual population growth rate from 2.4 % to 1.4 % was identified as a core aim. This is in line with the Government of Pakistan's development strategy spelled out in Vision 2025⁷⁹ which regards Human Capital Development as the first key pillar for its realization. The aim is to strengthen feminine healthcare such that fertility rates are brought to levels consistent with those portraying good maternal health and overall sustainable population increase.⁸⁰

Consistent with the national agenda, Punjab's Population Welfare Department commits to ensuring universal coverage and improved access to family planning and reproductive health services across urban and rural areas by 2025.⁸¹ It also aims to increase Contraceptive Prevalence Rate (CPR) to 60% by 2030.⁸² Stringent implementation of family planning measures towards this end cannot especially be discounted as the unprecedented socioeconomic impact of COVID-19 reverses progress made in the past.

The COVID-19 pandemic has warranted lockdowns and social distancing measures that have resulted in a global socioeconomic downturn with disproportionately high human development repercussions for Least Developed

69 (UNDP 2016)
 70 (Population Council 2013)
 71 (Population Council 2013)
 72 (UNDP 2016)
 73 (Population Council 2013)
 74 (UNDP 2016)
 75 (National Institute of Population Studies and ICF 2019)
 76 (National Institute of Population Studies and ICF 2020)
 77 (Human Rights Watch 2018)
 78 (Law and Justice Commission of Pakistan 2018)
 79 (Pakistan Vision 2025 Secretariat 2014)
 80 (Pakistan Vision 2025 Secretariat 2014)
 81 (Population Welfare Department Punjab 2019)
 82 (Population Welfare Department Punjab 2019)

Countries (LDCs).⁸³ Emerging evidence reveals that more women have experienced lay-offs, increased time spent home-schooling and performing household tasks, and isolation in unsafe environments to name a few consequences of this public health emergency.⁸⁴ UNWOMEN has termed the rise in violence against women during the pandemic a "shadow pandemic," alluding to the alarming rise in Violence Against Women & Girls (VAWG). Women's access to healthcare has been further compromised with lockdowns and sporadic availability of public transport, compromising timely care for COVID-19 and reproductive ill-health.⁸⁵ Frequent migration from urban areas to rural hometowns due to lay-offs and wage cuts has also cast a significant shadow upon women's mobility, time use and exposure to violence.⁸⁶

Holistic recovery from the pandemic vis a vis demographic development mandates the recognition of women and gender minorities as key stakeholders. In line with this approach, Government of Punjab has initiated the RISE Punjab Strategic Framework.⁸⁷ A key pillar of the policy, Risk Communication and Community Engagement,⁸⁸ especially aims to increase women's access to information and support systems as they struggle with the negative socioeconomic impacts of COVID-19.⁸⁹ Such gender-sensitive human resource development policies will be extraordinary in their attempts to uplift vulnerable populations through a demographic transition that is now compounded by a global health crisis.

Organization of Analysis

This section details an account of the demographic composition of Punjab based on results of the 6th Population and Housing Census (PHC) 2017, projections for subsequent years derived from the Pakistan Bureau of Statistics arithmetic formula⁹⁰, vital event registrations of the population, household patterns and trends in issuance of Computerized National Identity Cards (CNICs). This chapter will be laid out as follows:



83 (United Nations Conference on Trade and Development 2020)

84 (Ministry of Human Rights Government of Pakistan 2020)

85 (Ministry of Human Rights Government of Pakistan 2020)

86 (Ministry of Human Rights Government of Pakistan 2020)

87 (Planning and Development Board Government of Punjab 2020)

88 Responsive Investment for Social Protection and Economic Stimulus – launched in April 2020 aimed at addressing such repercussions while also providing a sustainable development track for ongoing and future Annual Development Plans.

89 (Planning and Development Board Government of Punjab 2020)

90 (Punjab Development Statistics)

2.1. Population Profile

The years following Pakistan's 6th PHC in 2017 have seen significant changes in the country's population as a steady increase is observed. While the 2017 census figure reported a total population of 207.7 million with an annual growth rate of 2.4%, this figure is projected⁹¹ to be 218.4 million in 2019 and 224 million in 2020. This puts the annual growth rate at 5% in 2019 and a further 2.5% in 2020.

Estimated population has been computed by using the following formula

$$P_1 = P_0 \frac{(1+R)^T}{100}$$

P₀ = Population of base year P₁ = Population of current year
 R = Annual Growth Rate T = Time i.e. Inter Censal Interval

Punjab continues to bear the largest share of population in the country, with an estimated population of 115.07 million (53%) in 2019 and 117.69 (53%) million in 2020. Islamabad Capital Territory (ICT) continues to record the lowest share with an estimated population of 2.2 million (1%) in 2019 and 2.3 million (1%) in 2020. Table 2.2 depicts the province wise population projection of Pakistan in 2020.

Province Wise Population Profile (2020)				
PROVINCE	MALE (In Millions)	FEMALE (In Millions)	TRANSGENDER (Numbers)	TOTAL (In Millions)
PUNJAB	59.9	57.8	7,223	117.7
SINDH	26.8	24.7	2,725	51.6
KHYBER PAKHTUNKHWA	16.9	16.4	999	33.3
BALUCHISTAN	7.3	6.6	121	13.8
FATA	2.8	2.6	28	5.4
ICT	1.2	1.1	154	2.3

Source: Projection based on Population & Housing Census 2017, Pakistan Bureau of Statistics

Table 2.2

A provincial analysis of population shares from the years 1998 to 2020 shows that while Punjab remains the most populous province of the country in 2020, it is also the only province recording a negative percentage change (-3.1%) in its share of the total population. This may be attributed to a rising incidence of family planning in Punjab as suggested by its high contraceptive prevalence in comparison with all other provinces.⁹² Khyber Pakhtunkhwa leads in recording the highest positive percentage change (1.4%) in 2020 which may be a result of its high Total Fertility Rate (TFR) recorded at 4.0.⁹³ Figure 2.1 illustrates the province wise share of population and percentage change thereof from 1998 to 2020.

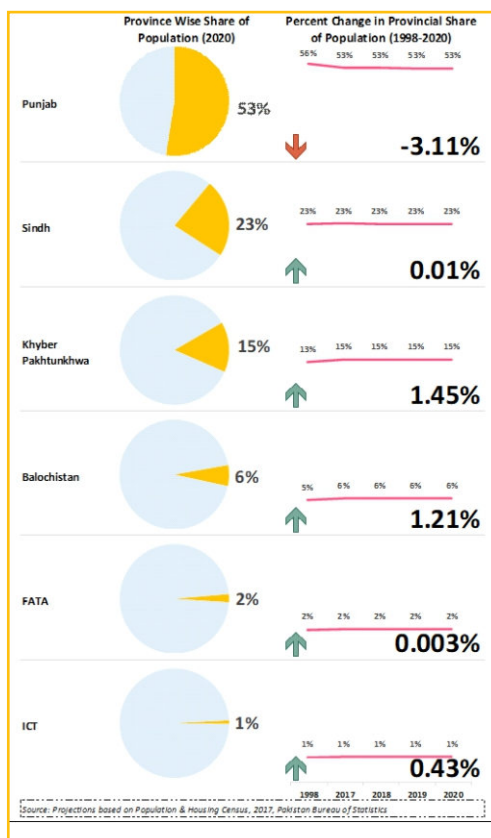





Figure 2.1

91 (Please note that all figures after 2017 are projections calculated from the PBS formula given in the source above)
 92 (Pakistan Bureau of Statistics 2020)
 93 (National Institute of Population Studies and ICF 2019)

2.1.1. Punjab

Punjab's population has undergone sizeable growth since the 2017 census reported a figure of 110.01 million. The population of Punjab, with an annual growth rate of 2.13%, was projected to have risen to 115.06 million in 2019 and then further up to 117.69 million in 2020. Table 2.3 compares the gendered split of change in population of Punjab for the years 2017, 2018, 2019 and 2020.

Population of Punjab (2017-20)			
Year	MALE (In Millions) 	FEMALE (In Million) 	TRANSGENDER 
2017	56.0 51%	54.0 49%	6,709 0.006%
2018	57.2 51%	55.3 49%	6,874 0.006%
2019	58.5 51%	56.5 49%	7,046 0.006%
2020	59.9 51%	57.8 49%	7,223 0.006%

Source: Projection based on Population & Housing Census 2017, Pakistan Bureau of Statistics

Table 2.3

The sex ratio of Punjab stands at 103 men for every 100 women in 2020, having remained the same in 2019. Lahore records the highest sex ratio with 110 men for every 100 women while Chakwal and Gujrat have the lowest sex ratio with both recording 94 men for every 100 women.

Sex Ratio at Birth (SRB) is now receiving increased attention from demographers and policymakers especially in developing countries to use in population and family planning policies.⁹⁴ The sex ratio at birth defined by the number of boys born per 100 girls, is an indicator used to assess irregularities in the population composition.⁹⁵ Usually, a sex ratio between 104-106/100 is considered normal however, a higher value is a cause of concern for experts and governments.⁹⁶ This concern is attributed to the factors that may affect SRB including traditional norms and beliefs, access to technology, family planning and policy interventions⁹⁷. An abnormally high number of boys in comparison with girls may for example have a relation with sex-selection based on preference for a boy over a girl. On the contrary, an unnaturally high number for girls may reflect a 'fertility squeeze'⁹⁸ approach among populations. These evidence-based conclusions then help governments devise policies that can nurture a balanced population composition.

As reported by the Multiple Indicator Cluster Survey, Punjab 2017-18, the sex ratio at birth recorded a normal value for both children ever born (1.06) and children living (1.05); figure 2.2 illustrates this data. This may be due to the lack of sex-determination practice in Pakistan which keeps couples from pursuing sex-selective interventions.

In terms of district wise population, Lahore continues to record itself as the most populous, comprising 10% of the province's population while Hafizabad remains the least populous district, consisting of 1% of the province's population. Lahore's population projections reveal a population of 12.05 million in 2019 and 12.5 million in 2020. Hafizabad's population was projected at 1.1 million in 2019 and 1.2 million in 2020.

Gujranwala, Mandi Bahauddin and Chakwal fare as districts with the highest gender parity with 1.053, 1.064 and 1.066, respectively. Sheikhpura, Kasur and Lahore exhibit the lowest gender parity with 0.933, 0.930 and 0.910, respectively.

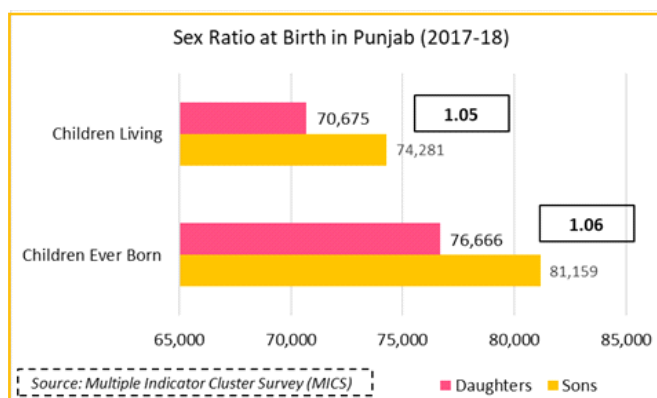


Figure 2.2

Figures 2.3 and 2.4 represent the district wise overall population profile of Punjab as well as the district wise percentage composition of Punjab's female population in 2020.

94 (United Nations Population Fund 2010)
 95 (United Nations Population Fund 2010)
 96 (United Nations Population Fund 2010)
 97 (United Nations Population Fund 2010)
 98 ("Fertility squeeze" refers to an increased likelihood of remaining sonless, with fewer desired offspring as a result of declining fertility.)

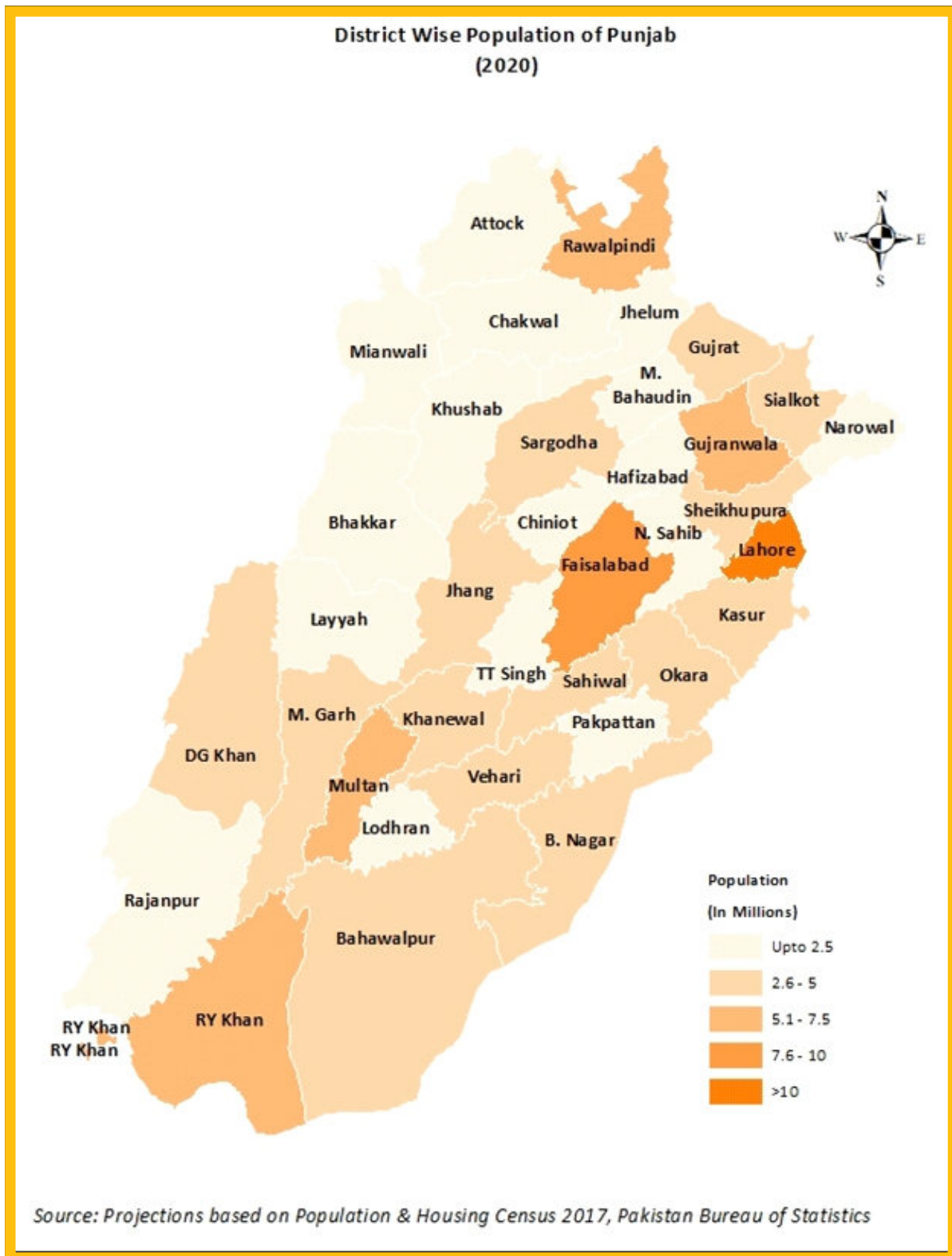


Figure 2.3

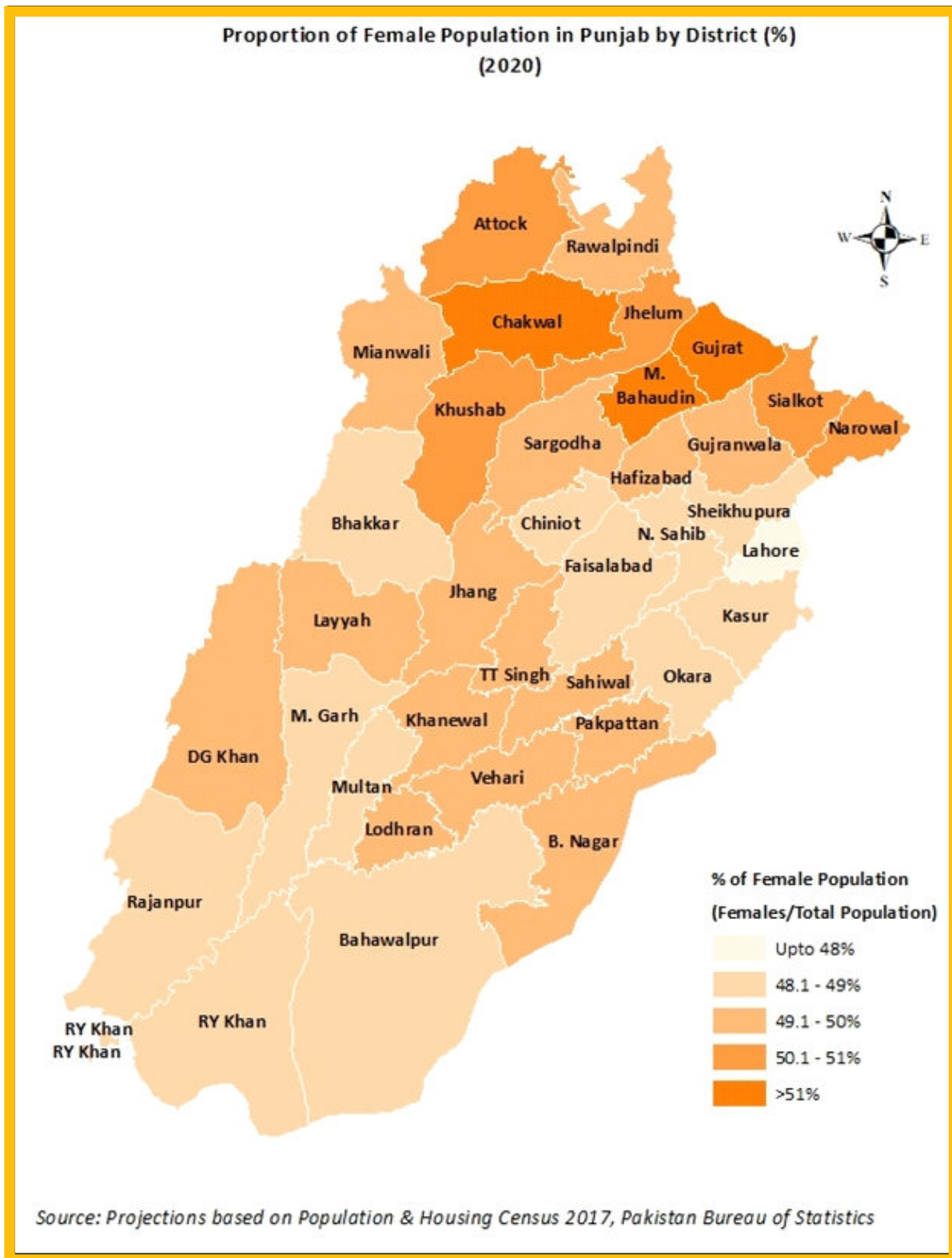


Figure 2.4

Figure 2.5 provides a snapshot of the age and sex wise analysis of Punjab's population.⁹⁹ With an overall distribution of 51% men and 49% women, the majority of Punjab's population is concentrated within the 20-49 years age bracket. This mirrors Pakistan's general population trend which makes it one of the most youthful nations in the world.

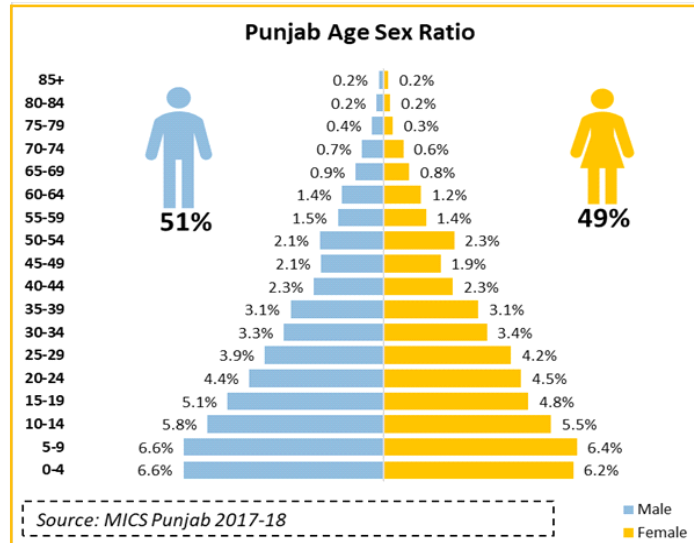


Figure 2.5

2.1.2 Urban/Rural Divide

It is pertinent to note that population studies use a range of formulae to calculate urban-rural projections. The accuracy of the projection depends upon how sophisticated the formula is. This sophistication depends upon the number and precision of indicators involved in a formula. Some technical experts opine that linear growth formulae are not representative of factors like migration that impact urban-rural settlement however, in order to address these concerns, the indicator framework for relevant data collection must be enhanced. The analysis in this section is based upon the formula used by the Pakistan Bureau of Statistics.

The urban-rural gap in Punjab has remained consistent. As depicted by figure 2.6, in 2019, out of 58.5 million men, 21.9 million (37%) were projected to be living in urban areas whereas 36.59 million (63%) were projected to be living in rural areas. For the same year,

out of 56.5 million women, 20.7 million (37%) were projected to be living in urban areas and 35.78 million (63%) were projected to be living in rural areas. Out of 7,046 transgender persons, 4,842 (69%) were projected to be living in urban areas while 2,204 (31%) were projected to be living in rural areas.

In 2020, out of 59 million men, 22.5 million (38%) were projected to be living in urban areas whereas 37.3 million (62%) were projected to be living in rural areas (figure 2.7). For the same year, out of 57.8 million women, 21.3 million (37%) were projected to be living in urban areas and 36.48 million (63%) were projected to be living in rural areas. Out of 7,223 transgender persons, 4,977 (69%) were projected to be living in urban areas while 2,246 (31%) were projected to be living in rural areas.

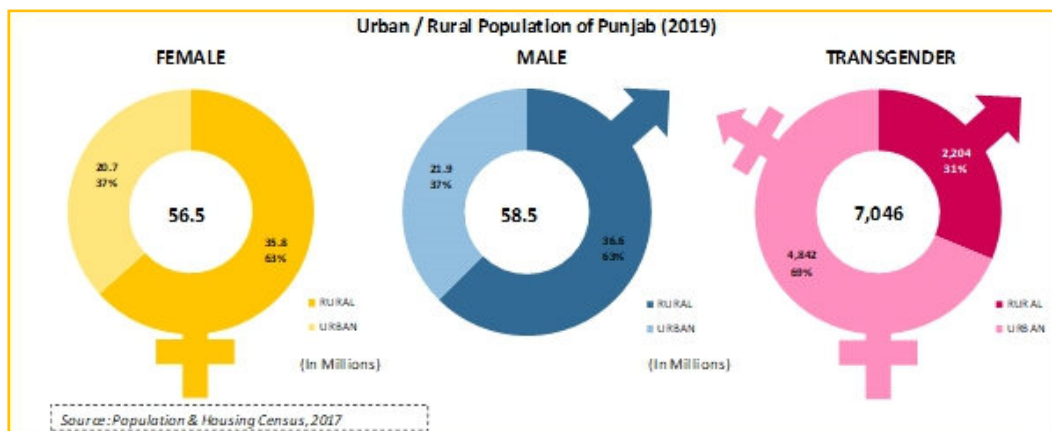


Figure 2.6

99 (Bureau of Statistics, Planning & Development Board, Government of Punjab 2019)

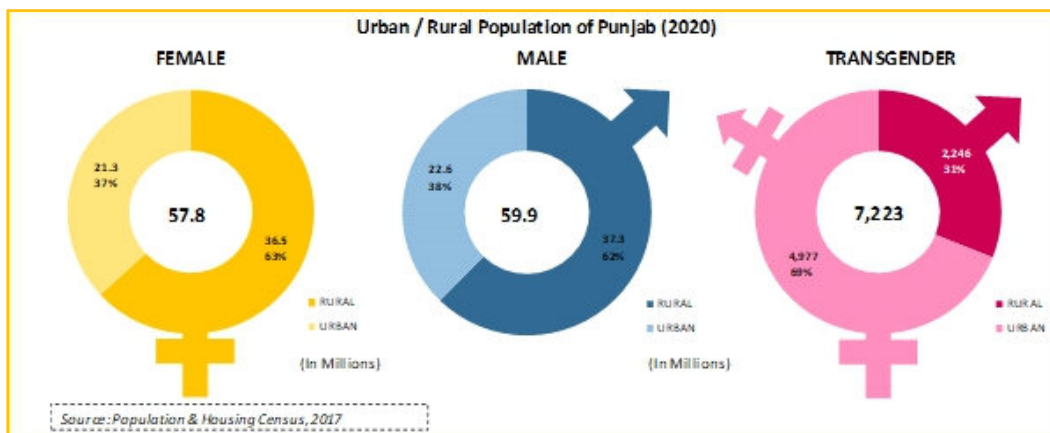


Figure 2.7

It is necessary to account for discrepancies in welfare that result from the urban-rural divide in demographic spread. In this regard, Punjab's Women Development Policy, 2018¹⁰⁰, Government of Punjab's pioneer attempt at consolidating gender sensitive targets and strategies, commits to ensuring equitable and gender-sensitive provision of Water, Sanitation and Hygiene (WASH) and population welfare services in urban as well as rural areas for women and men as a strategy central to women's empowerment in the province.¹⁰¹ This is especially relevant now as the world reels from the effects of the novel COVID-19 pandemic.

2.1.3 Household Size

While 207.7 million individuals lived in 32.2 million households in Pakistan in 2017, changes in population projected using PHC 2017 estimate that in 2019, 218.4 million individuals lived in the same number of households. Population projections for 2020 estimate that 224 million individuals may be living in these households.

For Punjab, the PHC 2017 data projection estimated that 115.06 million individuals lived in 17.1 million households in 2019. In 2020, the number of individuals living is projected to have risen to 117.69 million individuals, given the same number of households.

Figure 2.8 illustrates the average household sizes in Pakistan and Punjab comparatively for 1998, 2017 and 2019. The latest official statistics reveal an average household size of 5.78 members in Punjab as opposed to 6.24 members in Pakistan.

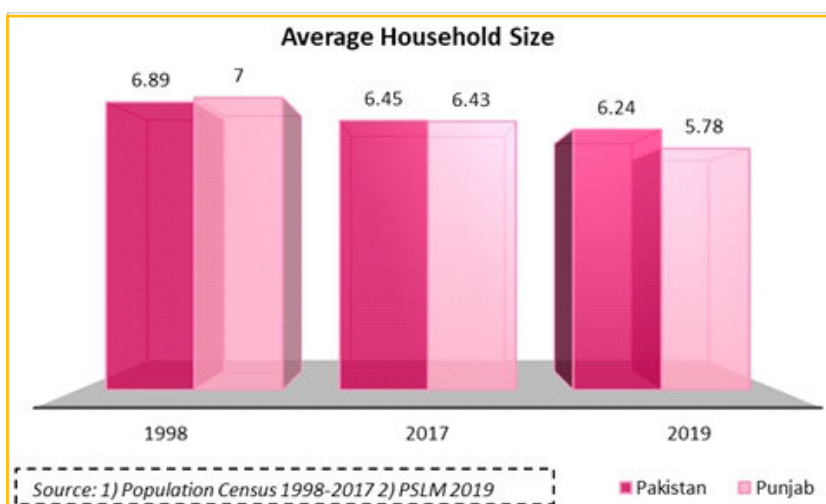


Figure 2.8

100 (Women Development Department Punjab 2018)
 101 (Women Development Department Punjab 2018)

2.1.4. Household Composition by Disability

Disability composition in households in Punjab is reported for 2017-18 and is divided into functional disability and complete disability respectively, for members aged 18 years and above.¹⁰² For the purposes of this data, disability is assessed across 6 domains namely seeing, hearing, walking/climbing, self-care, communication, and memory.

Of all male members (aged 18 and above) surveyed (93,817), 6.6% men were functionally disabled in at least one domain. Of all female members (aged 18 and above) surveyed (93,413), 8.7% were functionally disabled in at least one domain. Of all transgender members (aged 18 and above) surveyed (35), 12% were functionally disabled in at least one domain.

In terms of complete disability, of all male members surveyed, 1.4% were disabled in at least one domain. Of all female members surveyed, 1.7% were disabled in at least one domain. Of all transgender members surveyed, 4.5% were disabled in at least one domain.

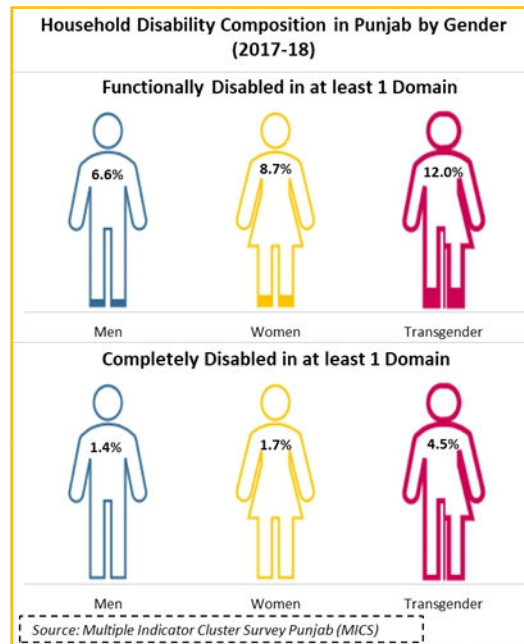



Figure 2.9

Figure 2.9 illustrates these statistics.

2.1.5. Household Headship

The composition or membership of households has important consequences for the wellbeing of populations and in turn affects development patterns.¹⁰³ Evidence from developed countries suggests that households headed by single women tend to be more susceptible to poverty and violence as opposed to households with two parents.¹⁰⁴ Hence, household headship is a beneficial indicator to address gender inequality in tandem with demographic challenges, especially those targeted by the SDG Agenda 2030 such as Target 5.4.

TARGET 5-4



VALUE UNPAID CARE AND PROMOTE SHARED DOMESTIC RESPONSIBILITIES

By 2030, recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.

A quintile analysis¹⁰⁵ of household headship by financial autonomy¹⁰⁶ and gender in Pakistan in 2019¹⁰⁷ reveals that in the country, within the 1st quintile (representing the least well-off segment among mixed member households), only 3.13% of financially autonomous females are also heads of their households. This figure is much higher, quantified at 13.87% within the 5th quintile which represents the most well-off segment. A directly proportional relationship can be identified between the level of socioeconomic welfare and female household headship.

For Punjab, this relationship does not necessarily hold true as 16.99% of financially autonomous females within the least well-off (1st) quintile, also head their households. This is higher than the 15.59% figure quantified for the most well-off (5th) quintile. In terms of an urban-rural split, a much higher percentage of financially autonomous females are also heading their households in urban areas as compared to rural ones, across all quintiles. Figure 2.10 illustrates these statistics.

102 (Data sourced from Multiple Indicator Cluster Survey Punjab 2017-18. Functional disability is defined as respondents having answered "A lot of difficulty" while complete disability is defined as respondents having answered "Cannot at all.")
 103 (Department of Economic and Social Affairs, Population Division 2019)
 104 (Department of Economic and Social Affairs, Population Division 2019)
 105 (Population studies often use quintile analysis to create cut off points within a given population by dividing it into 5 equal groups with the 1st quintile representing lowest fifth of the data (1-20%))
 106 (Financial autonomy is equal to employment status as earner)
 107 (Pakistan Bureau of Statistics 2020)

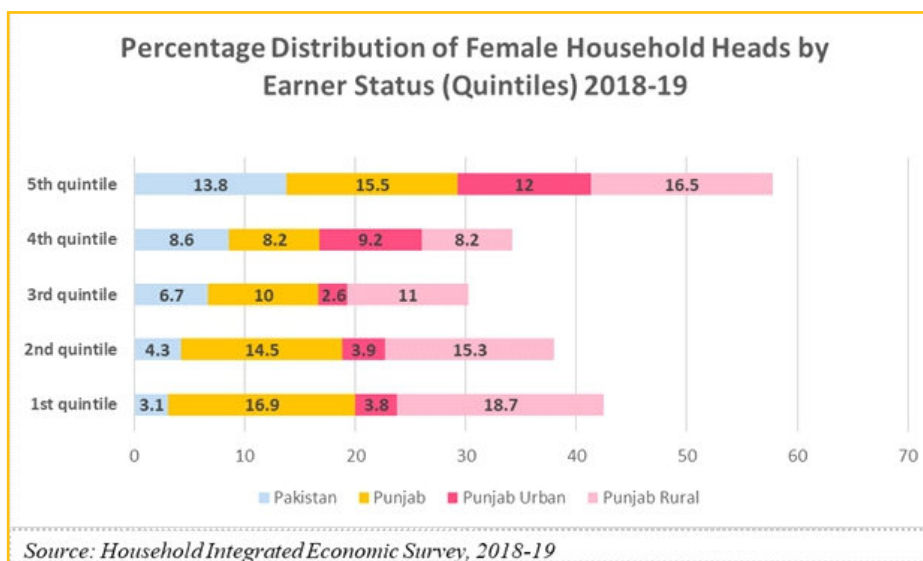


Figure 2.10

Recently, women in Pakistan have been occupying greater financial space. In 2017, 26% of all microfinance loans were taken by women.¹⁰⁸ Approximately 20% of Pakistani women are involved in income-generating activities mostly in the informal low-wage market.¹⁰⁹ While this may be the reason for women competing in household headship by employment status, overall, the disparity remains glaring. For example, in Punjab overall, within the 1st quintile, 44.5% of financially autonomous men are also heads of their households whereas only 17% of financially autonomous women achieve this status. The discrepancies remain as wide across all quintiles. Figure 2.11 provides a quintile comparison of gender-disaggregated statistics for household headship by earner status.

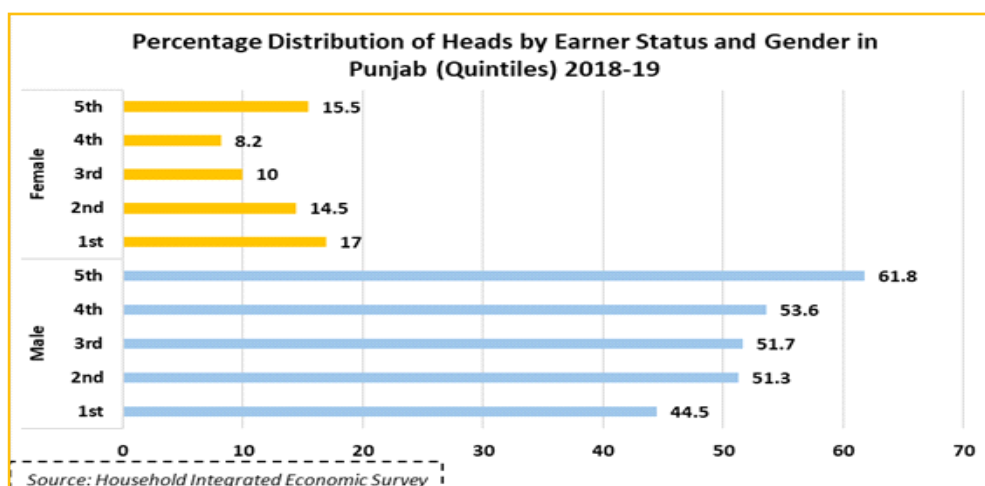


Figure 2.11

2.1.6. Fertility & Early Childbearing Age

Demographers study fertility as one of the three principal components of population growth. Studying fertility trends and determinants is consequential for understanding the age structure, economic potential, and health of the population; this in turn informs decision making and implementation in public policy.¹¹⁰ A higher fertility rate, for instance, forecasts a bulging youth which would warrant policies focused on their capacity building such as increased access to higher education, vocational training programs and easy startup loan schemes. Historically, as groups within countries improve their living standards and countries become more economically developed, fertility has declined due to the adoption of fertility-constraining practices like contraception and family planning.¹¹¹ This sequence of events is also referred to as the demographic transition and evidence from the last half century suggests that this phenomenon holds true for developing nations as well.¹¹²

108 (Ministry of Human Rights Government of Pakistan 2020)
 109 (Ministry of Human Rights Government of Pakistan 2020)
 110 (Kravdal 2010)
 111 (Frank 2017)
 112 (Frank 2017)

In Pakistan, the fertility rate has declined steadily over the last few decades, however, this progress seems to be taking place at a very slow rate. Pakistan's fertility rate declined from 4.1¹¹³ in 2006-7 to 3.6¹¹⁴ births per woman in 2017-18. This slowing down may be linked with the decrease in momentum of community-based action, social marketing of contraceptives and the overall density and quality of family planning.¹¹⁵ It is pertinent for policymakers to note that Pakistan's rapid population growth poses a threat to development opportunities.¹¹⁶

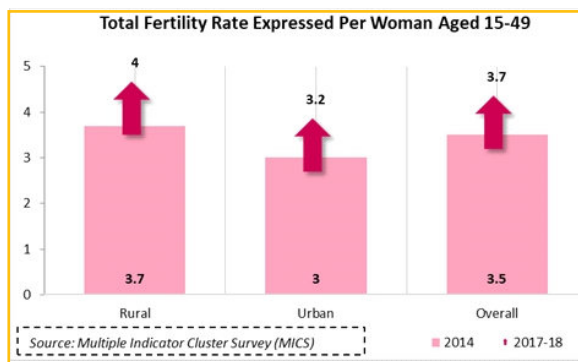


Figure 2.12

In Punjab overall, the Total Fertility Rate stands at 3.7 births per woman aged 15-49 years.¹¹⁷ This is a slight increase from the last TFR reported by the Multiple Indicator Cluster Survey (MICS) 2014 when the TFR stood at 3.5 births.¹¹⁸ As per MICS 2014, the TFR in urban Punjab stood at 3 births which increased to 3.2 births as per the MICS 2017-18 report. As per MICS 2014, the TFR in rural Punjab stood at 3.7 births which increased to 4 births as per the MICS 2017-18. Figure 2.12 illustrates these statistics. Interestingly, data obtained from the Population Welfare Department (see Health 4.2.3) reflects a TFR of 2.7 births in both 2017 and 2018

A high TFR may be linked to a case of high adolescent pregnancies with the adolescent fertility rate being one of the highest in the world – 44 for every 1000 live births.¹¹⁹ Adolescent fertility or early childbearing among girls may be defined as pregnancy and delivering during teenage years.¹²⁰ Globally, an estimated 15 percent of young women give birth before the age of 18.¹²¹ Early childbearing is a cause of concern because it may derail girls' otherwise healthy development into adulthood along with hampering their prospects for education and employment which puts them at a greater risk of poverty and exclusion.¹²²

The trends for early childbearing in Punjab have registered a decline since 2014 as reported by the MICS 2017-18. The overall percentage for women with a live birth before age 15 declined from 2.2 percent reported in the MICS 2014 to 1.6 percent reported in the MICS 2017-18. Similarly, the overall percentage of women with a live birth before age 18 also declined from 11.4 percent reported in the MICS 2014 to 7.8 percent reported in the MICS 2017-18. Figure 2.13 illustrates these statistics along with an urban-rural split.

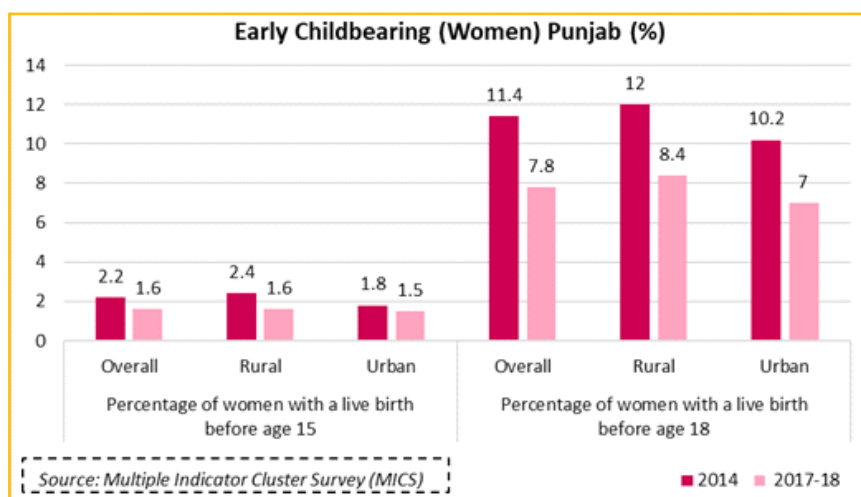


Figure 2.13

For both, live births before age 15 and 18 respectively, rural areas record a higher percentage than their urban counterparts. This may be attributed to the prevalence of practices like child marriage, a lack of women's autonomy over their lives' vital event decisions and an overall lack of awareness of sexual and reproductive health in rural areas.¹²³

113 (National Institute of Population Studies and ICF 2008)
 114 (National Institute of Population Studies and ICF 2019)
 115 (Gul 2020)
 116 (Gul 2020)
 117 (Bureau of Statistics, Planning & Development Board, Government of Punjab 2019)
 118 (Bureau of Statistics, Planning & Development Board, Government of Punjab 2015)
 119 (UNFPA Pakistan n.d.)
 120 (UNICEF 2021)
 121 (UNICEF 2021)
 122 (UNICEF 2021)
 123 (Mubeen and Baig 2016)

As adolescent fertility poses a threat to the growth and development of a country, it is crucial to undertake policy measures that address the underlying causes paving way for early childbearing in the first place. This includes interventions to stem the incidence of child marriage and increase focus on the health and education of young girls and women. Currently, the Government of Punjab is involved with youth development through programs like *Zewar-e-Taleem*¹²⁴ particularly targeted at girls' education. The aforementioned program involves conditional cash transfer to girls maintaining 80 percent attendance in public sector schools in 16 districts with the lowest literacy rates.

2.1.7. Child Marriage

Globally, child marriage is seen as a human rights issue that perpetuates gender inequality.¹²⁵ However, it has an intrinsic link with development outcomes and population welfare by way of its impact upon fertility and population growth, educational attainment, labor force participation and productivity – all of which directly influence the ability to utilize the demographic dividend.¹²⁶

Percentage of women marrying early in Punjab is evidenced to decrease as levels of wealth and education increase

14.8% of women aged 20-24 years in Punjab were married before age 18 as reported by WESW Survey 2017-18

The incidence of child marriage in Punjab is substantial, however lesser than its provincial counterparts.¹²⁷ As per data obtained from the Women's Economic & Social Well Being Survey (WESW) 2017-18, of women aged 20-24 years, 3.8% were married before they turned 15 years of age while 14.8% of them were married before they turned 18 years of age.

A quintile analysis has found the percentage of women marrying early decreases in tandem with an increase in education and wealth. Figures 2.14 and 2.15 illustrate these correlations.

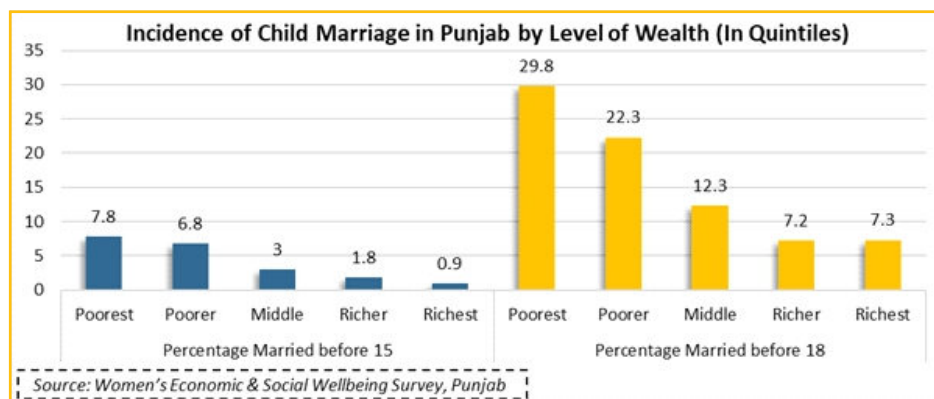


Figure 2.14

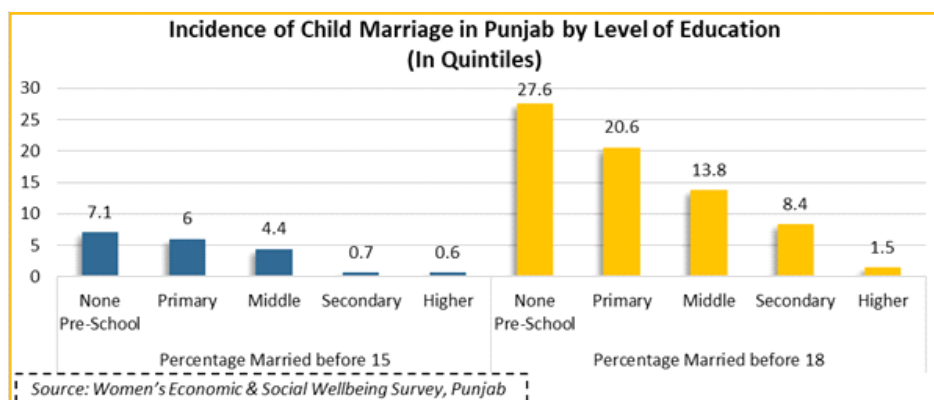


Figure 2.15

124 (Punjab Social Protection Authority Government of Punjab n.d.)

125 (UN General Assembly Resolution 71/175, 2016, "child, early and forced marriage is a harmful practice that violates, abuses or impairs human rights.")

126 (World Bank, 2017)

127 (World Bank, 2016)

2.1.8. COVID-19 Demographic Split

The outbreak of COVID-19 has profoundly impacted lives; job insecurity, lay-offs, wage cuts, unpredictable schooling patterns, sporadic public transport, city-wide lockdowns, mandated isolation, exposure to domestic violence and limited access to healthcare facilities have caused a fracture in individuals' relationships with demographic processes.¹²⁸

Official statistics reveal that 69% men have been infected, as opposed to 31% women. While scientific evidence is yet to be furnished, this sizeable difference in infections may be a skewed statistic owing to women's limited access to testing facilities as compared to men. Figure 2.16 illustrates the demographic split of men and women in terms of COVID-19 infections in Pakistan.

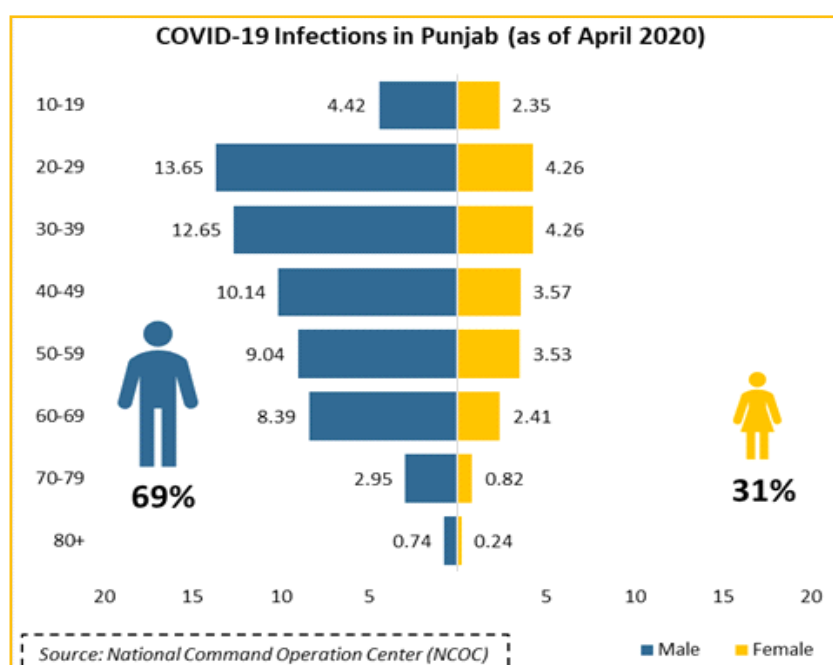


Figure 2.16

2.2. Registrations with the Local Government and Community Development Department

While data for 2019 and 2020 has been obtained from LGCD, data for 2016 as quoted in this section has been sourced from Punjab Gender Parity Report 2018.

2.2.1 Birth Registration

Birth registration is an essential component of population management and development as it allows stock-taking of individuals within a territory on whom resources are to be spent. Without legal proof of identity, children are left uncounted and invisible.¹²⁹ Target 16.9 of the SDG Agenda 2030 seeks to provide legal identity for all, including free birth registrations, by 2030.¹³⁰ Birth registration is the first step to safeguarding an individual's rights and providing every person with access to justice and social services.¹³¹ The absence of adequate registration with authorities bars an individual from claiming social security, health, education, electoral and other rights-based benefits and services. Among other scenarios, it may also increase the risk of child labor and early marriage.¹³²

While gender is not evidenced to be a determining factor in the extent of birth registration across Pakistan,¹³³ studies have shown that countries with middle to low rates of birth registration also experience higher levels of inequality including gender bias.¹³⁴ Hence, it is pertinent for developing economies to strengthen civil registration systems by making them accessible and inclusive.

128 (Tariq and Bibler 2020)

129 (Selim 2019)

130 (United Nations 2015)

131 (Selim 2019)

132 (Selim 2019)

133 (National Institute of Population Studies and ICF 2019)

134 (Bhatia, et al. 2019)

Government of Punjab has initiated key projects to boost civil registrations. In partnership with UNICEF and Telenor Pakistan, the Local Government and Community Development Department (LG&CDD) is implementing "Digital Birth Registration (DBR)" – a smartphone application project inaugurated in 2019 - to make the birth registration process more accessible. Based on evidence which suggests a higher probability of birth registration if maternal autonomy is greater,¹³⁵ awareness initiatives led by Lady Health Workers (LHW) are being implemented in Punjab.

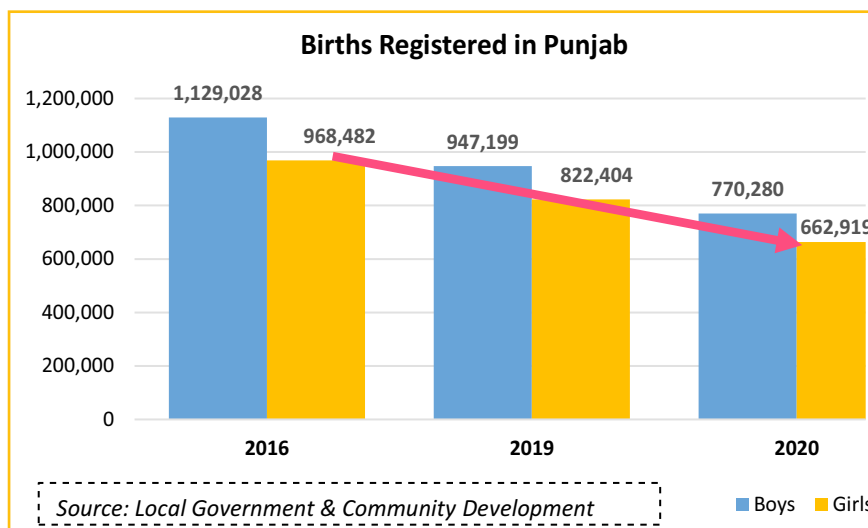


Figure 2.17

Birth registrations of the girl child have declined by 32% between 2016 and 2020.

Data obtained from the Local Government & Community Development Department reveals a total of 1.77 million births registered in 2019 and 1.43 million births registered in 2020. In comparison with 2019, a 16% decrease is reflected from birth registrations in the year 2016¹³⁶ (2.1 million). The number of registrations decreased further in 2020, albeit by a minute percentage. This trend of declining registrations is complex to understand given the recent awareness campaigns and interventions to encourage citizens to register births with the local government.

Of all births registered in 2019, 947,199 (54%) were boys while 822,404 (46%) were girls. In 2020, of all births registered, 770,280 (54%) were boys and 662,919 (46%) were girls. Although, this appears to be a narrow gap in terms of gender-based birth registrations, the data is not disaggregated by fresh and late registrations which could have been a helpful tool in analyzing attitudes towards the birth registration of the girl child. Data records must be made more precise and sophisticated to help analyze such trends that in turn may inform public policy.

In terms of districts, in 2019, Faisalabad (230,051) and Lahore (228,899) recorded the highest number of birth registrations while Dera Ghazi Khan recorded the lowest number with 8359 registrations. Lahore recorded the largest number of girl child registrations (110,757) while Dera Ghazi Khan recorded the lowest number (3563).

Figures 2.18 and 2.19 provide a district wise analysis for 2019 and 2020.

135 (Mohanty and Gebremedhin 2018)
136 (Punjab Commission on the Status of Women 2018)

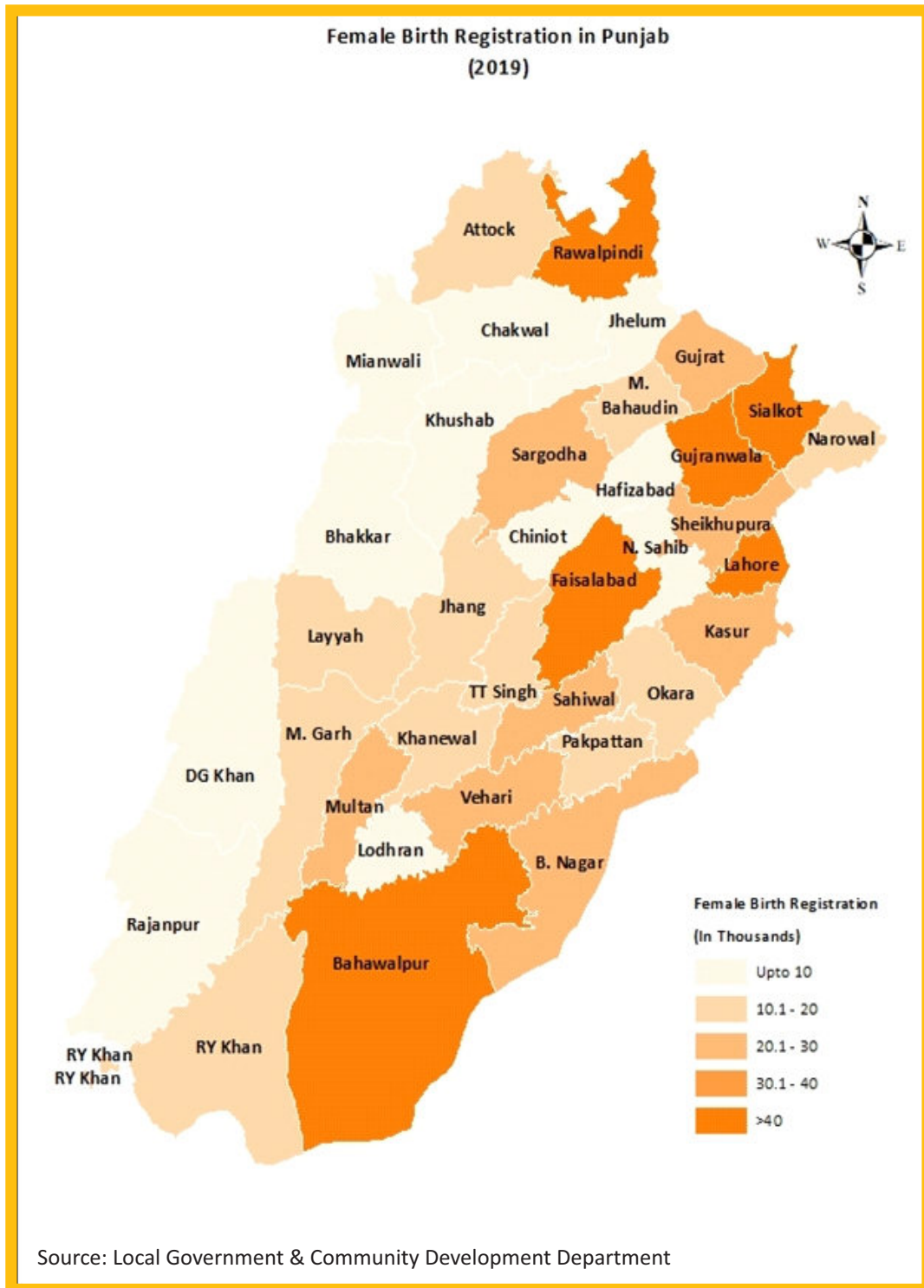


Figure 2.18

In terms of districts in 2020, Faisalabad (172,565) continued to record the highest number of birth registrations while Dera Ghazi Khan recorded the lowest number with 4485 registrations; DG Khan's annual birth registration fell by roughly 46%. Faisalabad superseded Lahore to record the largest number of girl child registrations (80,935) in 2020, while Dera Ghazi Khan recorded the lowest number (1651). As per this data, the number of girl child registrations has fallen overall while recording dramatic declines in district wise registrations over the years 2019 and 2020; this may be attributed to the COVID-19 pandemic.

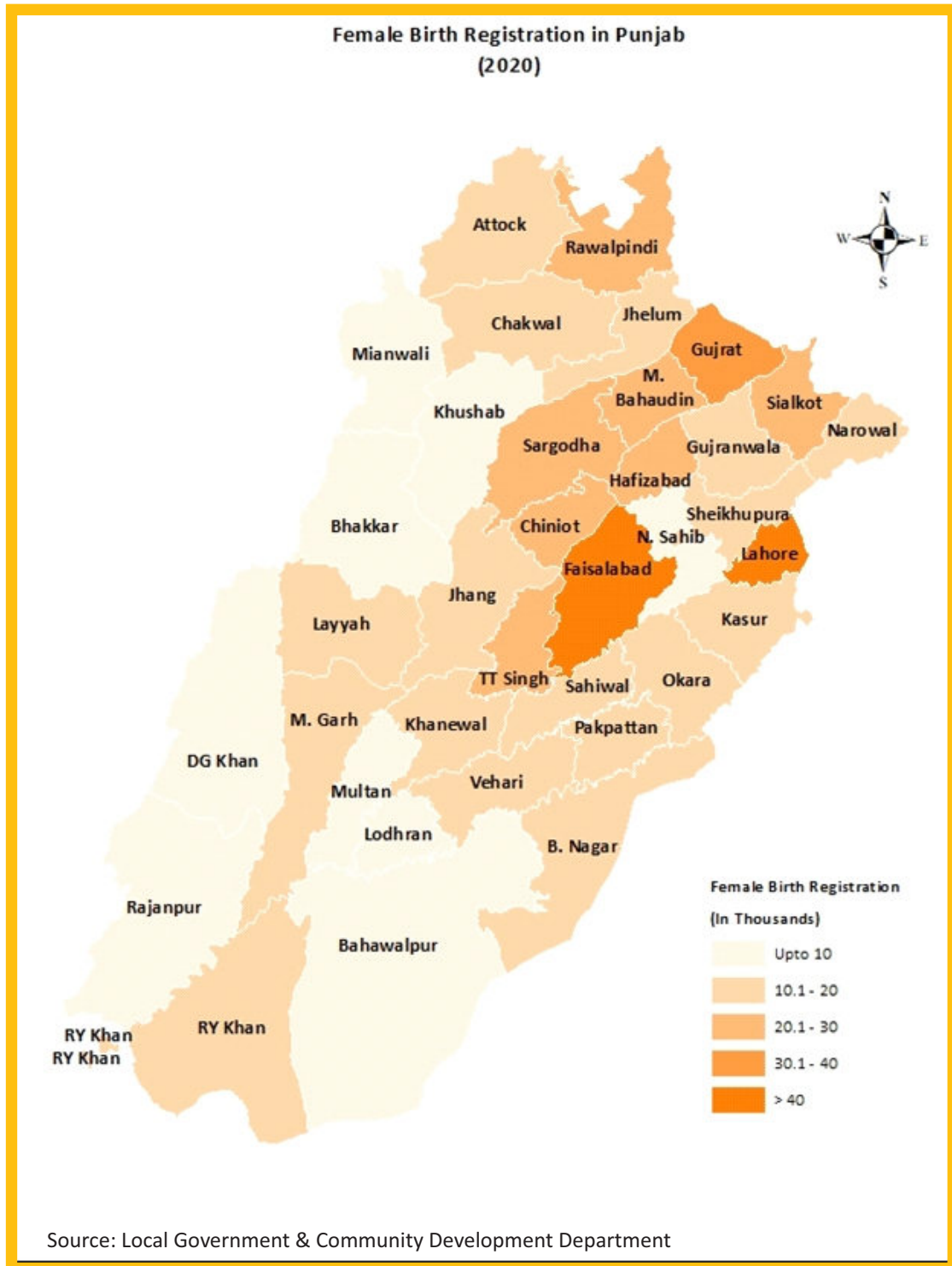


Figure 2.19

2.2.2. Death Registration

Death registration is deemed a vital statistic in civil registration systems of countries around the world. For nations to protect and enhance life expectancy of their populations, they must have complete and accurate data of demographic events related to mortality.¹³⁷

In Punjab in 2019, a total of 343,636 deaths were registered. In 2020, 404,957 deaths were registered. Gender disaggregated data for this vital indicator was not available.

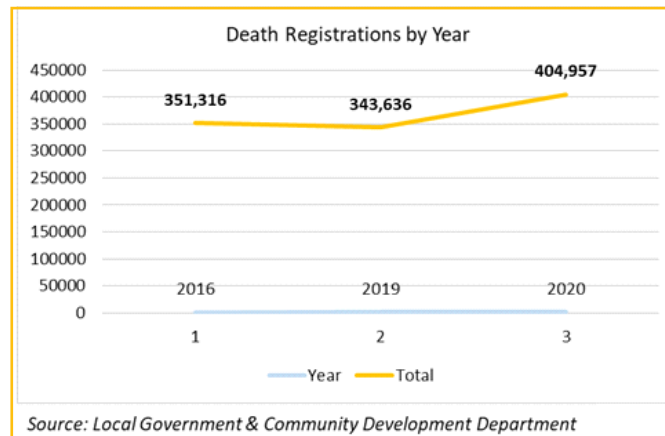


Figure 2.20

2.2.3. Marriage Registration

Marriage registration is considered a vital statistic that informs demographic landscape and population welfare. The under registration of marriage is evidenced to have negative consequences especially for women.¹³⁸ Some consequences include inability to register birth of children, inability to ensure protection of women's rights as per marriage contracts and uncertainty around inheritance and asset/property rights.¹³⁹

A total of 508,682 marriages were registered with the LGCDD in Punjab in 2019. This is a 17% decrease from the year 2016 in which 613,264¹⁴⁰ marriages were registered. In 2020, 467,855 marriages were registered in Punjab which is a further 8% decrease in registrations from the year 2019. A comparison of trends over 2016, 2019 and 2020 are depicted in figure 2.21.

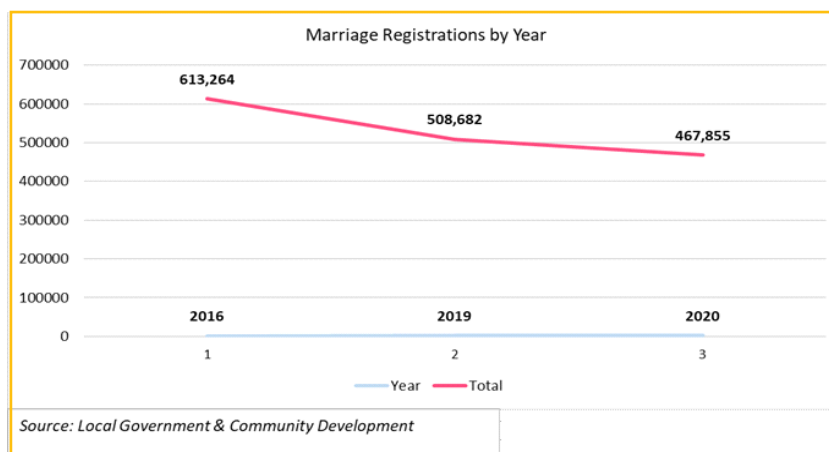


Figure 2.21

In terms of districts, in 2019, the highest number of marriages was recorded in Lahore (70,793) while the lowest number was recorded in Hafizabad (3074). In 2020, the highest number of marriages was again recorded in Lahore (50,249) while the lowest number was recorded in Rajanpur (1083). Figures 2.25 and 2.26 illustrate these trends.

137 (Poston and Bouvier 2010)
 138 (Silva 2019)
 139 (Silva 2019)
 140 (Punjab Commission on the Status of Women 2018)

2.2.4. Divorce Registration

Divorce is another vital event that may occur through an individual's life course. The need for registering divorce can be understood in tandem with the need to register marriages. As marriage informs household composition, relationships, financial autonomy, asset ownership and child identification, all these indicators are also impacted when the marriage contract is no longer valid.

In Punjab in 2019, a total of 89,155 divorces were registered. In 2020, this figure fell to 74,764. Unfortunately, gender disaggregated data revealing *khula*¹⁴¹ and *talaq* statistics could not be obtained which hinders a gender sensitive analysis of this vital event. Figure 2.22 depicts these trends.

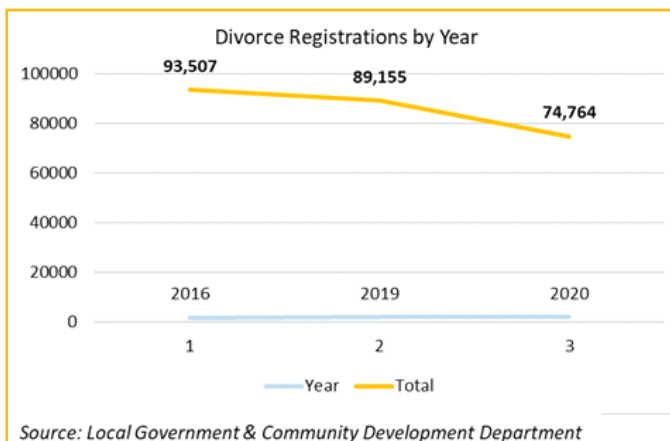


Figure 2.22

2.3. Issuance of Computerized National Identity Cards

Registration with national authorities is necessary for access to essential services. The National Database and Registration Authority (NADRA) is mandated by the NADRA Ordinance 2000 to create and maintain an automated citizen database and serve as a data warehouse.¹⁴² NADRA assumes responsibility for registration of all citizens, whether aged below 18 (juvenile cards) or above. The issuance of Computerized National Identity Cards (CNICs)¹⁴³ to citizens above the age of 18 years falls within its statutory ambit.

Ongoing COVID-19 vaccination efforts,¹⁴⁴ awareness and protection drives evidence the importance of legal proof of identity. Registrations with NADRA are also central to Government of Pakistan's Ehsaas Kafaalat Program, a social security initiative targeted at providing monthly cash stipends, bank accounts and digital literacy support to vulnerable women across the country. Beneficiaries are identified through the Ehsaas NADRA desk.¹⁴⁵ In line with its commitment to making registrations easier and more accessible to rural segments across the country, NADRA launched its online registration and CNIC renewal facility in 2019.¹⁴⁶

In 2019, 9 million CNICs were issued in Punjab, out of which 2.7 million were issued in urban areas while 6.3 million were issued in rural areas. In 2020, 8.7 million CNICs were issued of which 2.4 million were issued in urban areas and 6.3 million were issued in rural areas. Figure 2.23 illustrates these statistics.

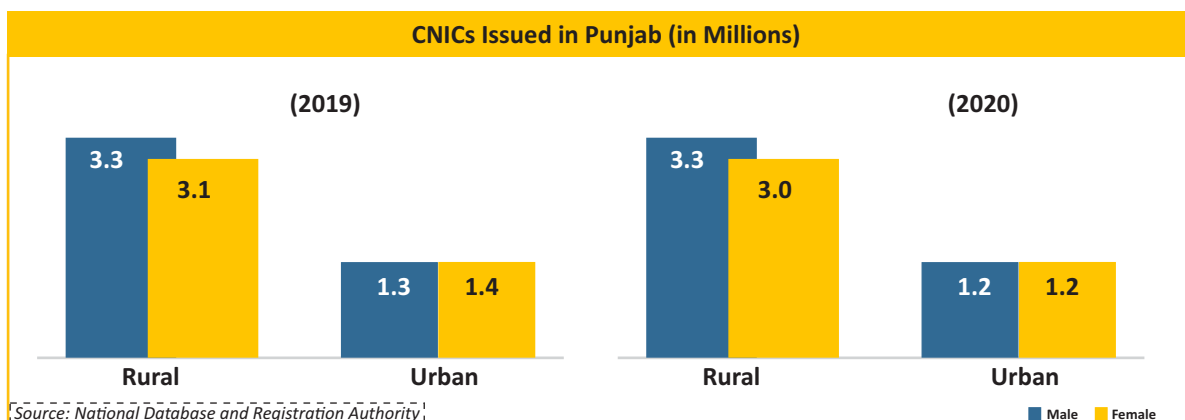


Figure 2.23

141 (*Khula* refers to divorce initiated by the woman)
 142 (The National Database and Registration Authority Ordinance 2000)
 143 All figures provided by NADRA are cumulative figures for the end of each year.
 144 (National Command Operation Center 2020)
 145 (Poverty Alleviation and Social Safety Division, Government of Pakistan 2020)
 146 (National Database and Registration Authority 2019)

2.3.1 Issuance of CNICs to Men & Women

In 2018, NADRA issued 6.1 million CNICs in Punjab. Of these, 3.03 million (49%) were issued to men and 3.1 million (51%) were issued to women, with a perfect GPI of 1.0. In 2019, NADRA issued CNICs to 9 million individuals in Punjab out of which 4.6 million (51%) were men and 4.4 million (49%) women, with a good GPI of 0.963. In 2020, NADRA issued 8.7 million CNICs in Punjab of which, 4.5 million (51.7%) were issued to men while 4.2 million (48.3%) were issued to women, with a GPI of 0.954. Figure 2.24 illustrates these trends.

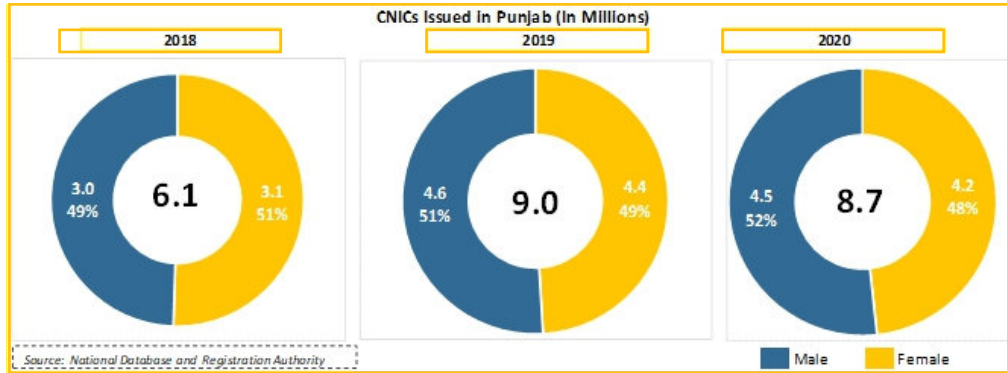


Figure 2.24

Figure 2.25 shows age-sex pyramids that depict the age and gender wise issuance of CNICs for the years 2018, 2019, and 2020, respectively. While data for both 2018 and 2019 suggests an increase in women's CNIC registrations in comparison with that of men - a welcome development as opposed to 2017's record of an 18% gap¹⁴⁷ in men and women's CNIC registrations, this trend is reversed in 2020 when women's CNIC registrations were recorded to be 4% lesser than those of men. Overall, the highest numbers of registrations are recorded in the 20-24 age brackets across all three years.

CNIC registrations for women decreased by 3% overall and 12% in urban Punjab between 2019 and 2020.

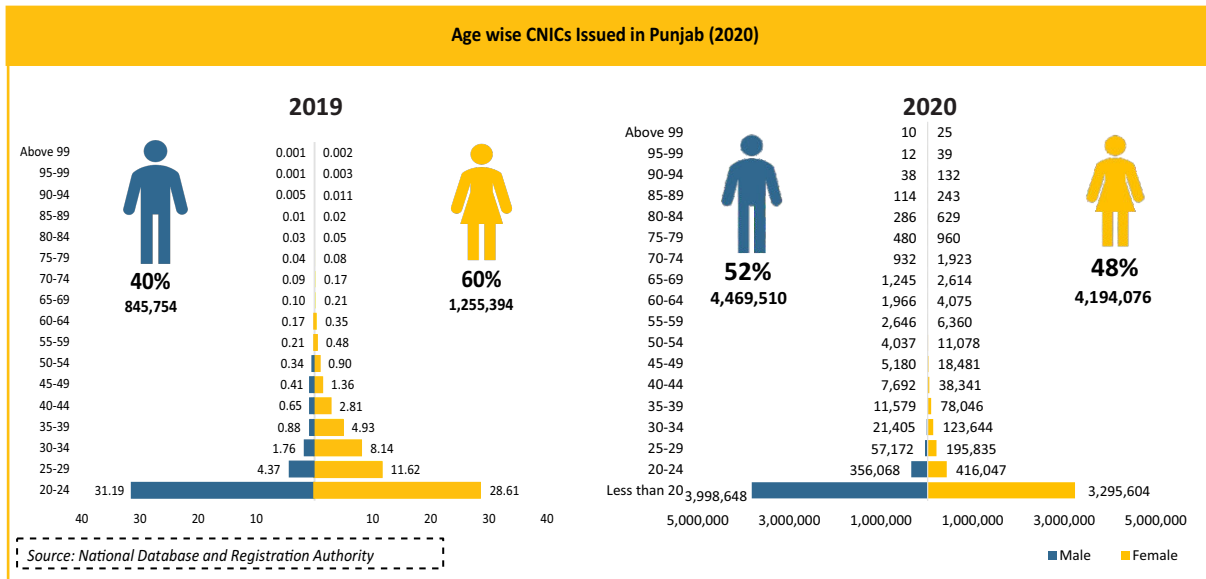


Figure 2.25

147 (Punjab Commission on the Status of Women 2018)

Figure 2.26 depicts percentage change in CNICs issued to men and women between 2019 and 2020. Although women's registrations have recorded a smaller negative percentage change as compared to men's registrations, it is important to note that except in rural Punjab, women's CNIC registrations have decreased in the province from 2019 to 2020. This may be attributed to pandemic induced restrictions on mobility and social gatherings. Policies must be devised to make CNIC registrations more accessible so as to account for such situations.

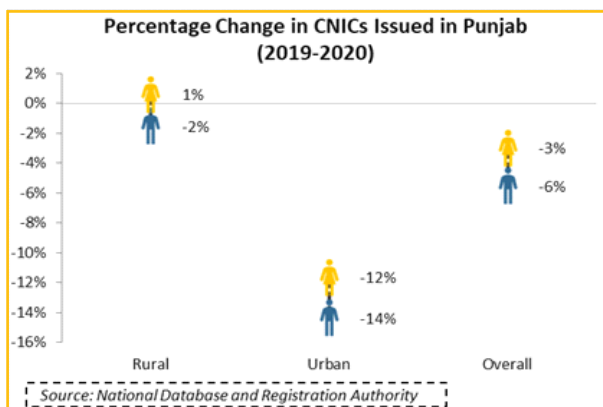


Figure 2.26

A district wise analysis of issuance of CNICs in Punjab in 2019 reveals that Mandi Bahauddin (61,751 men and 67,635 women), Narowal (62,429 men and 67,273 women) and Sialkot (131,608 men and 139,316 women) have exhibited the highest gender parity with parity scores of 1.095, 1.077 and 1.058, respectively. On the other hand, Rajanpur (131,724 men and 93,548 women), Dera Ghazi Khan (193,219 men and 163,270 women) and Muzaffargarh (335,270 men and 292,880 women) have exhibited the lowest gender parity albeit with parity scores of 0.710, 0.847, 0.873, respectively. Overall, districts in Southern Punjab performed better in terms of gender parity in comparison with their northern counterparts. Muzaffargarh, Faisalabad, Multan, Rahim Yar Khan and Bahawalpur are the top 5 districts for female CNIC registrations.

A district wise analysis of issuance of CNICs in Punjab in 2020 reveals that Lahore (299,920 men and 302,440 women), Rawalpindi (135,337 men and 136,332 women) and Layyah (96,888 men and 97,142 women), have exhibited the highest gender parity at 1.008, 1.007 and 1.003, respectively. On the other hand, Rajanpur (81,344 men and 62,016 women), Chiniot (84,011 men and 68,726 women) and Dera Ghazi Khan (145,380 men and 124,625 women) have exhibited the lowest but good gender parity with scores of 0.762, 0.818 and 0.857, respectively. In terms of the top 5 districts for female CNIC registrations, Lahore the highest number of female CNIC registrations followed by Faisalabad, Muzaffargarh, Gujranwala and Rahim Yar Khan, respectively (figure 2.27).

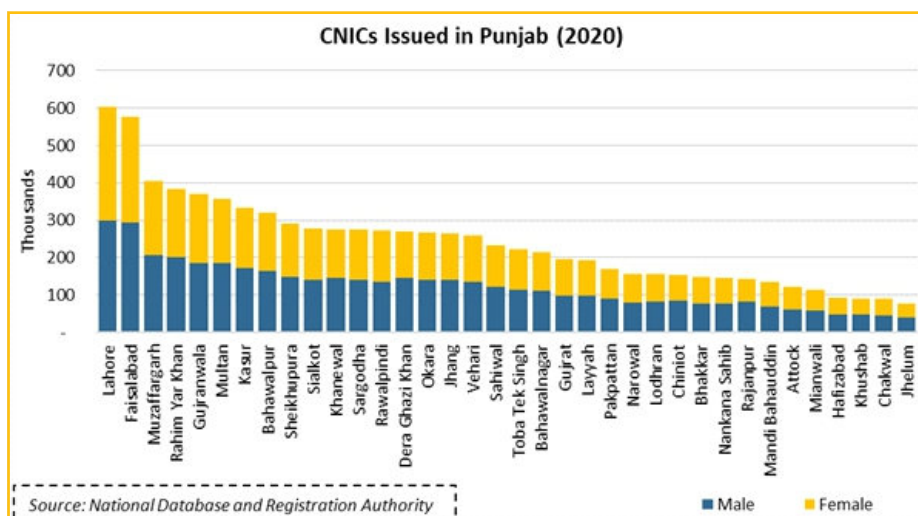


Figure 2.27

2.3.2. Issuance of CNICs to Transgender Persons

The landmark Transgender Persons (Protection of Rights) Act 2018 (see Legislation 9.3.2) guaranteed free and equal citizenship to transgender persons, thus also mandating NADRA to facilitate their registration and other identification processes.¹⁴⁸

Government of Punjab, through the Punjab Social Protection Authority, introduced the Transgender Persons Welfare Policy¹⁴⁹ in August 2018. The policy aims at respectful assimilation and development of the transgender community of Punjab, and specifically outlines the need for NADRA and relevant authorities to make registration processes accessible, free, and simpler for the transgender community.¹⁵⁰

In 2020, 43 CNICs were issued to transgender persons with Lahore (9) and Faisalabad (5) districts recording the highest numbers.

In 2020, NADRA issued CNICs to 43 transgender persons: 24 to male eunuchs, 12 to female eunuchs and 7 to *Khunsa-e-Mushkil*. The highest number of transgender CNIC registrations were recorded in Lahore with a total of 9 CNICs being issued in the district while Faisalabad recorded a total of 5. The overall number of registrations remains small and requires persistent efforts to mobilize the transgender community as well as the registration processes. Figure 2.28 illustrates the district wise issuance of CNICs to transgender persons.

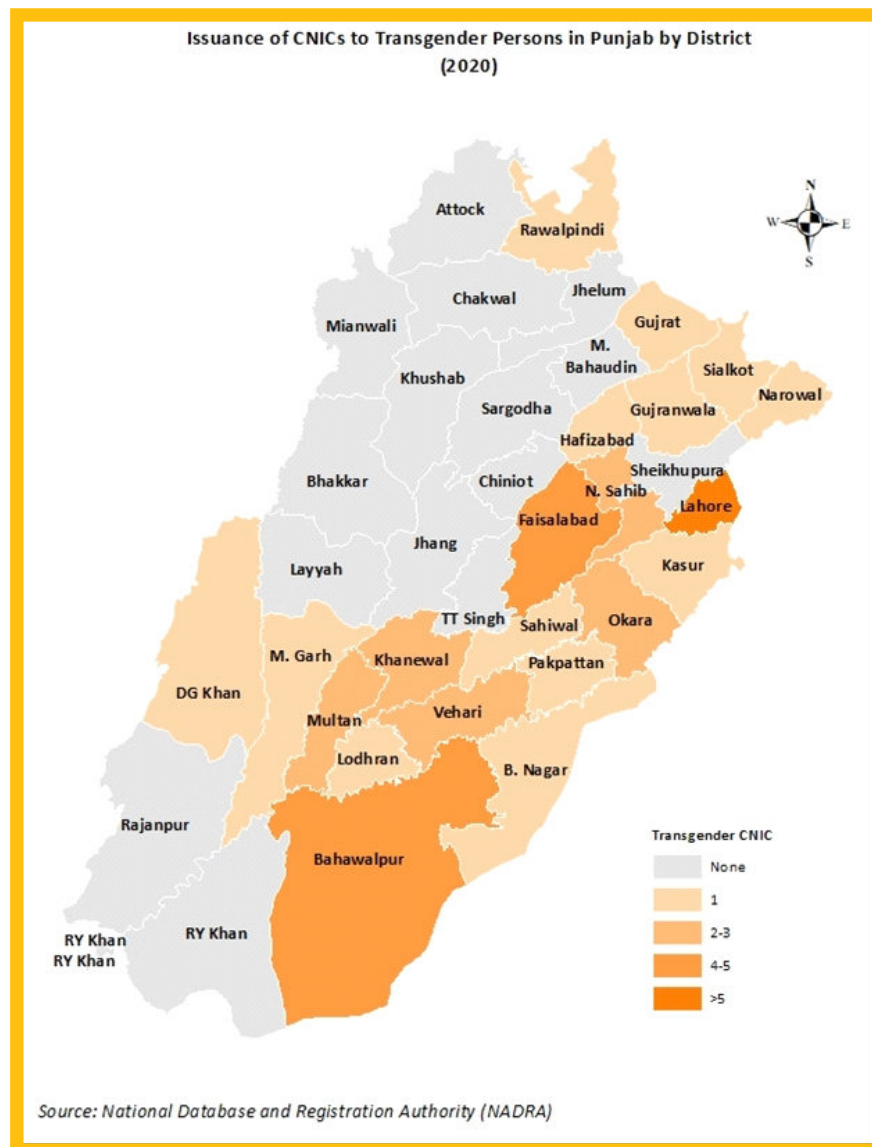


Figure 2.28

148 (Senate of Pakistan 2018)
 149 (Punjab Social Protection Authority Government of Punjab 2018)
 150 (Punjab Social Protection Authority Government of Punjab 2018)

2.3.3. Issuance of CNICs with Disability Logo

Issuance of CNICs to Persons with Disabilities (PWDs) continues to improve documentation and rehabilitation for PWDs, especially since the inception of NADRA's 'Special Persons – Special Cards' scheme in 2009. PWDs may obtain a CNIC after procuring a Disability Certificate from their nearest District Headquarter (DHQ) hospital.

Most recently, the Federal and Provincial Governments' Ehsaas Kafaalat for Special Persons Policy¹⁵¹ has begun making households with at least one disabled member eligible for monthly cash stipends worth PKR 2000.¹⁵² The special person status is verified by NADRA.¹⁵³ CNICs with the disability logo are thus being utilized as an effective tool to cushion vulnerable population segments.

By the end of 2017 in Punjab, 93,816 (73,697 for men and 20,119 for women) CNICs with the disability logo had been issued with a GPI of 0.272. By the end of 2018, issuance of CNICs with the disability logo had increased to 109,483 (85,737 for men and 23,746 for women) with a very low GPI of 0.276.

In 2019, NADRA issued 25,380 CNICs with the disability logo in Punjab. Out of these, 19,800 (79%) were issued to men and only 5,580 (22%) were issued to women. By the end of 2019, therefore, the total number of CNICs with disability logo issued had increased to 134,863 with a GPI of 0.277. In 2020, NADRA issued another 26,821 CNICs with the disability logo in Punjab. Of these, 20,299 (75.7%) were issued to men and 6,522 (24.3%) were issued to women, with a GPI of 0.321. Overall, by the end of 2020, NADRA had issued 161,684 CNICs with the disability logo in Punjab. Figure 2.29 illustrates a comparison of CNICs with the disability logo issued in Punjab since 2018.

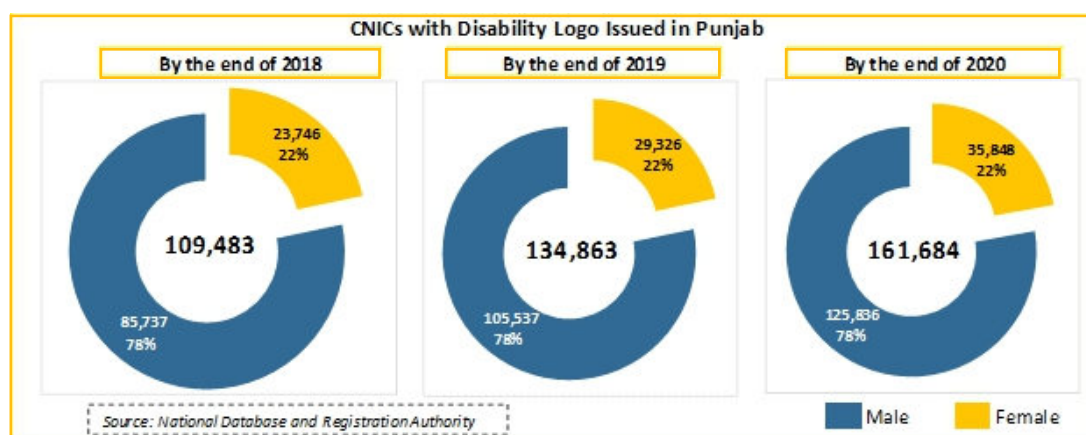


Figure 2.29

2.4. Conclusion

According to projections based on the PHC 2017, Pakistan's population is consistently on the rise. Punjab is the most populous province, and the forerunner in overall population control programs. A youth bulge and overpopulation compounded by the demographic challenges and impacts of COVID-19 demand evidence-based policymaking in the province; one that explores population welfare from a multidimensional perspective.

Important dimensions to consider include vital events such as marriage, divorce, pregnancy, and migration must be recorded with gender disaggregation. This provides citizens with a legal identity but also informs the formulation of effective, equitable growth and development strategies. Civil registration systems must be mobilized to enhance the exposure and capacity of individuals especially women, transgender persons and PWDs as they suffer from a chronic lack of equal access to socioeconomic services. Areas of concern such as utilizing the demographic dividend, high fertility rates and early childbearing trends, under-registration of vital events, impediments to issuance of CNICs to gender minorities and PWDs, all reckon that policies be devised and implemented in a manner that is not only effective but also sustainable.

151 (Poverty Alleviation and Social Safety Division Government of Pakistan 2020)

152 Ibid

153 (Poverty Alleviation and Social Safety Division Government of Pakistan 2020)

2.5. Recommendations

Legislative/Policy

Accountability of Nikkah Registrars

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

Restraining Child Marriage

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

37

Procedural

Gender Sensitive Taskforces for COVID-19

- I. Inclusion of women experts and workers on boards of essential COVID-19 taskforces, to ensure equitable pandemic-response policies, especially targeted at women's, transgender persons' and PWDs' disproportionate vulnerability.

Access to reproductive health services

- I. District-level reproductive healthcare awareness programs to be implemented through Lady Health Workers and other relevant mediums to help increase family planning and contraceptive prevalence.
- II. Academic scholarships and vocational training drives must be introduced in districts with high rates of adolescent fertility to include young girls and women in education and economic development.

Capacity Building of Enumerators

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

Guarantee 100% birth registrations

- I. Processes of birth registration must be streamlined to ensure accessibility and hassle-free service for citizens.

Ensure 100% registration of women, transgender persons and PWDs

- I. CNIC registration must be made accessible and responsive towards vulnerable segments.
- II. Registration drives via mobile vans and linked services such as mobile SIM registrations must be accelerated to increase and encourage CNIC registrations.

Maintain gender disaggregated data in CVRS









- I. LGCDD must maintain an electronic database with gender disaggregated statistics for divorce and death so that vital events can be used to inform population management policies effectively.



GOVERNANCE



KEY FINDINGS

-  In the Senate of Pakistan, there are 99 senators of which 81 (81.8%) are men while only 18 (18.2%) are women, with a GPI of 0.22.
-  The National Assembly of Pakistan comprises of 342 seats of which, 272 (79.8%) are filled by men and 69 (20.2%) by women, with a GPI of 0.25. Of the 69 women, only 8 were elected on general seats, 60 were appointed on reserved seats for women and 1 on a seat reserved for minorities.
-  The Punjab Assembly consists of 369 sitting members of which 294 (79.7%) are men and 75 (20.3%) are women, with a GPI of 0.26. Of the 75 women, 8 were elected on general seats, 66 women were appointed on reserved seats for women and 1 woman was appointed on a seat reserved for minorities.
-  Of 36 provincial Ministers in Punjab, 34 (94.4%) are men and 2 (5.6%) are women, with a very low GPI of 0.05.
-  Of 60.6 million registered voters in Punjab, 34.2 million cast their votes, recording a voter turnout of 56.4%.
-  Between the end of 2017 and July 2018, the number of registered female voters in Punjab rose from 24.5 million to 27 million, marking a 10% increase.
-  There were 83,563 (54%) polling booths for men as opposed to 71,102 (45%) booths for women in GE 2018, with a GPI of 0.85.
-  Of all members in District Voter Education Committees (DVECs) established in Punjab in 2018, 438 (86.7%) were men while 67 (13.3%) were women, with a very low GPI of 0.15.

INTRODUCTION

Governance is ultimately concerned with creating ordered rule and collective action targeted towards achieving a government's goals.¹⁵⁴ These goals often include but are not limited to equitable and judicious public expenditure, ensuring access to education and healthcare, safe housing, population welfare and economic wellbeing. A science devoid of clear, casual pathways, governance may be understood, at best, as a *practice*; its strengths and weaknesses are assessed against how effective its practical experiment is.¹⁵⁵ As human settlements have evolved from Athenian city-states to large and sophisticated nation states, governance systems have also evolved to accommodate the widening needs of citizens. While city settlements were small and accounted for only a few thousand people, nation states are spread across vast land masses, mandating governments to account for not only a larger population but also one that is often diverse in terms of ethnicity, language, gender, and religion.

Hence, the contemporary approach to governance understands that it is a mechanism or framework by which a society organizes and implements its socioeconomic and political goals.¹⁵⁶ These goals are set when individuals and groups are able to interact, articulate and mediate their preferences and concerns.¹⁵⁷ A difference in preferences arises as existing structures of power in society afford certain groups more privileges than others. The movement towards gender mainstreaming¹⁵⁸ for instance, is a response to patriarchal systems that inhibit women's welfare and participation by deeming them inherently subordinate to men. Exposure to violence and obstruction to their access to education, healthcare, and financial resources are also added consequences of women's diminished status in society. Mediation and articulation of varying preferences occurs primarily

through governance institutions that include democratically elected legislatures responsible for translating the electorate's concerns into policies, and public offices which then implement these policies on ground. The multilayered nature of governance as it spreads across different administrative levels allows it to respond to global as well as grassroots challenges. While heads of states may be engaged in diplomacy at international forums, local councilors address on ground concerns like sewerage and sanitation. This is perhaps what has kept governance an extensive albeit vaguely defined term. Ambiguity allows governance to remain a dynamic concept that evolves to suit the changing needs of citizens and societies around the world. This conceptual vagueness is also the 'secret to its success.'¹⁵⁹

As a process of creating and sustaining an environment for inclusive and responsive politics,¹⁶⁰ democratic governance is aimed at the fruitful exploration of human potential through the provision of essential services like healthcare, sanitation and housing that can help people survive. Subsequent provision of services like education and employment opportunities can help them thrive. The achievement of this aim has brought about the concept of *good governance* – a set of policy approaches prescribed to enhance governance outputs. Development literature and practice is increasingly advocating for countries to ensure good governance; essentially, minimize corruption, include minorities in decision making, ensure rule of law, build effective and efficient state institutions, and enact laws and policies that respond to the present and future needs of society.¹⁶¹ The figure 3.1 illustrates the 8 principal characteristics of good governance as prescribed by United Nations Economic & Social Commission for Asia & the Pacific (UNESCAP).

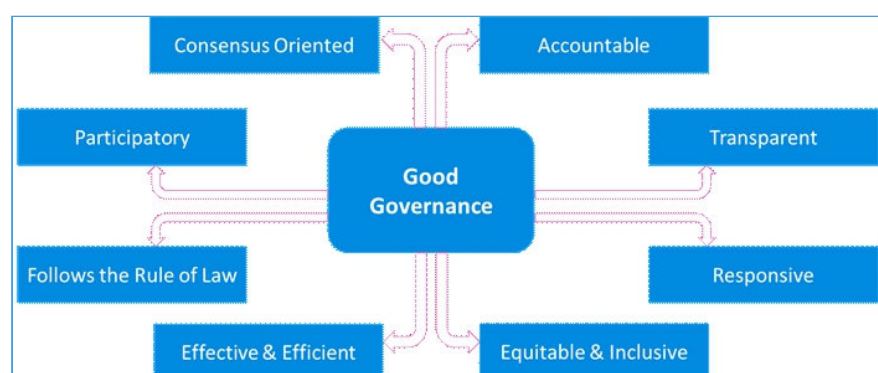


Figure 3.1

154 (Chotray & Stoker, 2009)
155 (Ibid.)

156 (UNDP, 2004)

157 (Ibid.)

158 (Sarikakis, 2006)

159 (Schneider, 2004)

160 (UNDP, 2011)

161 (UNESCAP, 2009)

These principles are also key targets of the Sustainable Development Agenda 2030 under *SDG 16: Peace, Justice & Strong Institutions*.¹⁶² When understood in conjunction with *SDG 5: Gender Equality*, mainstreaming the role of women in governance particularly corresponds to Target 5.5 that calls for ensuring their full participation in leadership and decision-making.

Development regimes sometimes fail to deliver good governance because of corruption; a phenomenon, which rests at the heart of *bad governance*.¹⁶³ Corruption robs a government of the tools necessary to create and sustain progress. It deprives governments from the ability to counter challenges confronted by citizens, especially when state institutions are led by members who shirk, embezzle or engage in other forms of corrupt transactions.¹⁶⁴ Failure to ensure equitable distribution of funds and fair inclusion of vulnerable segments like women in the decision-making and service delivery processes is also acknowledged as a form of corruption.¹⁶⁵ Corruption significantly limits the ability of governments to realize their population's potential in combatting challenges, as funds are misallocated and implementation of development projects, particularly those not involving social protection, is compromised.¹⁶⁶

Contemporary global dynamics are rapidly changing as unprecedented challenges emerge; climate change, migration, sustainable settlements, hygiene and sanitation, technological revolution and the future of work are all adaptive challenges that require novel changes in governance.¹⁶⁷ International consensus has now developed upon the need to prioritize a gender-sensitive response to these challenges.

Related to governance, SDG 16¹⁶⁸ calls for promoting peaceful and inclusive societies by building accountable, responsive, and representative institutions at all levels. Women's holistic participation in political and public decision-making processes is central to the achievement of SDG 16. Targets and Indicators against SDG 16 and their relevance to gender-sensitive governance is highlighted in table 3.1.

SDG 16: "Peace, Justice & Strong Institutions" and Gender		
Target	Indicators	Relevance to Governance
16.6 Develop effective, accountable and transparent institutions at all levels	Government expenditure as a proportion of approved budget by sector Proportion of population satisfied by last public service experience	Budget allocation for pro - women initiatives and female-centric projects e.g., access to gynecological health facilities Gender sensitive public offices e.g., ensuring women help desks at police stations
16.7 Ensure responsive, inclusive, participatory and representative decision making at all levels	Proportions of positions in national and local institutions reserved by age, sex, population group and persons with disabilities Proportion of population which believes decision making is inclusive by age, sex, population group and persons with disabilities	Quotas in parliaments and provincial assemblies for women; compliance with laws on representation of women in public offices Ensuring feedback from civil society groups including female and transgender collectives e.g., on issues of CRVS registration processes

Table 3.1

Patriarchal social structures cause governance arrangements to reflect power imbalances which alienate women from processes of public service delivery and decision making.¹⁶⁹ Notions of shame around the feminine body, for instance, have often hindered policy development for access to reproductive justice.¹⁷⁰ Evidence shows that absence of women from political decision making also regresses women friendly and inclusive policies. However,

162 (United Nations, 2015)

163 (Copenhagen Consensus, 2004)

164 (Ibid.)

165 (German Economic Institute, 2017)

166 (Ibid.)

167 (UNECLAC, 2018)

168 (Ibid.)

169 (Milazzo & Goldstein, 2019)

170 (Center for Feminist Foreign Policy, 2020)

the contrary is true when women are included in decision making processes; a study on local councils in India revealed that the number of drinking water projects in areas with women-led councils was 62% higher than that noted in areas with men-led councils.¹⁷¹ Women's structural exclusion from meaningful participation in processes and decisions relevant to their lives exacerbates their vulnerability.

Recent decades have seen periodic international conventions reaffirming a commitment to gender mainstreaming; the Beijing Platform for Action 1995 and the United Nations General Assembly Resolution on Women & Political Participation 2011 are two such commitments. Figure 3.2 illustrates the salient pillars of the Gender Equality in Governance Toolkit¹⁷² launched by the Organization of Economic Cooperation & Development as a measure to help governments speed up progress on gender equality goals by identifying proven measures to enhance women's participation across public and political life.

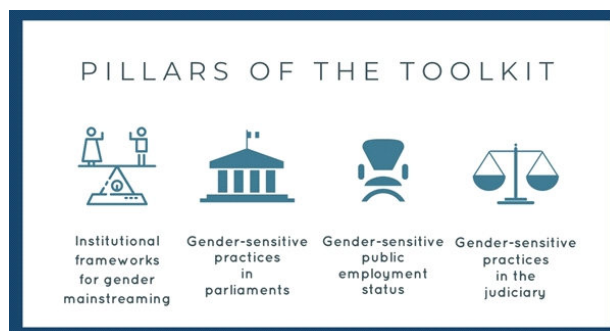


Figure 3.2

As a signatory to various international gender equality and mainstreaming commitments including SDG 5, Pakistan too bears the responsibility of creating and sustaining a conducive environment for its gender minorities whereby they can participate meaningfully in political and civic processes.¹⁷³ Despite these commitments and pro-women legislative interventions such as the Protection Against Harassment of Women at Workplace Act 2010, Pakistan remains fraught with low female voter registration,¹⁷⁴ inefficacy of legislative and administrative quotas for women's inclusion¹⁷⁵ and the prevalence of Violence Against Women in Politics (VAWIP).¹⁷⁶ These factors not only discourage women from meaningful political engagement but also impede the advancement of those who are already part of the system. The governance structure of the country allows for several access points that may be afforded to women across national, provincial and local administration levels. These access points include women in legislatures, public offices and local bodies. Focusing upon women as beneficiaries of public service is another access point for women's inclusion in governance. Government of Pakistan is for instance, working on establishment of district-level Gender Based Violence courts, for speedy and efficacious delivery of justice to survivors of gender-based violence.¹⁷⁷ Figures 3.3 and 3.4 illustrate the structure of government in Pakistan along with entry points for women's participation.

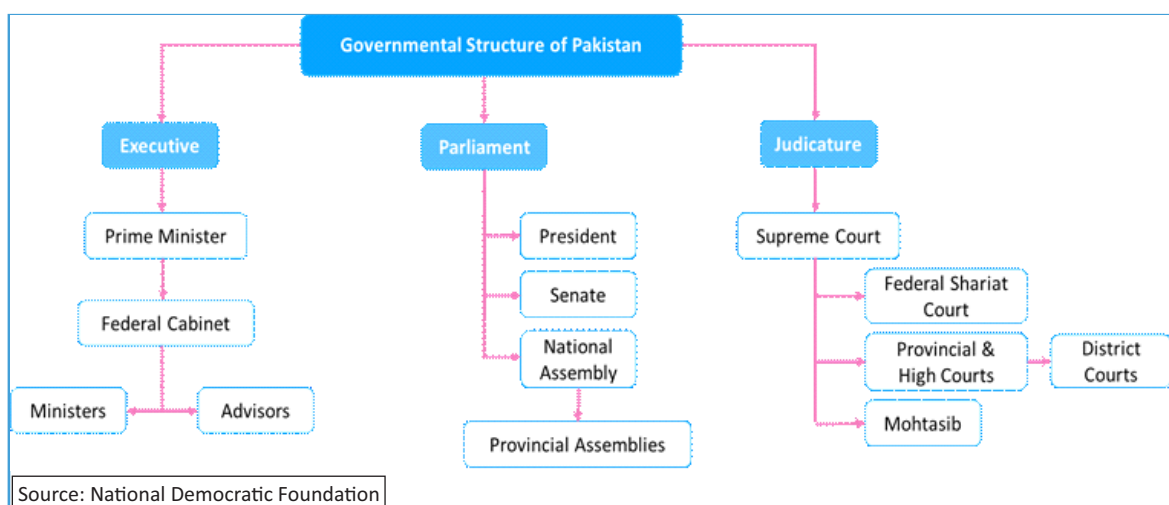


Figure 3.3

171 (UNWOMEN, 2021)
 172 (Organisation for Economic Cooperation & Development, 2018)
 173 (Pakistan is party to several international commitments on gender including the Universal Declaration of Human Rights, Beijing Platform for Action, the Convention on Elimination of all forms of Discrimination Against Women and the Sustainable Development Agenda 2030)
 174 (Institute of Development & Economic Alternatives, 2019)
 175 (Bari, 2015)
 176 (UNWOMEN, 2014)
 177 (Women's Parliamentary Caucus, 2019)

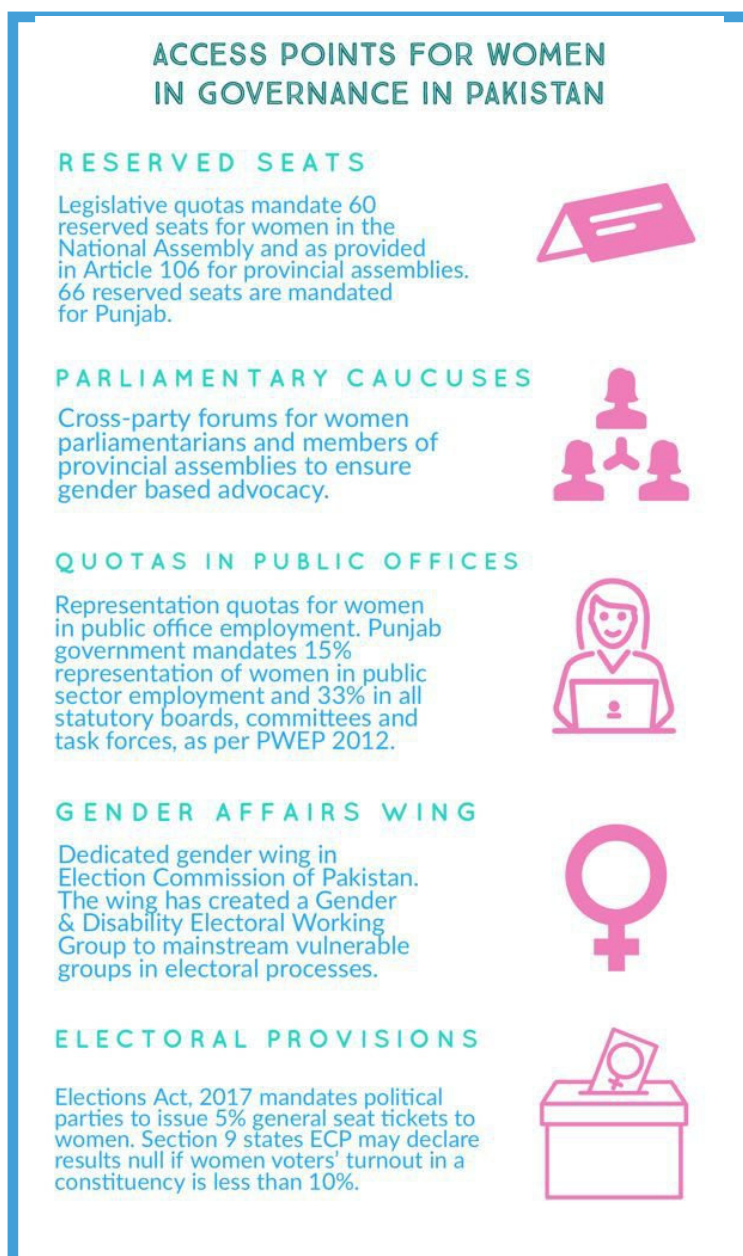


Figure 3.4

The gendered impact of COVID-19 upon women's public life and participation in governance processes cannot be dismissed, owing to the pandemic's disproportionately higher costs for already disadvantaged groups, including women.¹⁷⁸ Emerging evidence from 2020 shows women's increased vulnerability to violence due to mandated lockdowns, increase in unpaid care duties and household tasks, unemployment in low-wage, informal or home-based work are some of preexisting factors that have been exacerbated by the pandemic.¹⁷⁹ The United Nations Secretary General has especially called upon governments to formulate gender-sensitive response to COVID-19 in light of women's exacerbated vulnerability. This underscores the need for policies, laws and budgets that require women's participation and influence in planning and design, implementation, and monitoring.¹⁸⁰

Government of Punjab has ensured inclusion of women in response strategies for COVID-19, through intentional weaving of women into response plans such as the Punjab RISE Framework 2020¹⁸¹ and the Provincial Nutrition Response Plan for COVID-19.¹⁸² Both these policies aim to enhance women's capacity not only as beneficiaries but also as leaders and agents of change for community resilience.¹⁸³ More generally, the Women Development Department, Government of Punjab has taken notable measures through the Implementation Framework for the

178 (UNODC, 2020)
179 (UNWOMEN, 2020)

180 (Ibid.)

181 (Planning & Development Board, Government of Punjab, 2020)

182 (Planning & Development Board, Government of Punjab, 2020)

183 (Provincial Nutrition Response Plan for COVID-19, 2020)

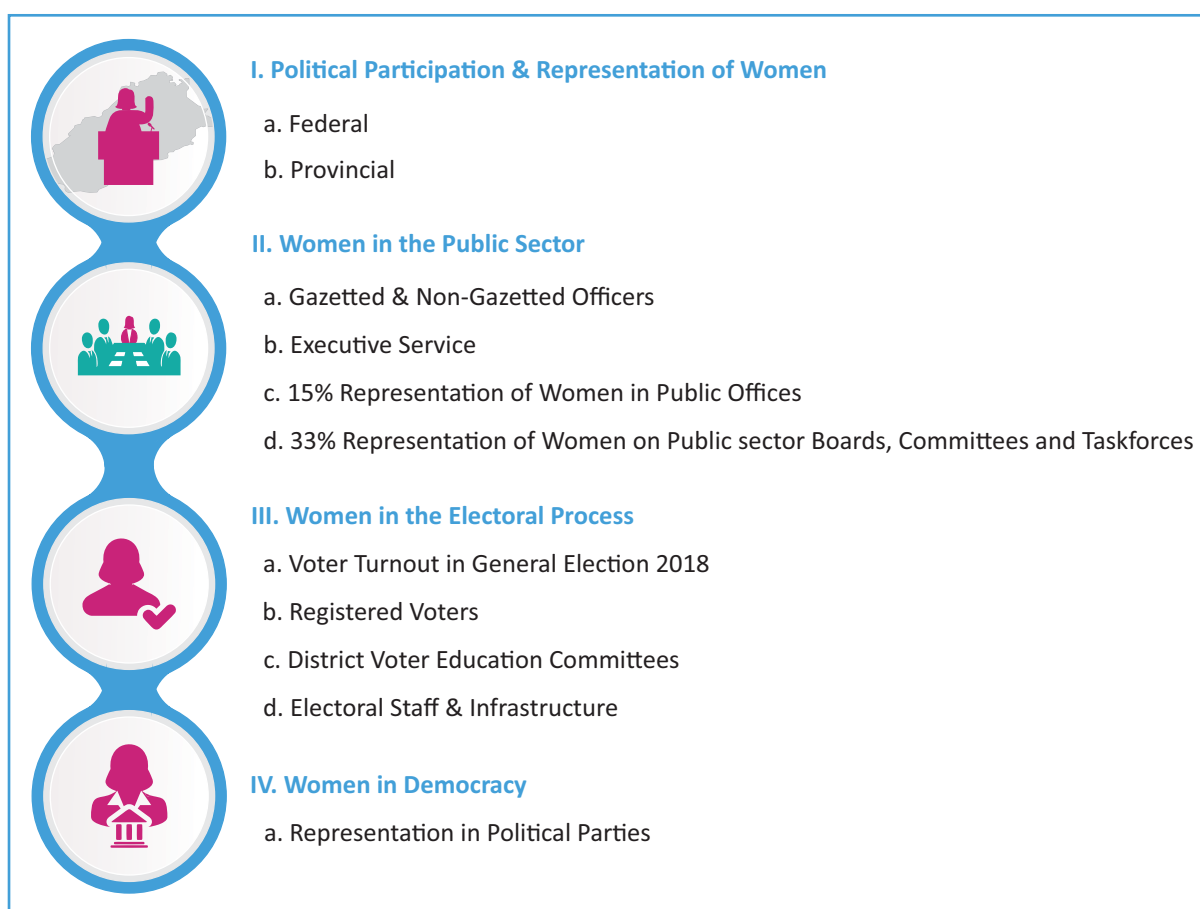
Punjab Women Development Policy (PWDP) 2018,¹⁸⁴ including successful training of 58 female officers recruited to the LGCDD through the Punjab Public Service Commission in 2020.¹⁸⁵

Government of Punjab's efforts to encourage women's unfettered participation in leadership and public spaces must continue in the long run. Engagement of women in processes that impact them, and governance that responds to local and global challenges can eventually aid achievement of sustainable development.¹⁸⁶

Organization of Analysis

This section highlights and studies the participation and leadership of women across the federal, provincial, and local government as well as women in public service. It also analyzes women's participation in electoral processes as voters, candidates, and staff.

The structure of analysis is as follows:



3.1 Political Participation & Representation of Women

In addressing an ever-mutating landscape of global challenges sustainably, women's political empowerment must be prioritised. Research suggests a positive relationship between women in political leadership and the translation of citizen concerns into legislative or executive action.¹⁸⁷ As more women are elected to public office, there is a corresponding boost of policymaking that emphasizes quality of life and human development as well as addressing the plight of vulnerable communities within society.¹⁸⁸

Apart from realising the importance of women's role in politics, it is even more pertinent to ensure that women's potential and capacity is developed to fit political roles, thus that eventually women's participation can be ensured organically. If the public sphere is reflected as predominantly a male domain and women are treated as intruders,

184 (Punjab Women Development Department, 2020)

185 (SPU, Punjab Women Development Department, 2020)

186 (UNESCAP, 2019)

187 (Carnegie Endowment for International Peace, 2016)

188 (National Democratic Institute for International Affairs, 2015)

neither the number nor ability of women will have any use.¹⁸⁹

Given the nature and scope of governance today, it is imperative to realise equal representation of men and women in processes of public policy. Evidence suggests that unless women have the right and power to contribute to policy making and legislate for themselves, they will have to wait and depend on others to do it for them.¹⁹⁰ Figure 3.5 highlights benefits of women’s political participation for democracy.

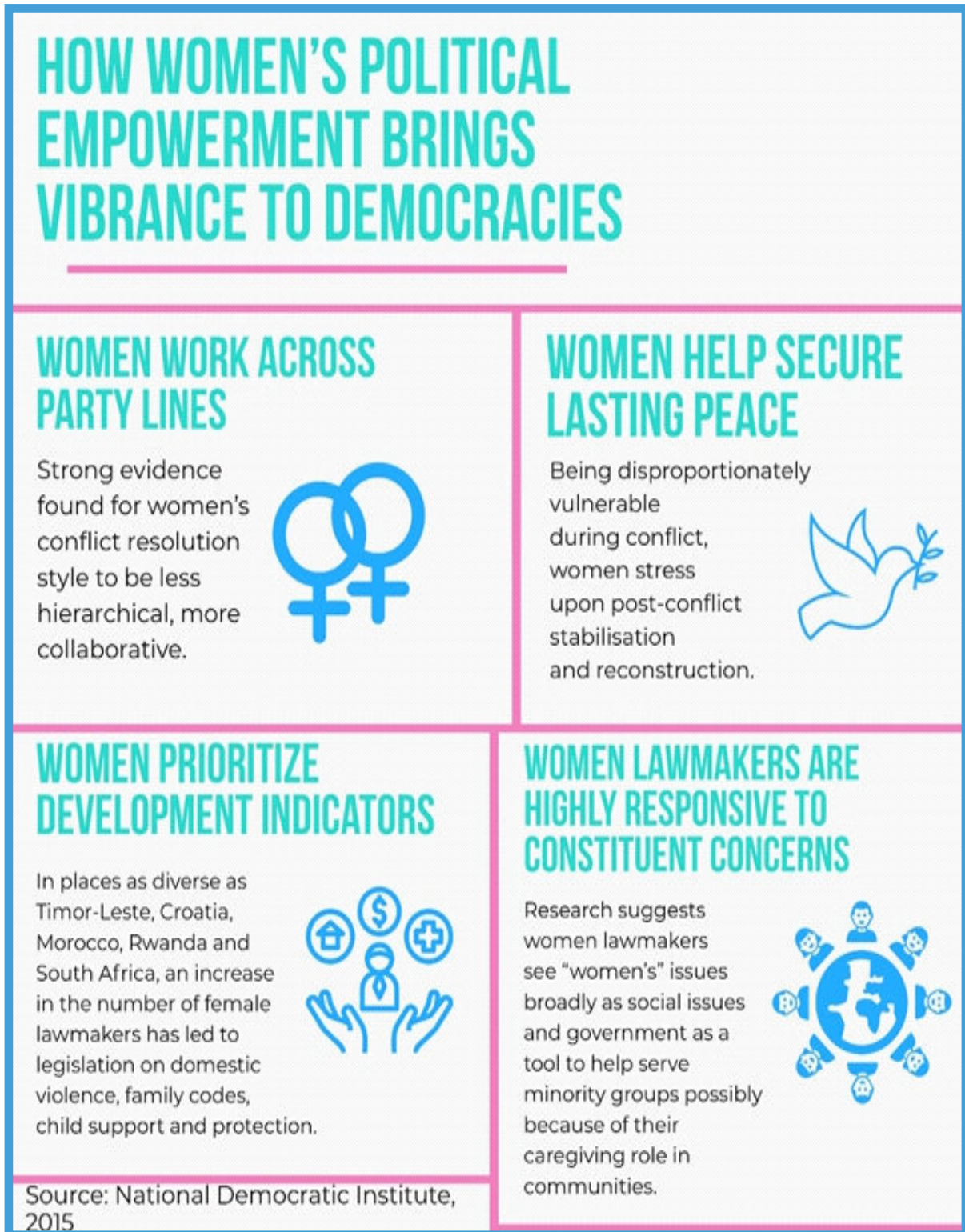


Figure 3.5

189 (National Democratic Institute for International Affairs, 2015)
 190 (Kamal, 2010)

3.1.1. Federal

3.1.1.1. Head of State/Government

Ms. Benazir Bhutto remains the only female politician elected to serve as the Head of Government (Prime Minister) in Pakistan's history. She served twice; from 1988 to 1990 and 1993 to 1996, respectively. No female political leader has served as Head of State (President) thus far in Pakistan's history.

3.1.1.2. Senate of Pakistan

As a bicameral legislature, Pakistan's Parliament (*Majlis-e-Shura*) consists of an upper and a lower house. The upper house is the Senate. As the highest constitutional body, the Senate consists of provincial representation in equal numbers, not dependent on population or geographical area. Senate elections¹⁹¹ take place every three years for half of its seats and each member is elected for a six-year term. Each of the four provincial assemblies elect 23 members from their respective provinces. Out of these 23 members, 14 are on general seats, 4 on reserved seats for women, 4 on reserved seats for technocrats including *Ulema* and 1 on reserved seat for non-Muslim minority. 4 members are elected from the Federal Capital: 2 on general seats, 1 on reserved seat for women and 1 on reserved seat for technocrats including *Ulema*.

The Senate of Pakistan currently consists of 99 Senators out of which 81 (81.81%) are men while only 18 (18.18%) are women, with a low GPI of 0.222. Of the 18 women senators, only 1 has been elected on a general seat.

Table 3.2 shows the average percentage of women in upper houses of parliaments contrasting the national, regional, and global figures as of October 2020.¹⁹²

Proportion of Women in Upper Houses of Parliaments		
Pakistan	Regional Average (Asia)	Global Average
19.2%	17.4%	24.8%

Table 3.2

Although Pakistan fares better than the regional average, it still falls short of matching up to the global average by roughly 6%. A comparison of Pakistan's average percentage of women in Senate over the period 2015 to 2020 reveals a negligible change despite at least 3 Senate elections. Statistics are provided in table 3.3.¹⁹³

Women in the Senate of Pakistan		
As of April 2015	As of April 2018	As of April 2020
18%	19.2%	19.2%

Table 3.3

Province wise, currently in the Senate, of the 22 seats held by Punjab, 18 (81.82%) are held by men while only 4 (18.18%) are held by women, with a GPI of 0.222.

3.1.1.3. National Assembly of Pakistan

The lower house of Parliament, the National Assembly¹⁹⁴ of Pakistan, consists of 342 seats. Of the total, 272 seats are for elected representatives ('general seats'), 60 seats are reserved for party-nominated women and 10 seats for non-Muslim minorities. Following the General Election of 2018, 272 (79.8%) men and 69 (20.18%) women became members on 342 seats, with a very low GPI of 0.252. While 263 (96.69%) men were elected on general seats, only 8 (2.94%) women were elected on general seats, with an alarming GPI of 0.030. These figures support imposition of electoral quotas for women in Pakistan, where excessive social gender inequalities persist and tilt the balance of political representation in favor of men.

In terms of a gender and age analysis, it is found that none of the female members of the National Assembly are 30 or below 30 years of age whereas 2.08% of the men belong to this age group. These figures reflect significant barriers to entry for young women in politics; these barriers include but are not limited to the patriarchal structure of political parties, such that encourages automatic entry for men and entry contingent on political

¹⁹¹ (Senate elections process information has been sourced from the official website of the Senate of Pakistan)

¹⁹² (Global and regional figures from Inter Parliamentary Union (IPU) as of October 2020.)

¹⁹³ (National figures from archives of Inter Parliamentary Union)

¹⁹⁴ (Data for National Assembly has been sourced from the official website of the National Assembly of Pakistan)

lobbies and clout for women.¹⁹⁵ The 5% rule provided by the Election Commission of Pakistan (ECP) is also exploited by parties who award tickets to women on those seats, which they are likely to lose on.¹⁹⁶

Table 3.4 sourced from the Inter Parliamentary Union shows the average percentage of women in lower houses of parliaments contrasting the national, regional, and global figures as of October 2020.¹⁹⁷

Proportion of Women in Lower Houses of Parliaments		
Pakistan	Regional Average (Asia)	Global Average
20.2%	20.6%	25.2%

Table 3.4

It is noteworthy that Pakistan is catching up with the regional average. However, Pakistan lags behind the global average for women's representation in lower houses of parliament, similar to trends shown for the Senate above.

3.1.1.3.1 National Assembly Members from Punjab

Of 342 members, 176 seats are for members elected from Punjab. Figure 3.6 illustrates the breakdown of members from Punjab in the National Assembly on general seats, reserved seats for women and reserved seats for non-Muslim minorities. Of the total members from Punjab on general seats, 137 (97.16%) are men and 4 (2.84%) women, reflecting a very low GPI of 0.029.

Of the 60 reserved seats for women, 33 are from Punjab. It is noteworthy that a majority of members hails from Lahore (12) and Rawalpindi (8) districts. This reflects a discrepancy in nomination of women from larger more densely populated districts by party leadership, constrained access to politics of women from smaller districts, and limited lobbying and networking opportunities for women political workers.

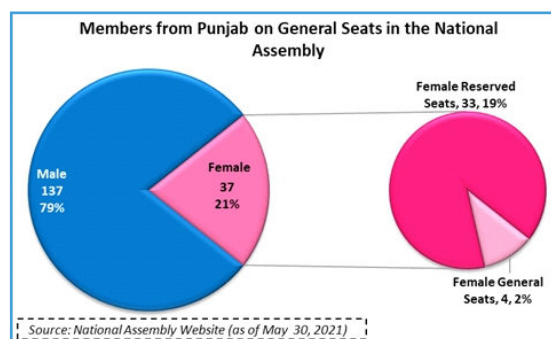


Figure 3.6

Of 10 reserved seats for non-Muslims, 2 are held by members from Punjab. Currently, these 2 seats are occupied by 1 man and 1 woman, reflecting gender parity.

3.1.2. Provincial

3.1.2.1. Punjab Assembly

The Punjab Assembly¹⁹⁸ currently consists of 369 sitting members with 294 (79.67%) being men and 75 (20.32%) being women, with a GPI of 0.255. Figure 3.7 illustrates this statistic. While 287 (97.28%) men are elected on general seats, only 8 (2.72%) women are allocated on general seats, with a GPI of 0.027. 66 women are members on reserved seats for women and 1 woman is a member on a reserved seat for minorities.

Figure 3.8 illustrates the breakdown of female membership in the Punjab Assembly.

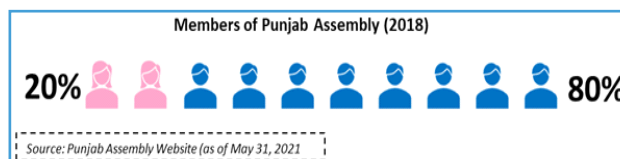


Figure 3.7

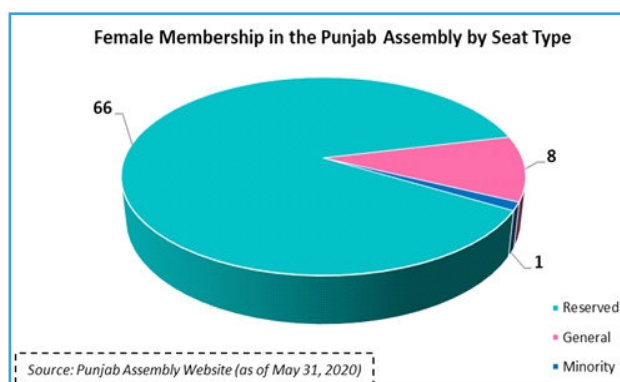


Figure 3.8

195 (Pakistan Women's Parliamentary Caucus, 2019)

196 (Ibid.)

197 (Figures taken from Inter Parliamentary Union as of October 2020)

198 (Punjab Assembly data has been sourced from the Punjab Assembly legislation section)

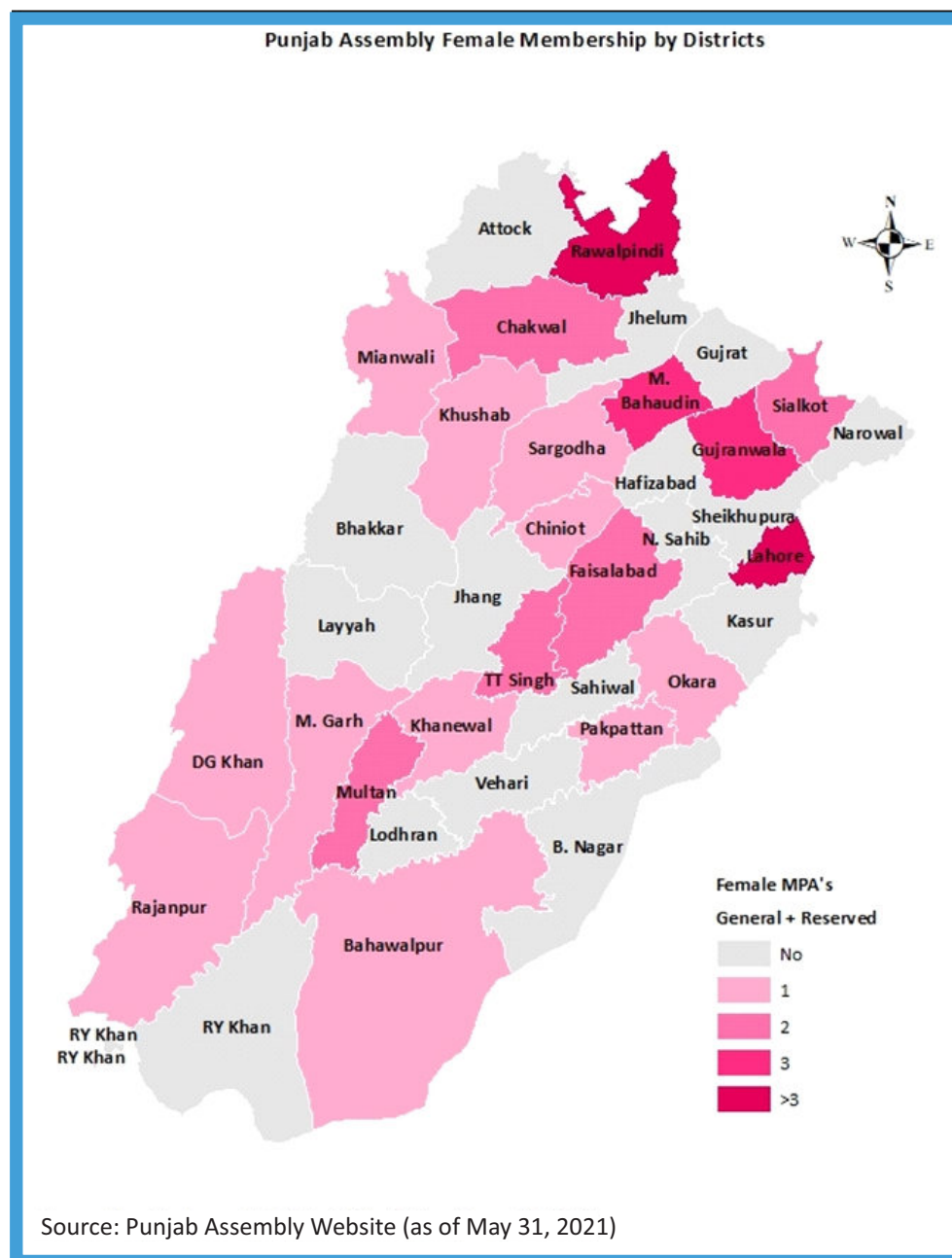


Figure 3.9

3.1.2.2. MPA Profiles

To assess the overall nature of the female membership of the Assembly, this subsection explores the profiles of sitting MPs by age, level of education and party affiliation. MPA profiles have long been studied to analyze routes to power, merit of qualifications for membership and gender-based differentials in Ministers and MPAs.¹⁹⁹ Profiles are particularly helpful in examining determinants of women's access to legislative and executive offices as well as their ability and constraints in performance once in office.²⁰⁰ For instance, representatives are likely to focus more on localities they personally identify with as a consequence of socially accumulated bias. Women ministers are often understood as sympathetic towards pro-women and children legislation.

199 (Claveria, 2014)
200 (Ibid.)

3.1.2.2.1 By Age

The relevance of age to the quality of political leadership may be assessed by the way different age groups bring their unique set of experiences and contemporary perceptions to the decision-making processes.²⁰¹ Cross-sectionally, age and gender can have decisive impacts upon what concerns get voiced and shelved.²⁰² Young people raised in the age of climate change are more likely to voice food insecurity, human rights, and environment-friendly measures. Older MPAs, raised in times of military dictatorship may lay greater focus on issues like media censorship and defense. As age is also linked to richness of experience, socialization of individuals is also reflected through their political decisions.²⁰³

Members must be 25 years or older to be eligible for a seat in the Punjab Assembly. Figure 3.10 illustrates the age-wise breakdown of women MPs in the Assembly, sourced from the Punjab Assembly website, which retains information on age for 159 members. Statistics available for 20 women relay that 4 MPAs (5.33%) are between 31 and 40 years of age, 4 (5.33%) are between 41 to 50 years of age and 12 (16%) are older than 50 years of age.

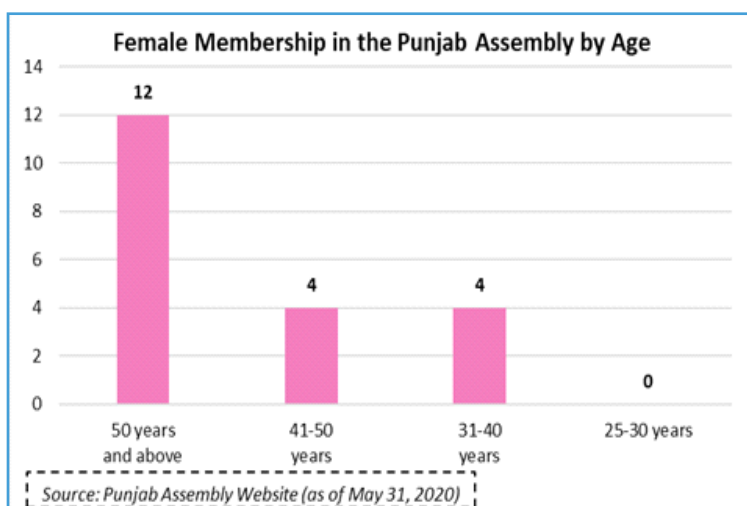


Figure 3.10

Statistics available for men relay that 2 members are aged between 25 to 30 years, 17 between 31 to 40 years, 46 between 41 to 50 years and 74 members are older than 50 years of age. Data by age is not available for 155 male MPs. It is worthy to note that young men have freer entry into politics compared to that of their female counterparts since no woman MP falls within the 25 to 30 years of age range.

3.1.2.2.2. By Level of Education

An MPA's level of education shapes their skills, knowledge, exposure, and overall performance in policymaking.²⁰⁴ Figure 3.11 illustrates female membership according to the level of academic qualification.

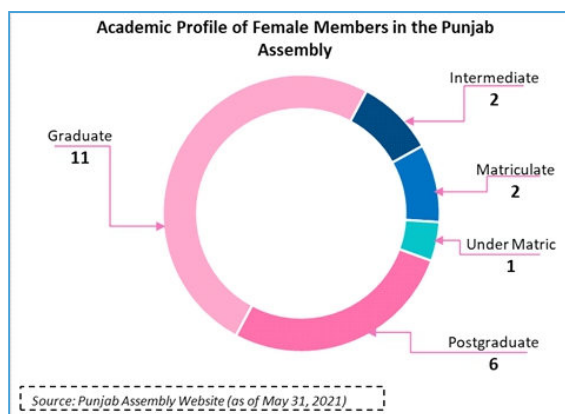


Figure 3.11

201 (Lau & Redlawsk, 2008)
 202 (Ibid.)
 203 (Ibid.)
 204 (Claveria, 2014)

Data for education is only available for 178 of 369 members of the Punjab Assembly. Statistics pertaining to women relay that 6 have completed post graduate studies, 11 have completed a Bachelor's level degree and 5 are under 16 years of education. Of the 152 men for whom education wise data is available, 1 has completed post doctorate studies, 35 have completed post graduate studies, 87 have completed a Bachelor's level degree, 2 have completed specialized certifications and 1 has completed Shahdat ul Almia.

It is noteworthy, that analysis of MPAs by level of education is not possible given that data for 191 members of the Punjab Assembly is missing from the Assembly website. From data available, it is also challenging to draw a fair comparison between educational levels of men and women in the Assembly, since neither category gives a complete picture.

3.1.2.2.3. By Party Affiliation

Female membership of the Assembly is not diverse in terms of party affiliation. This is representative of the broader political landscape of Punjab as well as Pakistan whereby electoral success is concentrated within a handful of political parties. Party affiliation thus helps analyze the route to political power and political ambitions of MPAs based on their affiliated party's manifestos.

Of the 75 women members, 37 belong to the ruling party *Pakistan Tehreek-i-Insaf*, 34 belong to Pakistan Muslim League (Nawaz), 2 belong to the Pakistan Muslim League, 1 belongs to Pakistan People's Party and 1 is an independent candidate. Table 3.5 illustrates the abovementioned statistics.

Women in Punjab Assembly				
PTI	PML-N	PML	PPP	Ind
37	34	2	1	1

Table 3.5

In terms of gender disaggregation, figure 3.12 illustrates a comparison of party-wise male and female membership of the Punjab Assembly.

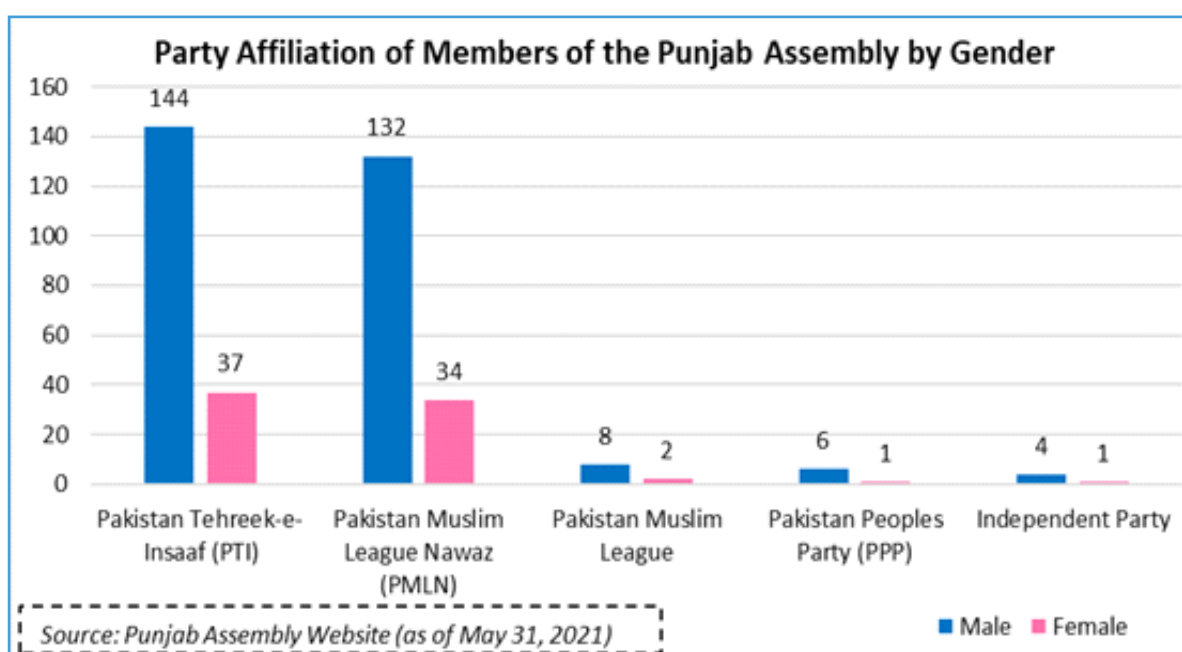


Figure 3.12

3.1.2.3. Participation of Women in the Punjab Assembly

The 18th Amendment has afforded significant policymaking power to the provinces by making essential development areas like health, education and law and order, provincial subjects. The activity of devising and introducing bills for passage and enactment into law is central to the work of a political leader. The following analysis studies the involvement of women in the lawmaking process in the Punjab Assembly since 2018.

3.1.2.3.1. Resolutions

In 2019, 27 resolutions were passed in the Punjab Assembly out of which 13 were introduced by women. In 2020, out of a total of 36 resolutions passed, 11 were introduced by women. Since 2018, the Punjab Assembly has passed 75 resolutions. It is noteworthy that the content of resolutions introduced by women concerned human rights, universal education, welfare for women, children, and persons with disabilities, thus proving the premise that women are more likely to focus on issues pertaining to human development and socioeconomic welfare.

3.1.2.4. Decision Making Positions in the Punjab Assembly

The number of decision-making positions occupied by female political figures in the Punjab Assembly is disappointingly low. Figure 3.13 depicts the stark disparity between men and women as Chairs of Standing Committees, Provincial Ministers and Parliamentary Secretaries.

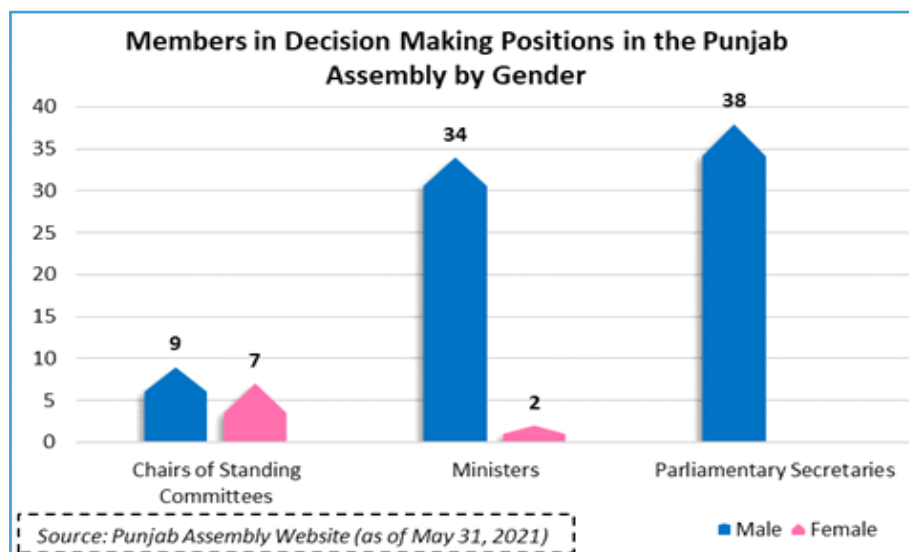


Figure 3.13

Although the number of women is low across all categories, the fact that no woman currently holds the position of a Parliamentary Secretary is indicative of how political empowerment of women is often seen as just election to office rather than also enabling leadership opportunities and growth thereafter.

3.1.2.4.1. Provincial Ministers

Of 36 provincial ministers, 34 (94.44%) are men while only 2 (5.56%) are women, with a very low GPI of 0.05. Table 3.6 highlights women ministers along with their portfolio.

Minister	Provincial Ministry
Ms. Ashifa Riaz Fatyana	Minister for Women Development
Dr. Yasmin Rashid	Minister for Primary & Secondary Health, Minister for Specialized Healthcare & Medical Education

Table 3.6

3.1.2.4.2. Parliamentary Secretaries

All 38 Parliamentary Secretaries in Punjab are men. Comparatively in 2018, 5 women held secretarial portfolios.

3.1.2.4.3. Standing Committees

Parliamentary Committees are deemed to be the 'eyes and ears' of the Assembly; they act as mini legislatures.²⁰⁵ The dynamic and intimate nature of committees allow the members to focus on specific terms of business for the Assembly through which they are able to exhibit their prowess as leaders. The Punjab Assembly currently has 37 Standing Committees²⁰⁶ of which 21 are related to Government Departments. Figures 3.14 and 3.15 illustrate the gender disaggregated membership of these 21 committees and the respective GPI scores.

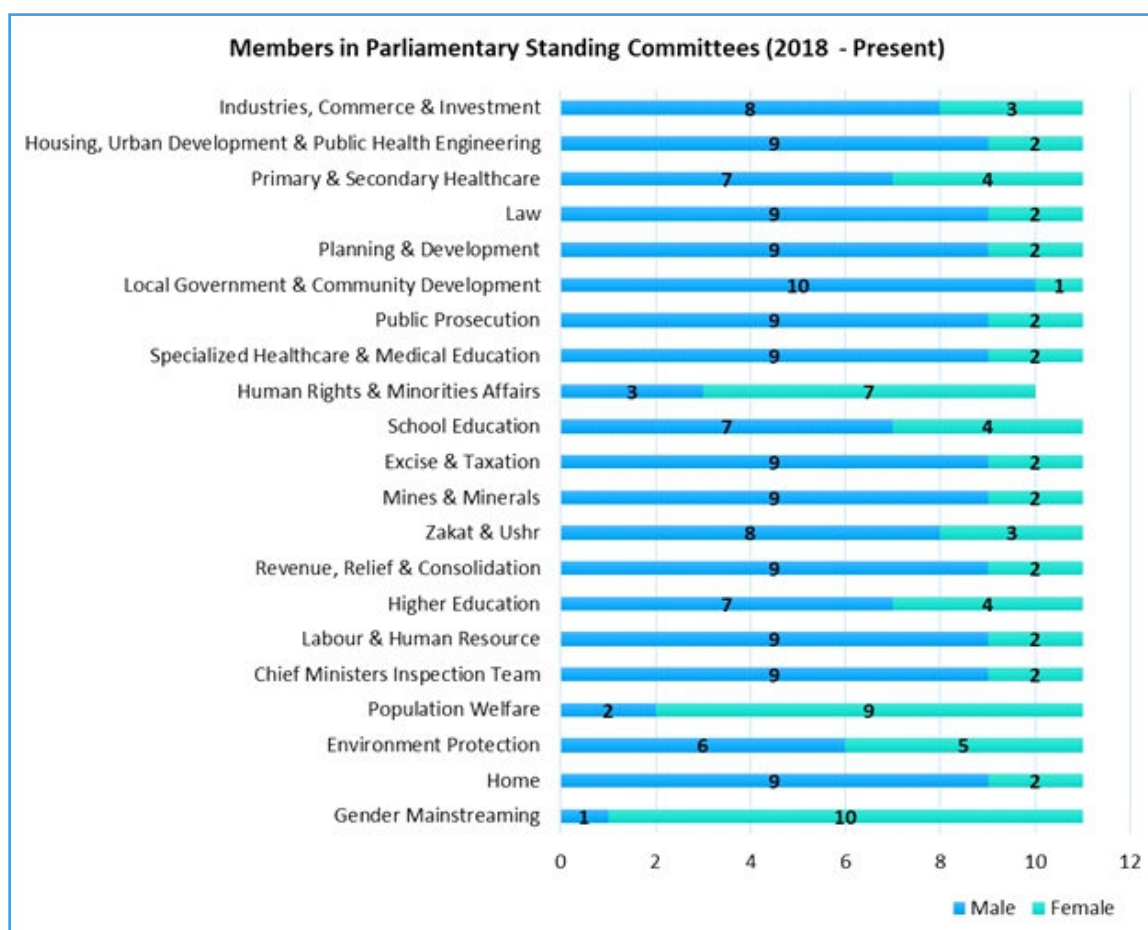


Figure 3.14

²⁰⁵ (Punjab Assembly, 2018)

²⁰⁶ (A Standing Committee is a committee of the Assembly constituted for the tenure of the Assembly)

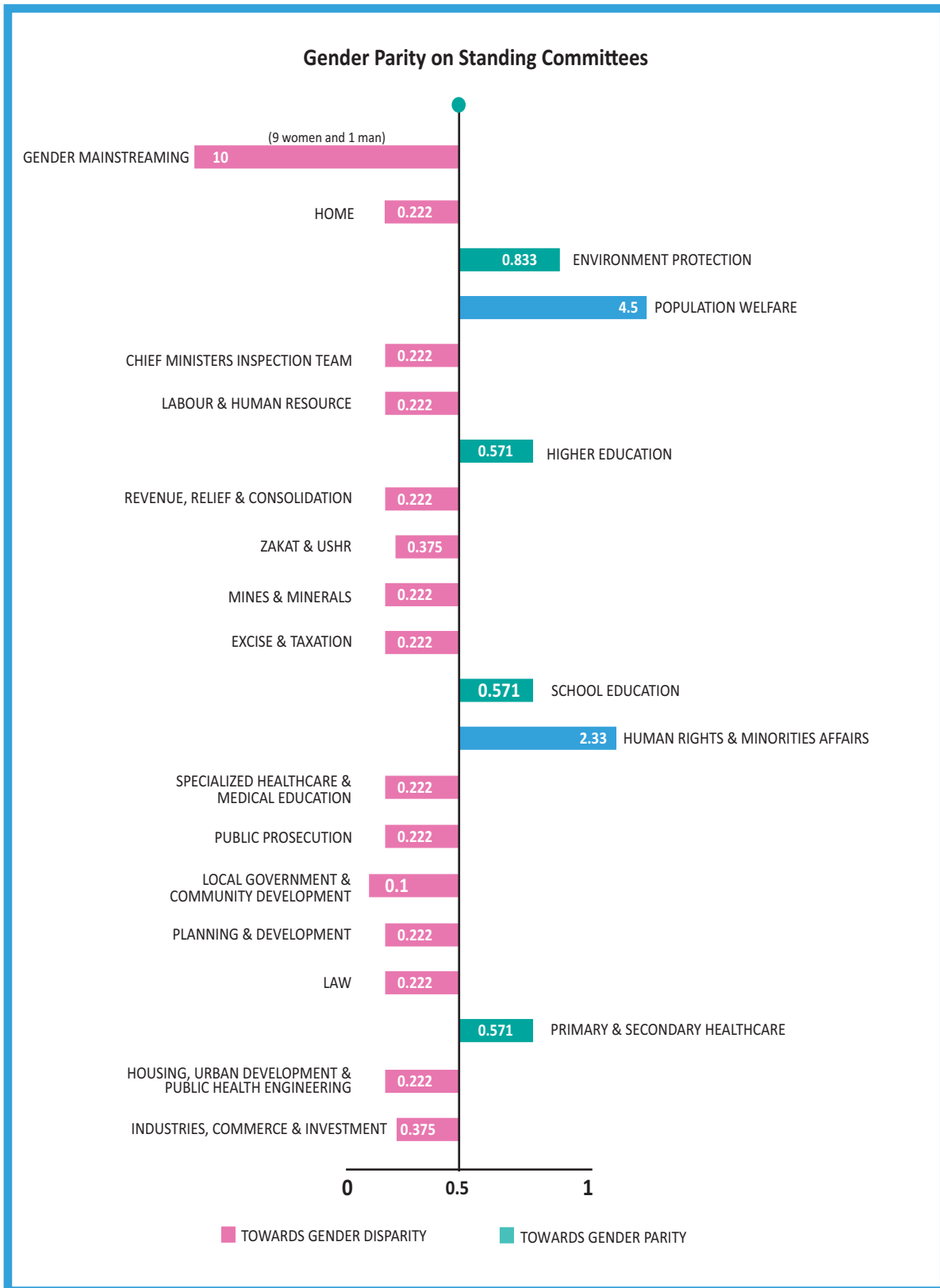


Figure 3.15

3.1.2.4.3.1 Chairpersons

Of 21 Standing Committees for Government Departments, only 7 are chaired by female MPs. The 3 Standing Committees other than those for government departments are all chaired by male MPs.

3.2. Women in the Public Sector

Globally, women remain underrepresented in the public service.²⁰⁷ This may be attributed to the historically male-dominated nature of administrative and bureaucratic structures that are typical of most public service institutions. The absence or underrepresentation of women within public administration impacts service delivery negatively.²⁰⁸ Women raised against the backdrop of a traditionally patriarchal society are known to use their own experience as a minority to ensure public institutions and offices are more equitable and representative.²⁰⁹

Punjab has passed notable legislation to enhance women's political participation; the monumental Punjab Fair Representation of Women Act 2014 amended statutes for 66 public bodies to mandate a minimum of 33% of women's representation on Boards of each body. Furthermore, the Punjab Women's Empowerment Package (PWEPE) of 2012 announced a ground-breaking minimum of 15% representation of women in all public offices across Punjab. However, despite progressive legislative and policy leaps, Punjab continues to struggle with a major gender gap in public sector leadership and staffing. General non-compliance with the recommended 15% representation of women is common across public offices.

Dissolution of local bodies in 2019 also created an unhelpful gap in the political participation of women at the grassroots.²¹⁰ Quotas for women's representation in the new Local Government structure given forth in the Punjab Village *Panchayat* and Neighborhood Act 2019 reserves 1 seat for women out of a minimum of 4 or maximum of 8 seats, which consists of 25% and 12.5% representation, respectively. These discrepancies create a disconnect across governance levels, and invariably skew Pakistan's global rankings.²¹¹

For the purposes of this report, the public sector includes all provincial departments attached to the Punjab Secretariat, statutory bodies (autonomous/semi-autonomous/companies) and district government offices. These bodies work in tandem to realize an effective mechanism of public service delivery that is formulated by the Punjab Assembly.

The dearth of female participation in public service is also a direct result of vertical and horizontal occupational gender segregation.²¹² Figure 3.16 explains what gender based occupational segregation looks like along with examples from Pakistan's public service.

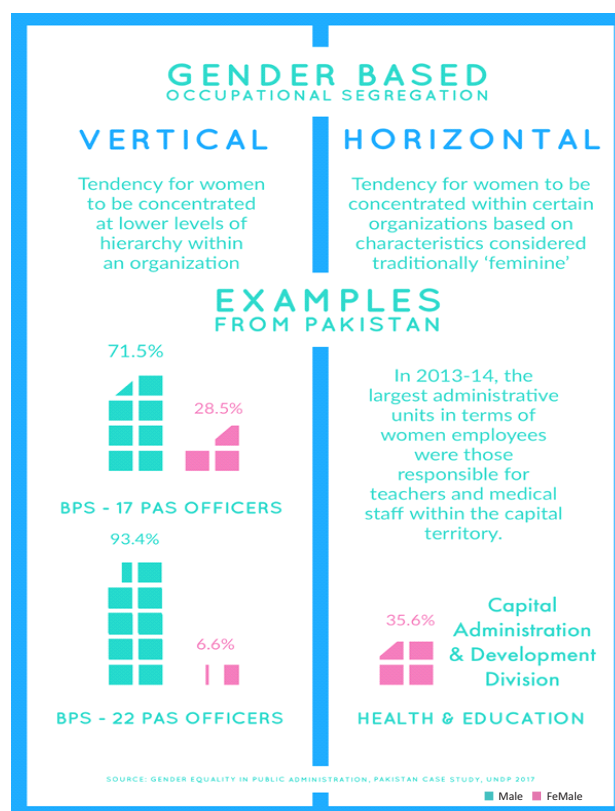


Figure 3.16

207 (Johnston, 2018)
208 (Ibid.)
209 (Oxfam, 2009)
210 (Shirkat Gah, 2020)
211 (Ibid.)
212 (Johnston, 2018)

3.2.1. Gazetted & Non-Gazetted Officers

58 provincial departments provided data for 32,329 gazetted and non-gazetted employees in 2020. Of these 32,329 employees, 28,053 (86.7%) were men while 4276 (13.3%) were women with a very low GPI of 0.152.

Of the total 6657 gazetted officers, 4023 (61%) are men while 2634 (39%) are women, with a GPI of 0.654.

Of a total of 25,672 non-gazetted officers employed in 58 provincial departments, 24,030 (93.6%) are men while 1642 (6.4%) are women, with a GPI of 0.068.

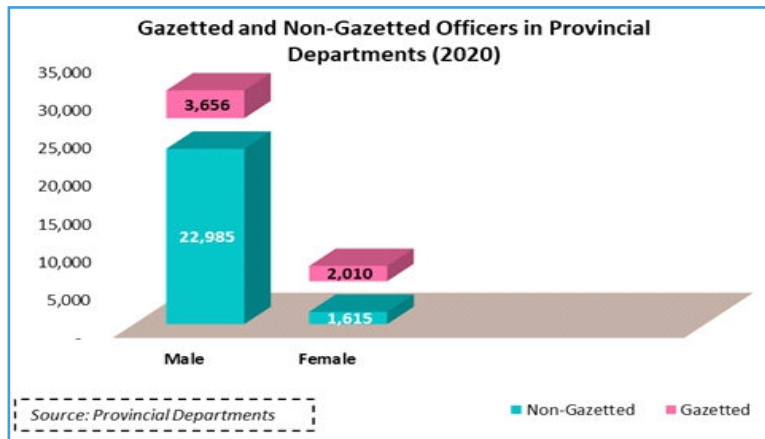


Figure 3.17

Public offices in Punjab also hire contractual employees for a short term, to accomplish specific time sensitive tasks or projects. Of the total 17,678 contractual employees in 58 provincial offices, 16,988 (96%) are men while only 690 (4%) are women, with a GPI of 0.04. All three categories of public sector employees continue to record significant gender disparity. Figure 3.17 illustrates these statistics.

3.2.2. Executive Service

The gender disaggregated data on gazetted officers in Punjab's executive service reveal that in 2019, of 618 officers, 552 (89.3%) were men and only 66 (10.7%) were women, with a GPI of 0.119. In 2020, of 722 officers, 645 (89.3%) were men while only 77 (10.7%) were women, with a GPI of 0.119. This shows that there was no increase in the percentage of women officers in Punjab's executive service in 2020 from the preceding year. Men outnumber women across 3 out of 4 occupational groups for which data has been received from the Services & General Administration Department, barring the PAS Officers inducted into BS-17 category.

Figure 3.18 illustrates these statistics.

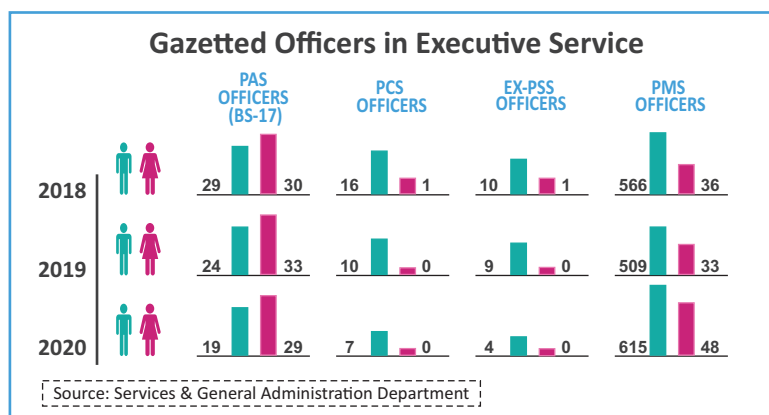


Figure 3.18

3.2.3. 15% Representation of Women in Public Offices

As per the 15% quota set out in the Punjab Women Empowerment Package (PWEP) 2012, public offices are mandated to have 15% women employees. Of 58 provincial departments that provided data in 2020, 15 (26%) were in compliance with the 15% provision while 43 (74%) were not. In the case of data provided by 200 district offices, 39 (19%) were in compliance with the rule while 161 (81%) were not. Due to the small number of responding departments, this sample size is unrepresentative for the purposes of drawing an accurate comparison with past reporting as well as an analysis in terms of gender parity. This data is illustrated by figure 3.19.

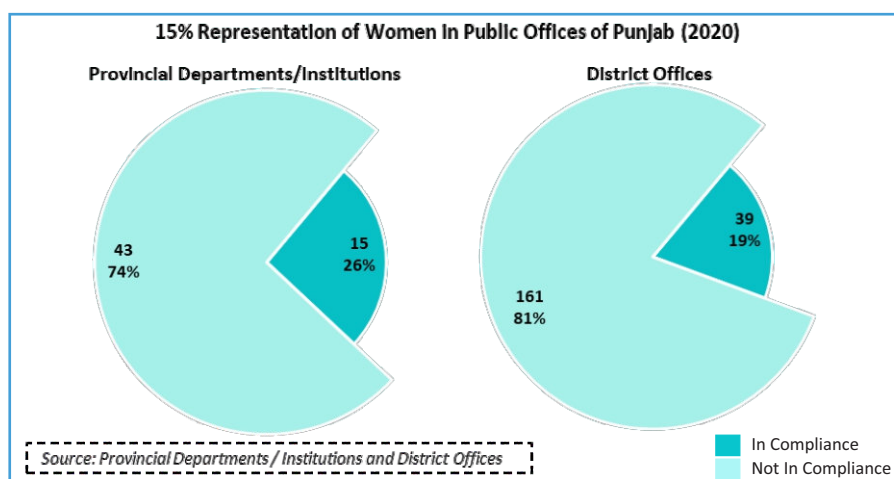


Figure 3.19

3.2.4. 33% Representation of Women on Public Sector Boards, Committees & Taskforces

The PWEP 2012 mandates public sector boards, committees, and taskforces to ensure a minimum of 33% representation of women. The Punjab Fair Representation of Women Act 2014 built upon the provisions of the package to mandate 33% representation of women on Boards and Committees of 66 statutory bodies.

58 provincial departments provided data for 20 boards, 197 committees and 1 taskforce. Data received for public sector boards shows 189 male and 55 female members, with a GPI of 0.291. Committees of the same entities show 470 male members and 194 female members, with a batter GPI of 0.412. One taskforce which is under Fatima Jinnah Women University reported to have 2 men and 17 women as its members, with a GPI of 8.5. This overwhelming majority of women may be attributed to the women-centric nature of the University itself. Figure 3.20 illustrates these statistics along with compliance status of the boards, committees and task forces with the 33% provision.

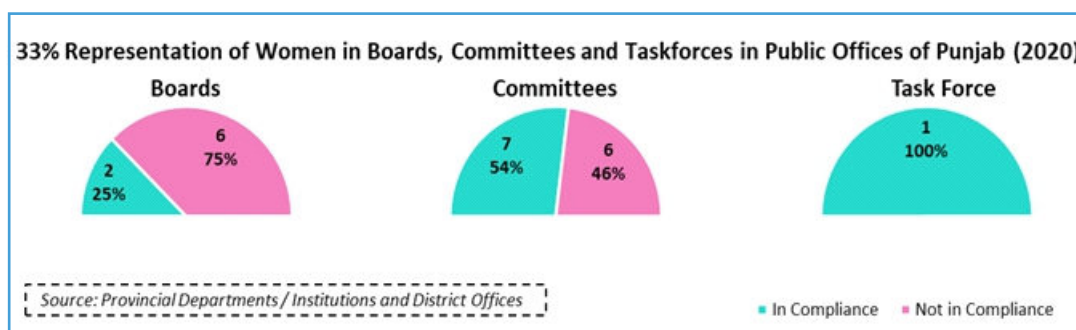


Figure 3.20

3.3. Women in the Electoral Process

The electoral process is considered a key pillar of democracy.²¹³ Free and fair elections ensure that the democratic government is representative and accountable which may in turn lead to good governance. Fairness of elections depends upon how equitable they are in terms of the participation of citizens; elections are equitable when each citizen who is eligible to vote, administer or run for office through the electoral process is able to do so without discrimination based on their gender, age, religion, ethnicity or any other characteristic.²¹⁴

Comprising of nearly half of the electorate, women's participation in elections is crucial to the health of a democracy in addition to being a litmus test for gender equality.²¹⁵ When women participate in elections – as voters, candidates, electoral administrators or party supporters – they can express their own needs and interests.²¹⁶ For example, research revealed that in Pakistan, women were an important subgroup for the provision of clean drinking water in any given constituency with 18.3% citing it as the most important public policy issue in the run up to the 2018 General Election as opposed to 9.2% of men in the same sample.²¹⁷

In Pakistan, elections are administered by the Election Commission of Pakistan, a constitutionally established federal body led by the Chief Election Commissioner. This section uses data provided by the Election Commissioner of Punjab to analyze women's participation in voting, polling infrastructure and district voter education committees in the General Election 2018.

59

3.3.1. Registered Voters

By the end of 2017, the number of registered voters in Punjab was 55.8 million. By the time of GE 2018, this number had risen to 60.7 million. Of these 60.7 million voters, 33.7 million (55.5%) were men while 27 million (44.5%) were women, with a high GPI of 0.801. Between the end of 2017 and July 2018, the number of registered female voters rose from 24.5 million to 27 million marking a 10% increase.

This is a significant increase over a period of 6 months and may be attributed to the ECP's accelerated interventions to enhance voter registration especially that of women voters following the enactment of Elections Act 2017. The ECP's Gender & Disability Group, District Voter Education Committees (DVECs) and civil society partnerships played an instrumental role in increasing national voter registration from 86.18 million in the 2013 to 105.96 million in 2018 – an unprecedented statistic.²¹⁹

Figure 3.21 depicts the gender disaggregated change in registered voters in Punjab between 2013 and 2018.

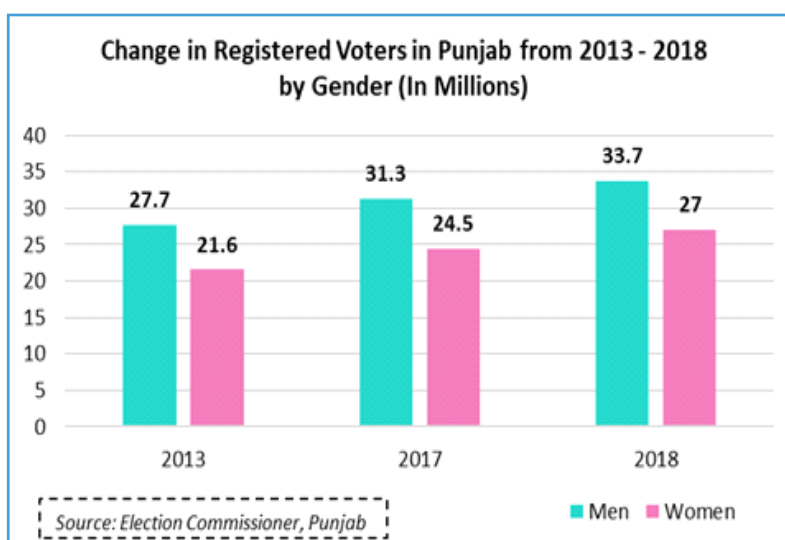


Figure 3.21

213 (Becker & A. Ravelson, 2008)

214 (Ibid.)

215 (UNDP, 2015)

216 (Ibid.)

217 (United States Institute of Peace, 2019)

218 (The data for voter turnout has been sourced from the official website of the Election Commission of Pakistan)

219 (FAFEN, 2018)

A district wise analysis revealed that Lahore had 2.3 million female voters, the highest number recorded in Punjab. Hafizabad, on the other hand, had the lowest number of female registered voters, with a figure of 299,685 voters. The gap between male and female voter registration in Punjab decreased by 14% from 6,780,614 in 2017 to 6,687,159 in 2018 which is a welcome change.

The widest gender gap in voters was recorded in district Lahore, with 625,898 fewer women than men registered to vote, with a GPI of 0.792. The district recording the narrowest gender gap in voters was found to be Chakwal with 33,284 fewer women than men registered to vote, with a GPI of 0.941. However, population proportions of all districts vary greatly which could be the reason for these varying statistics.

3.3.2. Voter Turnout

The primary data obtained from the office of the Election Commissioner, Punjab revealed a voter turnout of 34.2 million (56.4%) in the province; gender disaggregated data was not available.

However, the publicly available gender disaggregated data²¹⁸ quotes a relatively lower figure (33.8 million) of voter turnout in Punjab. Albeit minute, it is pertinent to note this discrepancy in data which may be attributed to the fact that the publicly available document does not account for constituencies that were repolled.

3.3.3. District Voter Education Committees

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

Of all members in DVECs established in Punjab in 2018, 438 (86.73%) were men while only 67 (13.27%) were women, with a GPI of 0.152. Figure 3.22 illustrates the district wise gender disaggregated split of DVEC membership in Punjab in 2018. Jhang recorded the highest gender parity with a GPI score of 0.5 while Bahawalnagar recorded the lowest gender parity with a GPI score of 0.055.

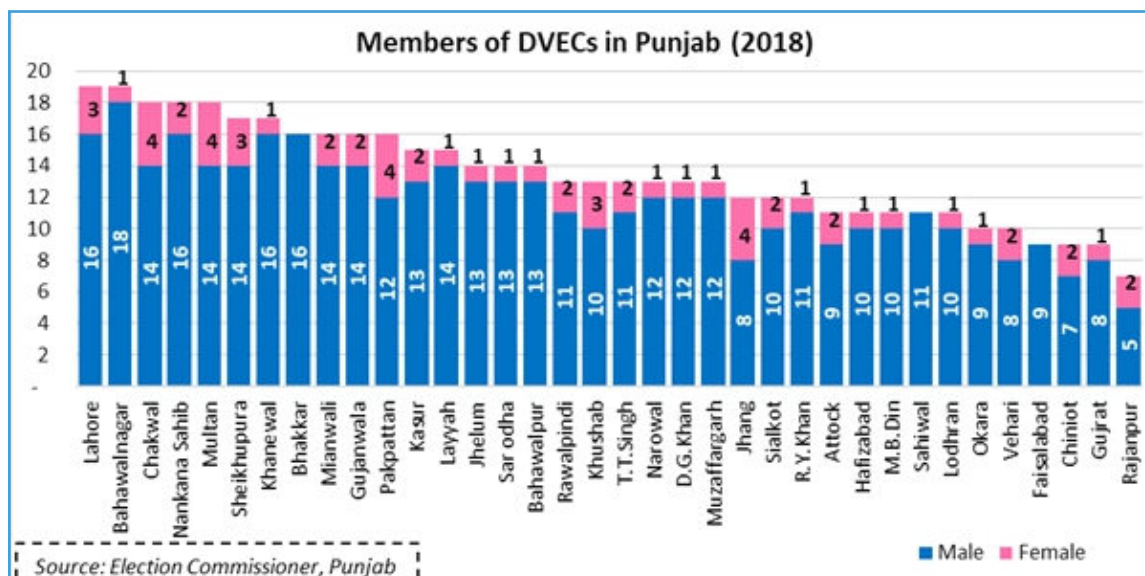


Figure 3.22

3.3.4. Electoral Staff & Infrastructure

Mobility and access to public spaces remains a contentious aspect of elections for women, especially those residing in rural Punjab. To this end, the ECP has tried to ensure gender-sensitive polling apparatus that encourages and assists women in discharging their civic duties securely. The number, quality and accessibility of polling booths and stations has a decisive impact upon voter turnout especially as far as women are concerned.

Prior to GE 2018, the Gender Affairs Wing of the ECP especially focused on increasing women workers at combined and female polling stations to encourage women's participation in the electoral process.

3.3.4.1. Polling Stations

Figure 3.23 illustrates the number of male and female polling booths/stations in the General Elections of 2018. There were 83,563 (54.03%) polling booths for men as opposed to 71,102 (45.97%) booths for women.

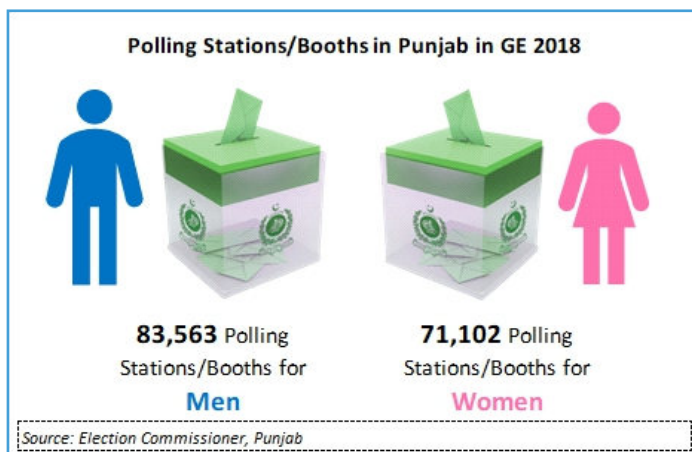


Figure 3.23

3.4. Women in Democracy

Political parties act as central organizations to process democracy.²²⁰ A well-functioning political party safeguards the quality and resilience of electoral processes as well as legislatures by being accessible for and responsive to citizens' concerns.²²¹ Gender inclusion in party formation and functioning is crucial to ensure that a political party is serving its democratic purpose.²²² Today, parties pose particular challenges for women who face formal and informal barriers to participation including but not limited to opaque nomination procedures, violence and misogynistic party cultures.²²³ Hence, it is necessary to ensure that entry into party systems and occupation of leadership roles within the party structure is realized for women. This culture of inclusion eventually feeds into the struggle for political parties to be truly accessible and responsive for citizens.

3.4.1. Representation in Political Parties

3.4.1.1. Pakistan Tehreek-i-Insaaf (PTI)

The Pakistan *Tehreek-i-Insaaf* comprises of several senior members that are women however, male members currently fill all top 4 leadership positions within the party.²²⁴ As per the party's official website, PTI has 13 wings including a Women's Wing and a Youth Wing. However, leadership classification is not available for 11 of these. Within the 2 wings for which leadership classification is available, 1 woman each occupies an executive role in both.²²⁵

3.4.1.2. Pakistan Muslim League - Nawaz (PML-N)

The Pakistan Muslim League – Nawaz comprises of 40 leadership positions of which 33 are filled by men and 7 are filled by women, with a GPI of 0.212.²²⁶ PML-N has 7 wings of which, 6 are presided over by men and 1 is presided

220 (<https://www.ndi.org/what-we-do/political-parties>)

221 International Institute for Democracy and Electoral Assistance, 2017)

222 (Carnegie Endowment for International Peace, 2020)

223 (Ibid.)

224 (Data sourced from PTI official website. Accessible at <https://www.insaf.pk/leadership>)

225 (Data sourced from PTI official website. Accessible at <https://www.insaf.pk/wings>)

226 (Data sourced from PML-N official website. Accessible at <https://pmln.org/office-bearers/leadership/>)

over by a woman, with a GPI of 0.166.²²⁷

3.4.1.3. Pakistan People's Party (PPP)

The Pakistan People's Party comprises of 11 central leadership positions, of which 10 are filled by men and 1 is filled by a woman, with a GPI of 0.1.²²⁸

Conclusion

Governance is concerned with the formulation and enforcement of rules for collective decision-making that translate into collective progress.²²⁹ This collective nature of governance mandates that it is participatory and inclusive so that it can adequately accommodate and respond to the needs of all citizens including the most vulnerable groups like women, religious minorities and PWDs. Hence, the pursuit of good governance today emphasizes making women pivotal actors²³⁰ when formulating response to global as well as local challenges that may include climate change²³¹, access to clean and safe drinking water, post-conflict reconstruction and most recently, COVID-19.

Positioning women as a pivot in response strategies may only be done by enhancing women's engagement with public and political processes in a sustainable way.²³² Research suggests women's contribution to politics brings a grassroots and organic flavor to policymaking that particularly enriches human development outcomes and social needs²³³ such as those relevant to health, education, food security and economic productivity.

Women's engagement in politics may be strengthened by targeting the possible access points available to women through different roles such as that of a voter, political candidate, decision maker in the legislature or simply as an agent of change.²³⁴

In Pakistan, there is opportunity to enhance access points for women across all levels of governance – federal, provincial, and local. Pakistan has signed off on notable universal commitments to pursuing gender equality across various aspects of community living including politics. Evidence suggests that women legislators in Pakistan register high attendance and contribution to assembly debates (as compared to men) and lead the only cross-party fora in the form of parliamentary caucuses.²³⁵ These caucuses have helped mobilize support from men to bring about laws to curb domestic violence and child marriage among other issues. However, Pakistan struggles with sustaining momentum in women's participation in public offices as well as electoral processes. Punjab too, mirrors this dilemma whereby the male to female voter turnout gap is quite wide as well as the male to female gap in political representation. This is so despite affirmative action such as voter registration drives focused upon women and minimum representation quotas in public offices and political party candidature. Although some statistics paint a dismal picture, recent interventions by the ECP as well as legislative momentum to ensure increased political participation of women are steps in the right direction. Sustaining this momentum and accelerating the implementation framework of existing laws and policies will help Punjab and Pakistan in making public and political processes safe, accessible, and profitable for women to engage with.

Recommendations

Legislative/Policy

Enhance & Facilitate Local Government

1. Speed up feedback oriented local government reforms to enable consistent grassroots participation of women workers.

227 (Data sourced from PML-N official website. Accessible at <https://pmln.org/office-bearers/wings/>)

228 (Data sourced from PPP official website. Accessible at <https://www.ppp.org.pk/party-structure/>)

229 (Heywood, 1997)

230 (Ismail, 2013)

231 (UN Women Watch, 2009)

232 (Ismail, 2013)

233 (Profeta, 2017)

234 (Markham, 2010)

235 (Khan & Naqvi, 2020)

- II. Enhance local government by building effective coordination mechanisms with the provincial government to create a sense of ownership.

Facilitate Women in the Public Sector

- I. The Planning and Development Board must issue clear directives for all development scheme budgets and planning to be gender-sensitive.
- II. Public offices must be mandated to actualize women-friendly practices including maternity leave and support and daycare facilities.
- III. Educational merit must be introduced to avoid spoils system and legislative membership based on family ties.

Facilitate Women in the Political Party Structures

- I. Political parties' formation and registrations with the Election Commission of Pakistan must require a minimum representation of women in central leadership and membership.
- II. Provisions for campaign financing for women candidates must be instituted to make running for electoral office accessible and affordable for women candidates.

Procedural

Ensure women's meaningful representation in political party candidature

- I. Ensure safeguards for the 5% rule for political parties and facilitate women councillors.

Ensure women's meaningful participation in legislature and public office

- I. Diversity in portfolios must be ensured to avoid gender based occupational segregation.
- II. Role of Women's parliamentary caucuses must be expanded from advocacy and awareness to lead targeted projects and interventions.

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

- I. All government departments/offices need to undertake focused recruitment measures in order to comply with the 15% quota requirement of PWEF 2012.
- II. 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.

Enable women's meaningful participation in electoral processes

- I. To achieve 100% Female Voter Registration/Turnout i. NADRA should issue CNICS to citizens upon turning 18 years of age.
- II. ECP to identify districts with large gaps in CNIC and voter registration and increase female registration through mobile vans.
- III. Trainings provided by ECP to Presiding Officers, Returning Officers and other ECP personnel should include a

gender sensitivity component.

- IV. District governments should take special administrative and procedural measures including door-to-door awareness campaigns and voter registration drives to improve female voter turnout.
- V. More female police officers should be stationed at polling booths to facilitate female voters.
- VI. Polling stations and booths should have ramps and wheelchair accessibility for women with disabilities.

Ensure gender-disaggregated data collection.

- I. Mandate maintenance of gender disaggregated records across all provincial and district public offices to inform gender-sensitive policymaking.
- II. Digital databases and portals must be created and consolidated for inter-departmental coordination.
- III. Gender disaggregated data collection and research must be funded to develop a culture of evidence-based gender mainstreaming in governance systems.

the \mathbb{R}^2 -valued function \tilde{u} is a solution of the elliptic equation $\Delta \tilde{u} = 0$ in \mathbb{R}^2 .

Since \tilde{u} is a harmonic function in \mathbb{R}^2 , it follows from Liouville's theorem that \tilde{u} is constant.

Since \tilde{u} is constant, $\tilde{u} = 0$ in \mathbb{R}^2 . Hence $u = 0$ in \mathbb{R}^2 . \square

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HEALTH


KEY FINDINGS


- 


Male Life Expectancy (LE) in Punjab has increased from 67.7 years in 2016 to 69.5 years in 2020. Similarly, female LE has risen from 66.9 years in 2016 to 68.3 years in 2020. Over the years, female LE has consistently remained lower than the male LE.
- 


In Punjab, the Infant Mortality Rate (IMR) has steadily decreased from 60/1,000 live births in 2016 to 53.7/1,000 live births in 2020. The Under5 Mortality Rate has also dropped from 83.3/1,000 live births in 2016 to 73.3/1,000 live births in 2020.
- 


Total Fertility Rate (TFR) in Punjab has decreased from 2.8 live births per woman in 2016 to 2.5 in 2020.
- 


As per the Pakistan Maternal Mortality Survey (PMMS) (2019), Punjab has the lowest Maternal Mortality Ratio of 157 maternal deaths per 100,000 live births followed by Khyber Pakhtunkhwa (165), Sindh (224), and Balochistan (298) (all figures are measured per 100,000 live births).
- 


PMMS (2019) reveals that 10.3% of all female deaths in Punjab could be classified as maternal deaths. Furthermore, 93.7% of women reported one or more complications during their last pregnancy.
- 

As of January 1st, 2019, there were 4,937 health institutes in Punjab. Of these, there were 2,510 (50.8%) Basic Health Units (BHUs), 1,201 (24.3%) dispensaries, 389 (7.9%) hospitals, 319 (6.5%) Rural Health Centers (RHCs), 280 (5.7%) Maternal Child Health Centers (MCH), 221 (4.5%) Sub Health Centers (SHCs) and 17 T.B Clinics (0.3%).
- 


By January 1st 2019, there were a total of 60,359 beds in Punjab of which 48,804 (80.9%) were in hospitals followed by 6,087 (10.1%) in RHCs, 4,948 (8.2%) in BHUs, 379 (0.6%) in dispensaries and 141 (0.2%) in T.B Clinics.
- 


As of January 1st, 2019, there were a total of 83,829 doctors (MBBS) in Punjab (and Federal area) of which 40,153 (47.9%) were male doctors whereas 43,676 (52.1%) were female doctors. However, of the total 23,708 Specialist doctors, there were 15,309 (64.6%) men and 8,399 (35.4%) women.
- 


As of June 2021, there were a total of 2,344 service centers under Population Welfare Department (PWD) which included 2,100 (89.5%) Family Welfare Centers, 129 (5.5%) Family Health Clinics and 115 Mobile Service Units (5%). The number of total service centers under PWD has remained constant since 2017.
- 


In 2020, there were 1,569 Integrated Reproductive Maternal, Newborn & Child Health and Nutrition (IRMNCH) facilities. This included 1,196 (76%) 24/7 BHUs, 315 (20%) RHCs, and 58 stabilization centers (4%). An additional 271 BHUs, 4 RHCs and 13 Stabilization Centers (SCs) were established between 2018 and 2020.
- 


In 2019 the (IRMNCH) facilities had a total human resource of 47,952 health officials; there were 42,784 (89%) Lady Health Workers (LHWs), 2,048 (4%), Lady Health Visitors, 1,706 (4%) Lady Health Supervisors (LHS), 1,312 (3%) Ayas, 59 (0.1%) nurses, and 43 (0.1%) Women Medical Officers (WMOs). The number of


- 


LHWs, LHSs and WMOs in Punjab consistently decreased between 2018 and 2020.
- 


MICS (2017-18) reveals that the Contraceptive Prevalence Rate (CPR) in Punjab was 34.4% and the unmet need for contraception stood at 17.8%.
- 


As per MICS (2017-18), only 15.7% of women aged 15-49 years visited an antenatal care (ANC) provider at least eight times (during their most recent pregnancy with a live birth). 11.3% of women did not visit an ANC provider at all.
- 


68.1% of women sought antenatal care from a medical doctor followed by 14.3% and 4.3% of women who visited a nurse/midwife and Lady Health Visitor (LHV) respectively.
- 


As per MICS (2017-18), 73.2% of women in Punjab had an institutional delivery. This included 29.7% and 43.5% of deliveries in public and private health facilities respectively. Over time, the number of institutional deliveries has increased in Punjab; as per MICS (2014), 60.7% of births were delivered in health facilities, compared with 73.2% in 2017-2018.
- 

Comparison of data from MICS (2014) and MICS (2017-18) shows that births that were delivered in the presence of a skilled birth attendant increased from 66% to 76.5%.
- 

Comparison of data from MICS (2014) and MICS (2017-18) shows that the proportion of C-section births in Punjab increased by 5.3%, from 23.6% to 28.9%.
- 

As per MICS (2017-18), 82.6% of women received no postnatal health checkup.
- 

Women's Economic and Social Wellbeing Survey (WESW) (2017-18) indicates that of all women ever married women aged 15-64 years, 2.9% suffered from Fistula. Of these, 83% reported that the problem occurred as a consequence of a difficult child birth.
- 

WESW (2017-18) reveals that of all the women aged 15-64, 0.2% of women were diagnosed with a form of cancer. Of this, 49.5% of women suffered from breast cancer.
- 

In 2019, there were a total of 195,552 patients (outdoor and indoor) in the Punjab Institute of Mental Health. Of these, 134,563 (68.8%) were men and 60,989 (31.2%) were women.

INTRODUCTION

An adequate level of health is the most fundamental building block for an individual's life. It enables effective functioning in every other facet of life including education, economic, social and political participation.²³⁶ The WHO classifies health as a fundamental human right and defines it as "a state of complete physical, mental and social well-being and not merely the absence of disease".²³⁷ The Universal Declaration of Human Rights 1948 also articulates good health as a prerequisite for an adequate standard of living.²³⁸ As per the Ottawa Charter for Health Promotion (1986), health is a resource for everyday life and not just the objective of living; good health, in fact, provides the means to live well.²³⁹ International regulatory frameworks such as the Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW, 1979), International Conference on Population and Development (ICPD, 1994) and Beijing Declaration and Platform for Action (1995) acknowledge the 'right to health' as being pivotal in advancing human rights as well as the gender equality agenda.

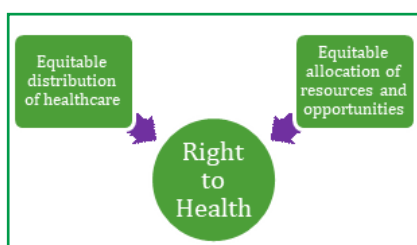


Figure 4.1

It is, however, important to understand that the *right to health* or *health equity* does not only include *proper distribution of healthcare resources, facilities and services*; it also entails *equitable allocation of resources and opportunities* that allow individuals to achieve their optimum health potential.²⁴⁰ This is based on the understanding that a range of factors in addition to provision of healthcare services account for good health outcomes.²⁴¹ These include *inter alia* clean water, adequate sanitation, healthy environmental and occupational conditions, access to health related information as well as education, economic and financial resources.²⁴² Lack of resources, stemming from social, structural and systemic barriers that prevent certain individuals or segments of the society from achieving good health is tantamount to social injustice.²⁴³

Over time, countries have achieved significant progress

in terms of health outcomes. The World Health Statistics (WHS) Report 2020 demonstrates that, across countries, there has been a considerable improvement in health-related indicators such as the Healthy Life Expectancy (HALE) (number of years that people are expected to live in good health). Between 2000 and 2016, HALE experienced an increase of 8%, going up from 59 years to 63 years.²⁴⁴ This can largely be attributed to global reductions in the incidence of infectious diseases such as HIV, Tuberculosis (TB) and Malaria. From 2000 to 2018, prevalence of the HIV pandemic decreased globally from 0.47 to 0.24 per 1,000 uninfected persons. The incidence of TB went down from 172 new and relapsed cases per 100,000 people in 2000 to 132 cases in 2018. Prevalence of malaria declined from 81 cases per 1,000 people at risk in 2000, to 57 cases in 2018. The reduction in these diseases is a consequence of a greater focus on prevention and treatment interventions.²⁴⁵

Besides significant strides made in improving overall health outcomes for people across the world, gender disparities in health related indicators have also narrowed down over the last few decades. The Global Gender Gap Report (GGGR) 2021 reveals that, on average, gaps in Health and Survival have closed by 96% globally.²⁴⁶ The Health and Survival gender gap in the GGGR 2021 is measured using two indicators i.e. *healthy life expectancy* and *sex ratio at birth*.²⁴⁷ As most countries have achieved parity in terms of healthy life expectancy, the cross-country variation in health and survival gender gaps can mainly be explained by skewed sex ratios at birth. In large parts of Asia and North Africa, sex ratios at birth tilt in favour of boys i.e. a higher number of male births are recorded compared to female births.²⁴⁸ It not only represents less birth registration of girls but also demonstrates deep-rooted gender discrimination and regressive cultural norms that depict a strong preference for sons. It evidences gender-biased prenatal sex-determination and sex-selective abortion as well as postnatal discrimination and neglect of healthcare needs such as immunization and nutrition of female children.²⁴⁹

Pakistan ranks 153rd (with a score of 0.944) out of 156 countries assessed for Health and Survival by the GGR (2021). Although Pakistan has a parity score of 0.99 on the 'healthy life expectancy' indicator, it scores 0.92 in

236 (Braveman, 2014)

237 (WHO, n.d.)

238 (World Medical Association, n.d.)

239 (Ottawa Charter for Health Promotion, 1986)

240 (Sen, 2002)

241 (Sen, 2002)

242 (Sen, 2002)

243 (Sen, 2002)

244 (World Health Statistics: monitoring health for the SDGs, 2020)

245 (World Health Statistics: monitoring health for the SDGs, 2020)

246 (World Health Statistics: monitoring health for the SDGs, 2020)

247 "The sex ratio at birth refers to the number of boys born alive per 100 girls born alive" as defined by OECD

248 (Hesketh & Xing, 2006)

249 (Hesketh & Xing, 2006)

terms of the sex ratio.²⁵⁰ This is a consequence of the patriarchal structure of the society that places higher value on sons who are considered breadwinners and ones responsible for carrying forward the family name.²⁵¹

An interesting phenomenon with regards to gendered health outcomes is the *gender health paradox* which implies that although women experience lower levels of mortality, they are more likely to have higher levels of morbidity.²⁵² In other words, women live longer but they live in relatively poor health throughout their lifetime. While biological variations between men and women may make them more vulnerable to certain health conditions, it is primarily the variations in the behaviour of men and women, stemming from social norms that account for the gender health paradox.²⁵³ Socially constructed gender roles that view men as primary financial providers contribute to a higher level of stress in men, while also predisposing them to health damaging and high risk behaviour including alcohol misuse and excessive smoking. This increases the likelihood of illnesses (such as cardiovascular diseases) that are associated with higher levels of mortality. Women, on the other hand, experience poor quality of physical and mental health (particularly depression and

hypertension) as a consequence of the pressures associated with managing dual responsibilities; that of paid work and family care work.²⁵⁴

In addition, women also face risks to good health from diseases or conditions that particularly impact the female sex.²⁵⁵ According to the World Health Statistics (2020), in 2017, 295,000 women around the world lost their lives to pregnancy and childbirth; around 86% of these women were based in Saharan Africa and South Asia.

There is a particular emphasis on maternal health targets in the 2030 Sustainable Development Agenda.²⁵⁶ Considering the centrality of women's health to sustainable development and women's rights, the exclusive goal on gender equality (SDG 5) also emphasizes the need to ensure universal access to reproductive health (Goal 5.6). Additionally, achieving gender parity by ensuring equitable allocation of resources, ending violence and allowing equal economic and political participation (targets of SDG 5) is of paramount importance to realize SDG 3; alternatively, improved health outcomes are likely to accelerate progress on achieving gender equality by facilitating *all* in working towards their full potential.²⁵⁷

SDG 3: Ensure healthy lives and promote well-being for all at all ages

- 3.1** By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births.
- 3.2** By 2030, reduce neonatal mortality to at least as low as 12 per 1,000 live births and under-5 mortality to at least as low as 25 per 1000 live births.
- 3.3** By 2030, end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases, and combat hepatitis, water-borne diseases and other communicable diseases.
- 3.4** By 2030, reduce by one third premature mortality from non-communicable diseases through prevention and treatment, and promote mental health and well-being.
- 3.7** By 2030, ensure universal access to sexual and reproductive healthcare services, including for family planning, information and education, and the integration of reproductive health into national strategies and programs.
- 3.8** Achieve universal health coverage, including financial risk protection, access to quality essential healthcare services and access to safe, effective, quality and affordable essential medicines and vaccines for all.
- 5.6** Ensure universal access to sexual and reproductive health and rights as agreed in accordance with the Program of Action for the International Conference on Population and Development, the Beijing Platform for Action, and the outcome documents of their review conferences.

250 For GGR (2021), parity in sex ratio is achieved at 0.94 instead of 1 (i.e. 94 female births per 100 male births). This is based on what is considered the natural sex ratio. Births are naturally male-biased because of higher female mortality over the course of a pregnancy - Orzack et al. (2015)

251 (Sathar, Rashida, Hussain, & Hassan, 2015)

252 (Bastos, Canesqui, & Barros, 2015)

253 (WHO, n.d.)

254 (WHO, n.d.)

255 (Brown, et al., 2017)

256 (Preventable maternal mortality and morbidity and human rights)

257 (Fernandez, 2019)

Being a signatory to the SDGs, Pakistan is committed to achieving targets related to SDG 3 and SDG 5. Following the 18th amendment to the constitution, although healthcare service delivery in Pakistan has been devolved to the provinces,²⁵⁸ the Federal Ministry of National Health Services Regulation and Coordination (re-established in 2013) is responsible for national and international coordination with regards to public health, oversight of regulatory bodies and coordination of population welfare programs.²⁵⁹ Additionally, a Health and Population Think Tank has been established by the Government of Pakistan to provide a platform for discussing and resolving priority health issues such as local production of vaccines, quality of care at birth, social health protection and health human resource.²⁶⁰ In accordance with the National Health Vision 2016-2025, Pakistan aims to improve healthcare services and increase the budget allocated to healthcare.²⁶¹ To achieve Universal Health Coverage, the Federal Government has established the *Sehat Sahulat* Program (SSP), a social health protection initiative that aims to provide free health insurance initially to households that fall below the poverty line as well as marginalized groups such as persons with disabilities and trans-gender communities. The Government is currently working towards expanding the program to all households.²⁶²

COVID-19, Health, and Women in Pakistan

The COVID-19 pandemic has compounded systemic inequalities that adversely impact women and girls.²⁶³ It is anticipated that the long term impact of the pandemic will more intensely be borne by women, particularly those in low and middle income countries.²⁶⁴ Although, there is scarcity of research that assesses the gendered impact of COVID-19 on health outcomes in Pakistan, a few studies that have been conducted show that women face unique challenges and stressors.

Women are generally at a greater risk of developing mental health disorders and have reported experiencing higher levels of anxiety, stress and depression during previous epidemics as well as COVID-19.²⁶⁵ An online survey conducted amongst 393 female respondents to

evaluate the mental health condition of women during the pandemic in Karachi, Pakistan revealed that 22% and 18% of women reported severe anxiety and severe depression, respectively. In addition, an alarming number of women (38%) disclosed that they had self-destructive thoughts at some point. Interestingly, the survey found that younger women (aged 18-30) were at greater risk of experiencing mental health problems during the pandemic.²⁶⁶

Another study based on 22 telephonic interviews with female Health Care Professionals (HCPs) in Lahore highlighted the psychological and emotional challenges faced by female HCPs including doctors, nurses and allied healthcare workers during COVID-19. As female HCPs are also responsible for domestic chores, elderly and child care, they experienced higher levels of anxiety, stress and fear of transmitting the disease to their family members and managing added professional commitments along with care work at home.²⁶⁷

According to research conducted by UNWOMEN, due to comparatively lower education levels, lack of access to the internet, and limited mobile ownership, women in Pakistan and Bangladesh are less likely to receive information pertaining to COVID-19.²⁶⁸ This puts women and their families at a disadvantage, increasing chances of infection and reducing means to take appropriate action.²⁶⁹

As per the COVID-19 sex-disaggregated data tracker for Pakistan, by August 2020 approximately 74 percent of confirmed cases and deaths were that of men; women accounted for only 26 percent of cases.²⁷⁰ Several sources suggest that women were not being infected less as the data might suggest; in fact women were being tested less.²⁷¹ Data from a few cities in Punjab reveals female tests comprised only about one-fourth of all the tests performed.²⁷² Lower levels of testing of women carries serious repercussions as women's mortality rates may rise even though it won't directly be associated with COVID-19.²⁷³

Another devastating impact of the pandemic has been interrupted supply chains and women's curtailed access to sexual and reproductive healthcare services. In Pakistan, several primary health care services have been

258 (WHO, 2017)

259 About Us: Ministry of National Health Services Regulation and Coordination

260 (Shaikh, Hafeez, & Ali, 2019)

261 Ibid

262 (Pakistan Institute of Development Economics, 2021)

263 (SHE TOLD US SO: RAPID GENDER ANALYSIS-Filling the Data Gap to Build Back Equal, 2020)

264 Ibid

265 (NESS, 2021)

266 (Asim, Ghani, Ahmed, Asim, & Qureshi, 2021)

267 (Shahbaz, Ashraf, Zakar, & Fischer, 2021)

268 (Women's Health During COVID-19 in Pakistan, 2020)

269 Ibid

270 (Global Health 5050, n.d.)

271 (Accountability Lab, 2020)

272 (Siddiqi & Shahid, 2020)

273 (Siddiqi & Shahid, 2020)

put on hold including outreach activities of community health workers, midwives and lady health visitors.²⁷⁴ The pandemic is also restricting women's access to life-saving maternal and new-born health services. In a few hospitals in Islamabad and KPK, the reported closure of maternity and gynaecology wards, where a significant number of healthcare workers tested positive for COVID-19, demonstrates the additional health risks that women in Pakistan are faced with as result of lack of resources and proactive planning.²⁷⁵

Taking into account the exacerbation of gender inequalities in health outcomes as a result of COVID-19, in addition to the existing higher morbidity levels of women and poor performance on maternal health indicators, it is of utmost importance to incorporate a gendered perspective in health-related programmatic and policy interventions; this holds true at national and sub-national levels, given that *leaving no one behind*²⁷⁶ remains the cornerstone for sustainable development and progress for all.

Organization of Analysis

This section is structured as follows:



274 (WHO, 2020)

275 (Shah, 2020)

276 (United Nations Sustainable Development Group, n.d.)

4.1 Pakistan Health Profile

4.1.1 National Disease Burden, Life Expectancy and Leading Causes of Death

The burden of diseases is not just that it causes deaths, but also that it brings upon suffering for people who *live with illnesses*.²⁷⁷ Mortality and morbidity combined is, thus, considered the 'burden of disease' and is quantified by the Disability Adjusted Life Years (DALYs). DALYs represent the Years of Life Lost (YLL) due to premature death and the Years of healthy Life Lost due to Disease or Disability (YLD).²⁷⁸ Pakistan has a DALY of 45,533 per 100,000 individuals as compared to the global average of 32,797 per 100,000 individuals; this is the second highest in South Asia (after Afghanistan).²⁷⁹

As of 2019, the overall Life Expectancy (LE) at birth in Pakistan is 67 years, lower than the global average of 73 years. The average LE of men, however, is lower (66 years) than that of women (68 years). This aligns with the global trend whereby male LE (71 years) is lower than female LE (75 years).²⁸⁰ The difference between male and female LE, however, remains lower in Pakistan as opposed to the global average whereby women outlive men by 5 years.²⁸¹

Figure 4.2 shows the top 10 causes of deaths in Pakistan for men and women respectively.²⁸² The top 3 causes for both men and women are the same i.e. neonatal disorders followed by ischemic heart diseases and strokes. Neonatal disorders account for 17.4% and 16% of total male and female deaths respectively, indicating an inadequate level and use of maternal and child health services particularly antenatal care, immunization and presence of skilled birth attendants at delivery.²⁸³ Overall, causes of deaths for men and women are similar with slight variations in incidence. For women, breast cancer accounts for 4.5% of deaths. The top 10 causes account for 65% and 62% of all male and female deaths respectively. Remaining deaths are caused by a range of other diseases, accidents, injuries and acts of violence.

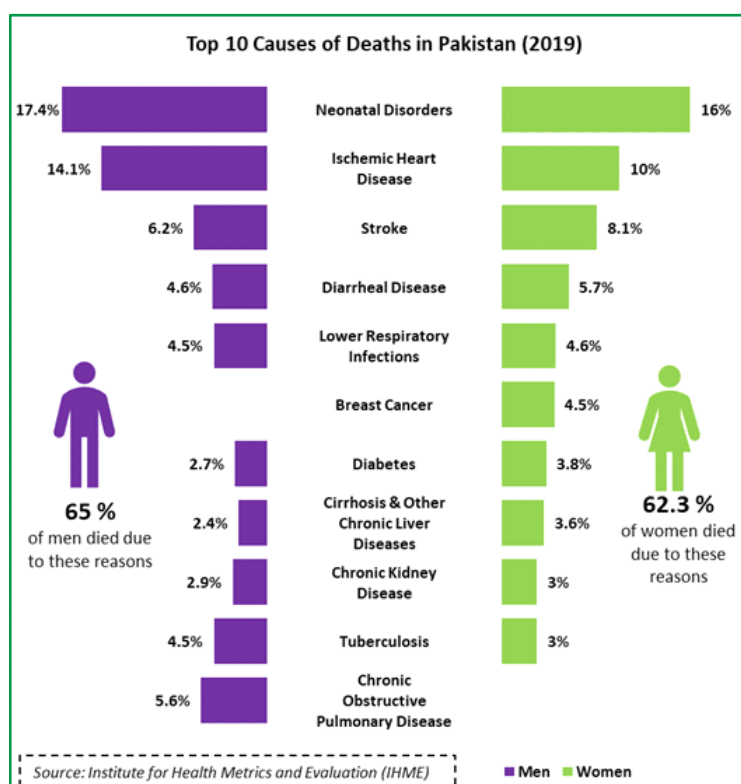


Figure 4.2

277 (Roser & Ritchie, 2016)

278 (WHO, n.d.)

279 (Institute for Health Metrics and Evaluation (IHME), 2019)

280 (The World Bank, 2019)

281 (Institute for Health Metrics and Evaluation (IHME), 2019)

282 Ibid.

283 (Why are the Pakistani maternal, fetal and newborn outcomes so poor compared to other low and middle-income countries?, 2020)

284 IHME independent global health research center at the University of Washington.

4.1.2 Maternal Mortality and Morbidity

The Maternal Mortality Ratio (MMR) is the number of maternal deaths²⁸⁵ per 100,000 live births during a given time period.²⁸⁶ MMR provides an indication of women's overall health and access to good quality of health services; it reflects the nation's capability to take care of the health and lives of its mothers.²⁸⁷

Pakistan Maternal Mortality Survey (PMMS) (2019) reveals that the MMR for Pakistan was 186 maternal deaths per 100,000 live births in 2019 as compared to the corresponding figure of 276 maternal deaths in the 2006-07 Pakistan Demographic Health Survey (PDHS). The 2006-07 PDHS included an estimate of maternal mortality which was missing in both 2012-13 and 2017-18 PDHS. The PMMS (2019) was, thus, designed in a way to ensure comparability of its MMR figures with those in PDHS 2006-07. The most prevalent reasons for high MMR across developing countries is neglected prenatal and postnatal care, limited emergency obstetric care and presence of skilled birth attendants.²⁸⁸ Pakistan has committed to decreasing the MMR to less than 70 per 100,000 live births by 2030, as per its commitment to achieve SDG 3.1 by 2030.²⁸⁹

Maternal morbidity covers any and all health conditions arising from or exacerbated by pregnancy or childbirth.²⁹⁰ The PMMS (2019) reveals that the most common issues reported by women during their last pregnancy included feeling of extreme weakness (58%), body aches (44%), lower abdominal pain and severe headache (42% each), and fever and shortness of breath following physical activity (39% each). Overall, 93% of women reported experiencing one or more complications during their last pregnancy. Similarly, 73% and 34% reported complications during the postpartum period and delivery, respectively.²⁹¹

4.1.3 National Healthcare Delivery System

The state offers healthcare services through a three-tiered delivery system along with several public health interventions. The primary level comprises of Basic Health Units (BHUs) and Rural Health Centers (RHCs) whereas the secondary level includes referral facilities that provide acute inpatient care through Tehsil Headquarter Hospitals (THQs) and District Headquarter Hospitals (DHQs). Finally, the tertiary care level encompasses teaching hospitals and medical education institutes.²⁹² Table 4.1 provides an overall snapshot of healthcare facilities and personnel in Pakistan.

Access to Healthcare in Pakistan (2020)	
Facilities	
Hospitals	1,282
Basic Health Units	5,472
Rural Health Centers	670
Maternity & Child Health Centers	752
Dispensaries	5,743
Hospital Beds	133,707
Population per bed (2018)	1,608
Personnel	
Doctors	245,987
Nurses	116,659
Dentists	27,360
Midwives	43,129
Lady Health Visitors	21,361
Source: Pakistan Economic Survey (2020-21)	

Table 4.1

Public and private health care systems operate simultaneously in Pakistan. Private clinics, hospitals and diagnostic laboratories across the country play a dominant role in alleviating pressure that the burgeoning population inevitably puts on limited public health resources and facilities.²⁹³ Although the public sector provides subsidized healthcare to all citizens, due to lack of capacity and resources a major proportion of the population turns to costly private healthcare.²⁹⁴ This is unsurprising considering the staggering Rs. 482.3 billion (1.2% of the GDP) that was provisionally spent on public healthcare by the Federal and Provincial Governments in 2019-20.²⁹⁵ The provisional expenditure in FY 2019-20, however, increased 14% from Rs. 421.8 billion (1.1% of GDP) in 2018-19 to Rs. 482.3 billion in 2019-20. The 'out-of-pocket' health expenditure in Pakistan remains as high as 65% as compared with the corresponding figure of 35% in emerging markets and developing economies.²⁹⁶

285 "Maternal deaths are defined as any death that occurred during pregnancy or childbirth or within 42 days after the birth or termination of a pregnancy"

286 (Global Health Observatory-WHO, n.d.)

287 (Pakistan Maternal Mortality Survey, 2019)

288 Ibid.

289 (Sustainable Development Goal 3, n.d.)

290 Ibid.

291 (Pakistan Maternal Mortality Survey, 2019)

292 Ibid.

293 (WHO, 2017)

294 (Country Policy and Information Note-Pakistan: Medical and healthcare provisions, 2020)

295 (Pakistan Economic Survey, 2020-21)

296 (Pakistan: Spending Needs for Reaching the Sustainable Development Goals (SDGs), 2021)

4.2 Punjab Health Profile

4.2.1 Life Expectancy

The WHO defines Life Expectancy (LE) at birth as "the average number of years that a new born could expect to live, if he or she were to pass through life exposed to the sex- and age-specific death rates prevailing at the time of his or her birth".²⁹⁷ LE is a key indicator used to assess health conditions; it is dependent on a range of factors including but not limited to per capita income, living standards, access to safe water and sanitation, level of education, environmental conditions, private and government health expenditures as well as provision of adequate health services.²⁹⁸

Over the last five years, male Life Expectancy (LE) in Punjab has increased by 1.8 years, from 67.7 years in 2016 to 69.5 years in 2020. On the other hand, female LE has gone up by 1.4 years, from 66.9 years in 2016 to 68.3 years in 2020. Female LE has consistently remained lower than the male LE. Forecasted values over the next five years indicate that male and female LE will reach 71.4 years and 70.2 years respectively by 2025.

Unlike the global trend, men in Punjab outlive women. This can possibly be attributed to gender-based discrimination and patriarchal norms that restricts women's decision-making power with regards to their own health, limits their mobility, access to healthcare services and prioritizes the nutritional and healthcare needs of men over those of women.²⁹⁹ Women also face additional risks in the form of complications in childbirth, high rates of maternal deaths and physical and psychological gender-based violence.³⁰⁰

Figure 4.3 shows the male and female LE in Punjab from 2016 to 2020 and forecasted LE values till 2025.

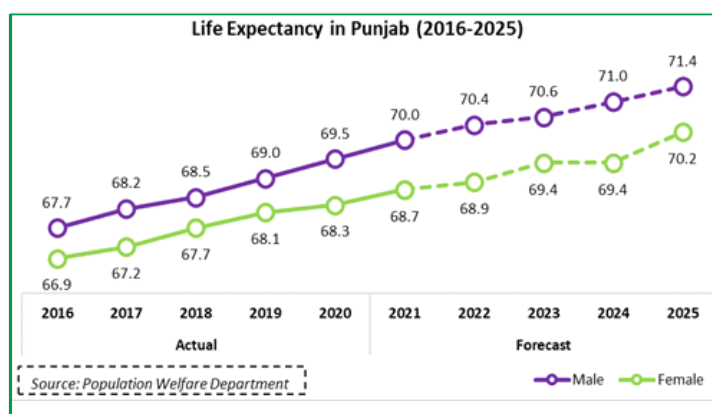


Figure 4.3

4.2.2 Infant and Under-5 Mortality

Infant and Under-5 Mortality Rate (IMR and U5MR) describe the probability of dying between birth and the first and fifth birthday respectively; IMR and U5MR is measured as the number of deaths for every 1,000 live births.³⁰¹ This indicator provides essential information regarding the adequacy of maternal and child health.³⁰²

Despite improvements over the years, Pakistan has the highest IMR in South Asia.³⁰³ Variations in IMR and U5MR can be explained by a range of factors including the provision of health services such as maternal and delivery care, antenatal coverage, immunization and vaccination for the mother and child, access to safe water and sanitation as well as level of household income and wealth.³⁰⁴ In addition, the status of women in society plays a pivotal role in determining the health and survival of infants; research indicates that higher literacy rates, levels of employment, decision-making power and freedom of movement of women directly result in lower child mortality rates.³⁰⁵

297 (THE GLOBAL HEALTH OBSERVATORY: WHO, n.d.)

298 (OECD Data: Life Expectancy at Birth, n.d.) and (Kabir, 2008)

299 (Gender inequalities in health and wellbeing across the first two decades of life: an analysis of 40 low-income and middle-income countries in the Asia-Pacific region, 2020)

300 (Yin, 2007)

301 (Centers for Disease Control and Prevention, n.d.)

302 Ibid.

303 (Population Growth: Implications for Human Development, 2019)

304 (Patel, Rai, & Rai, 2020)

305 (Bibi, Khan, & Irshad, 2020)

In Punjab, the IMR has steadily decreased from 60/1,000 live births in 2016 to 53.7/1,000 live births in 2020. It is forecasted that by 2025, the IMR will reach 46.6/1,000 live births. As for U5MR, it has steadily decreased from 83.3/1,000 live births in 2016 to 73.3/1,000 live births in 2020. By 2025, the figure is expected to stand at 62.1/1,000 live births. It is pertinent to mention here, that Pakistan requires a steadily decreasing U5MR in order to meet its SDG target (3.1) of reducing U5MR to 25 deaths per 1,000 live births by 2030.³⁰⁶

Figure 4.4 provides the male and female IMR and U5MR figures in Punjab from 2016 to 2020 and forecasted values for IMR and U5MR up to 2025.

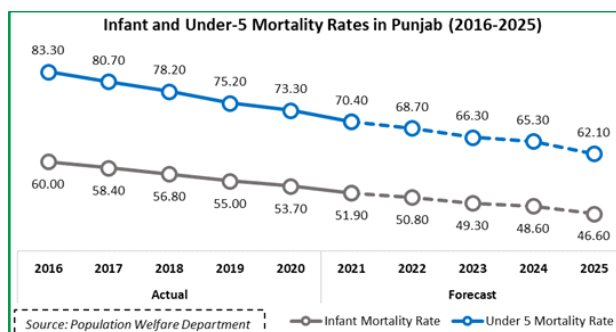


Figure 4.4

4.2.3 Total Fertility Rate

The Total Fertility Rate (TFR) measures the number of live births per woman provided she experiences the current age-specific fertility rate throughout her reproductive years (15-49 years).³⁰⁷ Population growth is strongly correlated to TFR, which in turn depends on several factors including age at the time of marriage, literacy rate and level of education completed and socio-cultural norms that determine use of contraception, and existence of and access to comprehensive family planning programs.³⁰⁸

TFR in Punjab has decreased from 2.8 live births per woman in 2016 to 2.5 in 2020. According to estimates, TFR will reach 2.2 in Punjab by 2025. It is pertinent to note that MICS reports a different TFR (See *Demographics 2.1.6*). Considering that Punjab is the most populous province in Pakistan (see *Demographics Section 2.1.1*), there is a particular need to focus on lowering the TFR. Evidence from Punjab reveals that fertility rates are likely to go down with a decrease in child mortality rates and a corresponding increase in the use of contraception.³⁰⁹ Furthermore, in Punjab, child marriage remains a significant contributor to higher fertility rates as women marrying earlier have a higher number of children over their lifespan.³¹⁰ According to an estimate, around 1.7 million additional births take place in Punjab as a result of the 21 percent of the girls who are married below the age of 18.³¹¹

Figure 4.5 shows the decreasing trend in TFR in Punjab over 2016 to 2020 and its continuing forecasted decline up to 2025.

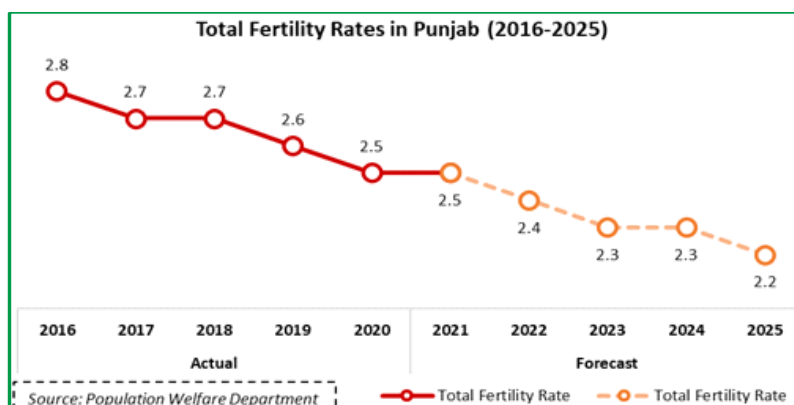


Figure 4.5

306 (Punjab Multiple Indicator Cluster Survey (MICS)-monitoring the situation of children and women, 2017-18)

307 Ibid.

308 (Götmark & Andersson, 2020)

309 (Sarwar & Chaudhary, 2020)

310 (Bari, Farooqui, Khan, Khan, & Kuraishi, 2020)

311 Ibid.

4.2.4 Maternal Mortality and Morbidity

Maternal Mortality Ratio (MMR) describes the number of maternal deaths per 100,000 live births.³¹² Data exhibits variations in MMR across provinces; Punjab (including ICT) has the lowest MMR of 157 maternal deaths per 100,000 live births followed by Khyber Pakhtunkhwa (165 per 100,000 live births), Sindh (224 per 100,000 live births), and Balochistan (298 per 100,000 live births). In Punjab, the lifetime risk of maternal mortality is estimated at 0.006 i.e. approximately 1 in every 166 women in Punjab is likely to die as a consequence of complications during pregnancy, childbirth, abortion or the postpartum period. This figure is lower than the national lifetime risk of maternal death of 0.007 (or 1 in every 143 woman).³¹³

Figure 4.6 shows the MMR in all provinces in comparison with the national average.

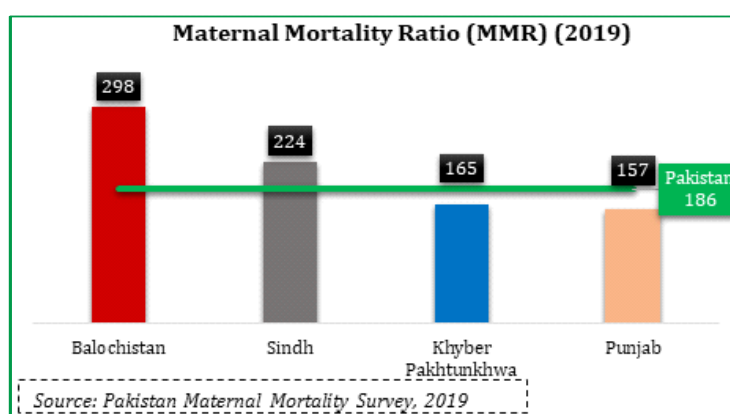


Figure 4.6

According to the Pakistan Maternal Mortality Survey (PMMS) (2019), 10.3% of all female deaths in Punjab in 3 years preceding the survey could be classified as maternal deaths. To reduce MMR, it is crucial to increase skilled birth attendance, use of modern contraceptive methods and coverage of community health workers.³¹⁴

Figure 4.7 indicates underlying causes of deaths for women in Punjab.

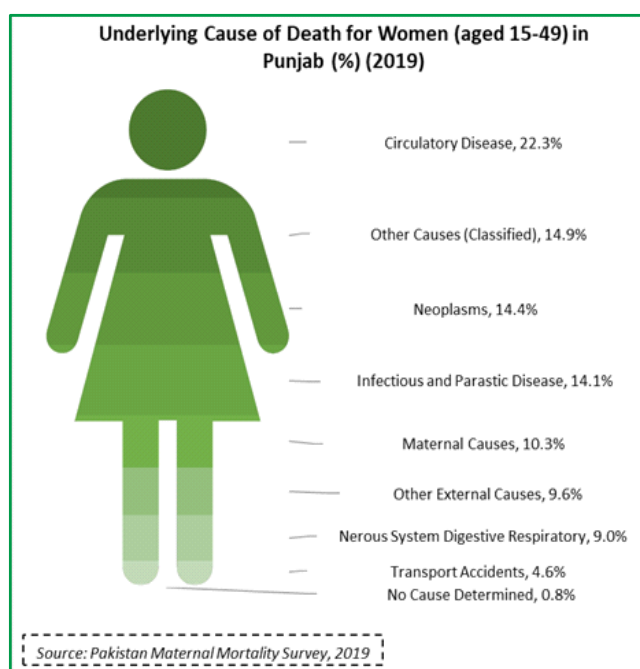


Figure 4.7

312 (Pakistan Maternal Mortality Survey, 2019)

313 Ibid.

314 Ibid.

The PMMS 2019 also includes data on any major or minor morbidities or complications that women of reproductive age (15-49) experienced during pregnancy, delivery, or the postpartum period during 3 years preceding the survey in Punjab. Table 4.2 shows that 93.7%, 73.6% and 36.7% of women reported one or more complications during their last pregnancy, the first 40 days of delivery and the last delivery respectively.

As for treatment seeking behaviour, the data reveals that 56.7% of women sought treatment for one or to complications. A higher proportion of women in urban areas was likely to seek treatment (60%) as opposed to those in rural areas (55%). In terms of diagnosis, 40.7% of women had one or more complication diagnosed by a healthcare provider. The figure is higher for urban areas (44.2%) as compared to rural areas (38.9%). This can potentially be ascribed to the disadvantage that rural women experience in terms of lower literacy rates, limited awareness and availability of healthcare related information (due to a lower access to ICT for women), and lack of healthcare facilities within a reasonable geographical distance.³¹⁵

Maternal Complications or Morbidities in Punjab					
	Percentage who had one or more complications during the last pregnancy	Percentage who had one or more complications within the first 40 days of delivery	Percentage who had one or more complications during the last delivery	Percentage who sought treatment for one or more complications	Percentage who had one or more complications diagnosed by a health care provider
Punjab	93.7	73.6	36.7	56.7	40.7
Urban	95.1	78.9	38	60	44.2
Rural	93	70.8	36	55	38.9

Table 4.2

4.2.5 Punjab Health Budget

Research from across the world demonstrates a positive impact of increased spending on health outcomes including improved life expectancy, reduced infant deaths and incidence of diseases.³¹⁶ Outcomes are likely to improve to a greater extent in countries with better performance on indicators of governance such as political stability, rule of law, corruption and regulatory quality.³¹⁷

The total budget outlay of Punjab for 2020-21 was PKR 2,240.7 billion. Of this, PKR 284.6 billion (12.7%) is allocated for healthcare; 136.1 billion for Primary & Secondary Healthcare and PKR 148.5 billion for Specialized Healthcare & Medical Education.³¹⁸

Punjab's Healthcare Budget (2020-21) = 284.6 billion	
Primary & Secondary Healthcare	136.1 billion
Specialized Healthcare & Medical Education	148.5 billion

Table 4.3

Total health budget has consistently increased over the years for both Primary & Secondary Healthcare (P&SH) and Specialized Healthcare and Medical Education (SH&ME), albeit with varying levels of increase in each year.

Health budget for P&SH increased from Rs. 57.4 billion in 2015-16 to 136.1 billion in 2020-21. The greatest increase in P&SH budget was observed in 2017-18, when the amount allocated increased 70% from Rs. 65.2 billion in 2016-17 to Rs.110.7 billion in 2017-18. Amount allocated to SH&ME has risen from Rs. 66.3 billion in 2015-16 to Rs. 148.5 billion in 2020-21. The greatest increase for SH&ME was observed in 2016-17 when the allocated amount increased 39% from Rs. 66.3 billion in 2015-16 to Rs. 92.1 billion in 2016-17.

With a GDP of Rs. 45,667 billion, Government of Punjab currently spends 0.6% of its GDP on healthcare.³¹⁹ Estimates suggest that public healthcare spending needs to increase significantly (almost five-fold in terms of GDP) if Pakistan is to meet its SDG targets by 2030.³²⁰

315 (Jain, Sathar , & Haque, 2015) and (Zakar, Qureshi, Zakar, & Fischer, 2014)

316 (Bein, Unlucan, Olowu, & Kalifa, 2017)

317 (Makuta & Hare, 2015) and (Ibukun, 2021)

318 (Citizen's Budget: Government of Punjab, 2020-21)

319 Ibid.

320 (Pakistan: Spending Needs for Reaching the Sustainable Development Goals (SDGs), 2021)

Rs. 1.7 billion to IRMNCH & Nutrition Program (Phase-III)

Rs. 720 million to establish of 200 bedded Mother & Child Health Hospitals

at Rajanpur, Layyah & Mianwali

Rs. 300 million to establish Mother & Child Block in Sir Ganga Ram Hospital, Lahore

Source: Citizens' Budget, Government of Punjab 2020-21

In the 2020-21 budget, the Government of Punjab allocated funds to expand the provision of reproductive health services. This includes Rs. 1.7 billion allocation to IRMNCH & Nutrition Program (Phase-III) for Mother & Child health & Nutrition services, Rs. 720 million to establishment of 200 bed Mother & Child Health Hospitals at Rajanpur, Layyah & Mianwali and Rs. 300 million for setting up a Mother & Child Block in Sir Ganga Ram Hospital, Lahore

Figures 4.8 and 4.9 show the budgetary allocation for P&SHD and SH&MED over the years.

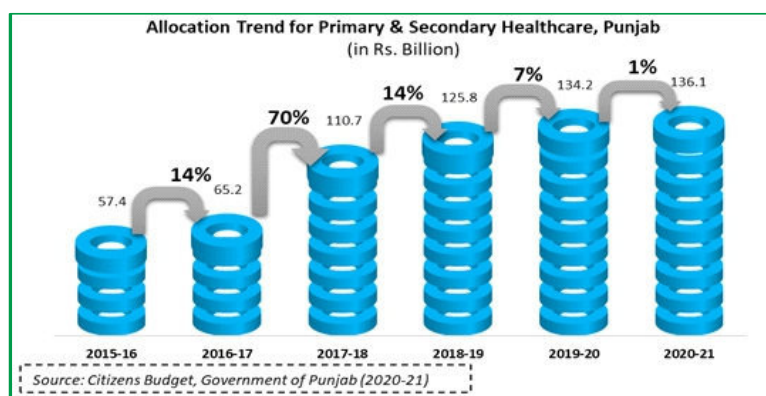


Figure 4.8

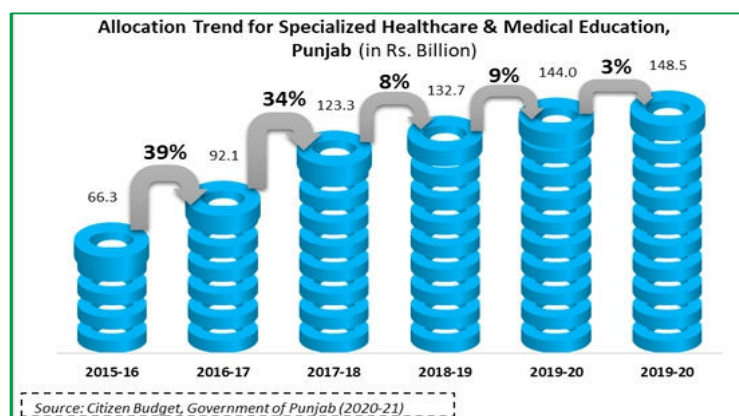


Figure 4.9

4.3 Access to Healthcare

Access to healthcare is generally gauged by coverage, kind of facilities, provision of timely and quality services, as well as the availability of qualified health professionals.³²¹ Besides ensuring adequate supply of health facilities and services, governments must create opportunities for people to access those services irrespective of demographic characteristics, financial status and gender identity.³²²

Punjab's healthcare sector is divided into Primary & Secondary Healthcare Department (P&SHD) and Specialized Healthcare & Medical Education Department (SH&MED).³²³ Primary health facilities comprise of Basic Health Units (BHUs), Rural Health Centers (RHCs), Mother and Child Health Centers (MCHs), Sub Health Centers (SHCs) and dispensaries. Primary healthcare is usually the first level of contact between a citizen and the health system.³²⁴

321 (Healthy People 2020-Access to Health Services)

322 Ibid.

323 (An Approach towards Integrated Healthcare System in Punjab, Pakistan, 2021)

324 BHU is an outpatient basic healthcare facility that has a medical doctor. Dispensaries perform a similar function but through a paramedic or dispenser. RHC provides outpatient and some inpatient care in rural areas.

Institutes at the primary level can prove immensely useful in expanding preventive and curative healthcare access and reducing burden of disease amongst communities.³²⁵ Secondary facilities include *Tehsil* and District Headquarter (THQs and DHQs) hospitals that generally provide curative and rehabilitative care to the population of a *tehsil*/district. P&SHD also manages healthcare programs including those for prevention of epidemics, immunisation, family planning, nutrition and prevention and control of communicable and non-communicable diseases. Finally, the SH&MED constitutes the tertiary level of healthcare comprising of teaching hospitals and medical education and training institutes.³²⁶

4.3.1 Healthcare Institutes in Punjab

As of January 1st, 2019, there were 4,937 health institutes in Punjab.³²⁷ Of these, there were 2,510 BHUs (51%), 1,201 dispensaries (24%), 389 hospitals (8%), 319 RHCs (6%), 280 MCH Centers (5.7%), 221 SHCs (5%) and 17 TB Clinics (0.3%).

Compared with 2015, the number of all institutions (except Hospitals) by January 1st, 2019 had gone down. The greatest decrease was observed in the case of TB clinics which went down by 62.2%, from 45 in 2015 to 17 by January 1st, 2019 followed by SHCs that decreased by 26.1% from 299 in 2015 to 221 on January 1st 2019. The number of hospitals, on the other hand, increased from 368 in 2015 to 389 (increase of 5.7%) over the same time period. Collectively, the number of health institutes decreased by 5.7% from 5,237 in 2015 to 4,937 by January 1st 2019.

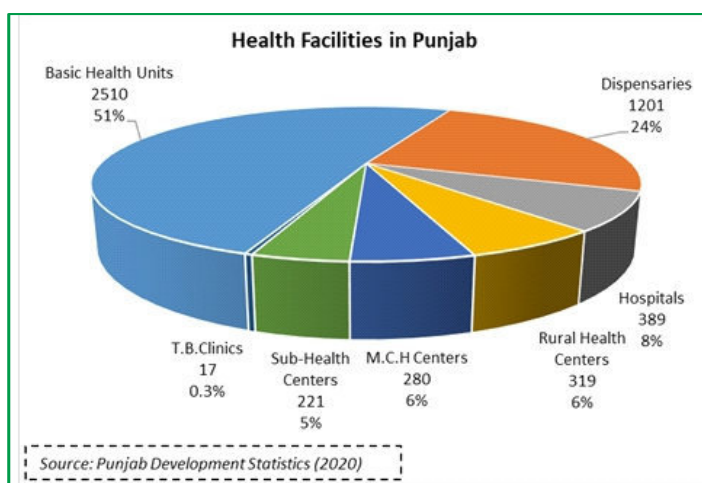


Figure 4.10

Figure 4.10 provides a snapshot of various kinds of health facilities in Punjab while Figure 4.11 shows how the number of facilities have changed over time.

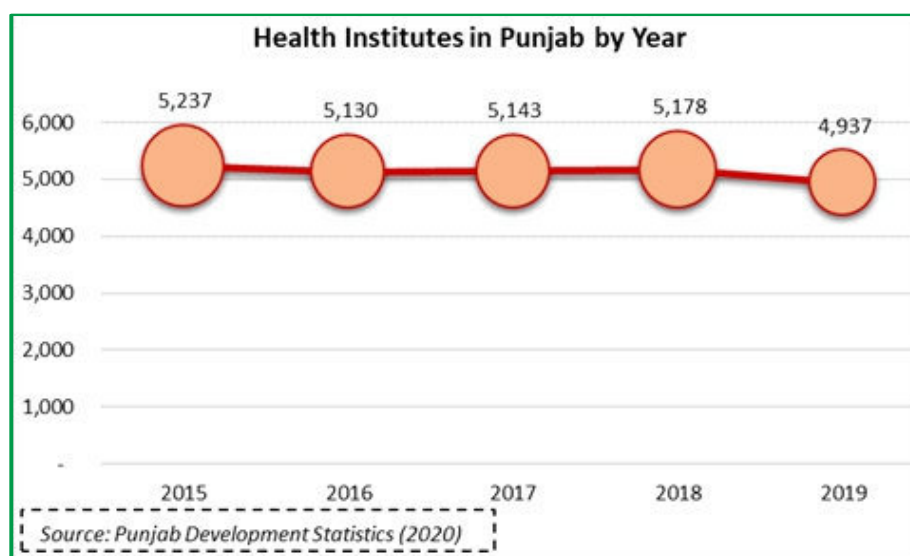


Figure 4.11

District level data shows that as of January 1st, 2019 the greatest number of health facilities i.e. 333 were recorded in Faisalabad, followed by Lahore (302) and Gujranwala (219). On the other hand, the lowest number of facilities were observed in Chiniot (54), Rajanpur (57) and Hafizabad (61).

325 (Reformative Measures for Basic Health Units in Pakistan, 2015)

326 Ibid.

327 This includes institutes run by Health Departments, Home Department, Auqaf Department, local bodies, Pakistan Railways, WAPDA, Punjab Employees' Social Security Institution and private institutions aided by Government of Punjab (and located in Punjab).

Figure 4.12 shows district wise health facilities in Punjab.

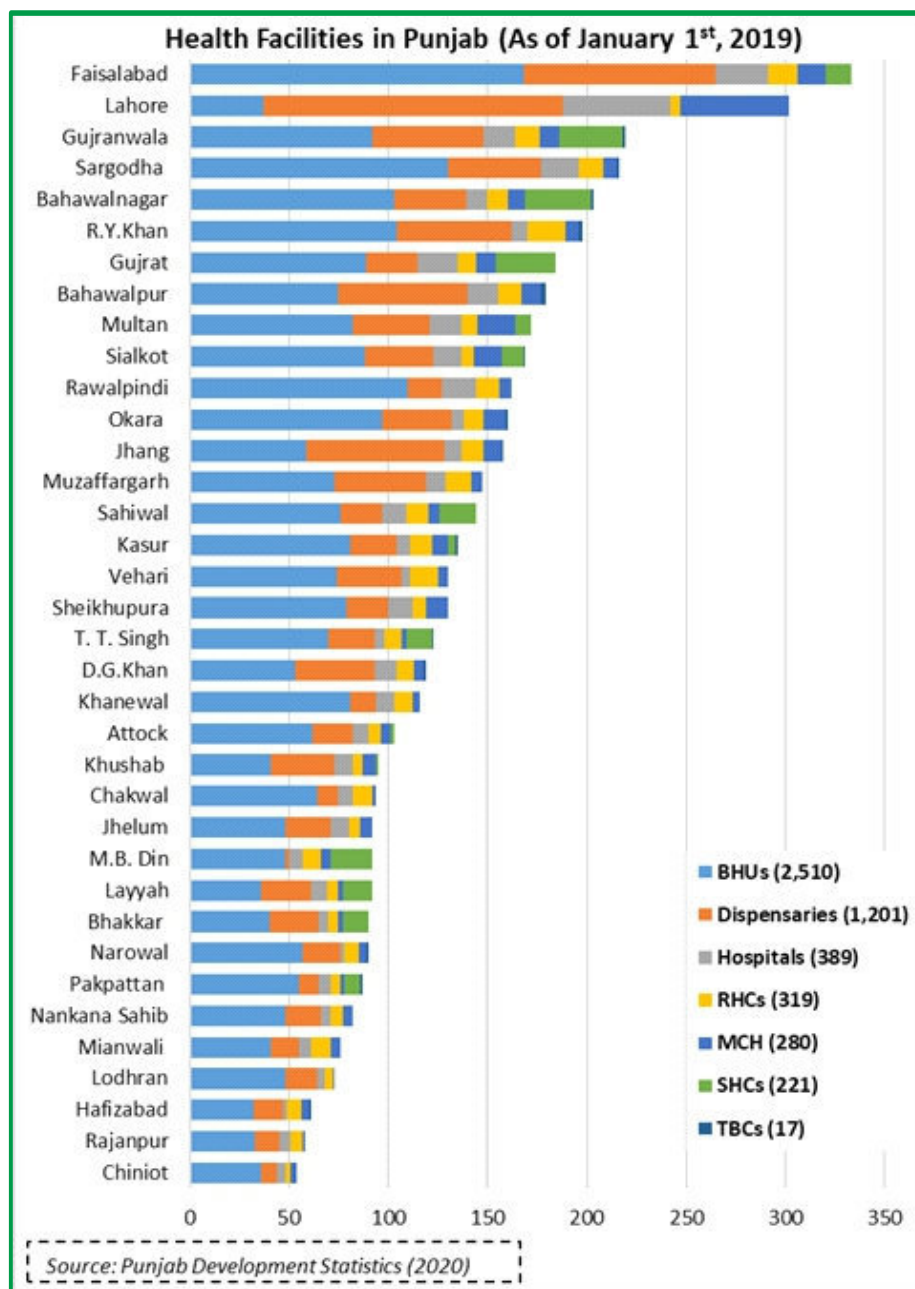


Figure 4.12

4.3.2 Number of Beds

The number of beds is a commonly used indicator to assess the availability of inpatient care and services in hospitals and other healthcare institutes.³²⁸ WHO measures hospital beds in terms of beds per 10,000 people. There is a vast variation in the number of beds in countries, ranging from 3.9 per 10,000 in Afghanistan in 2017 to 69 per 10,000 in Romania in the same year.³²⁹ The COVID-19 pandemic has particularly demonstrated the importance of adequate hospital resources including beds, in reducing and ultimately preventing mortalities, and emphasized the need for low and middle income countries to add to their bed capacity.³³⁰

328 (National Institute of Population Studies and ICF 2019).

329 (United Nations Population Fund 2010)

330 (Crowe, Sutherland, McKenney, & Elkbuli, 2021)

Figure 4.13 shows the number of beds in each kind of health facility in Punjab. In 2019, there were a total of 60,359 beds of which 48,804 (80.9%) were in hospitals followed by 6,087 (10.1%) in RHCs, 4,948 (8.2%) in BHUs, 379 (0.6%) in dispensaries and 141 (0.2%) in T.B Clinics.

From 2015 to January 1st, 2019 the number of beds in T.B clinics increased by 206.5%; from 46 beds in 2015 to 141 beds by 2019. The number of beds in hospitals increased by 6.2% from 45,956 in 2015 to 48,804 by January 1st, 2019. Over the same time period, the number of beds in BHUs increased by 2.4% (from 4,833 to 4,948). On the other hand, the number of beds in dispensaries decreased by 14.6% (from 444 to 379) and in RHCs by 3.1% (from 6,284 to 6,087) from 2015 to January 1st, 2019.

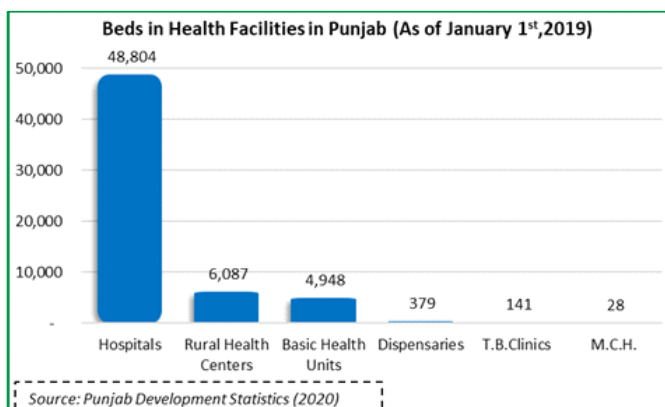


Figure 4.13

Overall, the number of beds increased from 57,563 in 2015 to 60,359 by 1st January, 2019. This is demonstrated by Figure 4.14.

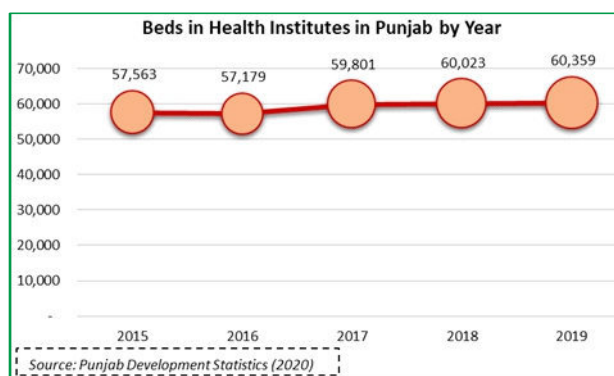


Figure 4.14

District wise data (as of January 1st, 2019) demonstrates vast disparities in the number of beds across districts. The largest number of beds in all health facilities combined was recorded in Lahore i.e. 15,098 followed by Faisalabad (4,466) and Rawalpindi (3,704). At the other end of the spectrum, the lowest number of beds were recorded in Pakpattan (485), Chiniot (414) and Hafizabad (392). Collectively, the number of beds in top three districts accounted for 38.5% of all beds in the province. Conversely, the number of beds in bottom three districts accounted for a staggering 2.1% of all beds in the province.

Figure 4.15 provides a snapshot of the distribution of beds in health facilities across districts.

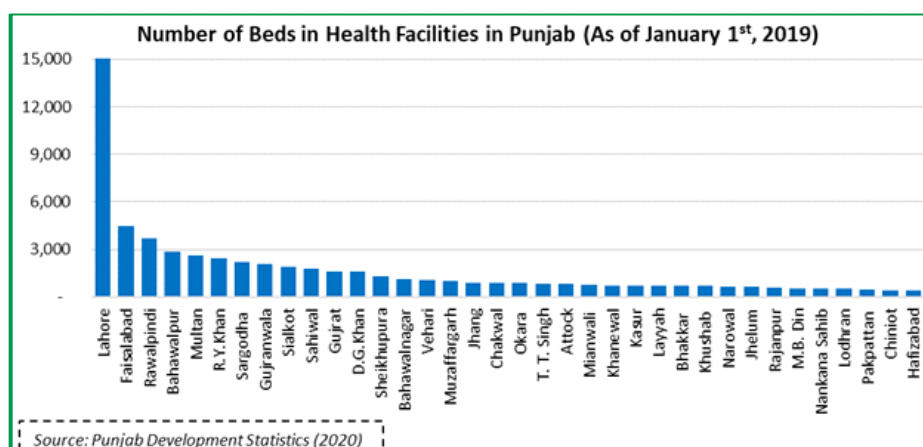


Figure 4.15

4.3.3 Human Resource at Government Facilities

An optimum level and quality of healthcare workforce is the backbone of effective healthcare systems. According to WHO estimates, by 2030 there will be a shortage of 18 million healthcare workers in low and lower-middle income countries.³³¹ Developing countries across the world are faced with challenges including under-investment in education and training of healthcare workers, increasing levels of population, deployment of workers to under-served areas and increasing levels of international migration leading to shortfalls of the health workforce.³³² Pakistan is included amongst the 57 countries that are faced with a critical health workforce deficit; it has a very low density of healthcare workers i.e. 1.45 per 1,000 people as compared with the WHO recommended figure of 4.45 per 1,000 people that is required to achieve universal health coverage.³³³ Forecasts suggest that by 2030, Pakistan will encounter a shortage of 1 million healthcare workers, 500,000 or 50% of which will be faced by Punjab.³³⁴

Research indicates a decrease in maternal, infant and Under-5 mortality rates with an increase in healthcare worker density.³³⁵ However, it is important to note that the right combination of human resources is as important as total numbers; thus governments must focus on training, recruiting and retaining doctors as well as paramedics, nurses, midwives and lady health workers.³³⁶

Data demonstrates that as of January 1st, 2019, there were a total of 83,829 doctors (MBBS) in Punjab (and Federal area) of which 40,153 (47.9%) were male doctors whereas 43,676 (52.1%) were female doctors, with a GPI of 1.088. On the other hand, there were 23,708 Specialist doctors in Punjab (and Federal area) of which 15,309 (64.6%) were male doctors and 8,399 (35.4%) were female doctors, with a GPI of 0.549. Although the total number of MBBS female doctors exceed MBBS male doctors, Specialist male doctors significantly exceed the number of female doctors, representing the limited number of women who pursue higher medical education and training.

This phenomenon has been referred to as the 'leaking pipeline' whereby many women enter the medical profession but only a few reach the specialist or leading positions.³³⁷ Evidence indicates that the leading reason for female doctors dropping out of the labour force include marriage, child bearing, domestic responsibilities and restrictions on working by spouse and family. In addition, factors such as harassment and discrimination in wages and promotions, lack of flexible schedules and irregular work hours also prevent women from continuing their medical careers.³³⁸

The number of female dentists is considerably higher than that of male dentists. As of January, 2019, there were 9,736 BDS dentists in Punjab; of which 2,939 (30%) were men whereas 6797 (70%) were women, with a GPI of 2.3. However, data from the same year indicates that there were 1,007 Specialist dentists of which 569 (56.5%) were male dentists and 438 (43.5%) were female dentists with a GPI of 0.77.

Figure 4.16 provides a snapshot of registered male and female medical personnel in Punjab. It is pertinent to mention that the HR capacity of *only* Punjab could not be ascertained due to non-availability of relevant data.

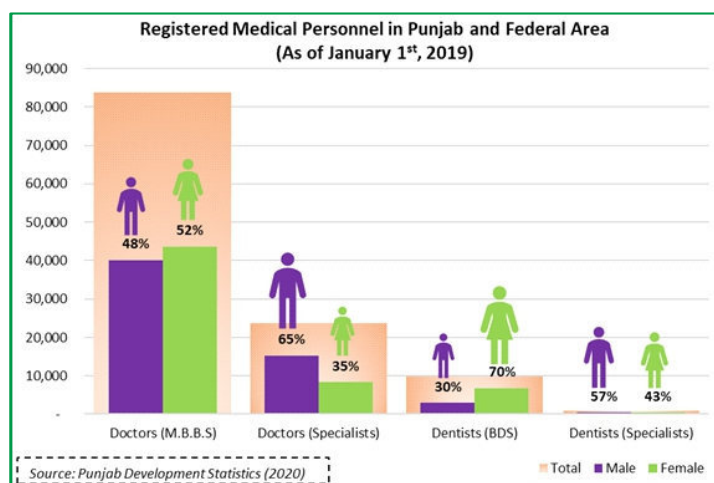


Figure 4.16

331 (WHO, n.d.)

332 Ibid.

333 (Punjab Public Health Agency (PPHA), n.d.)

334 Ibid.

335 (Ghaffar, Kazi, & Salman)

336 Ibid.

337 (Baig, 2020)

338 Ibid.

4.3.4 Punjab Institute of Mental Health

Although mental health is inextricably linked with physical health as well as an individual's overall wellbeing (*See section Introduction*), it has remained a relatively neglected and under-resourced area in low and middle income countries including Pakistan.³³⁹ Despite high prevalence of mental health disorders amongst the population, WHO estimates indicate that Pakistan has 0.19 psychiatrists per 100,000 patients which is one of the lowest in the world.³⁴⁰ It is expected that mental health challenges are likely to increase as a consequence of the COVID-19 pandemic, particularly for women (*See section Introduction*).

The Punjab Institute of Mental Health (PIMH) located in Lahore is the only public institute for mental health in the province.³⁴¹ In 2019, there were a total of 195,552 patients (outdoor and indoor) in the PIMH. Of these, there were 134,563 (68.8%) men and 60,989 women (31.2%), with a GPI of 0.453. The three most common mental illnesses amongst men and women were Schizophrenia (28,997 male patients and 12,551 female patients), Depression (21,211 male patients and 10,805 female patients) and Epilepsy (14,980 male patients and 7,045 female patients).

Although women are generally more predisposed to developing psychological disorders,³⁴² lower number of female patients in PIMH can possibly be attributed to limited mobility of women, restricted decision making regarding their healthcare and lack of financial resources.

Figure 4.17 shows the number of male and female patients at PIMH.

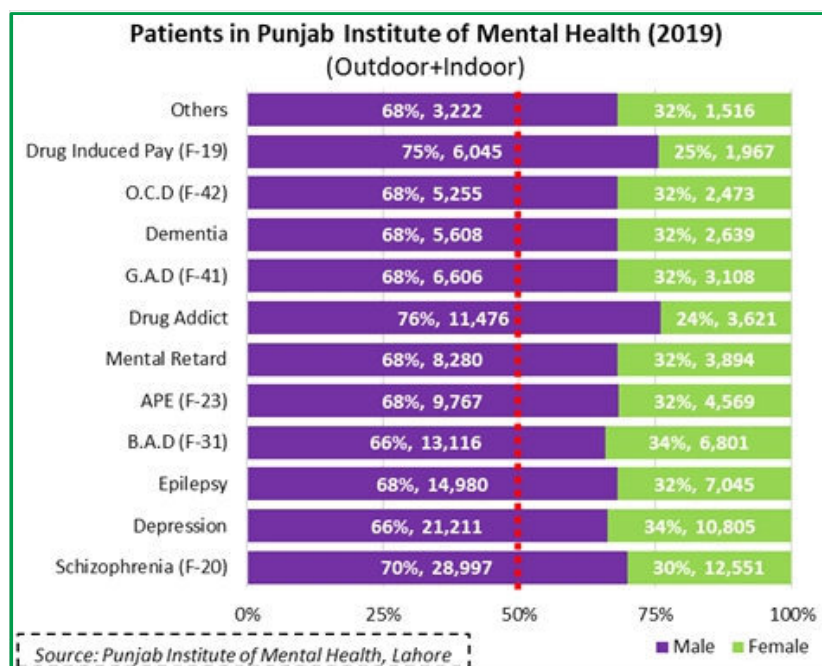


Figure 4.17

4.4 Reproductive Health Services

Reproductive Health (RH) Services cover a broad spectrum of services including access to accurate information, reliable and affordable means of fertility regulation, safe pregnancies, maternal and new born care, and prevention and treatment of sexually transmitted diseases such as HIV.³⁴³ The International Conference on Population and Development 1994 (ICPD) has recognized RH as a human right and an integral element of women's health and well-being. Provision of an adequate level of RH services plays a crucial role in reducing maternal mortality and fertility rates.³⁴⁴

339 (Gadit, 2006)

340 (WHO, n.d.)

341 (Punjab Gender Parity Report, 2018)

342 (NESS, 2020)

343 (UNFPA, n.d.)

344 (Improving Maternal and Reproductive Health in South Asia, 2017)

4.4.1 Services by Population Welfare Department

With a view to containing population growth, improving access to and quality of reproductive health, the Population Welfare Department (PWD) Punjab provides a range of services including family planning information and services and maternal and child health (MCH) services.³⁴⁵ In accordance with ICPD 1994 guidelines, PWD services also includes treatment for Reproductive Tract Infections (RTIs), Sexually Transmitted Infections (STIs), adolescent health problems and infertility.³⁴⁶

4.4.1.1 Service Centers under PWD in Punjab

PWD service centers include Family Welfare Centers (FWCs), Family Health Clinics (FHCs), Mobile Service Units (MSUs), Adolescent Health Centers (AHCs) and Men Advisory Centres (MACs).

FWCs promote family planning, provide temporary contraceptive measures, MCH services, management of RTIs and STIs and referral of clients to FHCs. FHCs located across the province are headed by female and male doctors designated as Woman Medical Officers and Medical Officers respectively. FHCs provide contraceptive surgeries, preventive obstetric and gynaecological services, counselling on STIs and RTIs, ultrasound facilities, family planning and infertility management and referral of clients to FWCs for temporary contraception. MSUs (headed by WMOs or teams from FWCs) operate from especially designed vehicles and provide temporary contraceptives, family planning counselling and MCH care services. They also refer patients to FHCs for contraceptive surgeries. MACs (which operate under FHCs) provide contraceptive services to men including vasectomy, management of infertility and reproductive health issues. AHCs are also a part of FHCs. They are led by a female Clinical Psychologist and were established to particularly address the Sexual and Reproductive Health (SRH) problems of adolescents and youth.

Official data received from PWD reveals that as of June 2021, there were a total of 2,344 service centers which included 2,100 (89.5%) FWCs, 129 (5.5%) FHCs and 115 (5%) MSUs. The FHCs also included 17 AHCs and 10 MACs. Interestingly, the number of total service centers under PWD did not change in comparison with 2017.

District level analysis of data shows that the largest number of service centers were in Sargodha (116) followed by Lahore (101) and Rahim Yar Khan (95). On the other hand, the three districts where the lowest number of service centers were recorded were Chiniot (20), Nankana Sahib (25) and Lodhran (40). Figures 4.18 and 4.19 provide a snapshot of the number of institutes under PWD in 2017 and 2021 in Punjab and across districts respectively.

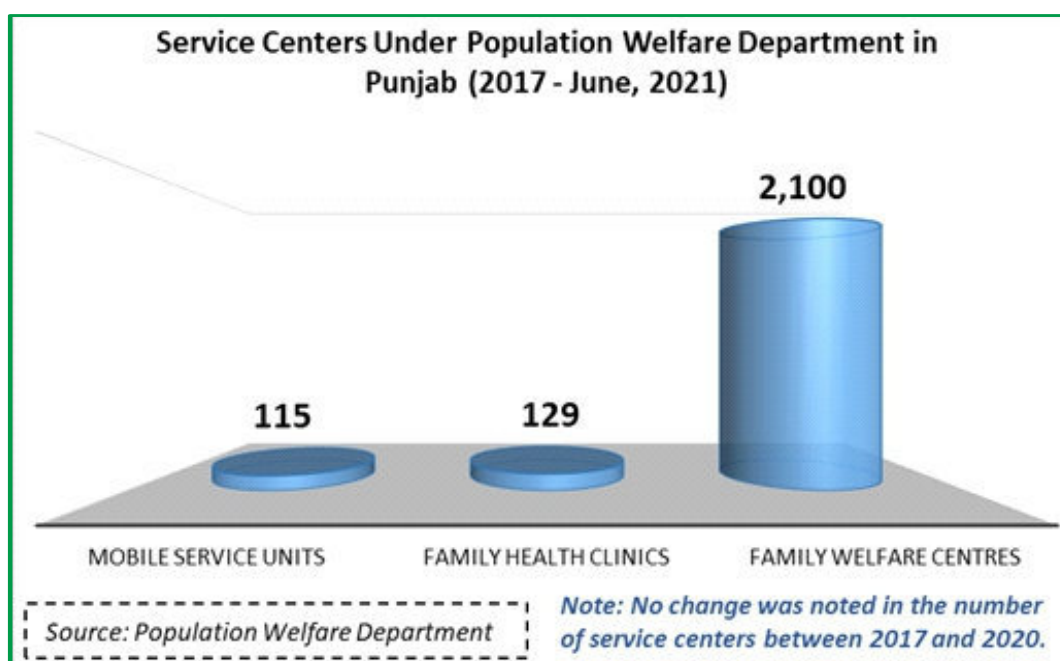


Figure 4.18

³⁴⁵ (Population Welfare Department-Government of Punjab, n.d.)

³⁴⁶ Ibid.

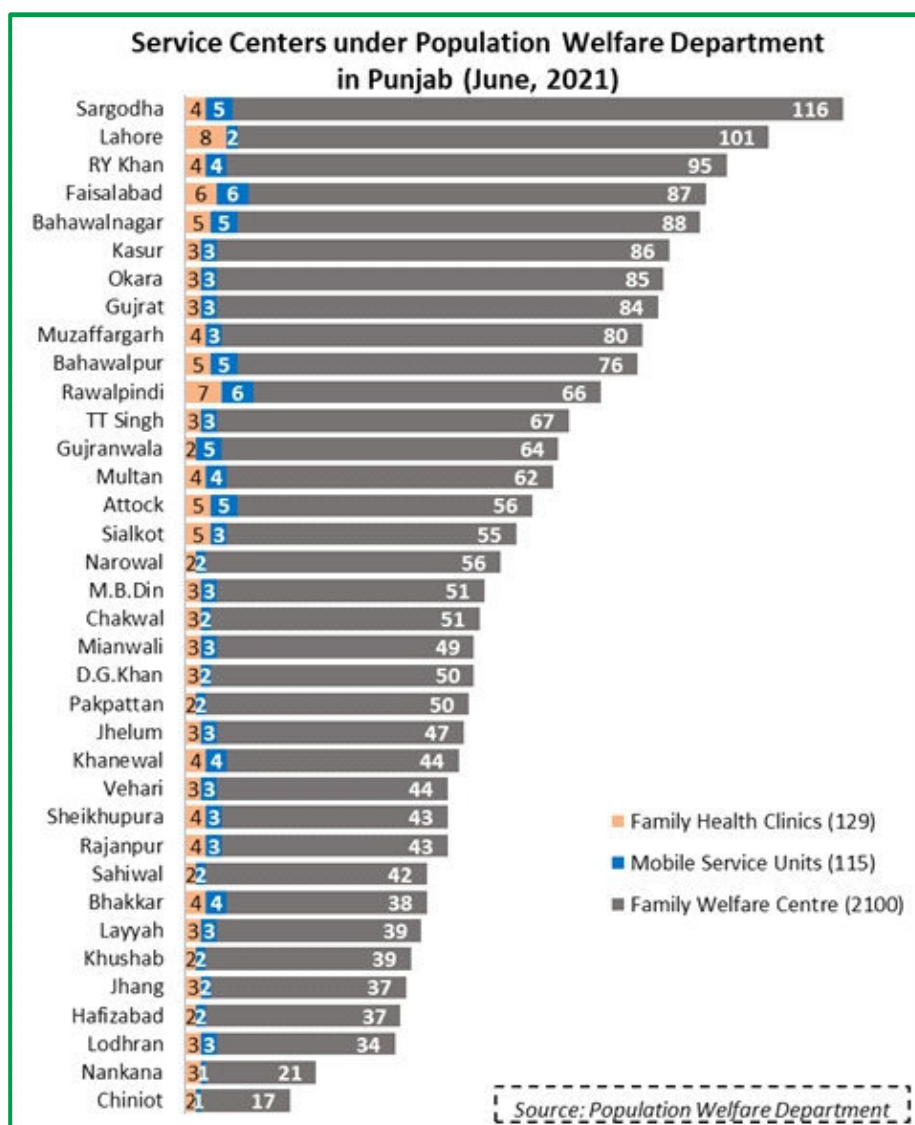


Figure 4.19

4.4.2 Integrated Reproductive Maternal, Newborn & Child Health and Nutrition Program (IRMNCH)

The Government of Punjab recognizes that accelerated efforts are needed to improve reproductive, maternal and child health services in Punjab, if SDG targets are to be met by 2030. To this end, Government of Punjab has contributed by integrating the Lady Health Workers (LHW) Program, Maternal and Newborn Child Health Program, Child Nutrition Program and 24/7 Basic Emergency Obstetric and Neonatal services (EmONC) under the umbrella of the Integrated Reproductive, Maternal, Newborn & Child Health and Nutrition (IRMNCH) Program. The key objectives of the IRMNCH program include reducing MMR, U5MR, IMR, increasing births assisted by skilled birth attendants as well as decreasing the levels of child stunting and malnutrition.

4.4.2.1 IRMNCH Facilities in Punjab

In 2020, there were 1,569 IRMNCH facilities. This included 1,196 (76%) 24/7 BHUs, 315 (20%) RHCs, and 58 (4%) stabilization centers. Compared with 2018, the number of all facilities has gone up. Data shows that an additional 271 BHUs, 4 RHCs and 13 Stabilization Centers (SCs)³⁴⁷ were established between 2018 and 2020.

³⁴⁷ SCs are equipped to manage and treat severe malnutrition cases of mother and child.

Data from 2017 (as reported in PGPR 2018) confirms that there has been a consistent increase in the number of 24/7 BHUs and RHCs. In 2017, there were 803 BHUs (24/7) and 310 RHCs.³⁴⁸ A total of 2,949 IRMNCH facilities were reported in Punjab in 2017. A direct comparison of total facilities in 2017 and 2020 is not possible as data received in 2017 also included IRMNCH facilities in THQs, DHQs as well as BHU Plus and BHUs without 24/7 service. It does, however, indicate that the number and outreach of all IRMNCH facilities in Punjab is larger than what is reported in this Report (i.e. 1,569 IRMCH facilities).

District wise analysis reveals that the highest number of IRMNCH facilities was located in Kasur (87), followed by Rahim Yar Khan (76) and Faisalabad (60). Collectively, these 3 districts had 14.2% of all IRMNCH facilities for which data has been provided in 2019. On the other hand, the lowest number of facilities was found in Hafizabad (21), Jhelum (22) and Khushab (22). These constituted 4.1% of all IRMNCH facilities in Punjab.

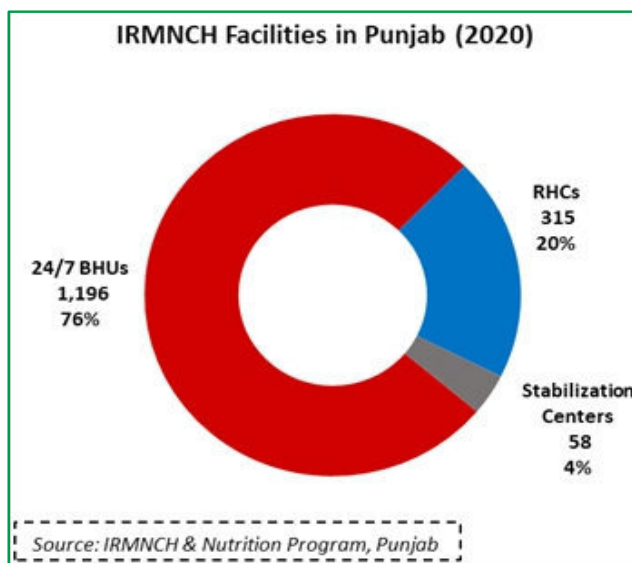


Figure 4.20

In 2020, in all districts the most common and accessible facility was the BHU; the lowest number of BHUs were found in Lahore (12) whereas Kasur had the highest number of BHUs (75). As for RHCs, the lowest number was located in Chiniot (3) whilst the highest number (19) was recorded in Rahim Yar Khan. Lahore had the largest number of SCs (11) followed by Muzaffargarh (3). All other districts had either one or two SCs.

Figure 4.20 shows the various type of IRMNCH facilities in Punjab in 2020 while Figure 4.21 indicates the change in number of facilities over 2018 to 2020.

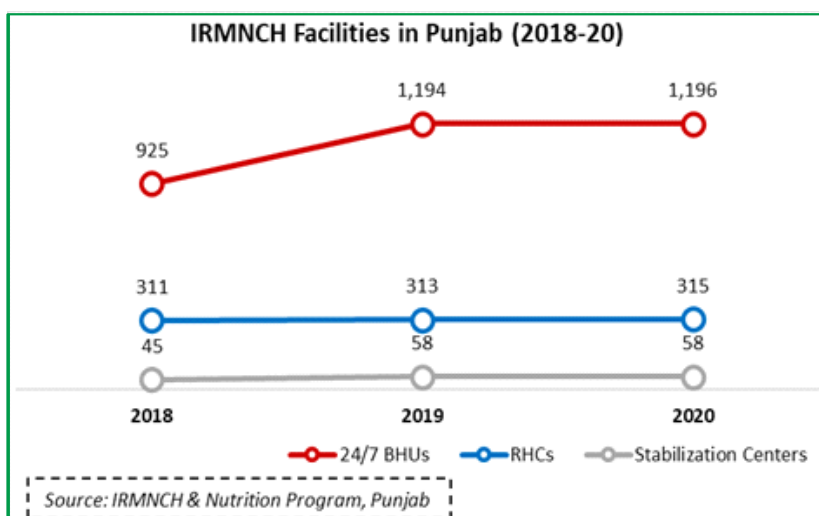


Figure 4.21

348 (Punjab Gender Parity Report, 2018)

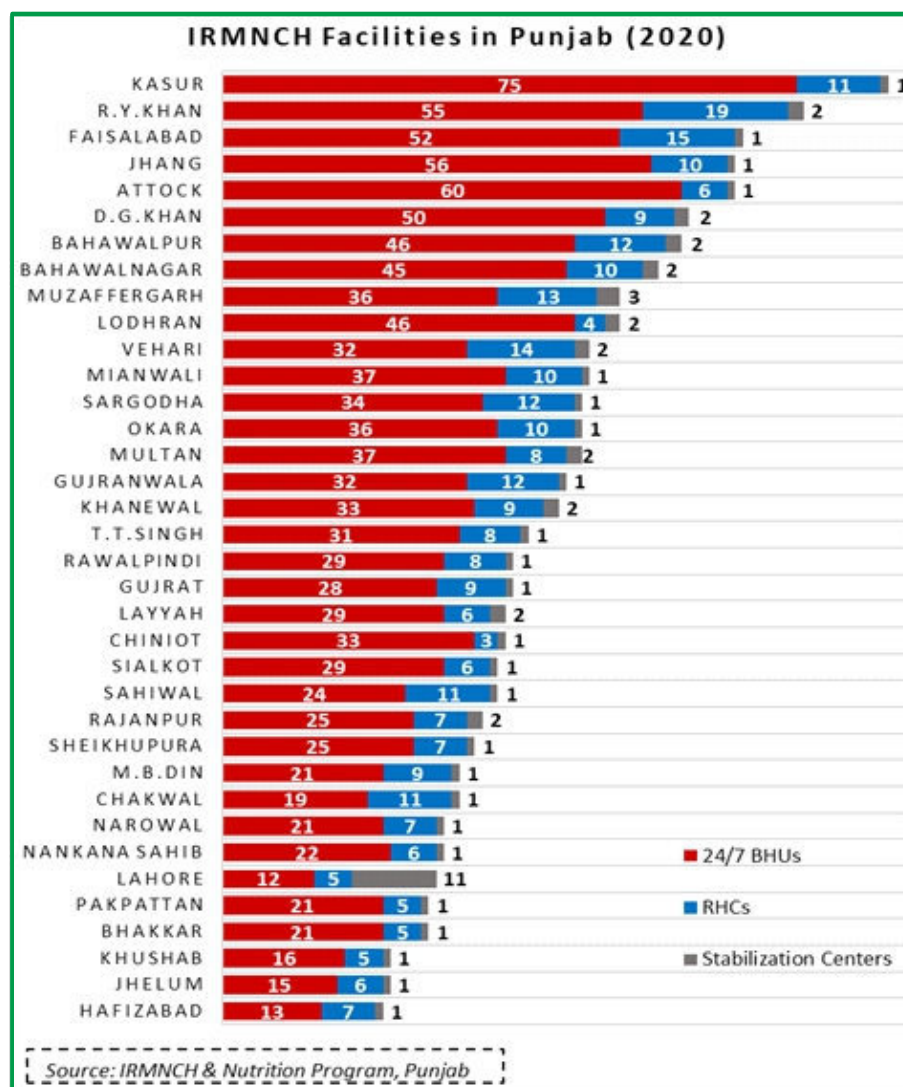


Figure 4.22

Figure 4.22 depicts distribution of IRMNCH facilities across districts.

4.4.2.2 Human Resource in IRMNCH Facilities

In 2019, IRMNCH facilities had a total human resource of 49,142 health officials. Of these there were 43,456 Lady Health Workers (LHWs) that constituted the largest share (88.4%) followed by 2,438 (5%) Lady Health Visitors, 1,766 (3.6%) Lady Health Supervisors (LHS), 1,362 (2.8%) Ayas, 63 (0.1%) nurses and 57 (0.1%) Women Medical Officers (WMOs).

Comparison over the years shows that the number of LHWs, LHSs and WMOs in Punjab consistently decreased between 2018 and 2020. The number of LHWs dropped by 1,319 (3%) from 44,103 LHWs in 2018 to 42,784 in 2020. LHSs decreased by 82 (4.6%) from 1,788 LHS in 2018 to 1,706 in 2020. The number of Women Medical Officers (WMOs) also dropped by 113 (72%) officers, from 156 WMOs in 2018 to 43 in 2020. The number of LHWs, Ayas and Nurses increased between 2018 and 2019 but fell again in 2020.

Data from 2017 (LHVs in PGPR 2018) also reported a higher number of IRMNCH staff in Punjab (44,834 LHWs, 1,800 LHS, 1,554 LHV and 194 nurses and WMOs).³⁴⁹ This is concerning and calls for a further examination of the causes for the decline in HR capacity of IRMNCH, particularly as it is accompanied by an increase in the number of

facilities (see section 4.4.2.1 above). Additionally, evidence indicates effectiveness of the Lady Health Workers program (LHWs) program in rural and underserved areas including increasing the uptake of antenatal care services, skilled assistance at birth and contraceptive methods.³⁵⁰ In Punjab specifically, communities served by LHWs have reported relatively lower maternal and infant mortality rates.³⁵¹

As for distribution of IRMNCH staff across districts in 2020, data demonstrates that programs in Faisalabad, Multan and Muzaffargarh were staffed the most, with 2514, 2024 and 2023 officials respectively. Together, these 3 districts have 14% of the total IRMNCH human resource. On the other end of the spectrum, Chiniot (473), Nankana Sahib (630) and Hafizabad (635) had the lowest proportion (4%) of IRMNCH staff.

Figure 4.23 provides a snapshot of IRMNCH staff in Punjab in 2020 while Figure 4.24 shows the change over 2018 to 2020.

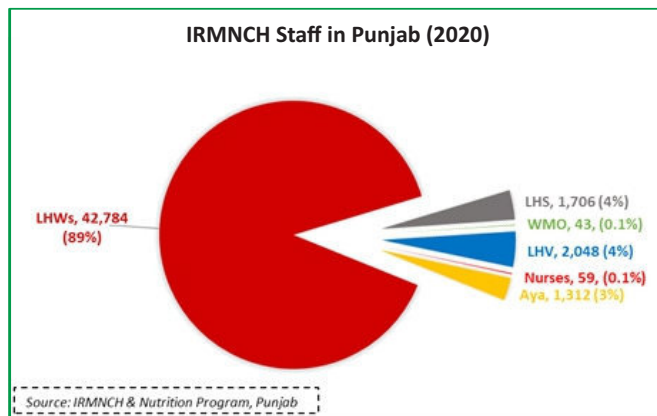


Figure 4.23

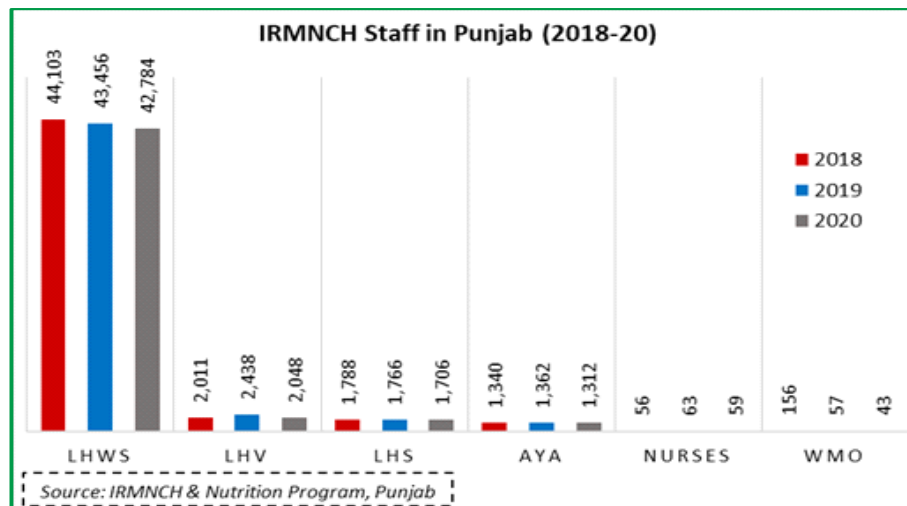


Figure 4.24

350 (Harvard School of Public Health, 2014)
351 Ibid.

Figure 4.25 depicts distribution of IRMNCH staff across districts

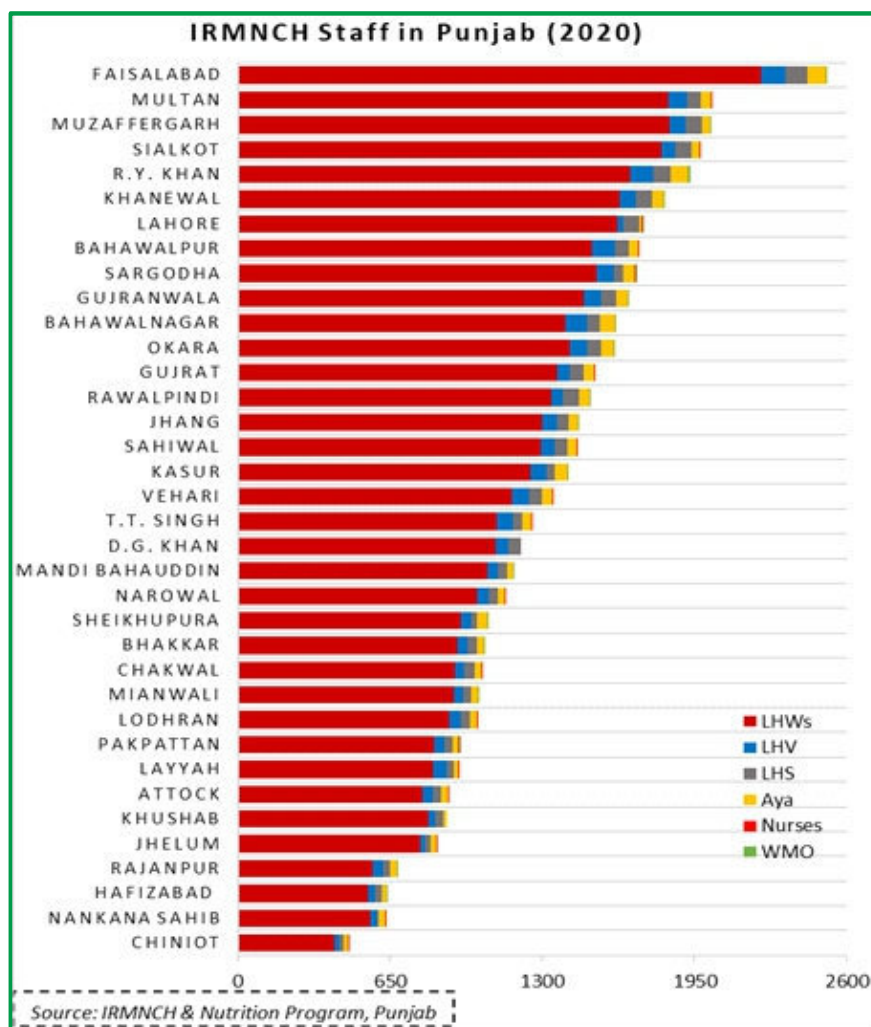


Figure 4.25

4.4.3 Family Planning

Ensuring universal access to safe and adequate family planning methods enables women and couples to make informed and responsible decisions regarding the number, spacing and timing of births.³⁵² Family planning programs play an instrumental role in increasing contraceptive use and decreasing fertility which not only leads to enhanced health outcomes (including reduction in high-risk pregnancies, maternal and child mortality) but also helps reduce poverty and accelerate economic growth (as the level of youth dependency decreases and more women take up paid employment).³⁵³

In the 2020-21 budget, the Government of Punjab (GoP) had allocated Rs. 1 billion to the expansion of family welfare centers and the introduction of community based family planning workers.³⁵⁴ In addition, taking into account the essential role that socio-cultural and religious sentiments play in shaping people's reproductive choices and uptake of family planning services³⁵⁵, the GoP has also allocated Rs. 50 million to promote family planning with the help of social mobilization efforts rendered through *Imams* and *Khateeb*s (religious authority figures).³⁵⁶

352 (Highlights-World Fertility and Family Planning, 2020)

353 Ibid.

354 (Citizen's Budget: Government of Punjab, 2020-21)

355 (NATIONAL REPORT: PAKISTAN Impact of Fundamental Discourses on Family Planning Practices in Pakistan, 2016)

356 Ibid.

4.4.3.1 Demand for and Use of Contraception in Punjab

Contraceptive use refers to the proportion of women of reproductive age (15 to 49) who themselves or along with their partners are currently using at least one form of contraception. Globally, there is an inverse relationship between contraceptive use and level of fertility.³⁵⁷

Multiple Indicator Cluster Survey (MICS) 2017-18 reveals that the total demand for family planning (or contraception) in Punjab was 52.2% as opposed to 56% in MICS 2014. Comparison of data from MICS 2014 and MICS 2017-18 reveals that the demand for limiting births decreased from 37.4% to 33.6% while demand for spacing births declined marginally from 18.7% to 18.6%.

Figures 4.26 and 4.27 provide a comparison of demand for family planning over time as per successive MICS.

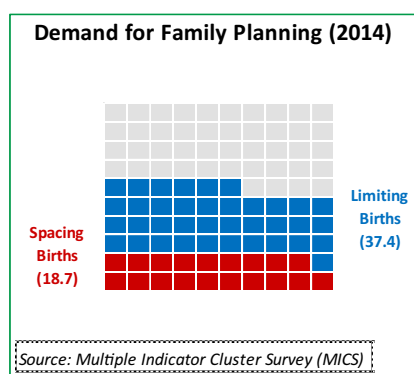


Figure 4.26

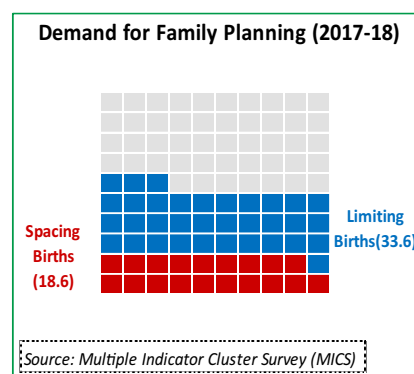


Figure 4.27

As per MICS (2017-18), the total met need of contraception (or family planning) i.e. proportion of women aged 15-49 years in Punjab who were using either a modern or traditional contraceptive method was 34.4% (in contrast with the demand of 52.2%). This is also referred to as the Contraceptive Prevalence Rate (CPR). Of the 34.4% CPR, 24.6% was for limiting births and 9.7% for spacing births.

The unmet need for contraception, thus, stood at 17.8% (8.9% for both limiting and spacing births). Unmet need for family planning is the proportion of women who are currently not using any kind of contraceptive method but who wish to use contraceptives to increase birth spacing or limit childbearing.³⁵⁸ The CPR, however, decreased over time. As per MICS (2014) CPR stood at 38.7% (29.1% for limiting births and 9.6% for spacing births).

Figure 4.28 demonstrate the met and unmet need for contraception in Punjab.

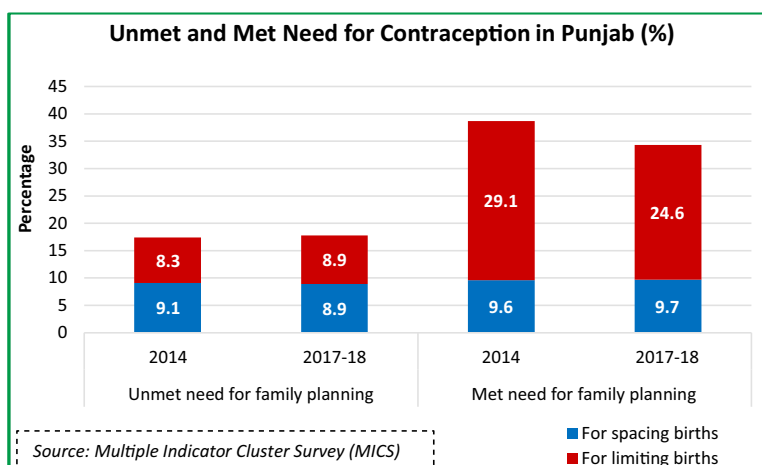


Figure 4.28

357 (Population Growth: Implications for Human Development, 2019)

358 (Punjab Multiple Indicator Cluster Survey (MICS)-monitoring the situation of children and women, 2017-18)

District level analysis of data from MICS (2017-18) reveals that the three districts where CPR was the highest included Multan (49.6%), Faisalabad (45.8%) and Bahawalnagar (43.8%). On the other hand, the three districts that had the lowest CPR were Rajanpur (20.3%), Mandi Bahauddin (19.9%) and Gujranwala (16.7%). Figure 4.29 shows the met and unmet need for contraception in across districts.

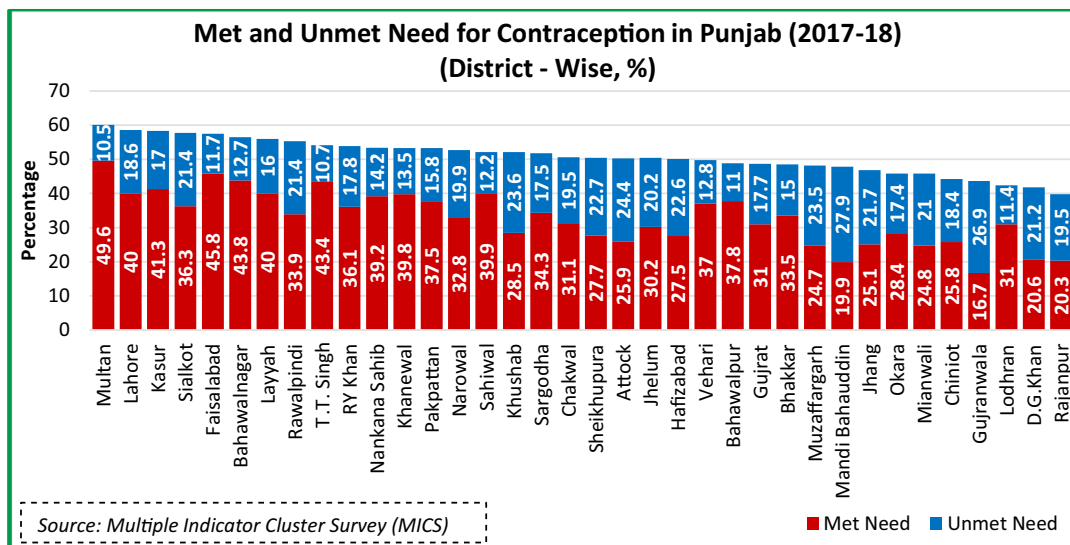


Figure 4.29

4.4.3.2 Method of Contraception in Punjab

Comparison of data from MICS (2014) with MICS (2017-18) shows that the proportion of women who were using no method of contraception increased from 61.3% to 65.6% respectively. Data from both surveys shows that a higher proportion of women used modern methods of contraception. Over the years, the percentage of women who relied on modern methods slightly decreased from 30.7% to 29.9%. On the other hand, the proportion of women who used traditional methods decreased to a larger extent, from 7.9% to 4.5%.

District level data from MICS (2017-18) shows that the three districts where the highest proportion of women used no method of contraception were Gujranwala (83.3%), Mandi Bahauddin (80.1%) and Rajanpur (79.7%). On the other hand, the three districts where the lowest proportion of women reported using no method of contraception were Bahawalnagar (56.2%), Faisalabad (54.2%) and Multan (50.4%).

Figure 4.30 and 4.31 provide a breakdown of the use of contraception by conventional and traditional methods.

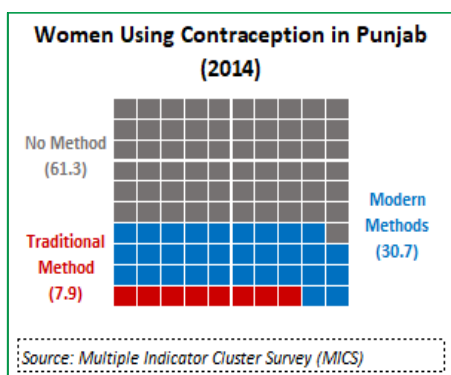


Figure 4.30

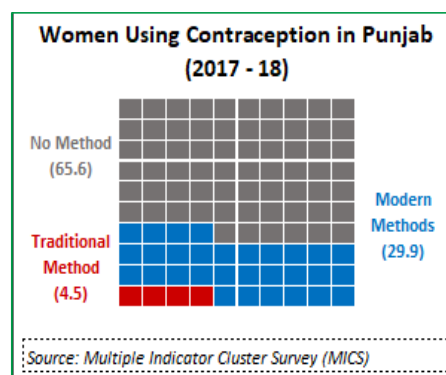


Figure 4.31

Figure 4.32 shows district level data for the use of contraception by women as per MICS (2017-18).

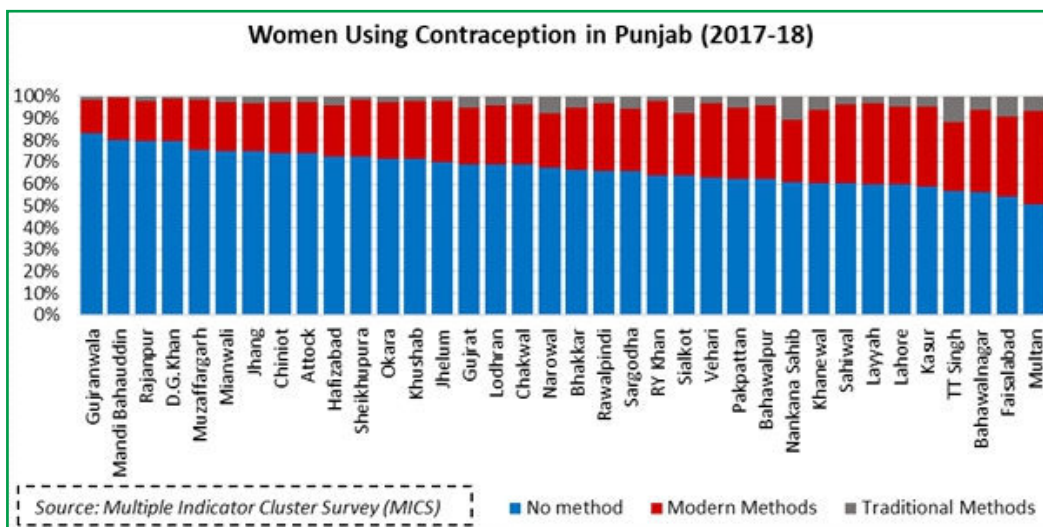


Figure 4.32

As for the type of contraception used, data from MICS (2017-18) shows that the most commonly used method amongst modern methods was male condoms (11.8%), followed by female sterilization (8.3%) and intrauterine devices (IUD) (2.9%). In comparison with data from MICS (2014), use of male condoms increased by 1.2% while the use of female sterilization and IUDs decreased by 2.1% and 0.5% respectively. As for traditional methods, the most commonly relied upon was withdrawal (3.7%) followed by periodic abstinence (0.5%) and others (0.3%).

Figure 4.33 provides a breakdown of the percentage of women using contraception by type (as per MICS 2017-18) along with percentage change in comparison with data from MICS (2014).

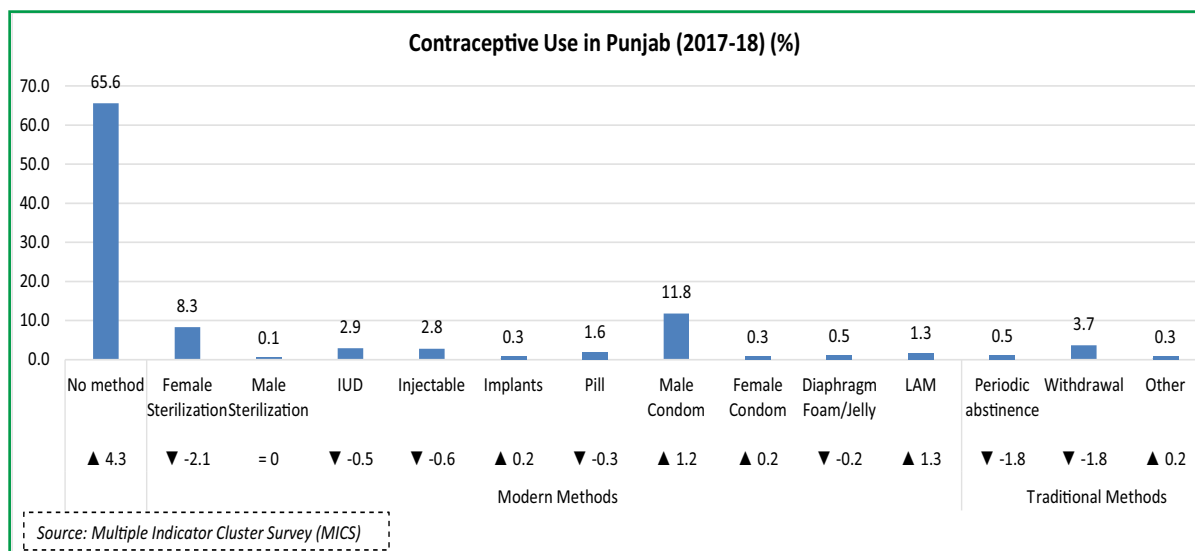


Figure 4.33

4.4.4 Antenatal Care

An adequate level of antenatal care (ANC) during pregnancy plays a pivotal role in reducing maternal deaths and enhancing health and well-being of expectant mothers and infants.³⁵⁹ To improve the coverage and quality of antenatal care (ANC) services in Pakistan, it is crucial to expand access to institutional deliveries and skilled birth attendants³⁶⁰ along with ensuring timely referrals of complicated pregnancies to higher-level health facilities.³⁶¹

4.4.4.1 Antenatal Care Visits

Antenatal care visits are useful in conveying essential information to women, their spouses and families regarding symptoms and potential risks associated with delivery and labour, monitoring progress and development of the fetus and ensuring good health of the expectant mother. It can also increase the likelihood of delivering a baby in the presence of a skilled health care professional.³⁶² As per WHO guidelines, pregnant women require at least eight antenatal visits over the course of the pregnancy; the first visit should ideally be completed in the first trimester to prevent, diagnose and treat complications, if any, in a timely manner.³⁶³

MICS (2017-18) relays that only 15.7% of women aged 15-49 years (with a live birth in the last two years) visited an antenatal care provider (ACP) at least eight times (during their most recent pregnancy with a live birth). Furthermore, 52.9% of women saw an ACP at least four times and 35.2% of women made between 1 to 3 visits to an ANC provider. 11.3% of women, however, did not visit an ANC provider at all.

District level data from MICS (2017-18) shows that the three districts where the highest proportion of women reported making no antenatal care visits were Rahim Yar Khan (33.5%), Bahawalpur (29.9%) and Rajanpur (19.9%). On the other hand, the three districts where the lowest percentage of women reported making no antenatal care visits i.e. districts where women saw an ACP at least once were Gujrat (4.2%), Narowal (2.4%) and Jhelum (1.9%).

Figure 4.34 shows the number of women who made ANC visits across districts in Punjab.

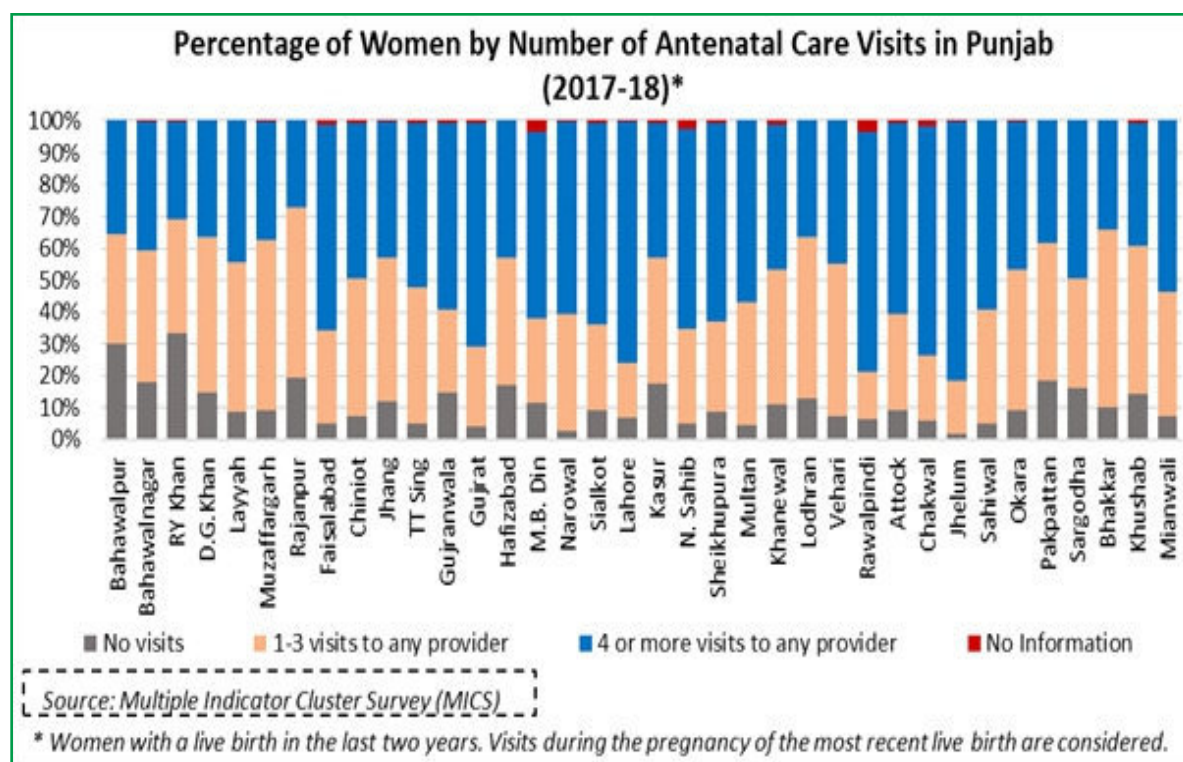


Figure 4.34

359 (Punjab Multiple Indicator Cluster Survey (MICS)-monitoring the situation of children and women, 2017-18)

360 Skilled attendants include doctors, nurses/midwives, lady health visitors (LHV) and community midwives who are trained to facilitate physiological processes during labour to ensure clean and safe births, identify and manage/refer women and/or new-borns with complications.

361 (Pakistan Maternal Mortality Survey, 2019)

362 (Baig, 2020)

363 (Baig, 2020)

As for the type of antenatal care provider, according to the findings of MICS (2017-18), 68.1% of women sought antenatal care from a medical doctor followed by 14.3% and 4.3% of women who visited a nurse/midwife and Lady Health Visitor (LHV) respectively. Conversely, MICS (2017-18) shows that 11.3% of women did not receive any antenatal care from a skilled provider; this represents a decrease of 6% compared with 17.3% of women who reported receiving no antenatal care in MICS (2014). Skilled provider includes medical doctor, nurse/midwife, LHV and community midwife.

Figure 4.35 shows the percentage of women who made ANC visits by type of ANC providers (as per MICS 2017-18) along with percentage change in comparison with data from MICS (2014).

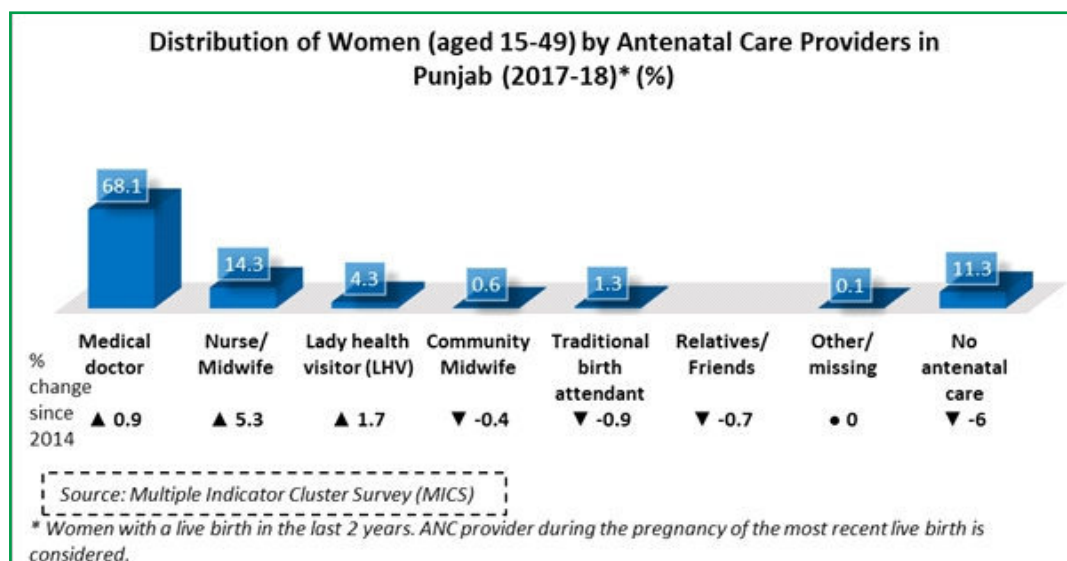


Figure 4.35

At province level, MICS (2017-18) shows that 87.3% of women were attended at least once by a skilled ANP as opposed to 11.3% who didn't receive ANC from a skilled provider, 1.3% who received ANC from traditional sources and 0.1% from other sources.

Figure 4.36 shows district level data for the percentage of women who were attended at least once by a skilled ANP.

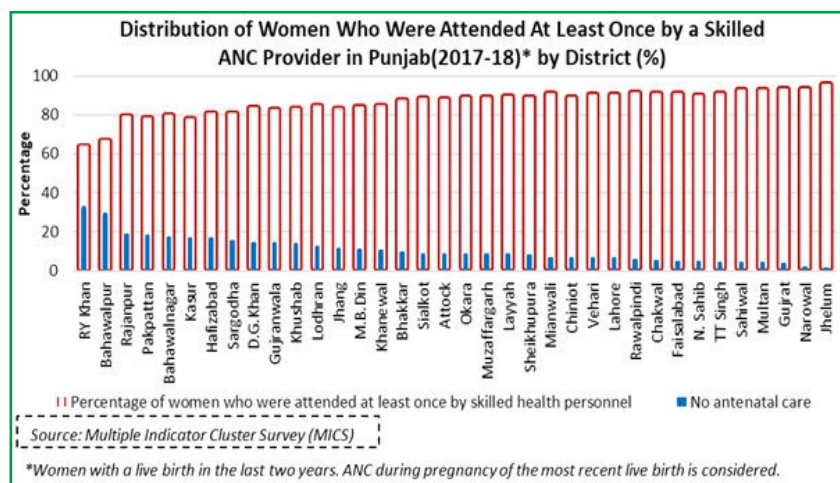


Figure 4.36

4.4.5 Births in Health Facilities

A higher number of births taking place in health facilities correlates with improved health outcomes for the mother and the child including lower risk of infections and complications.³⁶⁴ This is critical as obstetric causes account for about three-fourths of all maternal deaths.³⁶⁵ Evidence also indicates that the most important ways of ensuring safe motherhood are presence of a skilled birth attendant, a referral system and proper obstetric care in an appropriate facility.³⁶⁶

4.4.5.1 Institutional Deliveries

According to MICS (2017-18), 73.2% of women in Punjab had an institutional delivery or gave birth in a health facility. This included 29.7% and 43.5% of deliveries in public and private health facilities respectively. Over time, the number of institutional deliveries has increased in Punjab. MICS (2014) reveals that 60.7% of deliveries took place in health facilities; these included 17.9% in public and 42.8% in a private sector health facility.

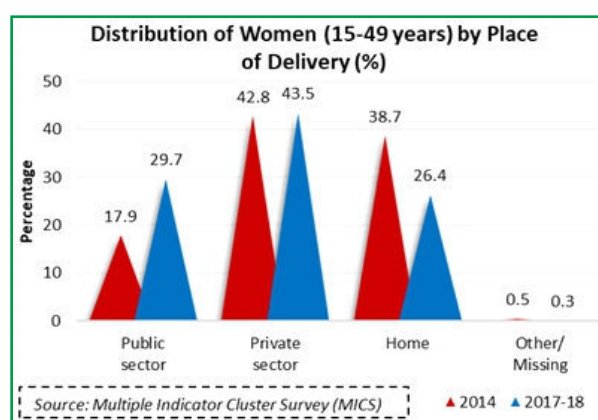


Figure 4.37

District level data from MICS (2017-18) shows that the three districts where largest number of deliveries were recorded in a public health facility included Jhelum (51.6%), Rawalpindi (48.2%) and Chakwal (45.2%). On the other hand, the highest number of deliveries took place in a private sector health facility in Faisalabad (57.2%), Nankana Sahib (55%) and Sialkot (54.5%).

Figure 4.37 depicts the percentage of births by place of delivery as per MICS 2017-18 and Figure 4.38 provides the aforementioned information at district level.

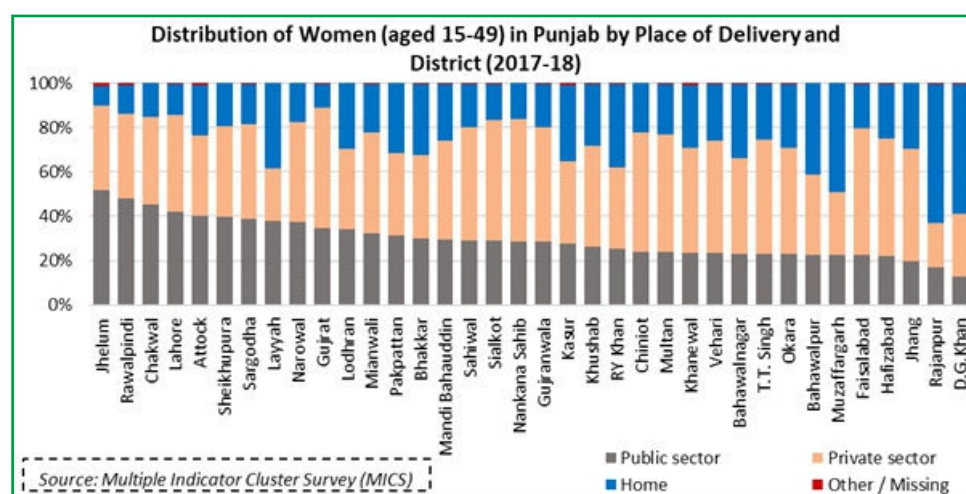


Figure 4.38

364 (Punjab Multiple Indicator Cluster Survey (MICS)-monitoring the situation of children and women, 2017-18)

365 Ibid.

366 (Roggeveen, 2021)

4.4.5.2 Deliveries by Skilled Birth Attendants

Comparison of data from MICS (2014) and MICS (2017-18) shows that deliveries that took place in the presence of a skilled birth attendant increased from 66% to 76.5%. As per MICS (2017-18), most births i.e. 56.8% were delivered by a medical doctor followed by nurse/midwife (14.2%), LHV (4.2%) and community midwife (1.3%). Conversely, 21.7% of births were delivered by a Traditional Birth Attendant, a decrease of 11.5% from 2014.

District level analysis of MICS (2017-18) reveals that the three districts where highest proportion of births were delivered by a skilled attendant included Jhelum (93.9%), Gujrat (92.9%) and Narowal (90%). At the other end of the spectrum, in Muzaffargarh (52.7%), D.G. Khan (43.8%) and Rajanpur (40.3%), the lowest number of births were delivered by a skilled birth attendant.

Figure 4.39 shows the percentage of women by person providing assistance at delivery (or birth attendant) as per MICS 2017-18. Percentage change with data from MICS (2014) is also provided.

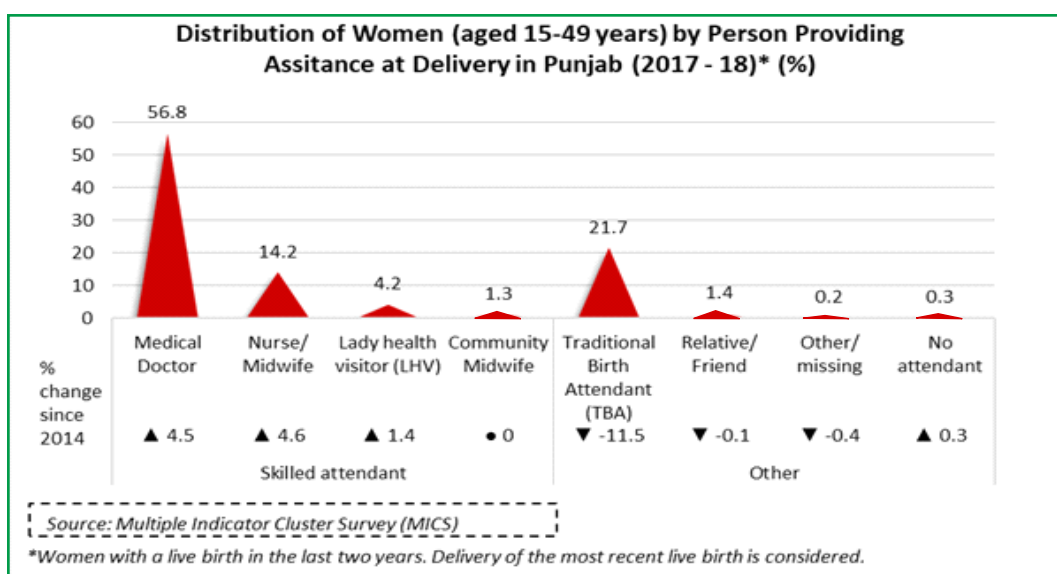


Figure 4.39

Figure 4.40 shows district level data for the percentage of women by person providing assistance at delivery (or birth attendant).

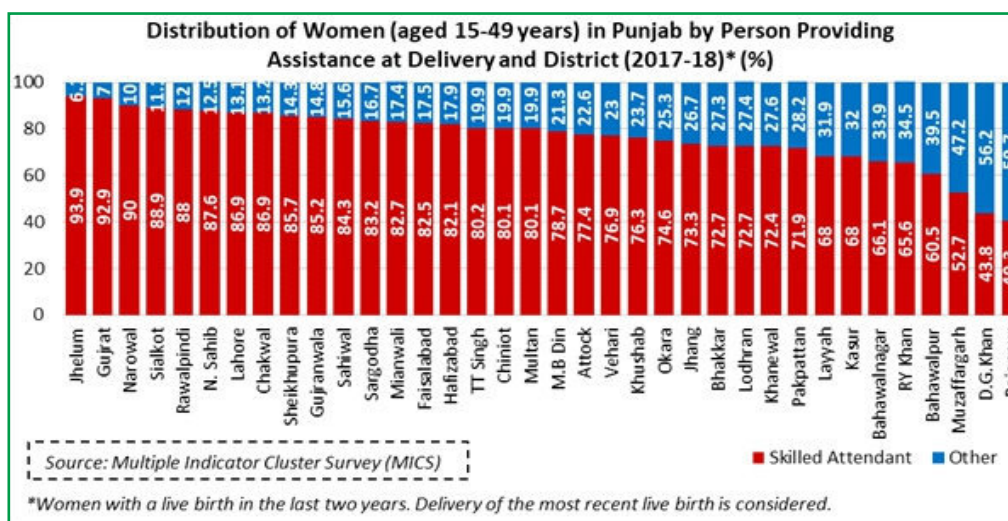


Figure 4.40

4.4.5.2 Caesarean Section

WHO recommendations suggest that the proportion of Caesarean-Section ("C-section") births in any given year should be between 10 and 15%.³⁶⁷ Less than 5% of births by C-section indicate inadequate maternal and child health facilities.³⁶⁸ Although it is a life-saving procedure that can help reduce MMR, evidence indicates that a C-section is often resorted to for non-medical reasons which can negatively affect the health of the mother and child and put the mother at a higher risk of having a C-section for the subsequent delivery as well.³⁶⁹ The number of caesarean section births in Pakistan has increased over the last few decades. Though, it might depict improved access to healthcare³⁷⁰, it is important to note that in Pakistan, non-medical reasons have also contributed to trends including mother's preference to deliver through C-section to avoid labour pains or extend the duration of post-delivery bed rest. On the other hand, health professionals often opt for C-section owing to convenient scheduling and higher monetary benefits, particularly in the private sector.³⁷¹

As per MICS (2017-18), 28.9% of women in Punjab had a Caesarean Section birth as opposed to 23.6% reported in MICS (2014), representing an increase of 5.3% over that time period. Furthermore, it is interesting to note that out of the 28.9% C-section births, in the case of 20%, it was decided before the onset of labour pains that it will be delivered via C-section as compared with only 8.9% that were decided after the onset of labour pains.³⁷²

Figure 4.41 depicts the change in percentage of C-section deliveries over the years.

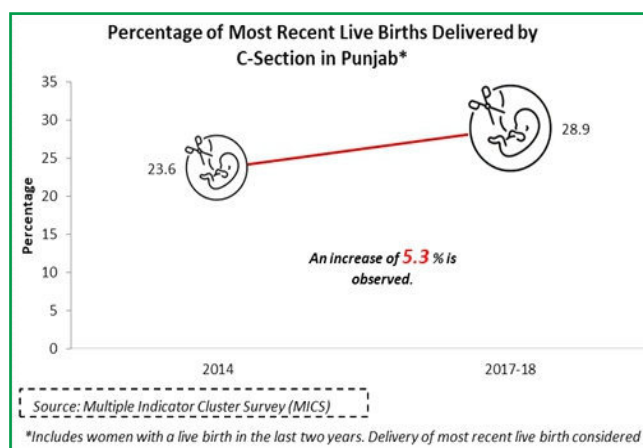


Figure 4.41

4.4.5.4 Low Birth Weight Babies

Birth weight provides valuable information of not only the mother's health and nutritional status but also indicates the likelihood of the new born baby's survival, growth and development; low birth weight (less than 2,500 grams) irrespective of gestational age is associated with serious health complications and chances of morbidity for babies.³⁷³ Low Birth Weight ("LBW") may lead to long term risks through adolescence including stunted linear growth in childhood, lower IQ and an increased risk of chronic conditions like obesity, diabetes and cardiovascular diseases.³⁷⁴

MICS (2017-18) provides data for live-born children whose weight at birth (either as reported on the available birth card or from mother's recall) was estimated to be below 2,500 grams. A total of 32.2% of new born babies weighed below 2,500 grams; this included 28.7% from mother's recall and 3.6% from birth card. Research indicates that the likelihood of delivering low-birth weight babies in Pakistan is higher amongst younger women aged 15-29 who reside in rural areas, have never attended school and do not seek proper antenatal care.³⁷⁵

District level data shows that the three districts where highest numbers of low-birth weights were recorded from mother's recall were Khanewal (56.6%), Rahim Yar Khan (48.1%) and Mianwali (45.3%). The three districts where birth records/cards showed lowest-birth weights were Rahim Yar Khan (13.1%), Chakwal (11.8%) and Sheikhpura (7.4%).

367 (WHO, 2015)

368 Ibid.

369 (Nazir, 2020)

370 (Amjad, et al., 2020)

371 (Mumtaz, Bahk, & Khang, 2017)

372 (Punjab Multiple Indicator Cluster Survey (MICS)-monitoring the situation of children and women, 2017-18)

373 (Low birth weight: Case definition & guidelines for data collection, analysis, and presentation of maternal immunization safety data, 2017)

374 (Baig, 2020)

375 (Jalil, Zakar, & Zakar, 2015)

Figure 4.42 shows the percentage of weighed live births below 2,500 grams (either as reported on the available birth card or from mother's recall)

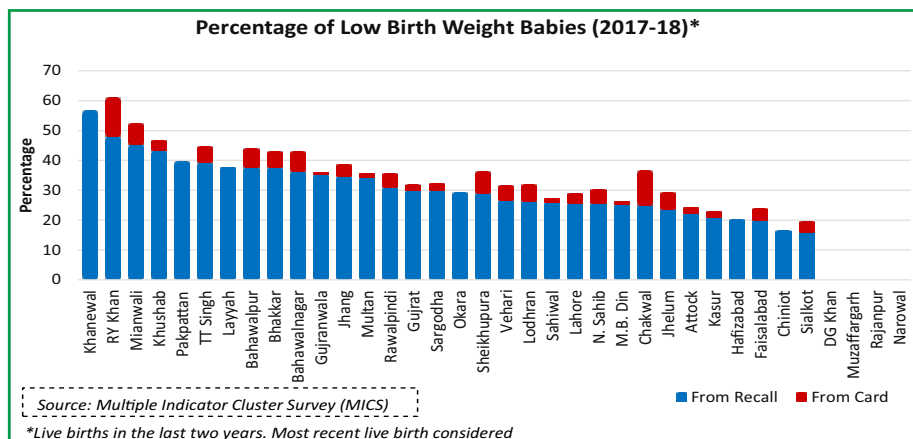


Figure 4.42

4.4.6 Postnatal Care

The postnatal time period (i.e. the time of birth and immediately after it) is critical for both the mother and the child. Estimates indicate that around the world, about 2.5 million new born babies die within the first month of their life.³⁷⁶ A major proportion of child and maternal deaths also reportedly occur within one or two days of birth.

As per the findings of MICS (2017-18), 32.4% of the women stayed in a health facility postpartum for 3 days or more, while 41.4% of women stayed for less than 6 hours. Figure 4.43 shows the distribution of women by duration of post-partum stay in health facility.

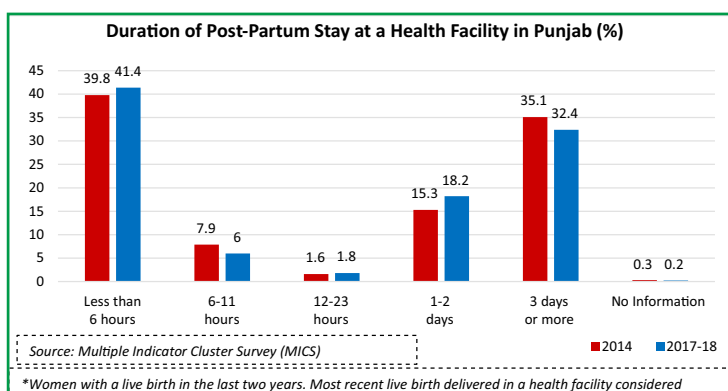


Figure 4.43

In accordance with the guidelines of safe motherhood programs, women and new born babies should get a health check within two days of delivery.³⁷⁷ Data from MICS (2017-18), however, indicates that a considerably large proportion of women (82.6%) had no postnatal health check. As opposed to MICS (2014), this figure has increased by 10.8% from 71.8%. Data from MICS (2017-18) further shows that only 3.5% of women received a postnatal health check on the same day, 1.2% on 1 day following birth and 1.1% on 2 days following birth.

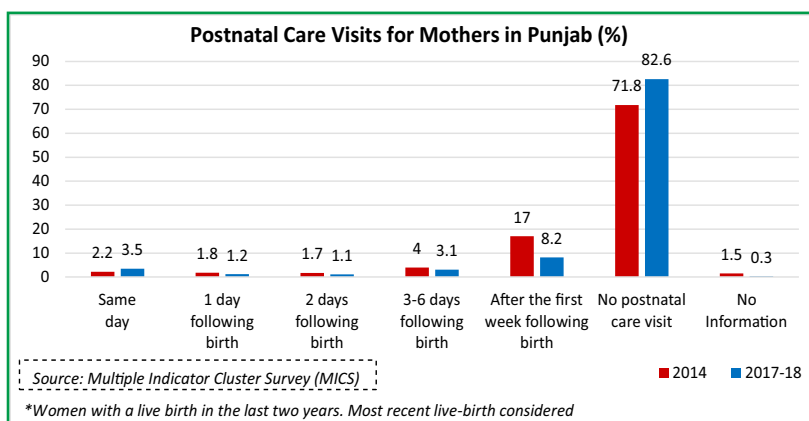


Figure 4.44

Figure 4.44 depicts the percentage of postnatal visits for mothers in Punjab.

376 (Healthy New Born Network, n.d.)

377 (Punjab Multiple Indicator Cluster Survey (MICS)-monitoring the situation of children and women, 2017-18)

4.4.6.1 Obstetric Fistula

Obstetric fistula is a serious condition that affects around 2 to 3 million girls and women across Asia and Sub-Saharan Africa.³⁷⁸ It is an abnormal hole or opening between the birth canal and bladder or rectum, caused by an unusually long or obstructed labour which primarily results from a lack of access to timely obstetric care.³⁷⁹ It leads to continuous leaking of urine or faeces and may result in serious medical issues such as kidney disorders, and psychological conditions like anxiety and depression. Additionally, women suffering from fistula are often divorced, isolated from their families and communities.³⁸⁰ If left untreated, obstetric fistula can even lead to death.³⁸¹

Research demonstrates that the incidence of fistula is highest amongst the most marginalized groups of women e.g. those who are malnourished, married off at a very early age and live in remote and underserved areas. Although it is a treatable condition, women generally do not seek repair because of lack of awareness and skilled fistula surgeons as well as social stigma and shame associated with the condition.

The findings of Women's Economic and Social Wellbeing Survey ("WESW") indicate that of all women aged 15-64 years who have ever been married (22,398) in Punjab, 2.9% suffered from Fistula. Further classification by type of symptoms shows that 2.2% of women reported dribbling of urine, 0.4% reported of stool coming from vagina and 0.3% reported both of the aforementioned symptoms.

A very large proportion of women i.e. 83% reported that the problem occurred as a consequence of a difficult child birth while 15% attributed it to rape or sexual assault and 2% mentioned other reasons. This information is represented in Figure 4.45.

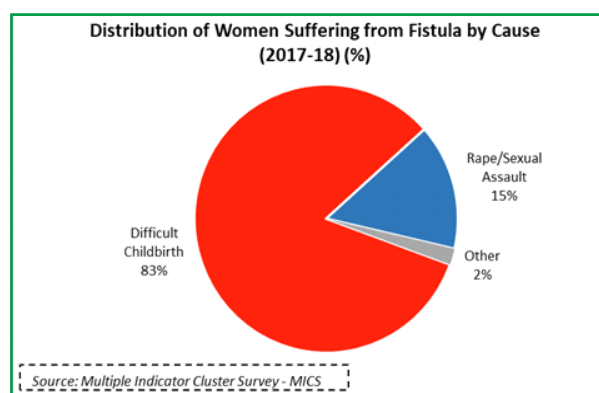


Figure 4.45

Analysis of WESW (2017-18) survey's disaggregated data shows that 2.1% of women in urban areas and 3.4% in rural areas suffered from fistula. Moreover, survey findings reveal that the incidence of fistula was higher amongst women with none/pre-school level education (3.2%), unemployed women (4%), women with a disability (6.4%) and women representing the poorest wealth quintile (3.7%).

District level data depicts significant variations across districts. Three districts where the largest proportion of women suffered from Fistula included Jhang (15.1), Gujranwala (8.3) and Sialkot (7.3). On the other end of the spectrum, districts where the lowest percentage of women reported suffering from fistula were Okara (0.3%), Multan (0.3%) and Khanewal (0.1%).

Figure 4.46 depicts the distribution of women suffering from Fistula across districts.

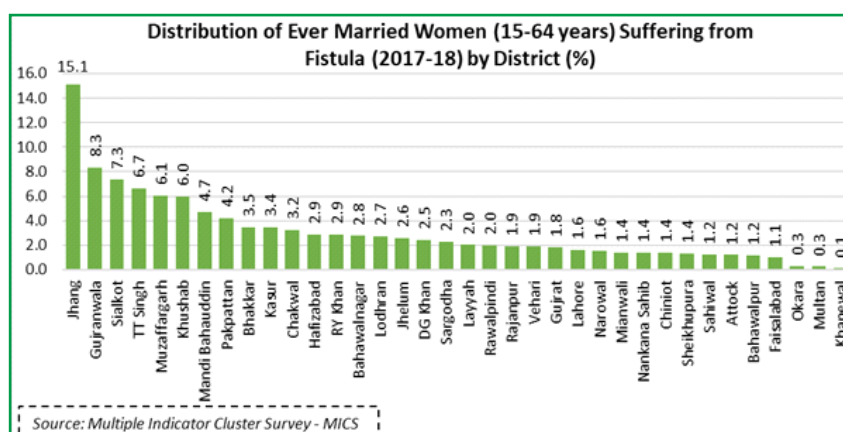


Figure 4.46

378 (WHO, n.d.)

379 (UNFPA, 2019)

380 (Bellows, Bach, Baker, & Warren, 2014)

381 (Bellows, Bach, Baker, & Warren, 2014)

4.5 HIV & AIDS

HIV/AIDS remains one of the most serious health issues across the world. HIV is a virus that transmits through several body fluids, weakens the immune system and causes AIDS (acquired immunodeficiency syndrome).³⁸² Since, no cure has yet been devised for AIDS, public health experts believe that prevention and awareness efforts should be employed to control the incidence and spread of the disease.³⁸³

As of 2017, Pakistan had the second highest growth rate of the AIDS epidemic in the Asia Pacific region.³⁸⁴ The most common causes of AIDS in Pakistan include inadequate infection control measures, lack of sterilization, reuse of syringes and drips, low levels of condom use and lack of awareness, especially amongst women.³⁸⁵

As per SDG target 3.3, Pakistan is committed to 'end the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases'. To this end, the Punjab AIDS Control Program is being implemented since December 2003. The program has under its ambit hospitals/facilities that aim to provide extensive HIV care to adults and children including counselling, testing and diagnostic services, and treatment of acute and chronic cases of HIV/AIDS.

Data received from the Punjab AIDS control program in April 2021 shows that there are a total of 21,836 reported cases of HIV/AIDS in Punjab which included 17,337 men, 4,129 women and 370 transgenders.

The highest number of cases i.e. 3,188 were reported in DHQ Hospital D.G. Khan Treatment Center followed by 3,159 cases in Allied Hospital Faisalabad Treatment Center and 2,301 cases in Civil Hospital Multan. On the other hand, the lowest number of cases were observed in Fountain House Lahore (42), DHQ Hospital Muzaffargarh (73) and DHQ Hospital Mianwali (109). In all districts the highest number of HIV/AIDS reported cases were of male patients.

The total number of HIV/AIDS patients in Punjab and their distribution across districts is presented in Figure 4.47.

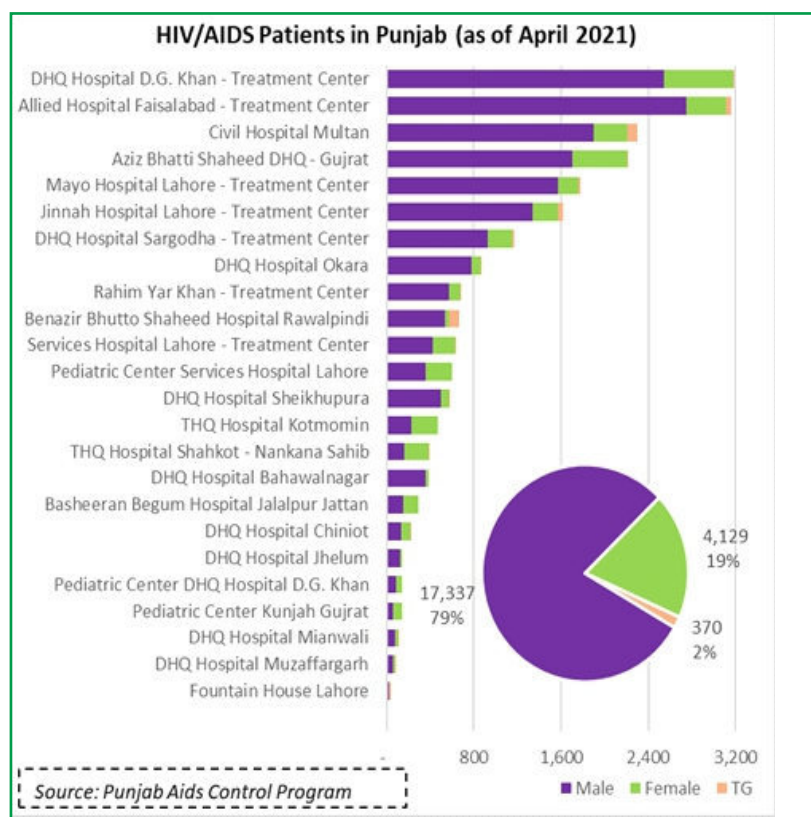


Figure 4.47

382 (WHO, 2020)
 383 (Raza, Afifi, Choudhry, & Khan)
 384 (UNAIDS, 2019)
 385 (Bhurgri, 2006)

4.6 Breast Cancer

Breast cancer poses a grave public health challenge for Pakistan. Delay in treatment, usually caused by lack of awareness and inadequate resources, is associated with progression of disease to advanced stages and ultimately poor survival rates. Breast cancer accounts for 4.5% of female deaths in Pakistan (see section 4.1.1).

Women's Economic and Social Wellbeing Survey shows that of all the women aged 15-64 (29,020), 0.2% of women were diagnosed with a form of cancer. Of this, a large proportion of women i.e. 49.5% suffered from breast cancer followed by uterine cancer (9%), cervical cancer (1.9%), ovarian cancer (1%) and others (38.6%). This information is presented in Figure 4.48.

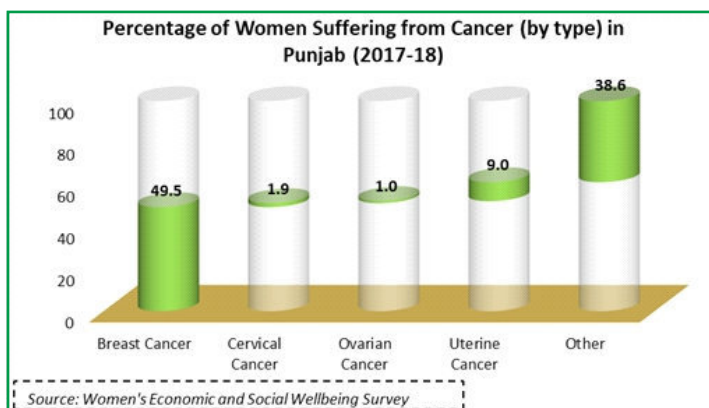


Figure 4.48

Of all the women who suffered from cancer, 33% were diagnosed at a DHQ/THQ/RHC/BHU followed by public or private tertiary hospital (21.9%), specialized cancer care hospital (21%), private clinic or small private hospital (20.9%) and others (3.1%). This data is presented in Figure 4.49.

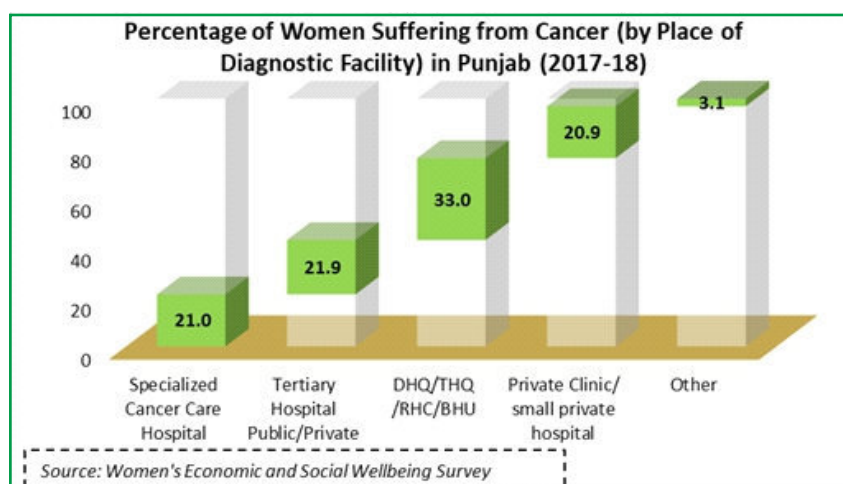


Figure 4.49

4.7 Conclusion

Data and analysis presented in this section show that the status of public health in Punjab remains suboptimal, particularly for women who also face challenges in terms of access to good quality healthcare, especially reproductive healthcare. This is reflected by the high maternal morbidity and mortality rate and ultimately shorter life expectancies for women as opposed to men in Punjab. It is encouraging to note that a range of public health indicators have shown improvement over time including infant and Under5 mortality rate. MMR, despite being high, is lower than that of other provinces. District level analysis reveals variation in health outcomes across districts indicating the need to work towards ensuring universal access and devoting a greater share of resources to underserved districts. As Punjab is forecasted to face shortage of health related HR, it is crucial to develop measures to increase and retain the workforce.

It is important to emphasize that the COVID-19 pandemic has exposed the health sector to a set of unique challenges in terms of resource constraints and compounded gender inequalities in health outcomes. It is thus essential that strategic responses to challenges in the sector are inclusive of gender considerations to ensure improved health and development outcomes for *all*.

4.7 Recommendations

Policy/ Legislative:

I. Ensure frequent availability and collection of gender-disaggregated data

- I. Establish standardized data collection and dissemination procedures at all levels of health care delivery. This is pivotal to enable comparisons across departments, measuring progress over time, assessing implementation of health policy and tracking of progress on SDG indicators.
- II. National Command Operation Center (NCOC) to collect and disseminate gender-disaggregated data pertaining to tests performed, reported infection rates, deaths and vaccine uptake for COVID-19.

ii. Implement Gender-Sensitive COVID-19 Vaccine Rollout Plans

- I. Devise gender friendly protocols for distribution and access to vaccination, in view of limited mobility of women and lack of access to information.
- II. Convert public spaces into vaccination centers for women in underserved districts.

iii. Increase policy focus on preventive healthcare

- I. Focus policy measures at disease prevention including expansion of immunization and nutrition programs, and improved maternal and child health services, for better overall public health outcomes.

iv. Introduce a policy to reduce gender digital divide

- I. This is pivotal to ensuring universal access to health related information and accessing the healthcare system in a timely and efficient manner.
- II. State or donor funded projects to establish community level women-friendly public facilities that allow access to free internet, especially in remote areas.

v. Gender sensitive planning of interventions by Punjab Mental Health Authority

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

vi. Integrate healthcare education in school curriculum

- I. Health departments should collaborate with the School Education Department to develop and roll out specific teaching modules on preventive health practices, reproductive health and puberty in school curriculum. This should include a module on sexual and reproductive health, to be taught at middle and high school level.

Procedural

i. Increase and Retain Human Resource in Government Health Facilities

- I. Punjab is faced with a shortage of health professionals. Strategies to increase hiring and retention of qualified personnel, particularly in heavily populated and underserved districts need to be designed and implemented. Specific policies such as better remuneration packages need to be implemented to encourage non-practicing female doctors to join the health workforce.

ii. Improve Infrastructure at Government Health Facilities

- I. Undertake systematic upgrade of health facilities across the province.
- II. Improve district level accessibility of diagnostic facilities specific to women's reproductive health such as breast cancer and fistula.
- III. Conduct research to identify the reasons for consistent decrease in health facilities across Punjab and devise remedial strategy accordingly.

iii. Remove disparity in resource allocation across districts

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

iv. Decrease maternal and child mortality

- I. Ensure that women, especially those in remote areas, have greater access to emergency obstetric care.
- II. Implement cash transfer programs to encourage better health practices such as ANC visits and nutritional improvement for pregnant and lactating mothers and infants.
- III. Train more women at the community level as Lady Health Workers to disseminate key information on reproductive health as well as shape community attitudes towards healthy pregnancies and safe delivery practices.

v. Public private partnerships

- I. Collaboration and cooperation with private vendors of healthcare especially at the district level to increase access to low-cost primary healthcare.
- II. Government of Punjab to create incentives for private healthcare practitioners to join Government sponsored health drives and programs aimed at improving community health.

vi. Behavior Change Campaigns aimed at removing stigma associated with certain diseases/conditions

- I. Awareness and behavior change communication aimed at removing stigma associated with conditions such as HIV/AIDS, fistula and breast cancer to be introduced across the province, on mediums that are most accessible to the masses.

vii. Scale up and improve family planning services

- I. Scale up family planning services provided by PWD to further lower total fertility rate and improve contraceptive prevalence rate in Punjab.
- II. Implement rigorous quality control of antenatal and postnatal care services to ensure that pregnant women complete WHO recommended visits to maximize health benefits to maternal and child health.


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


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





EDUCATION


KEY FINDINGS


- 


In 2018-2019, the Literacy Rate(LR) (10 years and above) in Punjab was 64%, which remained unchanged from 2017-2018. Over the last five years, a slight improvement has been recorded in the literacy rate of women, from 54% in 2015-2016 to 57% in 2018-2019. However, male literacy of 73% in 2018-19 was significantly higher than female literacy of 57%.
- 


In 2018-2019, the Adult Literacy Rate (ALR) (15 years and above) in Punjab was 70% for men and 53% for women. These rates were higher than the national average of 69% for men and 45% for women. However, they were still significantly lower than the global averages of 90% for men and 83% for women.
- 


Net Enrolment Rates at the primary level had seen a modest improvement of 1% from 2015-16 to 2018-2019; from 59% in 2015-16 to 60% in 2018-19. The gender gap in net enrolment of boys and girls decreased from 4% in 2014-15 to 1% in 2018-2019.
- 


The number of OOSC in Punjab increased from 17% in 2016-17 to 21% in 2018-19. Proportion of OOS girls increased from 19% in 2016-17 to 23% in 2018-19. Urban-rural gap between OOS girls is significant; 12% compared with 29% respectively.
- 

In 2019-2020, Punjab Government had allocated Rs. 383 billion for education. Education comprised 16.5% of the total provincial budget in FY 2019-20, the lowest in three years.
- 

From 2016-2017 to 2019-2020, the number of formal schools decreased from 51,499 to 47,982. Of these 47,982 schools, 22,681 (47%) were boys' schools and 25,301 (53%) were girls' schools. 32,138 (67%) schools were primary, 8,327 (17%) were middle schools, 6,757 (14%) were high schools and 760 (2%) were higher secondary schools.
- 

In 2019-2020, 5.96 million (51%) boys and 5.76 million (49%) girls were enrolled in formal schools of Punjab as compared to 5.60 million (47%) boys and 6.17 million (53%) girls in 2017-2018. From 2017-18 to 2019-2020, enrolment of boys increased by 6.6%, whereas the enrolment of girl students decreased proportionately, maintaining a GPI of 0.96.
- 

In 2019-2020, there were more facilities available in girls' schools as compared to those of boys. Overall, 99.7% of schools had an adequate supply of drinking water and 99% had usable toilet facilities in the formal public schools. 97.6% of schools had access to electricity. 96.8% had a main gate and 96.6% had boundary walls
- 

In 2018-2019, the average Survival Rate (SR) of boys and girls in Punjab was 76% and 79% respectively, which was higher than the national Survival Rates of boys (64%) and girls (63%).
- 

In 2019-2020, in formal public schools, the male Pupil-Teacher Ratio (PTR) was 51 and the female PTR was 41, which shows that female teachers had fewer children in each class (41 students) as compared to male teachers (52 students). Overall, all districts of Punjab show a higher PTR than the global average of 23.4.

INTRODUCTION

Education is central to the socio-economic development of a country.³⁸⁶ It plays a critical role in building human capabilities and accelerates economic growth through knowledge, skills and creative strength of a society.³⁸⁷ It also creates awareness, tolerance, self-esteem and confidence, which empower people to defend their rights. Positive outcomes of education include reduction in poverty and social inequalities, and improvement in the mental and social wellbeing of both men and women.³⁸⁸ The benefits of education also extend to a nation's overall human resource development.³⁸⁹ It has been found that globally, every year of additional schooling increases an individual's wages by 10 percent.³⁹⁰ Indeed, provision of education is perceived not only as a right but also as a duty; Governments are typically expected to ensure access to basic education, while citizens are often required by law to attain education up to a certain basic level.³⁹¹

Equal access to education, while essential, does not guarantee gender equality.³⁹² Schools, as formal state institutions, tend to reproduce existing gender regimes and power relations rather than subvert them.³⁹³ Female education must be seen as one of many aspects that can influence the social status of women; however, outcomes of educational development on gender relations can greatly vary among different cultural contexts and social strata.³⁹⁴ Lower levels of female education attainment harms economic growth as it lowers the development of human capital.³⁹⁵ Conversely, higher levels of female educational attainment reduce fertility, infant mortality, and often also result in better outcomes for children's education.³⁹⁶ Educated women and girls have access to better economic opportunities, greater per capita income, and better living standards.³⁹⁷ Notably, global economies have observed higher returns from investment in female education than that in men's education.³⁹⁸

Guided by principles of non-discrimination, equality of opportunity, universal access and solidarity, the universal right to education was recognized and enshrined in United Nations Educational, Scientific and Cultural Organization's (UNESCO) Constitution in 1945.³⁹⁹ The Universal Declaration of Human Rights (UDHR) 1948 defined education as a fundamental human right. Since then, global actors have strived to ensure the provision of this basic right across all age groups and social strata, through comprehensive international commitments, well-thought-out targets and informative indicators.⁴⁰⁰ UNESCO's Education For All (EFA) Movement 2000 aimed at ensuring primary education for all children by 2015 especially garnered global support.⁴⁰¹ The 2030 development agenda driven by the SDGs includes "ensuring inclusive and equitable quality education and promoting lifelong learning opportunities for all by 2030" as Goal 4.⁴⁰² The 7 Outcomes and 3 Implementation Targets of SDG 4 are detailed in Figure 5.1.⁴⁰³



Figure 5.1

386 (World Bank 2019)

387 Ibid

388 (World Bank 2019)

389 (Our World in data 2018)

390 Ibid

391 (Our World in data 2018)

392 (Parpart and Marchand 2013)

393 Ibid

394 (Jewraj, 2019)

395 Ibid

396 (Jewraj 2019)

397 (Largelof 2011)

398 (Gene B. Sperling and Rebecca Winthrop 2016)

399 (UNESCO 2020)

400 Ibid

401 (UNESCO 2020)

402 Ibid

403 (UNESCO 2020)

In Pakistan, following the 18th Amendment to the Constitution and promulgation of Article 25-A, the State is obligated to provide free and compulsory quality education to children aged 5 to 16 years.⁴⁰⁴ The Federal Government adopted the SDGs as National Development Goals,⁴⁰⁵ and hence has also committed to ensuring access to inclusive, affordable and quality education for all.⁴⁰⁶ The Government of Pakistan has also pledged to increase spending on education as a percentage of GDP by 4.4% by 2023.⁴⁰⁷ Incidentally, this target is much higher than the Government's current average spending of 2.3% on education in 2019-2020.⁴⁰⁸ To implement Vision 2025, the Planning Commission is targeting the achievement of 100% primary school enrolment, decreasing the gap between urban and rural enrolment, and overall improvement in parity indices.⁴⁰⁹

Punjab, Pakistan's largest and most populous province, has taken several education reform initiatives, specifically geared at improving education outcomes for primary school children. However, the fact remains that about a quarter of school-aged children are not attending school either because they were never enrolled or because they dropped out early. It is interesting to note then, that Punjab has the highest primary enrolment rate among the provinces.⁴¹⁰ While the Punjab Free and Compulsory Education Act of 2014 is currently in force in the province, its implementation must be rigorous to lead to better enrolment rates and lower dropouts across districts.

COVID-19 and Education

The COVID-19 pandemic has affected educational systems worldwide, nearly leading to the total closure of schools, universities and colleges.⁴¹¹ Most governments decided to temporarily close educational institutions in an attempt to reduce the spread of COVID-19.⁴¹² As of 12 January 2021, approximately 825 million learners stood affected due to school closures in 2020.⁴¹³ UNESCO reports that 23 countries are currently implementing nationwide closures and 40 are implementing local closures, impacting about 47 percent of the world's student population.⁴¹⁴ Schools are however, open in 112 countries that have managed to limit the number of

infections.⁴¹⁵ School closures in response to the pandemic have shed light on various social and economic issues, including limited access to digital learning and internet services, restricting virtual learning options.⁴¹⁶ In response to school closures, UNESCO recommended the use of distance learning programs, mobile educational applications and platforms that schools and teachers can use to reach learners remotely.⁴¹⁷ One year into the COVID-19 pandemic, close to half the world's students are still affected by partial or full school closures, while over 100 million children have failed to achieve minimum proficiency level in reading as a result of the health crisis.⁴¹⁸ UNESCO is supporting countries in their efforts to mitigate the impact of school closures, address learning losses and adapt education systems, particularly for vulnerable and disadvantaged communities.⁴¹⁹

In Pakistan, schools were closed on March 15, 2020.⁴²⁰ Following closures, Government of Punjab launched the *Taleem Ghar* Program on April 2, 2020. In April, the Federal Government launched the Teleschool program to provide students in Grades 1 to 8 with televised and virtual lectures through television, a smartphone application for Android users, a website, and a YouTube channel.⁴²¹ To minimize the consequences of the pandemic, Punjab School Education Department has devised novel strategies to improve learning outcomes of students; the Department tasked schools with increasing written assignments given to children, while simultaneously planning teacher trainings and capacity development initiatives.⁴²²

While these steps have certainly made the transition to digital learning easier for students from middle and elite socio-economic strata, the accessibility of digital learning platforms for the masses is limited.⁴²³ In Pakistan, 66% of households are not using technology for learning.⁴²⁴ 47% of households with access to television and cell phones are reportedly using technology for distance learning. Richer households are 55% more likely to use digital means compared to poorer households.⁴²⁵ Policy researchers have shown concern about the effect of school closures on girls' enrolment

404 (Malik 2011)

405 (Ministry for federal education and professional training 2021)

406 (National Initiatives for Sustainable Development Goals 2019)

407 Ibid

408 (Pakistan Alliance for Girls Education, 2013)

409 (Habib n.d)

410 (World Bank 2020)

411 (UNESCO Institute for Statistics 2021)

412 (Cortese and Frascio 2021)

413 Ibid

414 (UNESCO, 2021)

415 Ibid

416 (UNESCO Institute for Statistics 2021)

417 Ibid

418 (UNESCO Institute for Statistics 2021)

419 Ibid

420 (UNESCO Institute for Statistics 2021)

421 Ibid

422 (Punjab Examination Commission 2020)

423 (Maryam Akmal, 2021)

424 Ibid

425 (Zahra Malik, 2020)

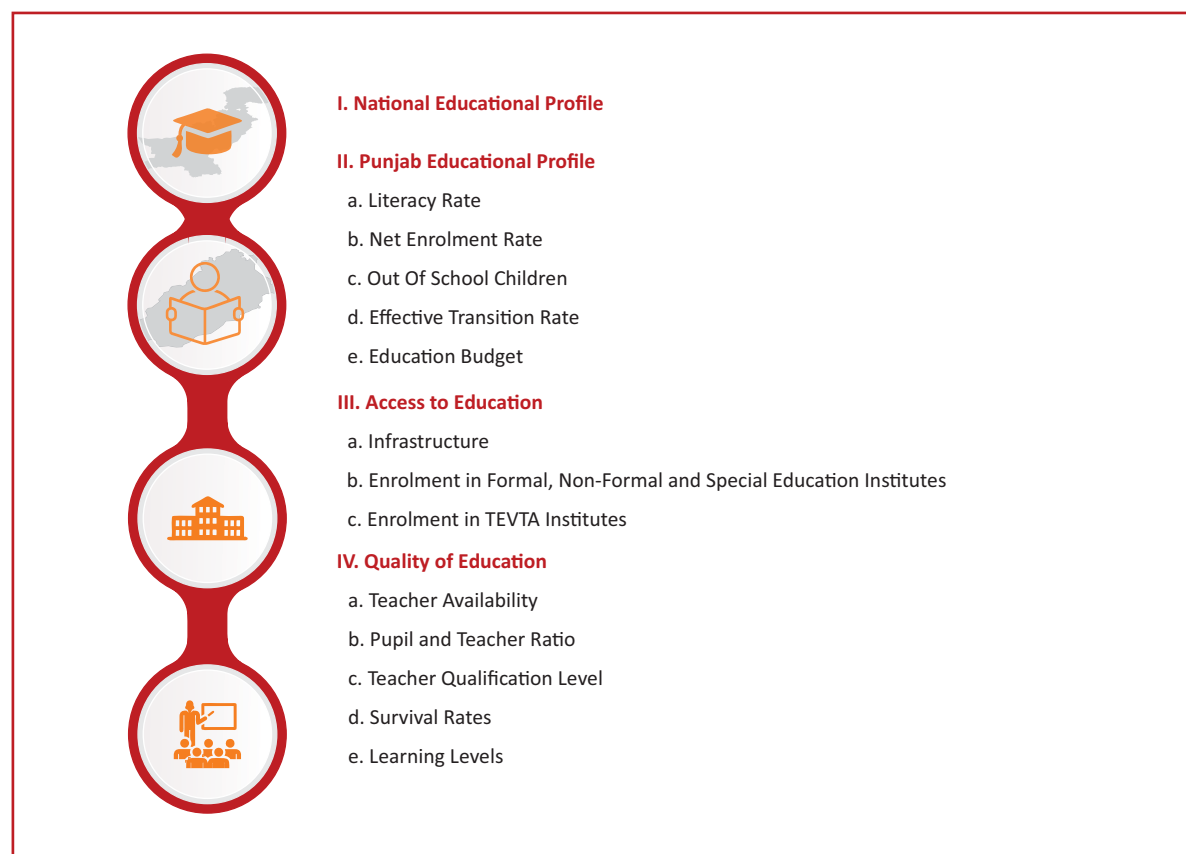
and well-being, especially significant in Pakistan where a high out-of-school girls' population precedes COVID-19, with low retention and high drop-out rates, depicting an overall dismal picture of the state of girls' education.⁴²⁶ Furthermore, data depicts that girls outnumbered boys among students enrolled in schools before the pandemic; overall, enrolments were higher where girls knew about remote learning opportunities. In addition to this, reportedly 2.5% of girls in Pakistan may not return to school when schools reopen.⁴²⁷ Alarming, an even greater percentage of boys (4.9%) who were previously enrolled may not return to schools.⁴²⁸

Time spent learning online during school closures is also gendered. In Punjab, girls' parents report that their daughters spend more time looking after siblings and doing household chores than they spend studying, which may affect the overall learning levels of girls in

Punjab.⁴²⁹ According to a 2020 diagnostic study conducted by Punjab Examination Commission (PEC) on students of Grade 5, it was found that on average a student lost 20% learning in Mathematics, Science, Urdu and English subjects.⁴³⁰ Effective policy and administrative response measures to address pandemic-driven inequalities require swift data collection and resource mobilization; repurposing the workforce to support educational continuity; planning for sporadic changes in instructional calendars and goals, and creating space to experiment with new techniques that have proven effective in improving teaching and learning outcomes.⁴³¹ Efforts by the Federal and Provincial governments to maintain quality of education along with enrolments and retention of girls in schools must also continue unfettered, if the effect of the pandemic on education is to be minimized across Punjab.

Organization of Analysis

To gauge gender parity in education, this chapter will conduct an analysis of key education indicators including, literacy rates, Out Of School Children (OOSC), access to facilities at school, qualification of teachers etc. Developments from 2019 and 2020 will be presented alongside data from 2017 and where possible, 2018. Furthermore, an analysis of the public education system in Punjab, with a particular focus on girls' education will be exhibited. Gender-disaggregated data will be presented where possible, along with district-level analysis. The composition of this chapter is as follows:



426 (Zahra Malik, 2020)

427 Ibid

428 (Maryam Akmal, 2021)

429 Ibid

430 (Punjab Examination Commission 2020)

431 Ibid

5.1. National Educational Profile

5.1.1. Pakistan's Education Profile

Pakistan is ranked 144 out of 156 in "attainment of education" in the Global Gender Gap Report 2020.⁴³² Several social, economic and cultural factors contribute to low levels of education in Pakistan, especially that of girls.⁴³³ These factors include inter alia difficulties in access to schools due to limited mobility, non-availability of safe and affordable means of transport, inability to afford schooling, and early age marriages.⁴³⁴

Despite persistent efforts by the Government, access to education is not ensured across Pakistan. According to Human Rights Watch in 2018, 32% of girls of elementary school age were out of school, compared with 21% of boys. By Grade 6, only 41% of girls in Pakistan remained enrolled, compared with 51% of boys. Notably, by Grade 9, a meager 13% of young women are still enrolled in school.⁴³⁵ In 2019, the global literacy rate was 90% while Pakistan struggled to maintain an overall literacy rate of 57%.⁴³⁶ In addition, Pakistan had the world's second-highest number of OOSC in 2019, with an estimated 22.8 million children aged 5 to 16 not attending school. This number represents 44% of the total population in the 5 – 16 year age group.⁴³⁷ In the 5-9 year age group, 5 million children were not enrolled in schools in 2018-19. Following primary school age the number of OOSC doubles, with 11.4 million children between the ages of 10-14 not in school.⁴³⁸ Disparities in gender, socio-economic status, and geography are significant determinants of these trends. These factors affect secondary and tertiary education adversely as well; in 2019, the Gross Enrolment Rate (GER) in secondary education was as low as 43%, before dropping down to 9% at the tertiary level – an extremely low percentage by global standards.⁴³⁹

A major positive change in female enrolment in public schools was observed from FY 2016-17 to FY 2017-18 when the enrolment rose from 0.53 to 0.68 million students. However, the survival rate of children dropped from 66% in 2015-2016 to 63% in 2017-2018. Interestingly, the survival rate of girls (59%) stood lower than that of boys (67%), representing an 8% fall from 2015-2016 to 2017-2018.⁴⁴⁰ Rampant gender disparities,⁴⁴¹ including deprivation of educational opportunities, unavailability or inaccessibility of girls' schools, missing facilities in existing schools, familial preference given to boys' education, and time spent on household chores and care-related tasks by girls, all affect the state of girls' education in Pakistan, with boys outnumbering girls at every stage of education.⁴⁴²

It's crucial to understand huge socioeconomic disparities that exist in Pakistan, ones that transcend geographical location and rural/urban disparities.⁴⁴³ These disparities have an impact on educational outcomes, including vast gaps in access to education and overall educational attainment.⁴⁴⁴ Institutional problems range from dysfunctional and dilapidated school facilities that lack sanitation or electricity to under-qualified teaching staff, widespread corruption, and tens of thousands of "ghost teachers" that exhaust public payrolls.⁴⁴⁵ While most of these problems are the worst at the primary level, ripple effects can be observed on the entire education system in the form of depressed enrollment rates at all levels.⁴⁴⁶

432 (World Economic Forum 2021)

433 (Bureau of Statistics, Punjab 2019)

434 Ibid

435 (Watch 2018)

436 (World Bank data 2020)

437 (UNICEF, 2021)

438 Ibid

439 (UNESCO 2021)

440 (Pakistan Education Statistics 2017-2018)

441 (Hunter 2020)

442 Ibid

443 (Zulfiqar 2019)

444 Ibid

445 (Hunter 2020)

446 Ibid

5.1.2. Public Education System in Pakistan

The public sector formal school system consists of 12 academic years.⁴⁴⁷ It starts from primary and ends at the Intermediate level or Higher Secondary School Certificate (HSSC).⁴⁴⁸ Pre-primary⁴⁴⁹ level classes, although not recognized in terms of budgetary provision or examinations, are still taught in Punjab.⁴⁵⁰ The private sector caters to educational needs of about one-third of children enrolled, some of whom follow the public sector national curricula, while others opt for the curricula of Cambridge International Examinations.⁴⁵¹ Enrolment choices at public and private facilities as recorded by Annual Status of Education Report (ASER) from 2018-2019 present a clear shift in numbers of households opting for public sector schools; enrolment has increased from 70 percent in 2014 to 77 percent in 2019 with a commensurate decrease from 30 percent to 23 percent in the private sector's share of enrolments.⁴⁵²



Figure 5.2

447 (Pakistan Education Statistics 2017-18)
 448 Ibid
 449 Local name Katchi class, translation: Pre-Primary; premature or not ripe yet
 450 (Pakistan Education Statistics 2017-18)
 451 (Farooq 2016)
 452 (South Asian Forum for Education Development (SAFED) 2019)

5.2. Punjab Education Profile

5.2.1. Literacy Rate

Figure 5.3 depicts the Literacy Rate for Punjab from successive Pakistan Standard of Living Measurement (PSLM) Surveys (2018-19) and Pakistan Education Statistics 2017-18. In the last 5 years, a slow and gradual increase has been seen in the total literacy rate of Punjab, which stood at 63 percent in 2015-16 and increased to 65 percent in 2018-2019. The male literacy rate largely remained the same, with a 1% increase from 72% in 2015-16 to 73% in 2018-2019. On the other hand, the female literacy rate in Punjab improved by 3%, from 54% in 2015-16 to 57% in 2018-2019.⁴⁵³

From 2015-2016 to 2018-2019 female literacy rate in Punjab increased by 3%, from 54% to 57%

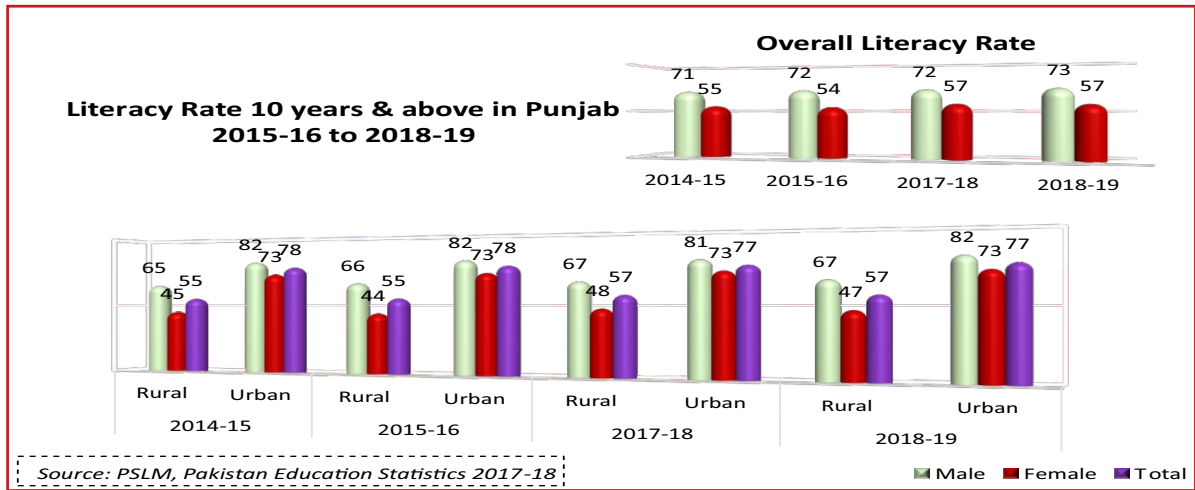


Figure 5.3

In 2018-2019, higher literacy rates were recorded in urban areas of the province, compared with rural areas. In 2018-19, urban literacy stood at 82% for men and 73% for women, compared with rural literacy rates of 67% for men and 47% for women for the same year.

Urban and rural literacy rates remained consistent from 2017-2018 to 2018-2019. Although in the last 5 years (from 2014-15 to 2018-19) literacy rate of women in Punjab improved from 45% to 47% in rural areas, yet the urban/rural gap is significantly high. In the attainment of education, women in rural areas are not very fortunate when compared to their urban counterparts. In 2018-2019, ASER reports that the gap between urban and rural women's LRs is 26%. In rural Punjab, the cost to cover the distance to a government school is far greater than that in urban areas.⁴⁵⁴ Private schools are also less likely to be available in rural areas. Limitations on mobility and fear of harassment overshadow families' desire to educate girls. This unfulfilled gap in the provision of public schools inevitably leads to widely differing numbers when urban and rural education is compared.⁴⁵⁵

5.2.2. Adult Literacy Rate

World Health Organization (WHO) defines adult literacy as "the percentage of population aged 15 years and over, who can read and write, with an understanding of a short simple statement about his/her everyday life". Generally, 'literacy' also encompasses 'numeracy', the ability to make simple arithmetic calculations.⁴⁵⁶ In 2019, global literacy rates were 90% for men and 83% for women. A 1% increase has been recorded in global literacy rates of women from 2015 to 2019.⁴⁵⁷

In FY 2018-19, Pakistan's adult literacy rate for men was 69%, while that for women was 45%.⁴⁵⁸ However, Punjab's

453 (Pakistan Social & Living Standards Measurement Survey 2018-2019)

454 (SHALL I FEED MY DAUGHTER, OR EDUCATE HER? 2018)

455 (Watch 2018)

456 (World Health Organization 2021)

457 (<https://www.statista.com/statistics/1220131/global-adult-literacy-rate-by-gender>)

458 (Pakistan Social & Living Standards Measurement Survey 2018-2019)

adult literacy rates were higher than the national figures relayed above, recording rates of 70% for men and 53% for women in 2018-2019.⁴⁵⁹ 39.3% of women aged 15-64 years in Punjab have never attended school.⁴⁶⁰ This percentage is higher in rural Punjab (49.6%) as compared to urban Punjab (22.9%).⁴⁶¹ 7.7% of women have completed pre-school education, 14.9% have completed primary education followed by women who have completed middle education (10.5%), matriculation (14.0%), and intermediate (including poly-technic) (6.2%). Women with graduation and masters or above in 2018-19 were 4.1% and 3.4%, respectively.⁴⁶²

In 2018-19, the urban adult literacy rate in Punjab stood at 75%, while the rural adult literacy rate was a staggering 52%, depicting a disparity of 23 percent. However, disparity between urban and rural adult literacy rates for 2018-19 is 10 percent, less than the disparity between overall literacy rates relayed above. In 2018-19, the urban adult literacy rate for men stood at 80% while that of women was 70%. This gap doubled for the rural population where adult men's literacy was 63% and adult women's was 42%.⁴⁶³ Figure 5.4 shows the district-wise breakdown of adult literacy rates in Punjab in 2018-2019. District Lahore had the highest female literacy rate (LR) at 74%, followed by Sialkot and Rawalpindi, both at 72%. District Rajanpur had the lowest female LR at 20%, followed by Dera Gazi Khan at 24%.

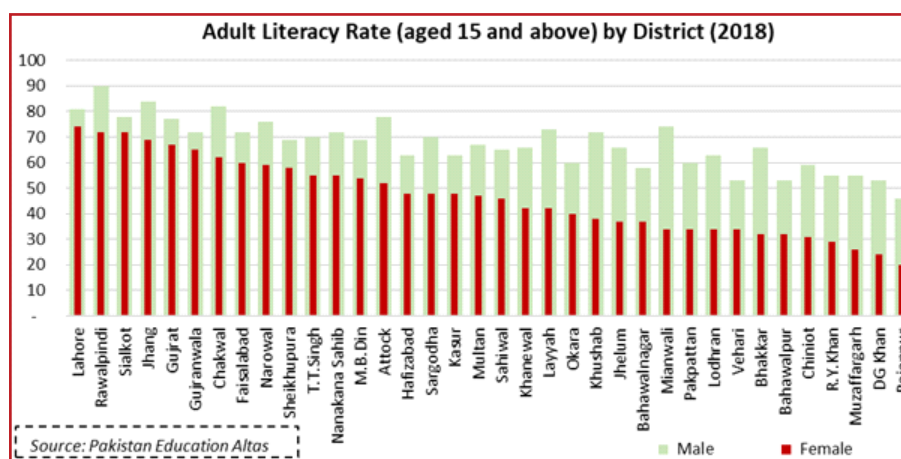


Figure 5.4

In Punjab's most populous district Lahore, the male literacy rate was 81% in 2018-19, 7% higher than the rate of women (74%) in the same city. The gender gap in the adult literacy rate was widest in the southern region of Punjab, where Mianwali had the highest gender gap in literacy (40%), followed by Khushab and Bhakkar with a disparity of 34% each.⁴⁶⁴ The lowest gender gap was recorded in Sialkot (6%), Lahore and Gujranwala (both at 7%). In 14 districts, LR of women was below 40%.⁴⁶⁵ 8 districts had female LRs between 40 – 48 percent,⁴⁶⁶ whereas the remaining 14 districts showed female LRs within 50 – 74 percent.⁴⁶⁷

5.2.3. Net Enrolment Rates

UNESCO's International Standard Classification of Education 2011 defines the Net Enrolment Rate (NER) as the number of primary school aged children who are enrolled in a primary school, as a percentage of the total children of the official primary school-age population.⁴⁶⁸ Figure 5.5 shows the NER at the primary level for children between ages 5-9 from 2014-2015 to 2018-2019. A modest improvement of 1% in the NER can be seen; from 59% in 2015-16 to 60% in 2018-19. It is worth mentioning that, the gender gap in NER of boys and girls decreased from 4% in 2014-15 to 1% in 2018-2019. The Government of Pakistan's New Deal Vision 2023, aims to improve overall enrolment in 2020. Under this program, the Government of Punjab has begun afternoon classes in 719 schools across 22 districts, with an overarching target to improve girls' NER.⁴⁶⁹

In 2018-2019, gender gap in enrolments moderately decreased from 3% to 1%

459 (Pakistan Social & Living Standards Measurement Survey 2018-2019)

460 (WESW Survey 2017-18)

461 Ibid

462 (WESW Survey 2017-18)

463 (Pakistan Social and Living Standards Measurement Survey 2018-19)

464 (Academy of Educational Planning and Management 2018)

465 Rajanpur, DG Khan, Muzaffargarh, R.Y.Khan, Chiniot, Bhakkar, Bahawalpur, Mianwali, Pakpattan, Lodhran, Vehari, Jhelum, Bahawalnagar, and Khushab

466 Okara, Khanewal, Layyah, Sahiwal, Multan, Hafizabad, Sargodha and Kasur

467 Attock, M.B.Din, T.T.Singh, Nanakana Sahib, Sheikhupura, Narowal, Faisalabad, Chakwal, Gujranwala, Gujrat, Jhang, Rawalpindi, Sialkot and Lahore

468 (United Nations 2021)

469 (Transforming School Education in Punjab 2018)

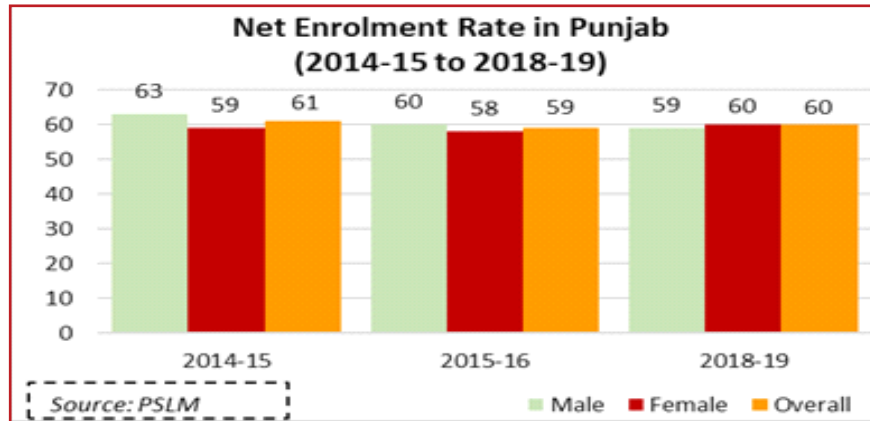


Figure 5.5

5.2.4. Out of School Children

OOSC are the percentage of primary school children who are not enrolled in primary or secondary school.⁴⁷⁰ By 2020, Pakistan had the world's second-highest number of OOSC with an estimated 22.8 million children aged 5-16 years not attending school, representing 44 percent of the total population in this age group.⁴⁷¹ In the 5-9 year age bracket, 5 million children are not enrolled in school. After primary-school age, the number of OOSC doubles, with 11.4 million children between the ages of 10-14 years and 6.4 million children aged 15-16 years not receiving formal education. Disparities based on gender, socioeconomic status, and geography are significant determinants of OOSC in Pakistan.⁴⁷²

In Punjab, the number of OOSC increased from 17% in 2016-17 to 21% in 2018-2019. Furthermore, more children from rural areas (25%) were out of school as compared to children in urban areas (14%) of the province.⁴⁷³ Numbers on both ends were more significant for girls; while 19% of girls were out of school in 2016-17, the number rose to 23% in 2018-19. Furthermore, data from 2018-19 shows that the highest out of school girls were from rural areas, where the number stood at 29%, as compared to 12% of girls in urban areas. Furthermore, overall 4% more girls were out of school as compared to boys in Punjab, with 19 percent of girls and 23 percent of boys out of school in 2018-19. Figure 5.6 below compares Pakistan's higher numbers of OOSC on all fronts, with those of Punjab.

4 percent increase in number of OOSC has been recorded from 17 percent in FY 2016-2017 to 21 percent in FY 2018-2019

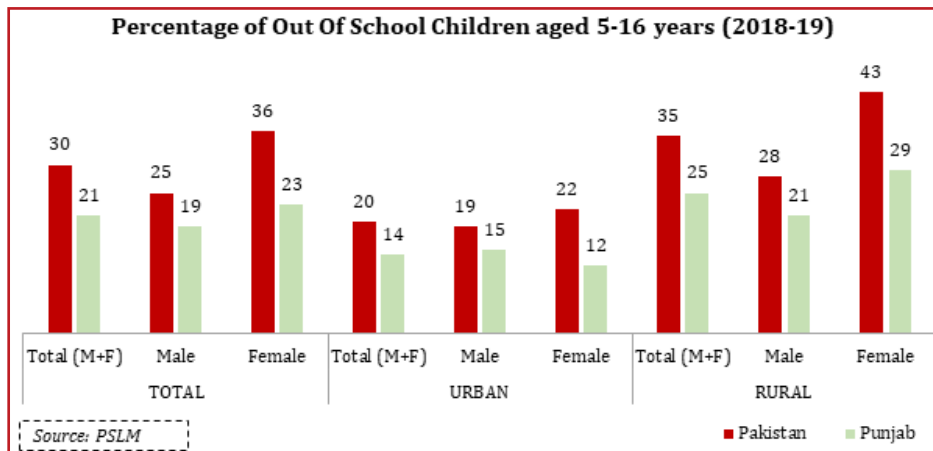


Figure 5.6

470 (UNESCO Institute for Statistics 2021)
 471 (Pakistan Education Statistics 2016-17)
 472 (UNICEF Pakistan 2020)
 473 (Pakistan Social & Living Standards Measurement Survey 2018-2019)

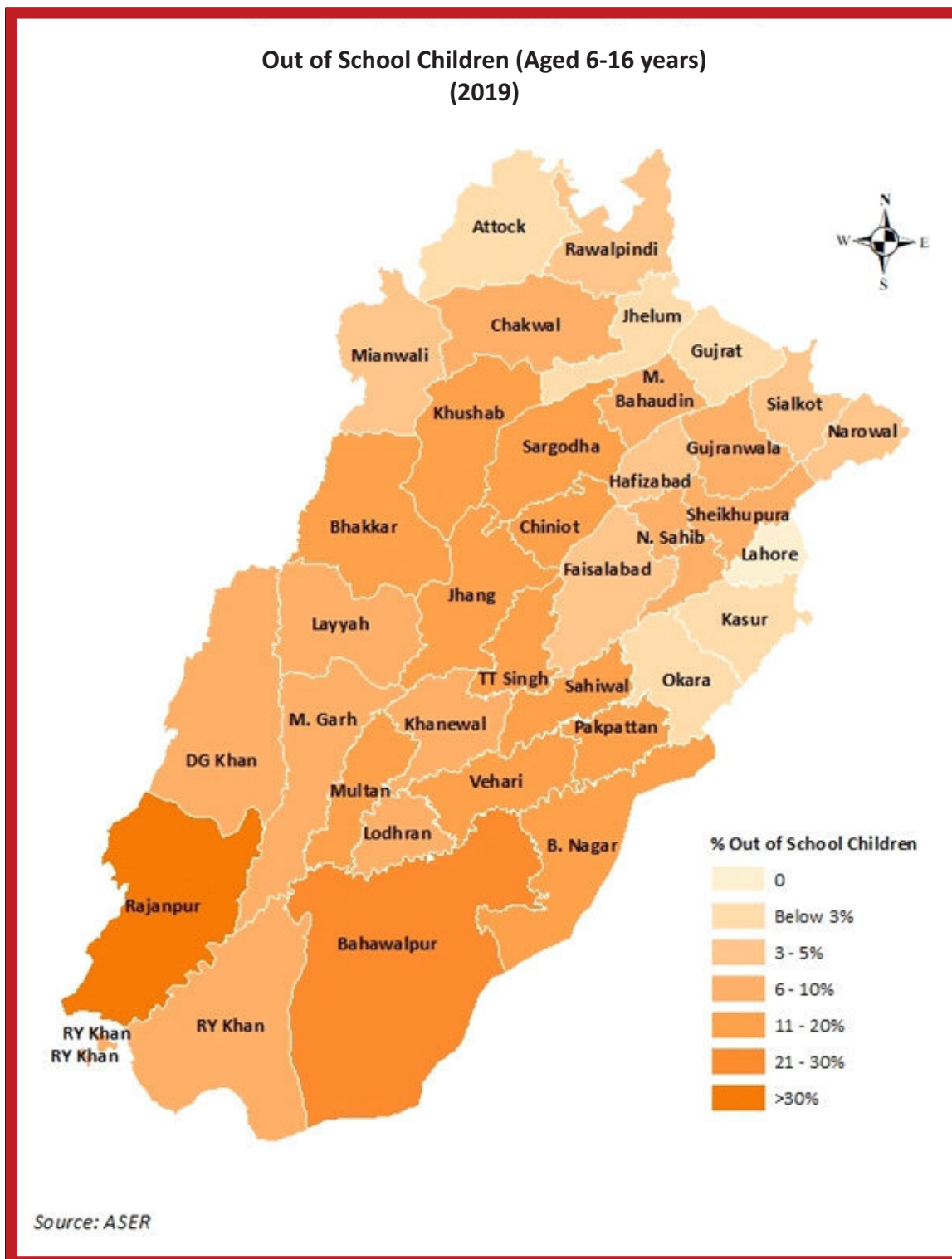


Figure 5.7

Figure 5.7 shows the percentage of district wise OOSC in the year 2019. District Rajanpur had the highest number of OOSC with more than 30% in 2018 and 2019, followed by Bahawalpur, where OOSC ranged between 21% to 30%. In 2019, 11 districts fell under the percentage ranges of 11 – 20 percent. In 2018, there were 16 districts under this category. In 2019, Mianwali, Chiniot, Bahawalpur, D.G Khan and Layyah improved their enrolment and consequently their OOSC percentage reduced as compared to 2018. Lahore, Attock, Jhelum, Gujrat, Kasur and Okara were the five districts where 3% or less children were out of school. Access to girls' schools, especially for primary education, tackling restrictions on mobility and reduction of the overall cost of education will surely improve matters, albeit slowly.

5.2.5. Effective Transition Rate

Effective Transition Rate (ETR) is defined as, the number of pupils (or students) admitted to the first grade of a higher level of education in a given year, expressed as a percentage of the number of pupils (or students) enrolled in the final grade of the previous level of education.⁴⁷⁴ Transition Rate (TR) is the proportion of students that progress from the final grade of one level to the first grade of the next level, expressed as a percentage of those enrolled in the final grade of the preceding school year.⁴⁷⁵ High TRs indicate successful transition from one level of education to the next. They also reflect the intake capacity of the next level of education.⁴⁷⁶ Inversely, low transition rates indicate problems in bridging the period between two cycles or levels of education, due to either deficiency in the examination system, inadequate admission capacity in the higher cycle or level of education, or both.⁴⁷⁷

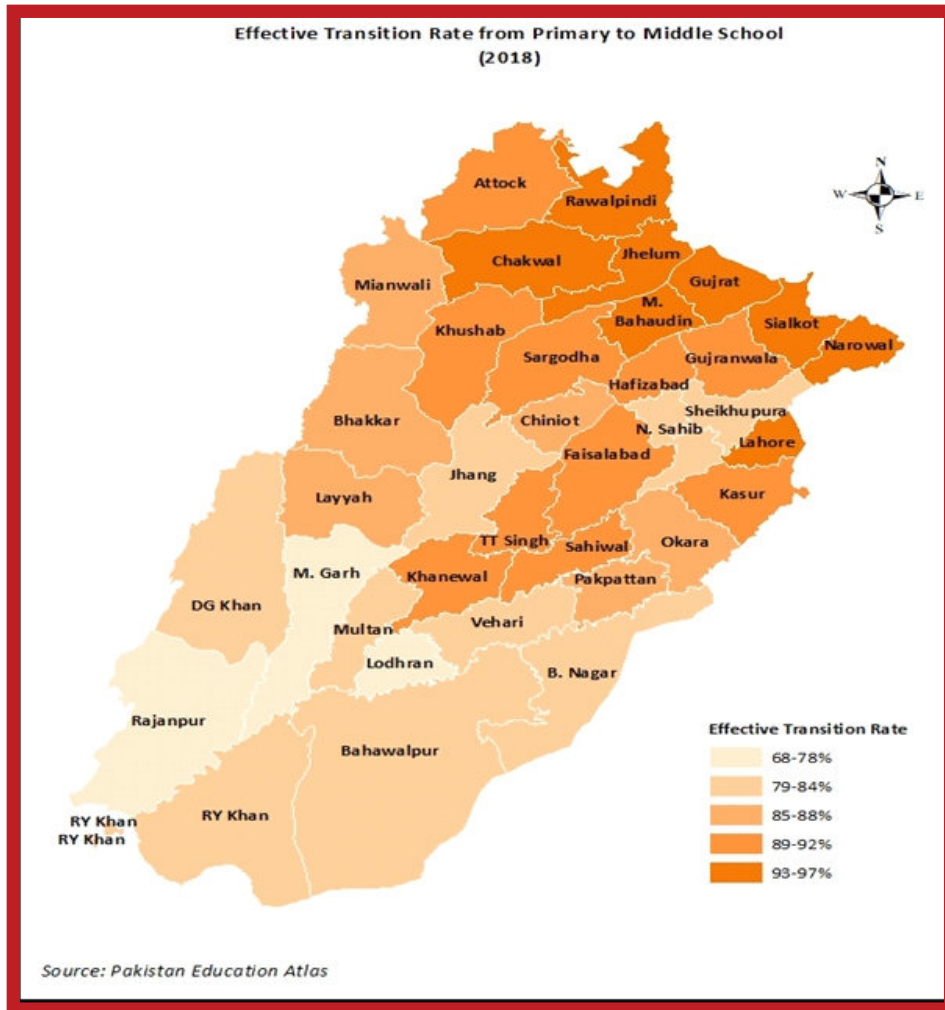


Figure 5.8

According to Pakistan Education Atlas 2018, the average ETR for boys and girls from primary school to middle school in Pakistan was 85.5 percent whereas, the average ETR of Punjab was higher than the national ETR at 95 percent; gender wise 96 percent for boys and 94 percent for girls.

In 7 districts, the ETRs for both boys and girls were equal (TT Singh, Rawalpindi, Lahore, Gujranwala, Faisalabad, Hafizabad and Jhelum). Whereas, the lowest ETRs for boys were recorded in Muzaffargarh (69%), Rajanpur (74%) and DG Khan (79%). On the other end of the spectrum, 16 districts of Punjab recorded ETRs higher for girls than for boys. Furthermore, 8 districts in Punjab showed 100 percent ETRs for girls from primary to middle school. These districts included Khanewal, Bahawalnagar, Faisalabad, Jhelum, Sialkot, Mandi Bahaudin, Pakpattan and Mianwali. On the other hand, Vehari had the lowest ETR (56%) for girls among 36 districts, followed by Attock (ETR 73%), Lodhran

474 (United Nations Educational, Scientific and Cultural Organization 2015)
 475 (Pakistan Education Statistics 2012-2013)
 476 Ibid
 477 (Pakistan Education Statistics 2012-2013)

(ETR 79%) and Chakwal (ETR 80%). Figure 5.8 shows the district wise and gender wise ETR of Punjab recorded in 2018 in the Pakistan Education Atlas.

5.2.6. Education Budget

According to global education targets dictated by the SDGs, educational spending is recommended at 4 percent of a country's Gross Domestic Product (GDP). However, Pakistan is far below this standard, with public spending of 2.9 percent of the GDP on education in 2017-2018 and 2.3 percent in 2019-20. ⁴⁷⁸ In 2020-21, the Government of Pakistan allocated Rs. 83.3 billion for Education Affairs and Services in the federal budget, against a previously allocated budget of Rs. 81.2 billion for the 2019-20 financial year, showing an increase of around 2.5%. Pakistan's public expenditure on education as a percentage of GDP was estimated at 2.3% in the fiscal year 2019-20, the lowest in South Asia. ⁴⁷⁹ The allocated federal budget for education for the year 2020-2021 is low when compared with targets of 15-20% of the total budget and 4% of the GDP. As the world moves towards the achievement of the SDGs by 2030, it is important to note challenges that will inevitably impede the process of improvements, such as limited public financing for education and its efficacy. ⁴⁸⁰

FY 2020-2021 has the highest education budget over the last five years, making up 22% of the total provincial budget

According to the Citizens Budget 2019-2020, Government of Punjab had allocated Rs. 383 billion for education: including Rs. 273 billion for the District Education Authority, Rs. 19.5 billion for the benefit of 2.6 million children via Punjab Education Foundation (PEF), Rs. 2.84 billion for free textbooks, and Rs. 5 billion for the Punjab Education Initiative Management Authority (PEIMA) to achieve a targeted enrolment of 697,054 new students by the end of June 2020. Furthermore, Rs. 1.5 billion was allocated for evening classes of 50,000 out-of-school children under the Insaf School Program, Rs. 730 million was allocated for provision of missing facilities and reconstruction of old school buildings and Rs. 350 million was dedicated towards establishment of IT labs in elementary/secondary schools across the province. The Higher Education Department was allocated Rs. 42.4 billion. Of this, Rs. 2.12 billion had been allocated for construction and completion of 64 new colleges in the province, Rs. 1.54 billion for rehabilitation of 51 colleges, Rs. 540 million for the Chief Minister's Merit Scholarship Program and Rs. 400 million to assist newly established universities in Jhang, Okara, Sahiwal and Narowal. Figure 5.9 depicts a details regarding allocation for SED and Higher Education in FY 2019-20.

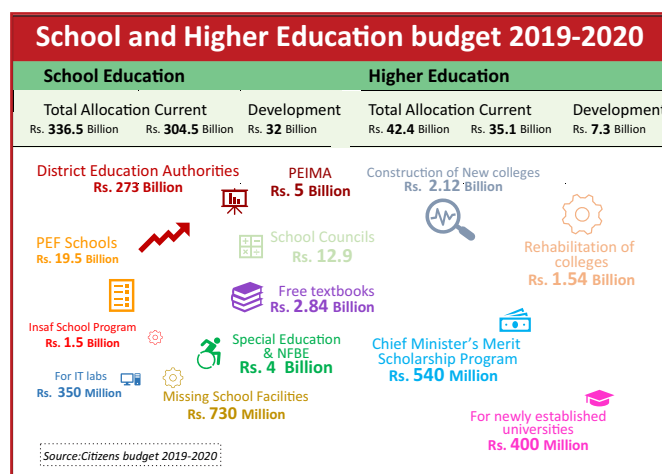


Figure 5.9

Comparatively, in FY 2020-21, the Government of Punjab allocated more than Rs. 391 billion for the education sector. Allocations included Rs. 357 billion for ongoing regular expenditures and Rs. 34.5 billion for development schemes. Funds amounting to Rs. 350 billion were allocated for the School Education Department (SED), out of which Rs. 27.6 billion was earmarked as development budget for the year. For ongoing development schemes, Rs. 600 million was allocated to SED whereas Rs. 4 billion was set aside for new schemes. Rs. 23 billion was allocated for the SED's development portfolio. This allocation includes the provision of scholarships to more than 0.5 million school girls and free books for all students. ⁴⁸¹

478 (World Bank Data 2020)
 479 (Pakistan Alliance for Girl Education 2013)
 480 Ibid
 481 (Finance Department 2020-21)

Figure 5.10 shows a persistent increase in the education budget over the past five years. However, the allocation for education as a percentage of the overall provincial budget has been fluctuating from 2015-2016 to 2020-2021. The budget for education was the lowest as a percentage of the total budget in 2019-2020, when education comprised 16.5 percent of the total provincial budget. The highest allocation to education as a proportion of the total budget was seen in FY 2020-21, when 22% of the total provincial budget was allocated to education.

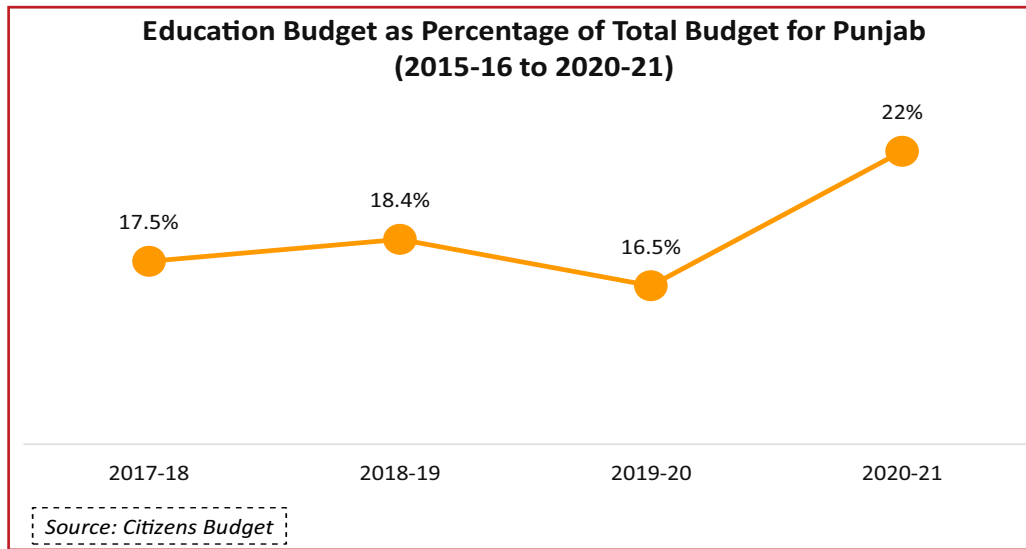


Figure 5.10

5.3. Access to Education

Access to education measures on-schedule enrolment and progression at the appropriate age, regular attendance, learning consistent with national achievement norms, a learning environment that is safe enough to allow learning to take place, and equally distributed opportunities to learn.⁴⁸² To judge access to education comprehensively, an expanded vision of access is needed; one which goes beyond the narrow indicators of participation given by school enrolment rates.⁴⁸³ Analysis must include assessments of educational quality, processes (the institutions and resources to which children have access) and outcomes (competencies and capabilities acquired and how they are valued).⁴⁸⁴

Increasing access to schools is the first step toward expanding the right to education for all children on a global level. Next, governments must strive to resolve factors hindering access and rectify these through institutional and social reform.⁴⁸⁵ Availability and proximity of schools from residences, infrastructure of schools, including building, toilets, boundary walls, availability of drinking water, and playgrounds, are all directly linked with enrolment and a parents' decision to send their child to school at all.⁴⁸⁶ Missing facilities including boundary walls and toilets are major reasons behind gender disparity in enrolment and the escalating number of out of school girls in Pakistan.⁴⁸⁷

482 (Lewin, 2015)
 483 Ibid
 484 (Lewin, 2015)
 485 (McCalla 2011)
 486 Ibid
 487 (Watch 2018)

Travelling safely to attend school which may be several kilometres away from home is a privilege for many rural children across the country.⁴⁸⁸ Distances, unavailability of elders to accompany girls to school, and safety concerns add to parents' hesitation to send their daughters to school even if their sons are regularly attending formal school.⁴⁸⁹ Secondary schools are in shorter supply than primary ones, and girls' colleges even fewer.⁴⁹⁰ Segregated schools are not likely to be found in less developed parts of the country, pushing older girls to surrender their education after they finish at one school and cannot access the next grade level.⁴⁹¹

Aside from barriers to education within the school system, girls also face social and cultural barriers to education.⁴⁹² These include poverty, child labour, gender discrimination, early age marriages, and inadequate transport facilities.⁴⁹³ Young girls are often not sent to school and engaged in paid work, which for girls often consists of home-based industries such as sewing, embroidery, beading or assembling items.⁴⁹⁴ Early age and child marriages are both a consequence and a cause of girls not attending school; staying in school delays marriage prospects, and girls are often forced to leave school when they marry or are engaged to be married.⁴⁹⁵

This section analyses the number of schools available in Punjab and patterns of enrolment for the years 2018-2019 and 2019-2020. It details infrastructure and enrolment trends in the public education system in Punjab.

Infrastructure and Enrolment

Table 5.1 shows the type of schools discussed under this section in terms of their availability and enrolment within them.

In this Section	
1.	Formal Public Schools, Colleges and Universities
2.	Punjab Education Foundation Schools
3.	<i>Masjid - Maktab</i> Schools in Punjab
4.	Non- Formal Education Institutes
5.	National Commission for Human Development Schools
6.	Technical Education and Vocational Training Authority Institutes
7.	Special Education Schools
8.	Punjab Workers Board Schools

Table 5.1

5.3.1. Formal Public Schools

Formal education is a structured and systematic form of learning.⁴⁹⁶ It is the education of a certain standard delivered to students by trained teachers.⁴⁹⁷ To make sure formal learning is standardized and all learning institutions (e.g. schools, colleges and universities) comply with these standards, formal education in a country is governed by organizations.⁴⁹⁸

488 (Watch 2018)

489 (Their World 2014)

490 Ibid

491 (Watch 2018)

492 Ibid

493 (Rodriguez 2019)

494 Ibid

495 (Rodriguez 2019)

496 (Through Education 2020)

497 Ibid

498 (Through Education 2020)

Figure 5.11 provides a gender disaggregated breakdown of formal schools in Punjab.

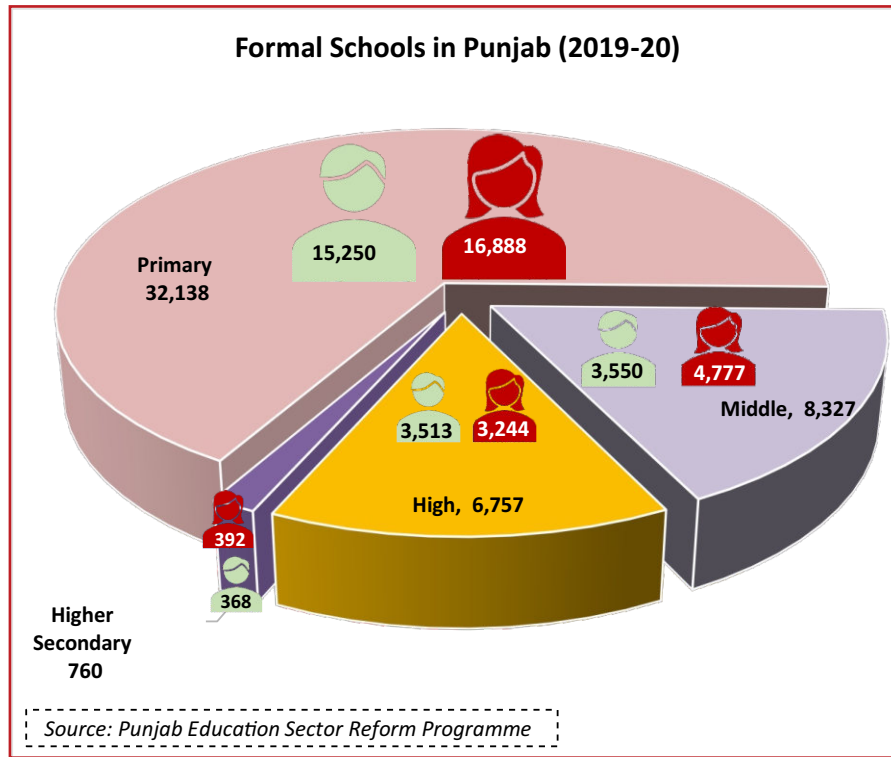


Figure 5.11

From FY 2016-2017 to FY 2019-2020, the number of formal schools decreased by 6.8 percent from 51,499 to 47,982 schools. Of the 47,982 schools in FY 2019-20, 22,681 (47%) schools were for boys and 25,301 (53%) for girls. Breaking the 47,982 figure down further, it is notable that 32,138 (67%) schools were primary, 8,327 (17%) were middle schools, 6,757 (14%) were high schools and 760 (2%) were higher secondary schools.

The number of primary schools for boys fell by 24 percent from 20,030 in 2016-2017 to 15,250 in FY 2019-2020. Contrarily, primary schools for girls increased by 5 percent, from 16,029 in FY 2016-2017 to 16,888 in FY 2019-20.

From FY 2016-17 to FY 2019-20, the number of middle schools available to boys dropped by 5 percent from 3736 to 3550. Conversely, a moderate increase was seen in the number of girls' middle (3% from 4622 to 4777) and high (8% from 2990 to 3244) schools in the same time period. In FY 2019-20, 101 new high schools were established for boys bringing the total to 3513 as compared to 3412 high schools in 2016-2017.

A district wise analysis reveals a large difference in the availability of schools. However, the trend of declining school access at a higher level of education is persistent in all 36 districts. Across Punjab, the number of schools available in each successive year has dropped. Rahim Yar Khan had 1023 boys' primary schools and 1069 girls' primary schools by FY 2019-20. The number of boys' and girls' middle schools in Rahim Yar Khan declined to 184 and 182 respectively between FY 2016-17 and FY 2019-20. Figure 5.12 shows district and academic level wise breakdown of schools in Punjab for FY 2019-2020.

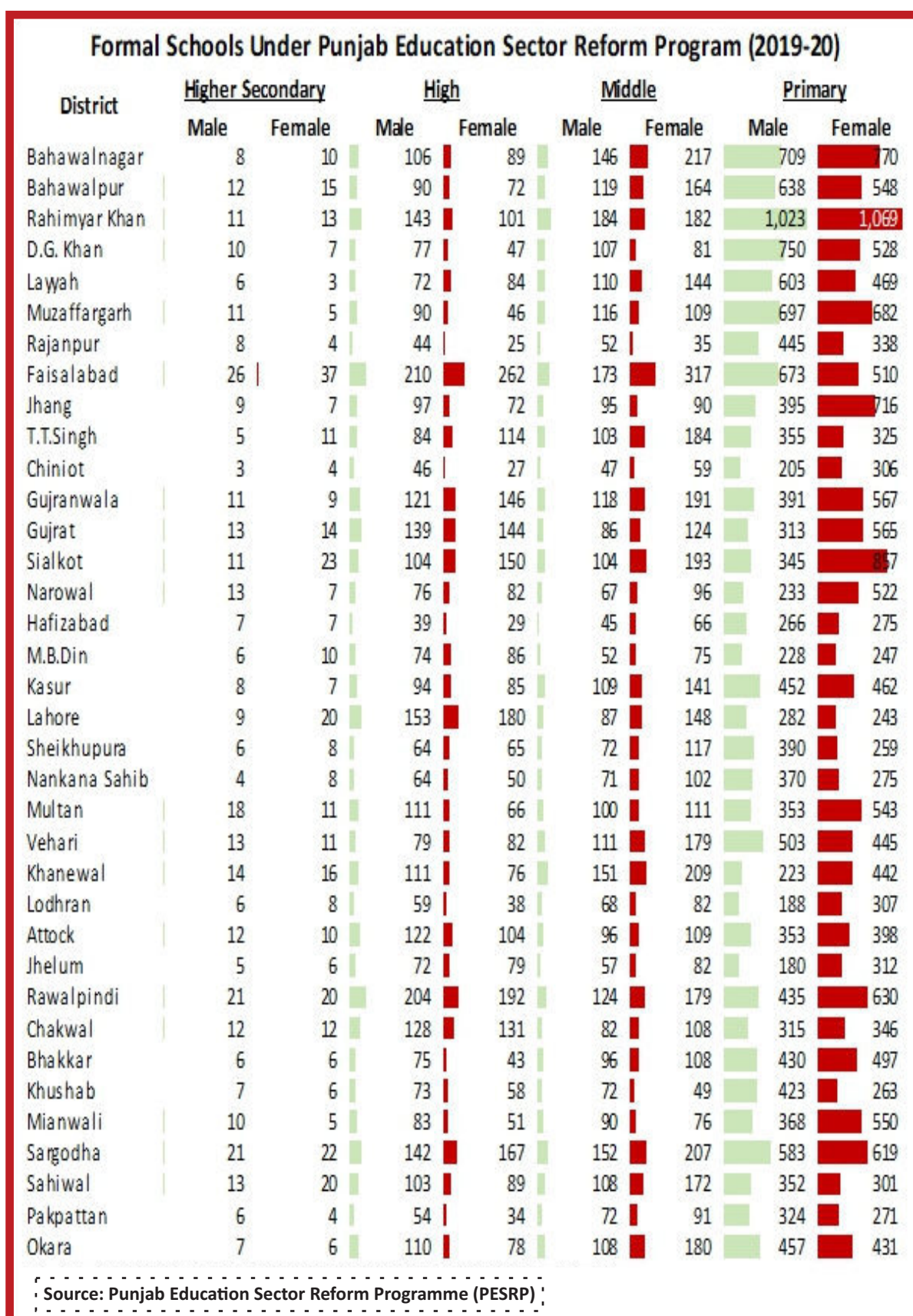


Figure 5.12

5.3.1.1. Enrolment in Formal Schools

The Human Development Report of 2016 states that sustained human development is linked with the ability of children to acquire skills through education.⁴⁹⁹ Every dollar spent on preschool education gives a 600-1,700 percent return in terms of public benefits and the productivity of a workforce.⁵⁰⁰ Despite impressive gains in enrolment, in 2019, Pakistan was ranked 61 out of 72 countries in primary school enrolment.⁵⁰¹ Multiple factors contribute to enrolment; geographical location can be one.⁵⁰² Enrolment disparity is linked with the socioeconomic status of households.⁵⁰³ In addition to this, low enrolment can be attributed to gender;⁵⁰⁴ culturally, women's role restricts them to the household thus their education is viewed as optional.⁵⁰⁵

In FY 2019-2020, 5.96 million (51%) boys and 5.76 million (49%) girls were enrolled in formal schools of Punjab as compared to 5.60 million (47%) boys and 6.17 million (53%) girls in FY 2017-2018. Between 2017-18 and 2019-2020, 10895 fewer students enrolled in schools. In the same time period, enrolment of boys increased by 6.6 percent, whereas the enrolment of girls decreased by 6.6 percent.

Figure 5.13 shows district wise GPI scores for enrolment across 36 districts of Punjab. 15 districts of Punjab showed female dominance in enrolment. Districts with the highest GPI scores were Lahore (1.23), Rawalpindi (1.20) and Sialkot (1.18). Conversely, districts Rajanpur (0.59), Bhakkar (0.75) and Mianwali (0.75) had the lowest gender parity. It is pertinent that 23 of 36 districts have GPI scores above 0.9, and 15 of these have achieved gender parity.

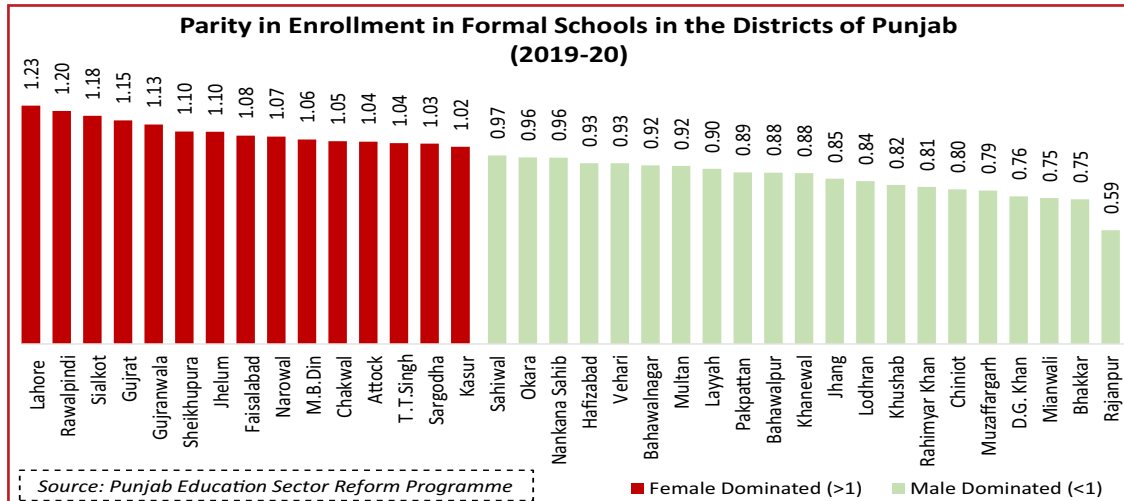


Figure 5.13

The remaining 8 districts⁵⁰⁶ scored a GPI between 0.97 to 0.90, which shows that the government's effects to increased enrolment of girls have been successful.

5.3.1.2. Enrolment by the Level of Education

From Kachi/ECE through Grade 10, the number of enrolled boys (5.9 million, 51%) was higher than the number of enrolled girls (5.7 million, 49%) in FY 2019- 2020.

The trend moderately improved in Grades 11 and 12, with 12 percent more girls being enrolled than boys. Figure 5.14 shows enrolment trends according to the grade level and portrays that with each class, enrolment fell. The sharpest dip occurs during the transition from middle school to high and higher secondary schools. This can be attributed to the low number of higher secondary schools in Punjab; only 760 across all 36 districts.

Overall, students' enrolment falls by 89 percent in Grade 11, as compared with enrolment in Grade 10 (from 652,929 to 71,058). The decline in enrolment was higher for boys (90%) than for girls (88%).

499 (United Nations 2016)
 500 Ibid
 501 (Leibniz Institute of Economic Research 2019)
 502 Ibid
 503 (Liyod 2006)
 504 Ibid
 505 (Muthoni 2007)
 506 Sahiwal, Okara, Nankana Sahib, Hafizabad, Vehari, Bahawalnagar, Multan and Layyah

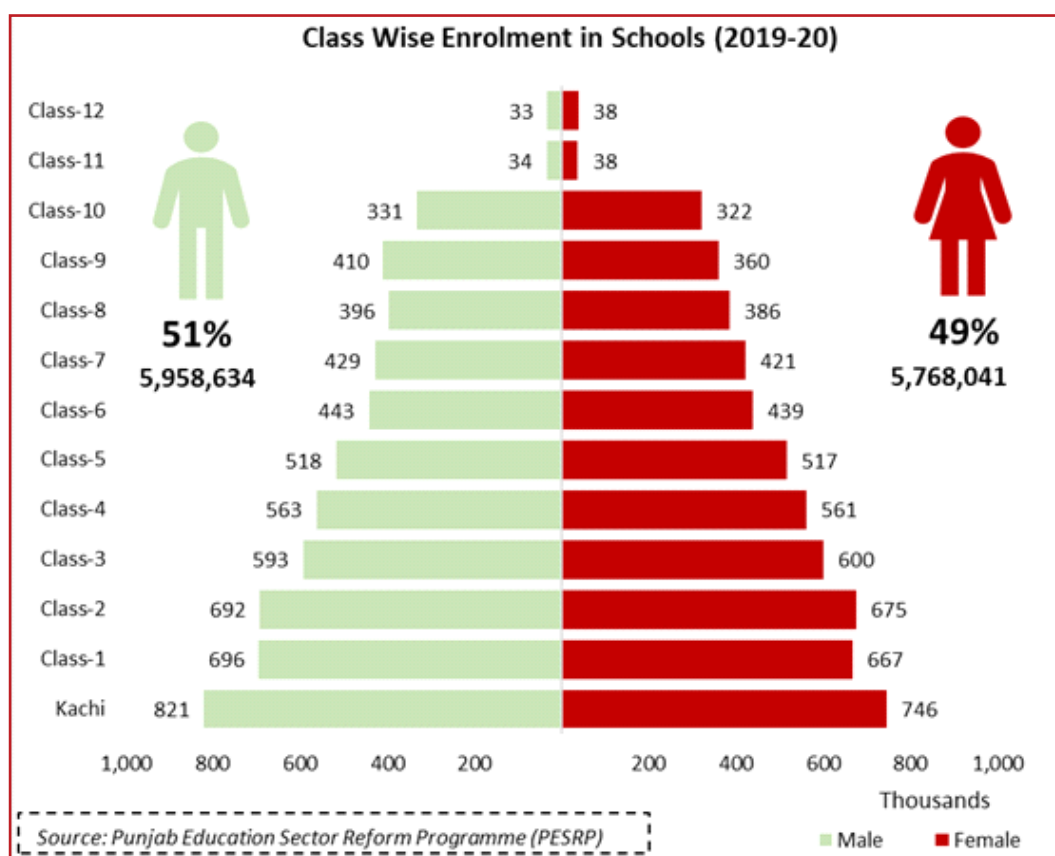


Figure 5.14

Declining enrolment can be caused by issues of quality, cost, distance, and the opportunity cost of studying.⁵⁰⁷ An "upward bottleneck" exists as children, especially girls, get older.⁵⁰⁸ Secondary and higher secondary schools are in shorter supply than primary schools, and colleges even scarcer, especially for girls.⁵⁰⁹ Schools are more likely to be gender-segregated as children get older.⁵¹⁰ Many girls are pushed out of continuing studies because they finish at one school and cannot access the next grade level.⁵¹¹ Distance to school,⁵¹² security concerns and marriage also discourage enrolment of girls.⁵¹³

Enrolment of girls declines by up to 20 percentage points for every 500-metres of distance between home and school.⁵¹⁴ This 'distance penalty' may account for the gender gap in enrolment.⁵¹⁵ In addition to this, low per capita income of families, inadequate facilities in schools, over-crowded classes, poor standards of health and nutrition, and low motivation to send children to school are contributing factors to low enrolment in Punjab.⁵¹⁶

5.3.1.3. Enrolment in Higher Education

Figure 5.15 highlights enrolments in Universities and Degree Awarding Institutions in FY 2017-2018. A total of 515,156 students enrolled in public and private universities in Punjab. 377,040 students were enrolled in different degree programs in public universities; 189,822 (50.3%) of these were boys and 187,218 (49.7%) were girls. 138,116 students (27%) enrolled in private universities. The gender gap in the enrolment of private universities was substantial, where 62 percent boys and only 38 percent girls were enrolled. Interestingly, the gender gap in enrolment in public universities was only 0.7 percent, likely owed to the comparatively lower cost of public universities and families' ability to pay for higher education of all children.

507 (Andrabi 2016)

508 (Watch 2018)

509 Ibid

510 (Rodriguez 2019)

511 Ibid

512 (Ministry of Education 2006)

513 Ibid

514 (Ministry of Education 2006)

515 (Finance Department 2016)

516 Ibid

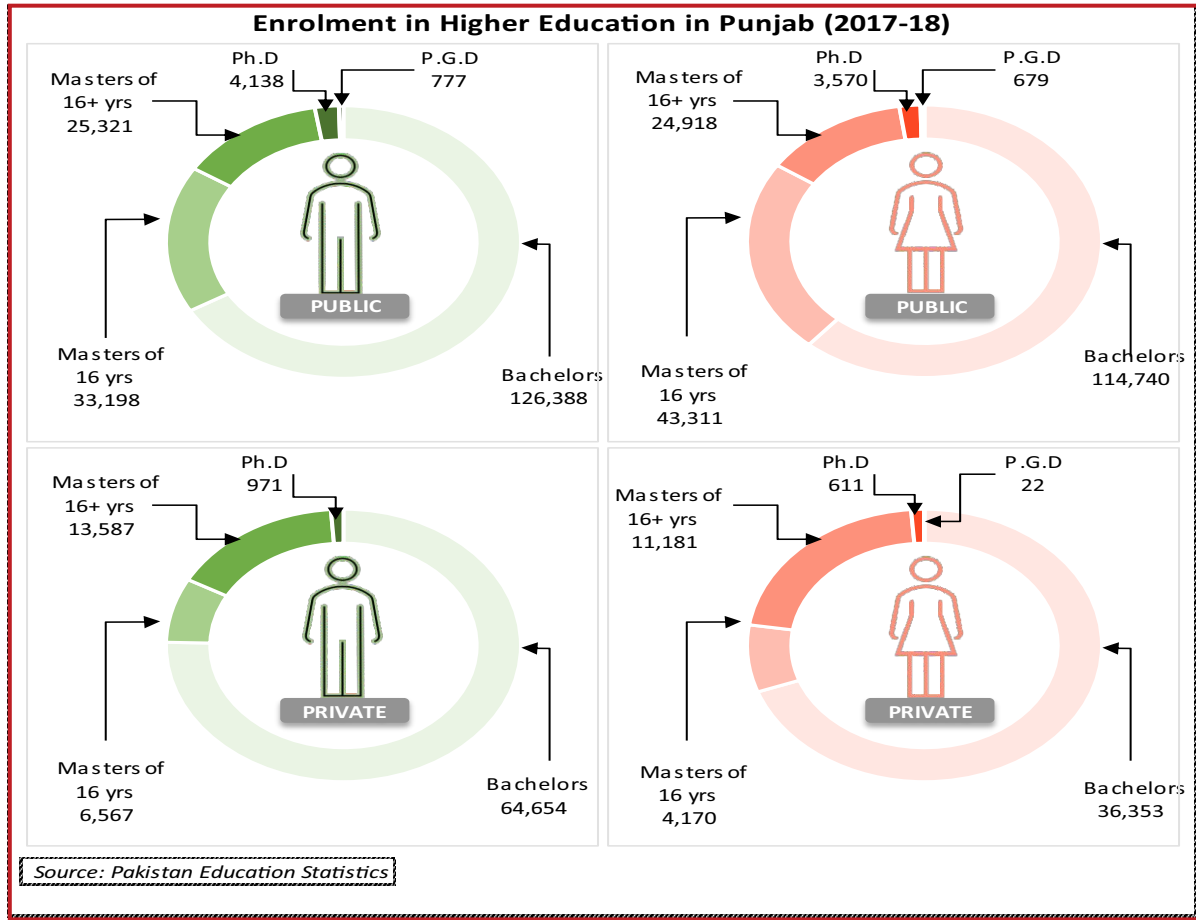


Figure 5.15

5.3.1.4. Punjab Education Foundation Schools

Punjab Education Foundation (PEF) is a public sector entity under the School Education Department that promotes the quality of education through Public-Private Partnership (PPP), encourages and supports private-sector efforts through technical and financial assistance, innovation and development of new instruments to champion specialized educational opportunities to underprivileged children at affordable costs.⁵¹⁷ PEF has successfully improved the landscape of education in remote areas of Punjab through the provision of free schooling for underprivileged/disadvantaged groups under 4 programs:

1. Punjab Education Initiative Management Authority (PEIMA) & Pakistan School Support Program (PSSP)

PSSP aims to improve the quality of education in low performing public sector schools by providing conducive teaching and learning facilities. The PSSP also works to increase province-wide enrolment, thus reducing the number of OOSC in Punjab.⁵¹⁸ The PSSP program however, is no longer under the umbrella of the PEF; after enactment of the Punjab Education Initiative Management Authority (PEIMA) Act of 2018, the PSSP now operates autonomously.⁵¹⁹

2. Foundation Assisted Schools (FAS)

FAS is a flagship program of Punjab Education Foundation under which financial and technical support is provided to partner schools in rural and urban Punjab.⁵²⁰ The FAS program has been extended to all 36 districts in Punjab,

517 (Punjab Education Foundation 2021)

518 (PEIMA 2018)

519 Ibid at 499

520 (Punjab Education Foundation 2021)

521 Ibid

covering approximately 3700 partner schools and catering to the needs of more than 1.8 million students.⁵²¹

3. New School Program (NSP)

The NSP engages private sector entrepreneurs to set up new schools in remote, distant and under-served areas of the province.⁵²² NSP targets the establishment of schools in areas with stark gaps in access to public or private schools.⁵²³ In 2020, 2,165 schools operated under the NSP across 36 districts of Punjab.

4. Educational Voucher Scheme (EVS):

The EVS aims to provide quality education to out of school children in slums.⁵²⁴ Given that children residing in katchi abadis (urban slums) are already faced with extremely limited access to public and private educational institutions, this scheme was set up to bridge access gaps for these children.

In 2018, PEF operated a total of 7689 public schools, whereas in 2019, the number decreased by 2.6 percent to 7486 schools (Figure 5.16). In 2020 this number declined by 1.5 percent to 7376 schools. It is noteworthy that since PEF's programs focus on improved access to quality education for disadvantaged children, improvement of school infrastructure and teacher training to provide quality education, 80 percent of PEF schools are concentrated in South Punjab. Children, especially girls from districts in South Punjab make up a higher proportion of out-of-school children and have lower enrolments compared with districts in the north.⁵²⁵

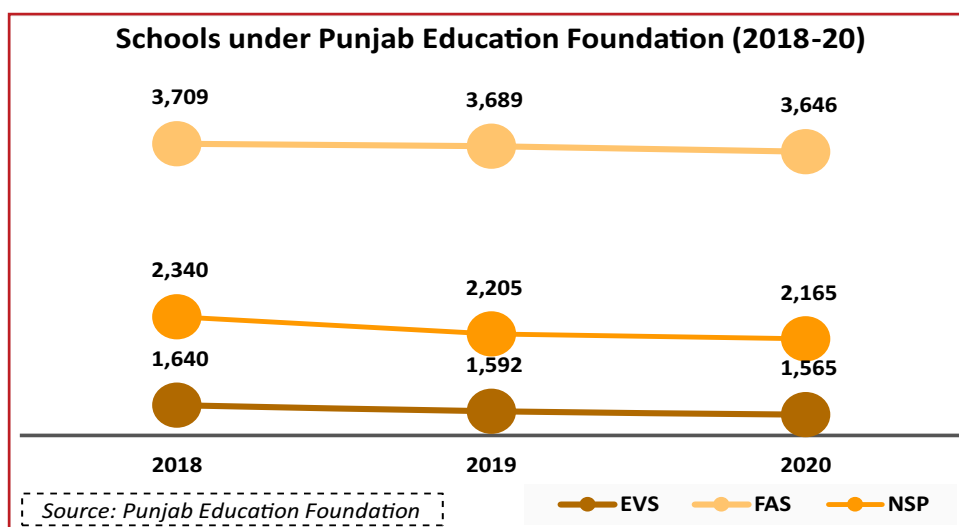


Figure 5.16

PEF's focus on girls' schools is also due to the "triple disadvantage" suffered by girls in households in terms of poverty, gender and geography;⁵²⁶ remote rural locations compounded with gender-based discrimination makes these girls worse off than their urban counterparts.⁵²⁷

District Muzaffargarh has the highest number of PEF supported schools (1149) followed by Bahawalpur and Multan with 654 and 628 schools, respectively. Whereas, Jhelum (6), Hafizabad (8) and Attock (23) have the lowest number of PEF schools. Figure 5.18 shows the district-wise distribution of PEF schools for the year 2020.

522 (Punjab Education Foundation 2021)
 523 (Government of Punjab 2021)
 524 (Punjab Education Foundation 2021)
 525 Ibid
 526 (A. B. Malik 2018)
 527 (Lloyd 2007)

Districts	PROGRAMS		
	EVS	FAS	NSP
Attock	5	11	7
Bahawalnagar	10	255	125
Bahawalpur	100	353	201
Bhakkar	6	98	79
Chakwal	8	33	1
Chiniot	1	30	33
D.G.Khan	232	185	164
Faisalabad	119	24	22
Gujranwala	13	18	8
Gujrat	3	28	7
Hafizabad	1	5	2
Jhang	63	186	69
Jhelum	2	3	1
Kasur	36	61	44
Khanewal	54	65	43
Khushab	19	59	34
Lahore	171	97	14
Layyah	9	133	45
Lodhran	53	219	138
Mandi Bahaudin	3	17	8
Mianwali	30	58	10
Multan	108	389	131
Muzaffargarh	228	485	436
Nankana Sahib	13	20	16
Narowal	7	29	8
Okara	21	93	28
Pakpattan	19	68	66
Rahim Yar Khan	34	122	182
Rajanpur	73	136	41
Rawalpindi	16	12	13
Sahiwal	11	19	14
Sargodha	8	40	15
Sheikhupura	35	23	11
Sialkot	16	52	7
Toba Tek Singh	4	17	19
Vehari	34	203	123

Source: Punjab Education Foundation

Figure 5.17

Enrolment in PEF Schools

In 2018, 24,06,843, students were enrolled in all schools operating under PEF in Punjab (Figure 5.18). This number went up by 8 percent with a total of 26,21,345 enrolled students in 2019. However, overall enrolment declined 10 percent in 2020, when 23,68,672 students were enrolled in PEF schools in Punjab.

In 2020, of the total enrolment in all three PEF programs, 12,48,537 (53%) were boys and 11,20,135 (47%) were girls, with a GPI of 0.90. Overall, in comparison with 2019, boys' enrolment dropped by 11 percent in 2020 whereas girls' enrolment fell by 8 percent.

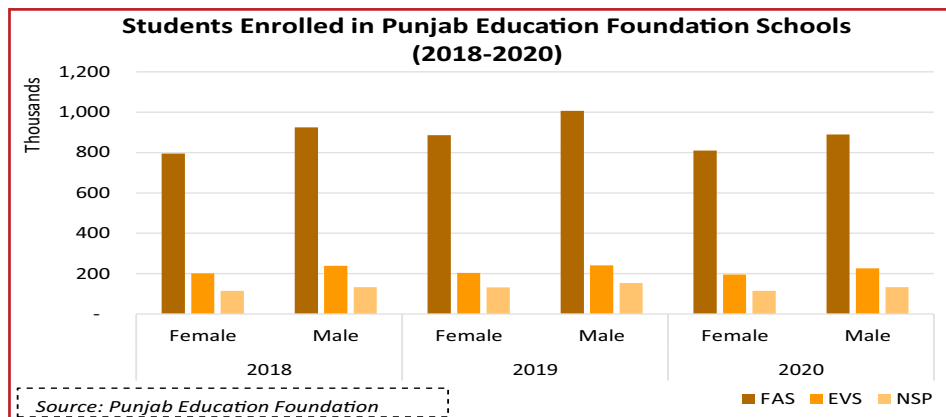


Figure 5.18

5.3.1.5. Informal Schools

Masjid-Maktab schools were inaugurated across the country under the National Education Policy and Implementation Programme, 1979.⁵²⁸ A majority of these schools were converted to regular primary schools or closed down due to the availability of regular formal schools in the vicinity.⁵²⁹ As depicted by Figure 5.19, the number of *Masjid-Maktab* schools dropped by 48 percent, from 435 schools in 2018 to 225 in 2019.

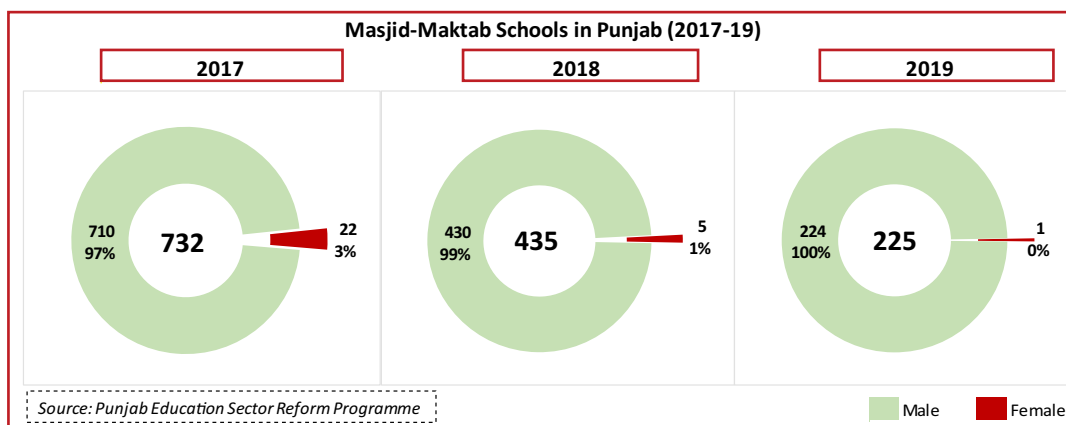


Figure 5.19

Figure 5.20 shows district-wise data for *Masjid-Maktab* schools in Punjab.

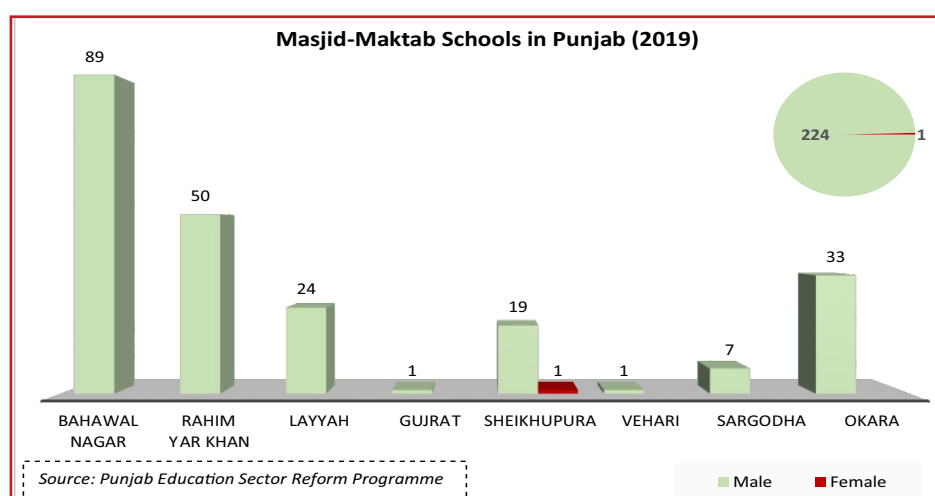


Figure 5.20

Enrolment in *Masjid-Maktab* Schools

Data for enrolment in *Masjid-Maktab* schools was not provided by Punjab Education Sector Reform Programme.

5.3.1.6. Non-Formal Basic Education

Non-formal basic education refers to education that is provided outside the formal school system.⁵³⁰ Non-formal education is often used interchangeably with terms such as community education, adult education, lifelong education and second-chance education. It refers to a wide range of educational initiatives in the community, ranging from home-based learning to government schemes and community initiatives.⁵³¹ Centres established by

528 (Dawn 2004)
 529 (PESRP 2020)
 530 (Khasnabis C 2010)
 531 Ibid

the Literacy & Non-Formal Basic Education (NFBE) Department in areas where formal schools are not available are an important contributor towards the achievement of SDG Target 4.6 (Youth and Adult Literacy).⁵³² These centres provide equitable access to quality education for all illiterate women, men and out of school girls and boys of all ages in Punjab. They are an imperative tool to decrease gender and regional disparities in literacy rates by fostering partnerships with relevant Federal and Provincial Government departments, donors and civil society organizations and groups working in Punjab.⁵³³

Figure 5.21 shows the details of the total number of non-formal education centres in Punjab from 2018 to 2020. The trend shows that the number of non-Formal education centres decreased gradually from 2018 to 2020. From 2018 to 2019, 9 Non-Formal Education Feeder Schools (NFEFS) and 28 Non-Formal Basic Education (NFBE) centres closed down, whereas from 2019 to 2020, the number of NFEFS centres remained the same, while 37 NFBE centres closed down. A possible reason for closure of centers is the COVID-19 pandemic, leading to semi-closure/closure of schools and education centres globally.

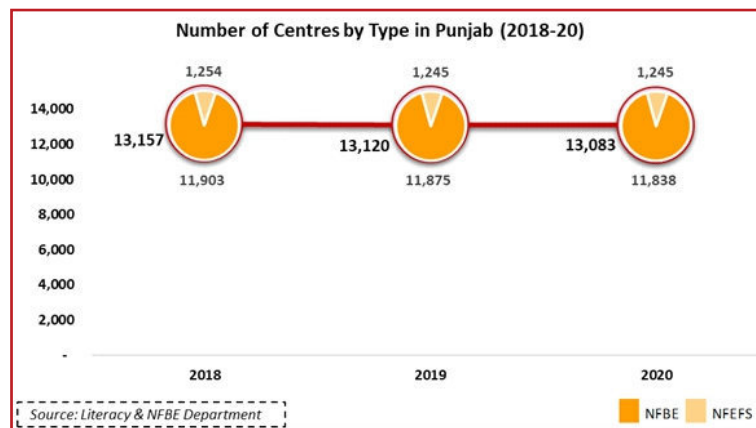


Figure 5.21

In the year 2020, across 36 districts of Punjab, there were 13,083 centres established by the NFBE Department.⁵³⁴ Of these 11,838 (90%) were NFBE centers and 1,245 (10%) were NFEFS.

The largest number of NFBE establishments exists in Khanewal (435), Layyah (425) and Rahim Yar Khan (422). The lowest numbers were in M.B Din (271), Gujarat (304) and Faisalabad (315). Figure 5.22 depicts the district wise spread of centres established by the Literacy and NFBE Department.

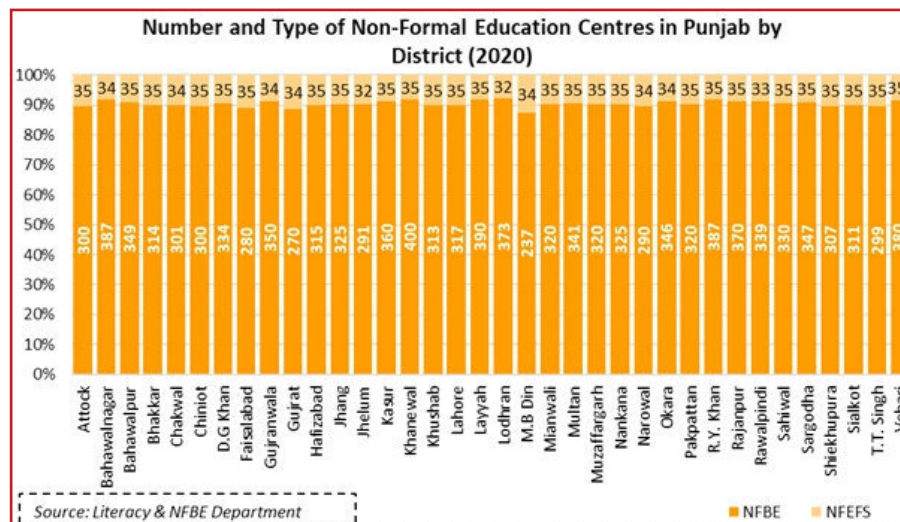


Figure 5.22

532 (Literacy and Non-Formal Basic Education Department 2020)

533 Ibid

534 (Literacy and Non-Formal Basic Education Department 2020)

Enrolment in Non-Formal Education

From 2018 to 2020, the Non-Formal Education Department had 427,444 enrolments (on average) each year. From 2018 to 2019, enrolment increased by 1 percent from 427,852 to 433,258. Conversely, enrolments fell by 3 percent from 433,258 in 2019 to 421,223 in 2020. The COVID-19 pandemic could be the reason for this decrease in 2020.

From 2018 to 2020, out of total enrolled students, 46 percent were boys and 54 percent girls. Figure 5.23 shows details of the total enrolment of NFBE from 2018 to 2020.

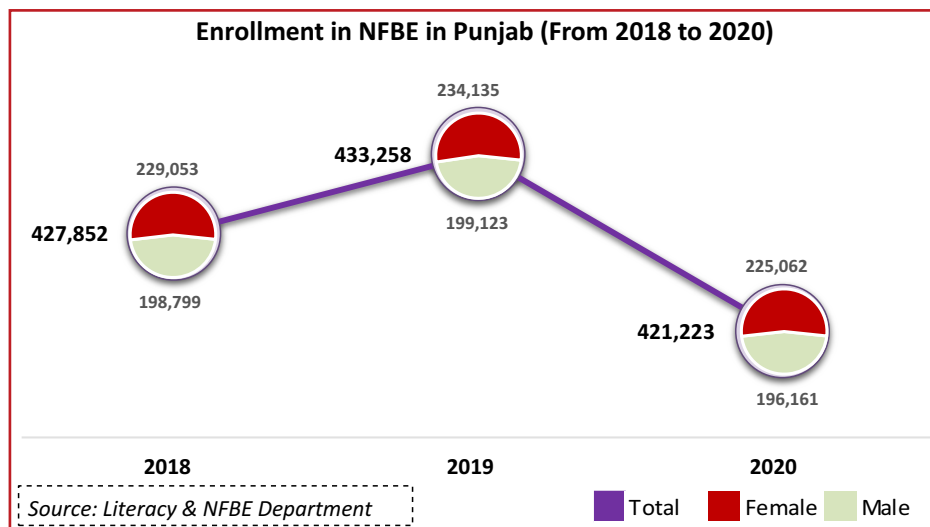


Figure 5.23

The highest number of NFEFS enrolments were in Khanewal (15835), followed by R.Y. Khan (15600) and Layyah (14297). The lowest number of students were enrolled in NFEFS schools of district Chakwal (6773), followed by Jhelum (7614) and Gujrat (8397).

In all districts, the number of girls enrolled was higher than the number of boys, with the exception of Mianwali and Rajanpur with promising GPIs of 0.91 and 0.97. Khanewal (8986), R.Y. Khan (7922) and Layyah (7809) had the highest girls' enrolment whereas Chakwal (3625), Jhelum (4092) and Gujrat (4261) had the lowest enrolment in 2020. Figure 5.24 shows district wise enrolment in NFBE in 2020.

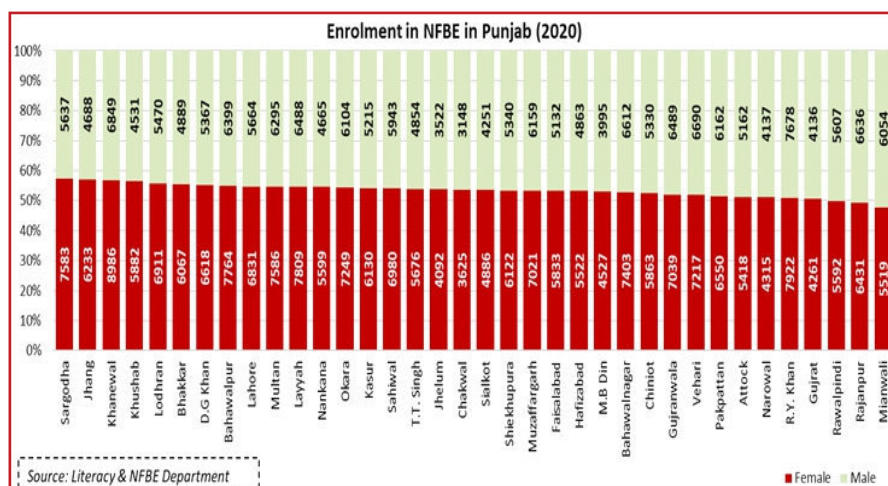


Figure 5.24

5.3.1.7. Schools Under National Commission for Human Development

National Commission for Human Development (NCHD) was established by the Government of Pakistan in 2002 as a statutory autonomous federal body, mandated with the role to support and augment human development efforts in Pakistan.⁵³⁵ The National Commission for Human Development is mandated to achieve 86% literacy across the country. With a nationwide network of 101 Human Development Support Units, the NCHD is working to tackle illiteracy in 124 districts of Pakistan.⁵³⁶ NCHD enlarges the existing scale and scope of efforts made by the Government to ensure effective provision of social services, including healthcare and education to the country's poorest communities. The Commission has prioritized "Education For All" through a two-pronged approach; it ensures enrolment and retention of children through a complete primary school cycle from Grades 1 to 5; and it clears the "back-log" of illiterate adults through adult literacy programs in communities. Towards this end, the NCHD's program titled "Universal Primary Education" uses the non-formal approach to provide access to education in far-flung areas through cost-effective community-based feeder schools and multi-grade teaching techniques. It is noteworthy that NCHD's feeder school system has supported the School Education Department in achieving Universal Primary Education (UPE) for all since 2002.⁵³⁷

Since its establishment in 2002, the NCHD has provided access to education to 316,381 out-of-school children in marginalized areas through 4792 feeder schools across Pakistan. Of these 4,792, 821 feeder schools have been operating in different districts of Punjab.⁵³⁸ The NCHD's adult literacy program is designed to provide functional literacy to adult learners, including basic literacy, arithmetic, life skills, and livelihood/income generation activities. Figure 5.25 shows the number of Adult Literacy Centers from FY 2017-2018 to 2019-2020.⁵³⁹ Figure 5.26 shows the number of NHCD

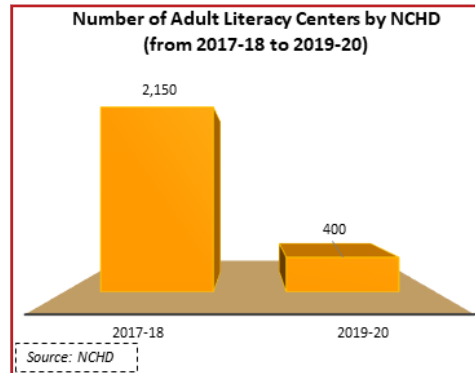


Figure 5.25

Community Feeder Schools (CFS) in Punjab from 2017 to 2020. Comparative data from 2017-2018 and 2019-2020 shows that the number of ALCs decreased by 81% across Punjab; from 2150 in 2017-18 to 400 ALCs in 2019-2020.

The number of CFS remained consistent during 2017 and 2018. In 2019, 41 new CFS were opened, bringing the new total of CFS to 1686 in 2019. However, this number moderately decreased to 1663 in 2020. Data also shows a higher number of CFS for girls than those for boys with GPI of 1.30 in 2018 and 1.43 in both 2019 and 2020.

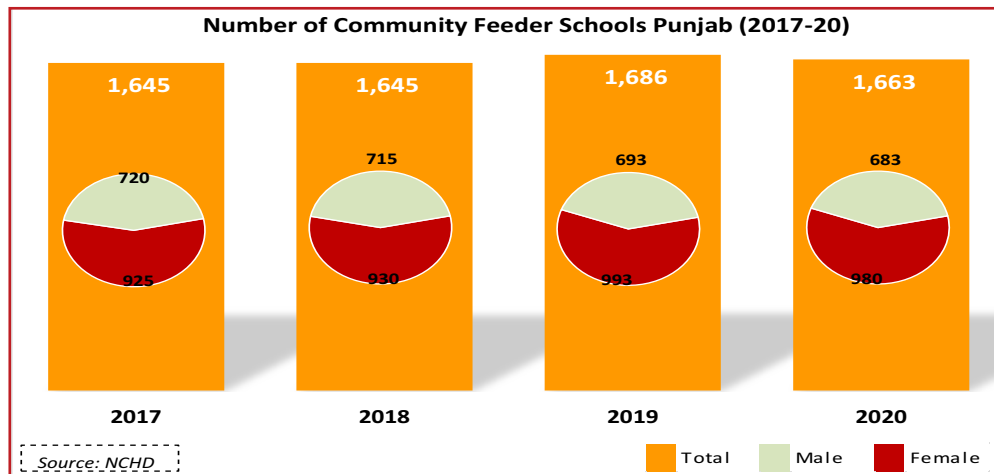


Figure 5.26

535 (National Commission on Human Development 2021)
 536 Ibid
 537 (National Commission on Human Development 2021)
 538 Ibid
 539 (National Commission on Human Development 2021)

Enrolment in Community Feeder Schools of NCHD

From 2017 to 2020 on average 78,119 students were enrolled in Community Feeder Schools of NCHD in Punjab. In 2018, the total number of enrolment increased by 3 percent as compared to total enrolment in 2017, (from 76,705 to 79,122). However, in 2020 total enrolment decreased by 5 percent as compared to total enrolment in 2019 (from 80,511 in 2019 to 76,122 in 2020). Overall from 2017 to 2020, more girls were enrolled than boys in CFS run by NCHD in Punjab, with a GPI of 1.1. Figure 5.27 shows year wise and gender wise enrollment in CFS of NCHD from 2017 to 2020.

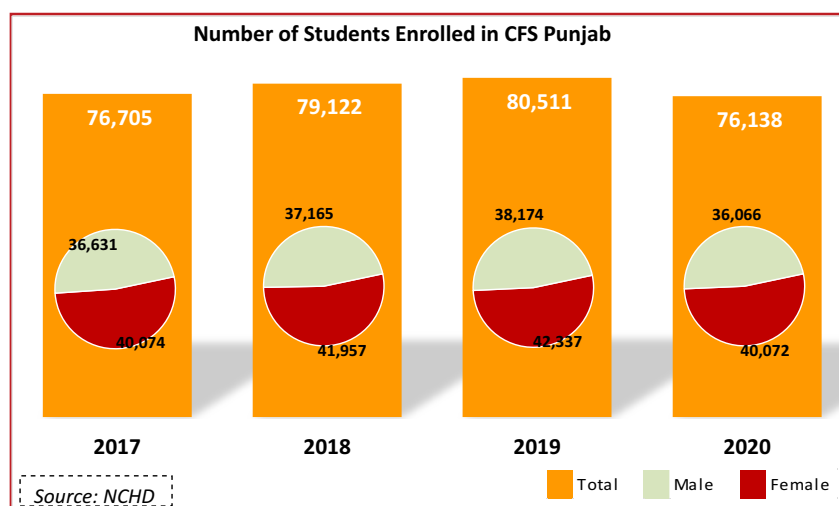


Figure 5.27

5.3.1.8. Technical and Vocational Schools by Technical Education and Vocational Training Authority

According to UNESCO and the International Labour Organization (ILO), Technical Vocational Education and Training refers to "aspects of the educational process which, in addition to general education, involve the study of technologies and related sciences, and the acquisition of practical skills, attitudes, understanding and knowledge relating to occupants in various sectors of economic and social life."⁵⁴⁰ TVET also includes a wide range of skill development opportunities attuned to national and local contexts. Learning to learn, the development of literacy and numeracy skills, transversal skills and citizenship skills are integral components of TVET. TVET also aims to provide learners, both students and adults, with 'skills for work and life.'⁵⁴¹ It is a critical plank in the move towards lifelong learning for all and aims to provide equal opportunities for all young people and adults to learn.⁵⁴²

540 (UNESCO and ILO 2016)
541 UNESCO 2020
542 (Aubry 2016)

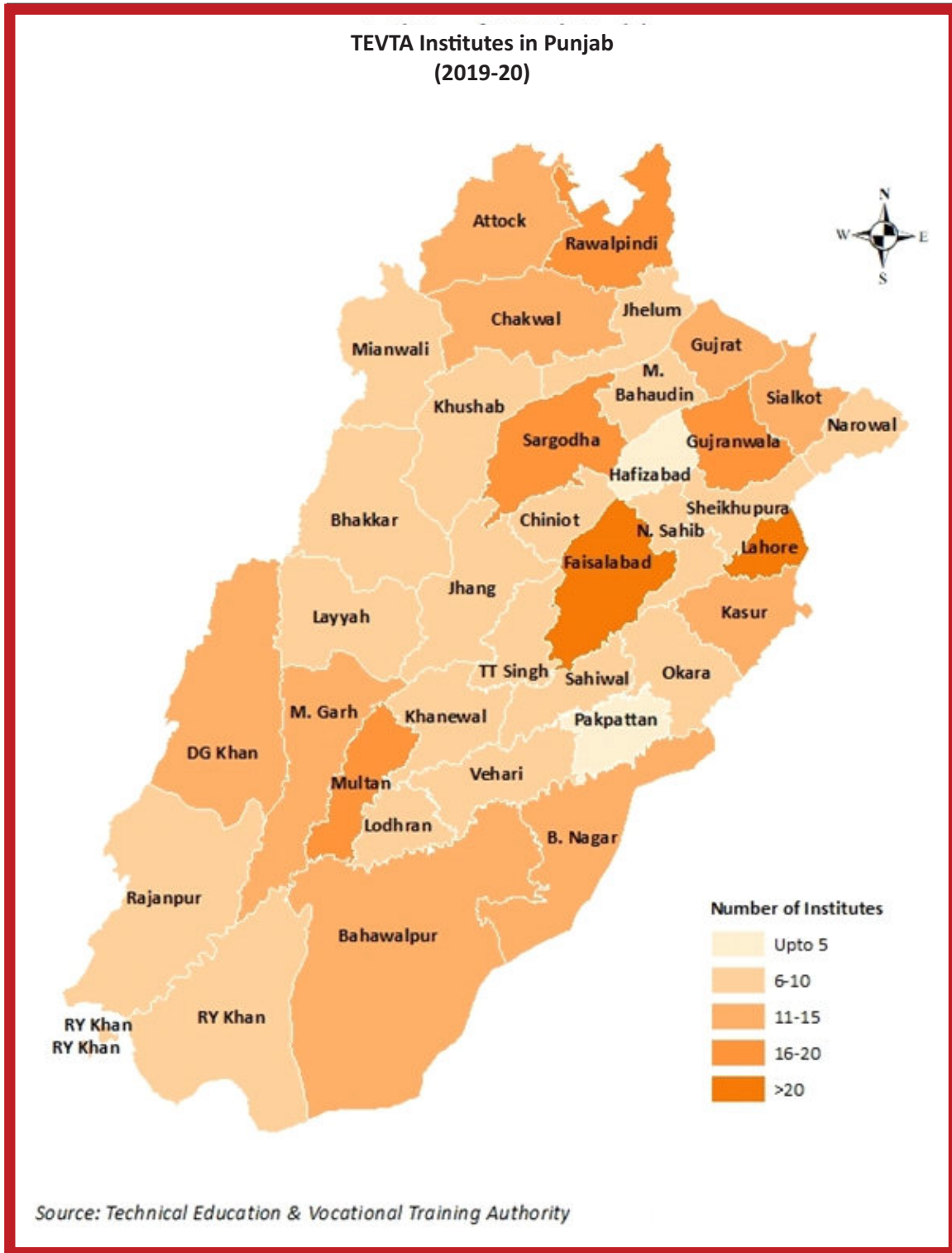


Figure 5.28

The Technical Education and Vocational Training Authority (TEVTA) is the Government of Punjab's largest TVET service provider, with more than 300 colleges and institutes across Punjab. TEVTA aims to enhance the quality and job prospects of the workforce through the provision of demand-driven, standardized, dynamic and integrated technical education and vocational trainings.⁵⁴³

543 (Technical Education and Vocational Training Authority 2020)

From 2016-17 to 2019-2020, training institutes by TEVTA decreased by 3 percent, from 394 to 383 institutes. In 2019-2020, Lahore had the highest number of institutes (27), followed by Faisalabad (22) and Rawalpindi (20). Pakpattan had the lowest number with only 2 TEVTA institutes, followed by Hafizabad with 4 institutes. Figure 5.28 shows the district wise spread of TEVTA institutes across Punjab.

It is pertinent to mention here that gender-disaggregated data of trainees at various TEVTA institutes was not available. Furthermore, data for 2018 was also not provided by TEVTA.

Enrolment in Technical Education and Vocational Training Authority

From 2016-2017 to 2019-2020, the number of students enrolled in TEVTA institutes increased by 22 percent from 200,457 to 245,116. Of these, 176006 (72%) were male and 69,110 (28%) were female students. The GPI for TEVTA enrolment was low at 0.39. Highest enrolments were recorded in urban centres of Lahore (27,112), followed by Faisalabad (22,576).

A substantial number of women cannot participate in skill development due to obstacles posed by mobility, financial means, spousal/family/male consent, domestic responsibilities, pregnancy, and GBV or threats to safety.⁵⁴⁴ According to the Women's Economic and Social Wellbeing Survey 2017-18 in Punjab, 97.9 percent of women aged 15-64 years had not received skill development training due to the said barriers.⁵⁴⁵ To explain further, respondents stated that the main reasons for not attending trainings were domestic responsibility (49.3%), not needing training (27.2%), not having time (26.2%), not having permission from the husband or other family members (18.1%), inadequate financial means (16.8%), the burden of care (13.8%), distance from training institution (9.2%), and lack of transport (7.4%). Minor reasons for not attending training included limited use (3.1%), pregnancy or sexual health (0.8%) and GBV or threats to safety (0.6%).⁵⁴⁶

In FY 2019-2020, there was a large gender gap in enrolments in most districts. Kasur and Lodhran enrolled more female students as compared to male students in TEVTA centres and had GPI scores of 1.182 and 1.002 respectively. The lowest GPI in districts with centres for both genders were noted in Sialkot (0.160), Sahiwal (0.175) and Jhang (0.226). It is notable that Pakpattan did not have a TEVTA center for women. Figure 5.29 shows district wise enrolment in TEVTA institutes.

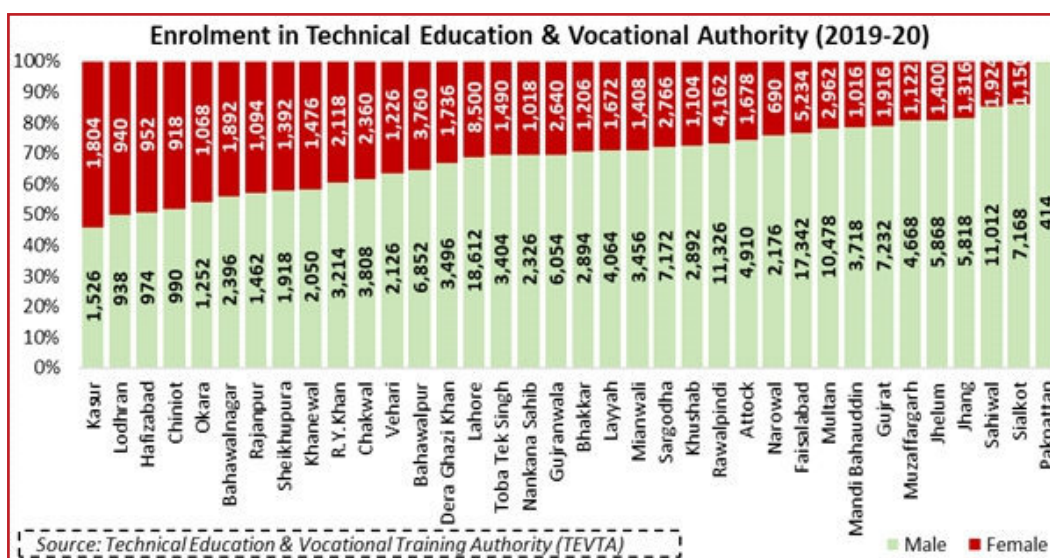


Figure 5.29

544 (Bureau of Statistics Punjab 2017-18)

545 Ibid

546 (Bureau of Statistics, Punjab 2017-18)

5.3.1.9. Special Education

Special education covers a range of educational and social services provided by the public school system and other educational institutions to individuals with disabilities who are between 3 and 21 years of age.⁵⁴⁷ Special education is designed to ensure that students with disabilities are provided with an environment that allows them to be educated effectively. Disabilities that qualify for special education include physical disabilities, hearing and visual impairments; cognitive/mental disabilities, Down's syndrome and autism; medical conditions such as oxygen dependence or traumatic brain injury; learning challenges, including dyslexia and behavioral disorders, attention deficit hyperactivity disorder (ADHD) and conduct disorders.⁵⁴⁸ According to MICS 2017-18, 17.9 percent of all children between the ages of 5 to 17 years in Punjab have one or more functional disabilities.⁵⁴⁹ This range of functional challenges is corroborated by the ASER Report (2018).

In Punjab, the Special Education Department is responsible for imparting education to children with Special Education Needs (SEND).⁵⁵⁰ It provides educational, psychological and rehabilitative services to children with disabilities in an enabling environment.⁵⁵¹ In FY 2019-2020 Government of Punjab allocated Rs. 553 million to the Special Education Department, for the establishment of 11 new institutes, construction of 16 existing institutes and upgradation of 9 institutes.⁵⁵² In FY 2020-2021, the Government of Punjab has allocated a much higher figure of Rs. 7.47 billion for special education institutes under District Education Authorities in Local Government.⁵⁵³

In 2020, there were 303 special education institutes in Punjab. Of these 19 were for boys and 13 for girls; 271 schools were co-education. The overall number of institutions has risen from 273 in 2017 to 303 in 2020. Furthermore in 2019-2020, 13 new schools for boys and 3 new schools for girls were also established. Interestingly, the total number of schools was still recorded lower (271) in 2019-2020 as compared to 275 schools in 2017-18. The highest number of special education institutes were in urban cities; Lahore (22), Faisalabad (17), and Rawalpindi (16). Hafizabad had the lowest number of special education institutes (3) followed by Pakpattan, Mandi Bahuddin, Narowal, Lodhran, Nankana Sahib with 4 institutes in each district. Figure 5.30 shows the number of special education institutes in Punjab in 2019-2020.

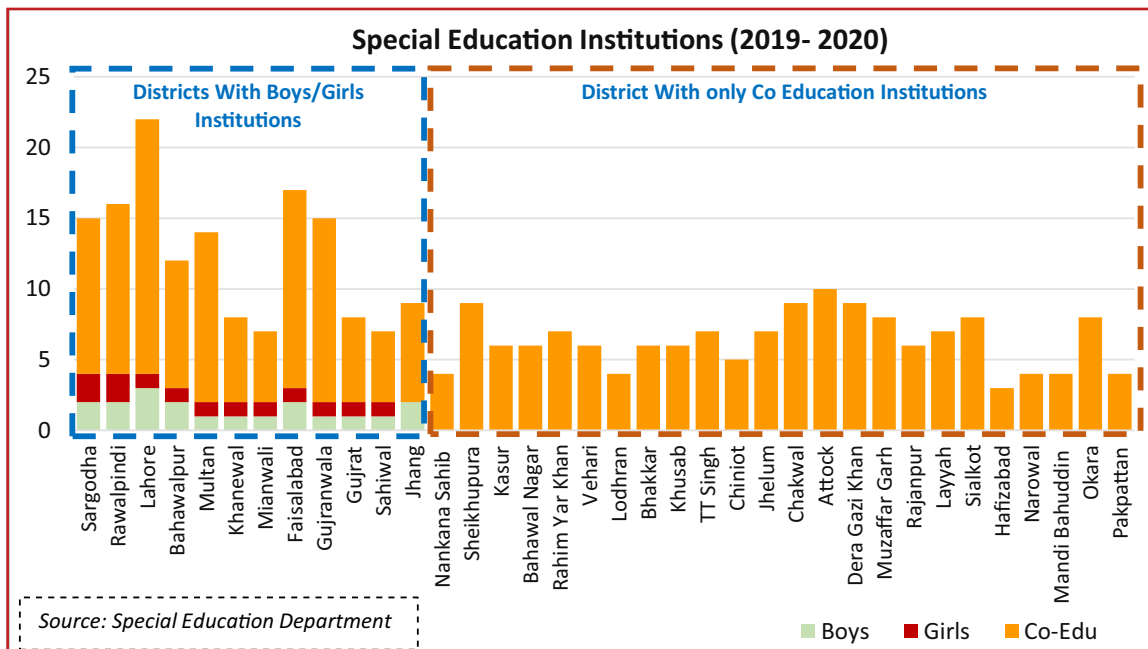


Figure 5.30

547 (Encyclopedia of Children's Health 2020)
 548 Ibid
 549 (Bureau of Statistics 2017-2018)
 550 (Special Education Department Punjab 2020)
 551 Ibid
 552 (Finance Department 2019-2020)
 553 (Finance Department 2020-2021)

Enrolment in Special Education

In 2020, a total of 34,215 students were enrolled in special education institutes in Punjab. Of these 21,422 (63%) were boys and 12,793 (37%) were girls, with a GPI of 0.597. Lahore had the highest number of students with 3514 students followed by Faisalabad with 2237 students and Bahawalpur with 1596 students. The lowest numbers of enrolment were recorded in Hafizabad with 428, Chiniot with 429 and Jhelum with 434. Under each category of disability, substantial disparity was recorded in enrollments. The greatest gender gap was recorded in the categories of physically handicapped and mentally impaired. Figure 5.31 shows the district-wise enrolment in special education Institute.

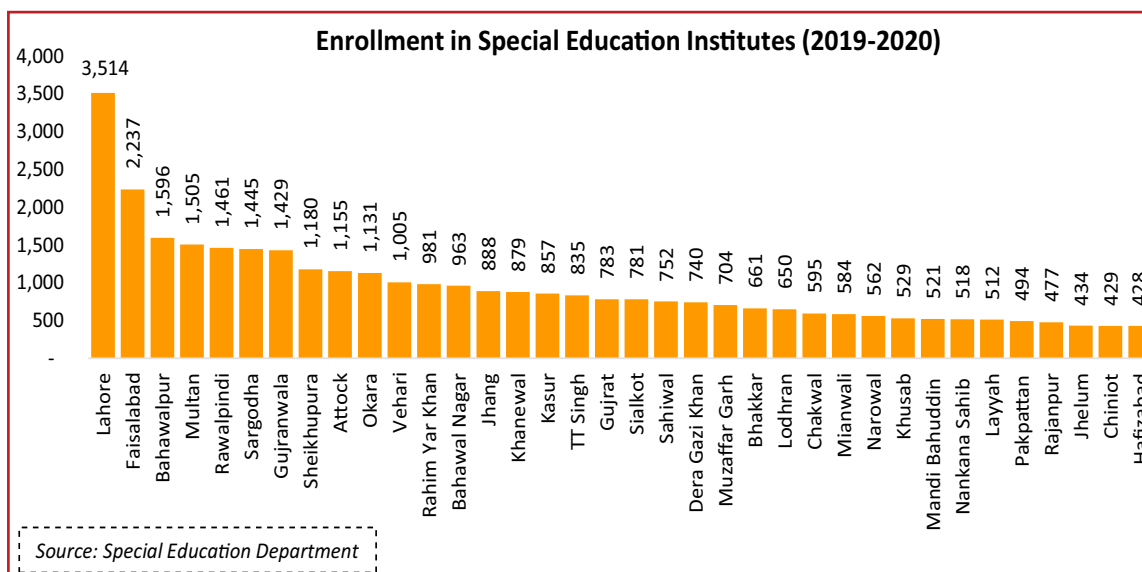


Figure 5.31

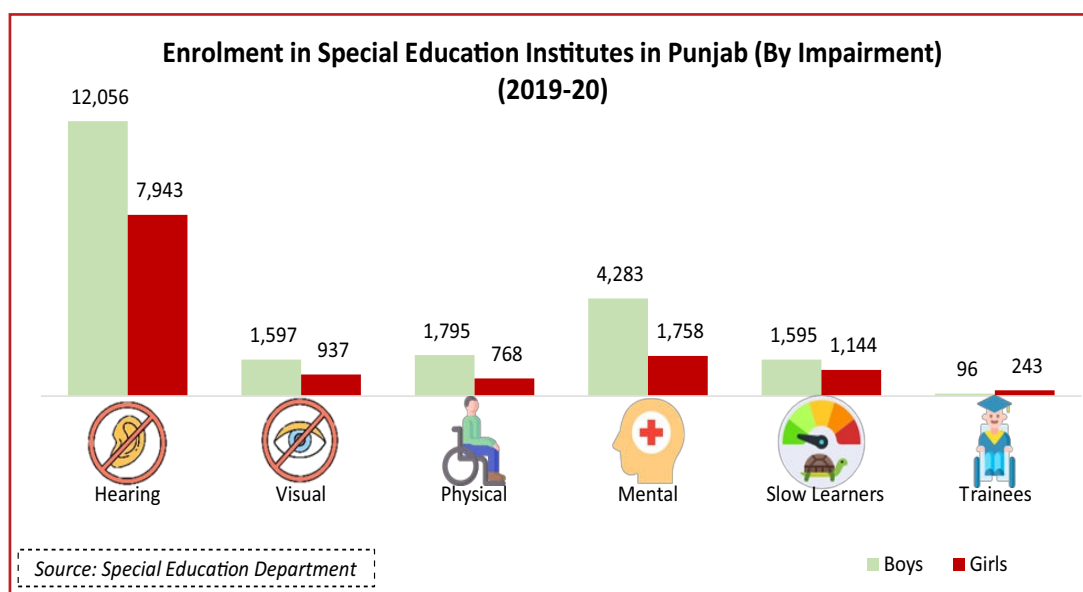


Figure 5.32

Figure 5.32 illustrates the gender-wise and disability wise enrollment for the year 2019-2020. Girls' enrollments were significantly lower as compared to those of boys. Across the province, 19,999 students with hearing impairments were enrolled (58%). Of these, 12,056 (60%) were boys as compared to 7,943 (40%) girls followed by 6,041 (17%) enrolled students in the category of mentally challenged (4283, 70% boys and 1758, 30% girls). The number of students enrolled in the category of visually impaired (2534) and physically handicapped (2563) made up 7% of the overall enrollments in special education institutes in FY 2019-2020.

5.3.1.10. Punjab Workers Welfare Board Schools

Punjab Workers Welfare Board (WWB), operating under the Department of Labor's Directorate of Education runs a network of schools to provide free education to the children of industrial workers. These schools are located in 20 districts across Punjab⁵⁵⁴ and offer schooling with modern teaching methods to children and youth up to the middle, secondary and higher secondary levels.⁵⁵⁵ The Workers Welfare Board also provides uniform, shoes, stationery, books, school bags and transport to the children of industrial workers. The Directorate of Education continues to expand its coverage by upgrading schools to higher levels of education and by establishing new schools.⁵⁵⁶

From 2018 to 2020, a total of 65 schools were operating in 20 districts.⁵⁵⁷ Of these 30 were for girls and 35 for boys. Figure 5.33 shows district wise details of WWB schools in Punjab. Gujranwala has the highest number of WWB schools (9), followed by Sheikhupura (7), Lahore and Faisalabad (6 each). Conversely, Khanewal, Layyah and Sahiwal have 1 school each, the lowest in the province.

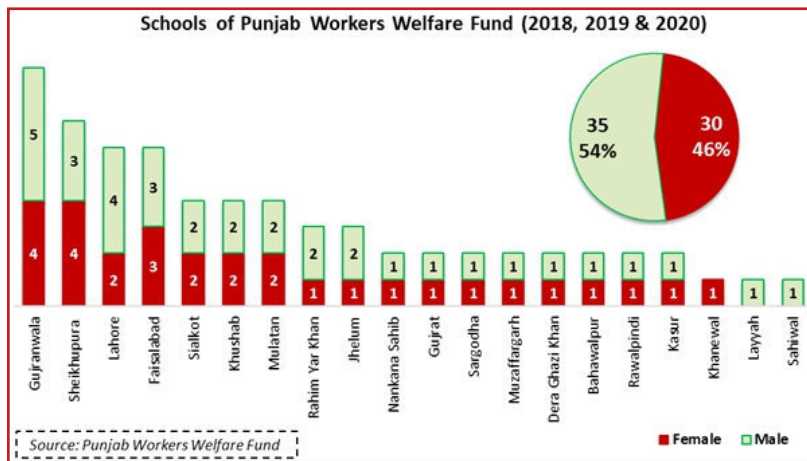


Figure 5.33

Enrolment in Punjab Workers Board Schools

From 2018 to 2020, a total of 44525 students were enrolled in all schools of the Workers Welfare Board. Of these, 21618 (49%) were boys and 22907 (51%) were girls. The highest number of girls were enrolled in district Sheikhupura (3428), followed by Lahore (3313) and Gujranwala (2944). Sahiwal (95), Layyah (190) and Sargodha (246) had the lowest girls' enrollments among all districts. Figure 5.34 shows district and gender-wise enrolment in the schools of WWB.

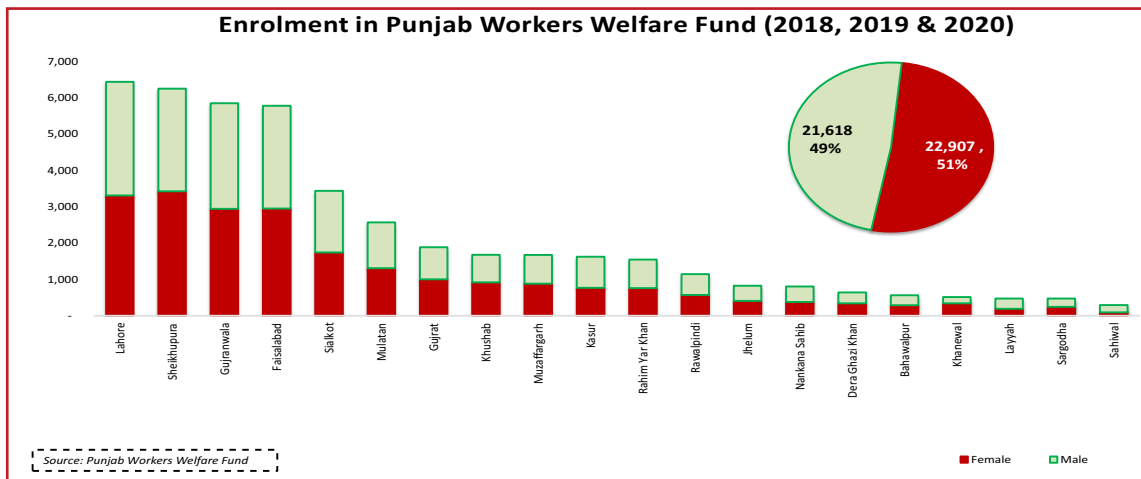


Figure 5.34

554 (Punjab Workers Welfare Fund 2020)

555 Ibid

556 (Punjab Workers Welfare Fund 2020)

557 Lahore, Sheikhupura, Nankana Sahib, Gujranwala, Gujrat, Sialkot, Faisalabad, Khushab, Sargodha, Mulatan, Muzaffargarh, Dera Ghazi Khan, Bahawalpur, Rahim Yar Khan, Rawalpindi, Jhelum, Khanewal, Layyah, Sahiwal and Kasur

5.3.1.11. Basic Facilities in Schools

Buildings, classrooms, laboratories, and equipment - education infrastructure - are crucial elements of learning environments in schools and universities. There is strong evidence that high-quality infrastructure and better instruction improve student learning outcomes and reduce dropout rates.⁵⁵⁸ Physical facilities in any school system range from school buildings, classrooms, library, electricity, toilet facilities, learning materials, availability of clean drinking water that would likely motivate students towards learning.⁵⁵⁹ The availability of physical facilities in a school has a significant impact on students' performance and effective learning.⁵⁶⁰ Clean air, good light, a comfortable, and safe learning space are all important for the mental wellbeing of pupils and have a positive impact on academic achievement.⁵⁶¹ Figure 5.35 provides an overview of the availability of the basic facilities in Punjab in the year 2019-2020.

Facility	Gender	Primary	Middle	High	H.Sec.
Boundary Wall	Boys	95.9	98.1	98.5	99.2
	Girls	99.0	99.6	99.5	99.7
Building	Boys	98.9	100.0	100.0	100.0
	Girls	99.8	100.0	100.0	100.0
Drinking Water	Boys	99.7	99.9	99.9	99.7
	Girls	99.7	100.0	99.9	100.0
Electricity	Boys	98.6	99.6	99.6	99.7
	Girls	99.2	99.8	99.8	100.0
Main Gate	Boys	96.6	99.0	99.5	99.5
	Girls	99.2	99.8	99.5	99.7
Proper Sewerage	Boys	82.3	83.7	81.6	85.3
	Girls	92.0	94.2	91.6	94.4
Toilet Facility	Boys	99.6	99.9	100.0	100.0
	Girls	99.9	100.0	99.9	100.0

Source: Punjab Education Sector Reform Programme

60 100

Figure 5.35

To increase enrolment in schools across the province, in FY 2019-20 Government of Punjab allocated Rs.730 million to provide missing facilities including buildings and infrastructure.⁵⁶²

In FY 2019-2020, 47035 schools (98%) had boundary walls. However, out of a total of 47982 schools, 947 schools (2%) were without a boundary wall; of these 744 were for boys and 203 for girls. 210 primary schools did not have a building in FY 2019-2020. 170 of these were for boys and 40 were girls' schools.

12 percent of formal public schools in Punjab did not have a proper sewerage system, 2 percent did not have a main gate and 92 schools did not have a toilet facility. Of these, 64 were boys' schools and 28 girls' schools. While most missing facilities have been noted in primary schools, it is notable that more boys schools have missing facilities as compared to girls' schools.

47,879 (99.7%) of schools in Punjab have adequate access to clean drinking water. However, 103 (0.3%) schools in the province did not provide students with clean drinking water; of these, 49 are for boys and 54 are for girls.

558 (Gresham 2017)
 559 (Akamolafe 2016)
 560 (Wain 2011)
 561 (Schneider 2007)
 562 (Finance Department 2019-2020)

EDUCATION

47,582 schools in Punjab (99.2%) had an active electricity connection; conversely, 400 schools lack electricity. Of these, 250 were for boys and 150 for girls. Of all schools without electricity, 354 were primary schools.

5.3.1.12. INSAAF Afternoon School Program (IASP)

In April 2019, the Government launched Insaaf Afternoon School Program (IASP),⁵⁶³ to ensure effective transition from primary to post-primary level and increase access in 22⁵⁶⁴ districts of Punjab. Of these, 41 percent were districts in southern Punjab. 577 schools were functional under this program of which 255 were high schools and 322 middle schools.⁵⁶⁵ In FY 2019-2020, 21,169 children were enrolled in the afternoon school program even though the program aimed to benefit 50,000 OOSC. Of these 53% enrolled students were boys as compared to 47% girls. Furthermore, 39% of all enrolments were from Southern Punjab.

2,151 teachers were engaged in the program; these teachers fulfilled the criteria of having a Master's degree, 5 years of teaching experience and preferably resided within 5 km of school. Each afternoon school had a minimum of one Head Teacher, 4 teachers and one janitor.⁵⁶⁶ It is noteworthy that information on budget utilization in FY 2019-20 was not available to analyze cost efficacy of this scheme.⁵⁶⁷ Figure 5.36 shows the districts covered by this program

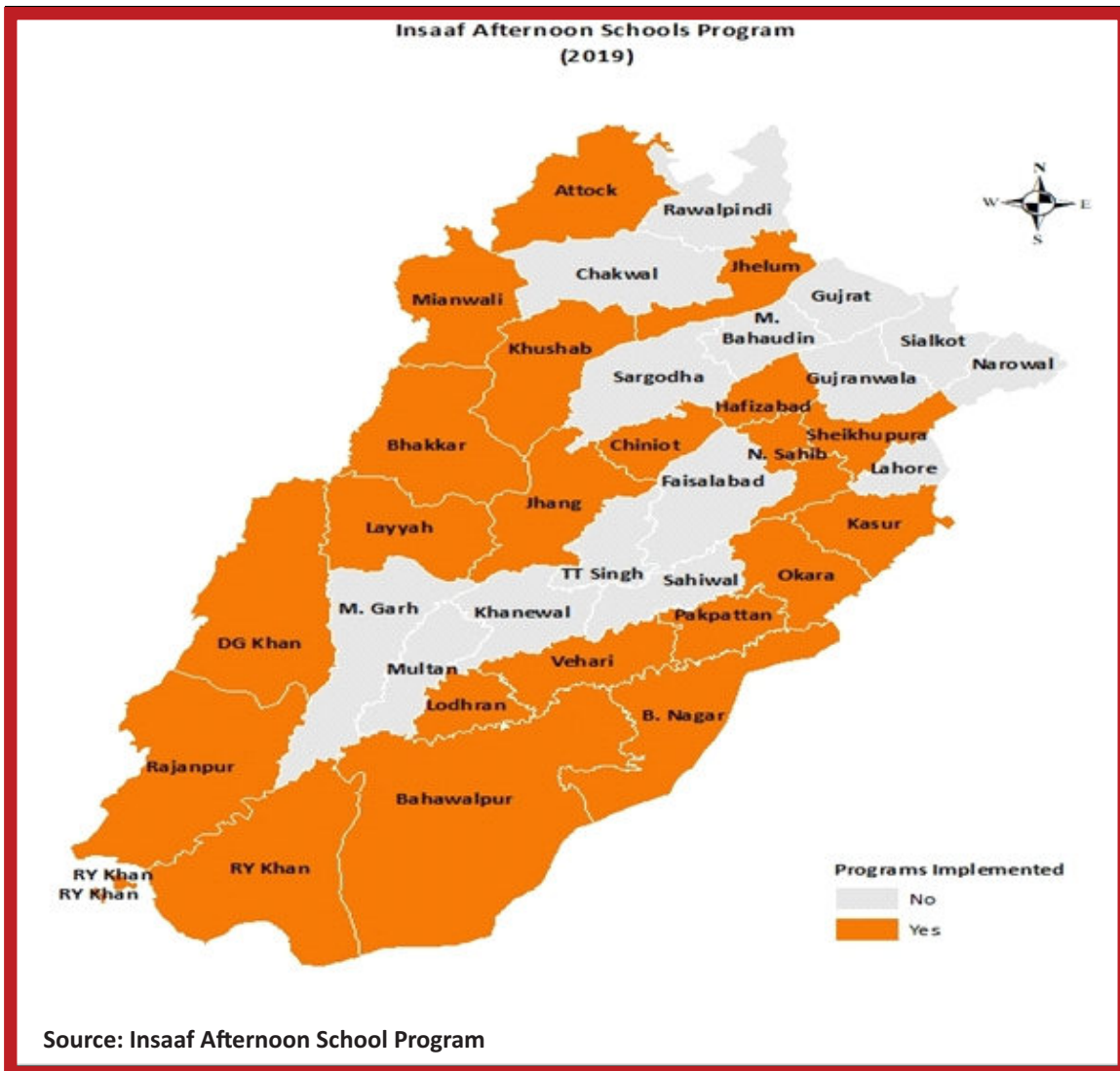


Figure 5.36

563 (Punjab Education Sector Reform Program May 2020)
 564 Attock, Bahawalnagar, Bahawalpur, Bhakkar, Chiniot, DG Khan, Hafizabad, Jhang, Jhelum, Kasur, Khushab, Layyah, Lodhran, Mianwali, Muzaffargarh, Nankana Sahib, Okara, Pakpattan, R.Y. Khan, Rajanpur, Sheikhpura and Vehari
 565 Ibid at 563
 566 Ibid
 567 (Punjab Education Sector Reform Program, 2020)

5.3.2. Educational Initiatives Under Social Protection Mechanisms

5.3.2.1. *Khidmat Card for Zewar-e-Taleem Program*

In March 2017, the Government initiated a scheme for conditional cash transfers to female students enrolled in public sector schools in 16 districts (Bahawalnagar, Bahawalpur, Bhakkar, Chiniot, DG Khan, Jhang, Kasur, Khanewal, Layyah, Lodhran, Muzaffargarh, Okara, Pakpattan, Rajanpur, Rahim Yar Khan and Vehari).⁵⁶⁸ The scheme finances over 460,000 girls from these districts because they have had historically had low literacy levels. *Khidmat* cards aid these girls in receiving Rs. 3,000/- per quarter on compliance with an 80 percent attendance requirement in schools. This scheme aims to improve enrolment and retention in schools, and address nutritional requirements of students. In FY 2019-20, Rs. 5.265 billion was allocated by the Government of Punjab to enhance girl's enrollment in elementary schools through the *Zewar-e-Taleem* Program.

5.3.2.2. *Waseela-e-Taleem Program:*

The *Waseela-e-Taleem* (WeT) Program aims to support primary level education through the provision of an additional cash of PKR 1,500 per quarter for a male child and PKR 2,000/- per quarter for a female child of BISP benefiting families. WeT involves a co-responsibility in that its delivery depends on parents ensuring that the targeted children actually attend school. The main objective of the program is to increase enrolment of children in schools for primary education and decrease school dropout rates.⁵⁶⁹

The *WeT* Programme was initially piloted in 5 districts in November 2012. It was being implemented in 32 districts by 2015, 50 districts by 2018 and 100 districts by January 2020.⁵⁷⁰ By July 2020, the *WeT* programme had expanded to all districts of Pakistan. Since the inception of the program, total disbursements of PKR 15.8 billion have been made.⁵⁷¹ Province-wise segregated data was not available.

A second chance to education programme will be launched for the provision of second chance education in schools, colleges and universities, including alternative learning pathways that provide an equivalent primary or middle school education for out-of-school adolescents, particularly girls and those who are involved in different forms of child labour.⁵⁷²

5.4 Quality

Quality of education is defined by how students are taught rather than what they learn.⁵⁷³ When the quality of education provided is assessed, the quality of teachers, school staff and the overall condition of schools is also evaluated. Quality of education is reflected in the development and growth of an economy;⁵⁷⁴ quality education enhances knowledge and develops abilities to take up paid employment which contributes to economic prosperity.⁵⁷⁵ Students' decision and desire to stay at school or drop out is directly correlated to their perception of school quality.⁵⁷⁶ Friendly and amicable staff and teachers are contributors to good quality education and have a direct bearing on demand. Additionally, the availability and quality of teachers, which in turn affect students' learning desire, pace and outcomes also enunciate quality.⁵⁷⁷ A teacher's cognitive ability, aspiration and dedication to impart knowledge, subject matter know-how, and knowledge of teaching pedagogies also provide insight into teachers' quality.⁵⁷⁸ Pupil-teacher ratio and survival rate of students are some additional factors that reveal the quality of education on the supply side. Learning levels and outcomes of students are useful indicators to assess of the quality of education provided. This sub section takes an in-depth look at the quality of the Punjab education system.

568 (Punjab Social Protection Authority 2020)

569 (BISP 2021)

570 Ibid

571 (BISP 2021)

572 Ibid

573 (Blanco 2003)

574 Ibid

575 (Blanco 2003)

576 (Hanushek 2008)

577 (Akareem 2016)

578 (Darling-Hammond 2000)

5.4.1. Teacher Availability

5.4.1.1. Formal Schools

The availability of competent teachers is an important measure of the quality of education provided by any particular school.⁵⁷⁹ From FY 2016-17 to FY 2019-20, the number of teachers employed in formal schools increased from 341,939 to 377,895 teachers, reflecting an increase of 10.5 percent. Of the 377,895 teachers in FY 2019-2020, 168,457 (45%) teachers were men and 209,438 (55%) women, achieving gender parity with a GPI of 1.24. Comparatively, 2017-18 saw a lower GPI of 1.22. It is pertinent to mention that the female to male teacher ratio differed across districts and level of schools. Figure 5.37 depicts male and female teachers in formal schools in Punjab for FY 2017-18 and FY 2019-20.

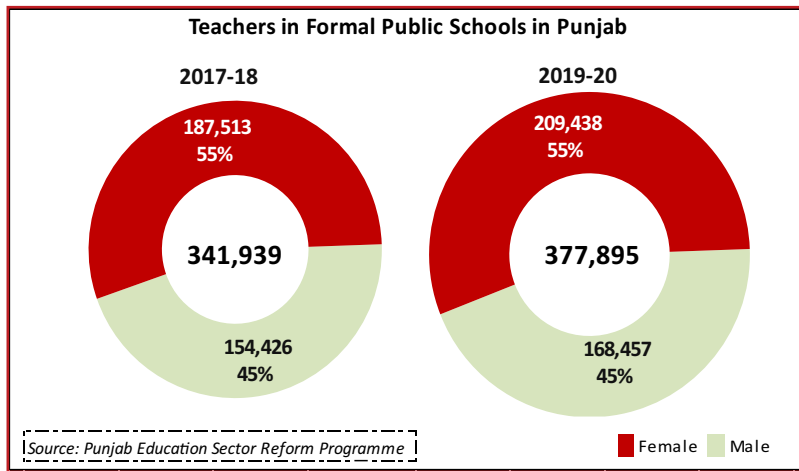


Figure 5.37

Data from the districts shows a greater availability of female teachers than male teachers across most districts in Punjab. Districts with the highest numbers of female teachers in FY 2019-2020 were Faisalabad, Rawalpindi and Lahore, where GPI scores were 1.37, 2.21 and 1.94 respectively, depicting that gender parity was achieved beyond targets. Districts with the lowest number of female teachers but near achievement of parity nevertheless were Chiniot, Hafizabad and Rajanpur, with GPI scores of 0.93, 0.99 and 0.76 respectively. Figure 5.38 shows district and gender-wise breakdown of teachers in Punjab.

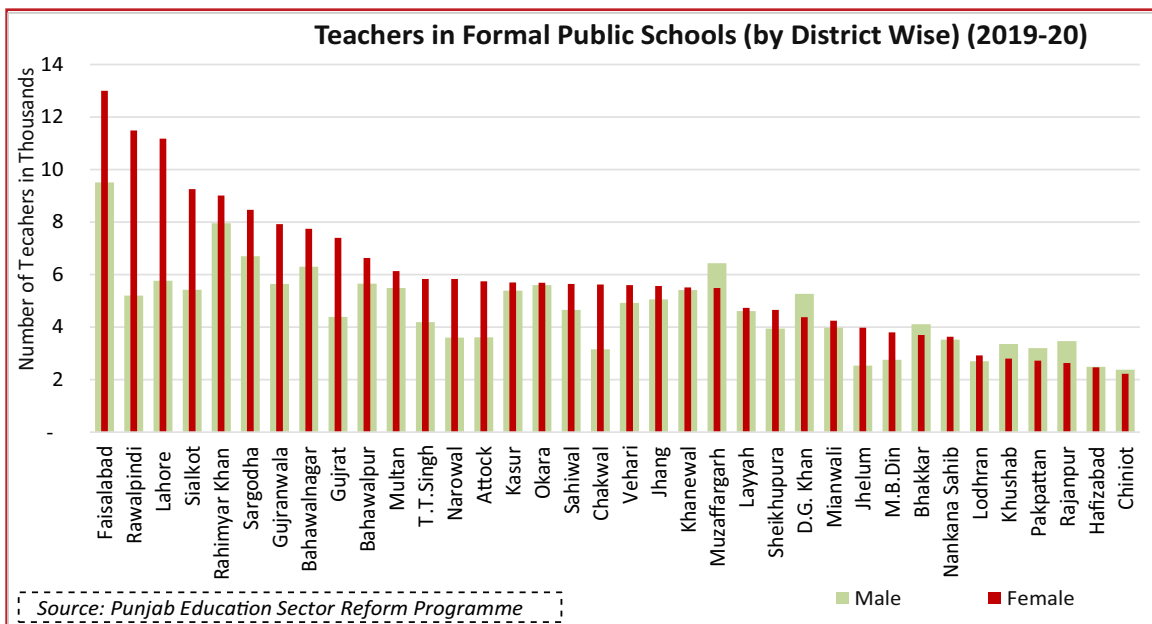


Figure 5.38

579 (Akareem 2016)

5.4.1.2. PEF Schools

From FY 2016-17 to FY 2019-20, the number of teachers employed in PEF schools increased from 89,610 to 97,889 teachers across the three main programs run by PEF. In 2019-20, of the 97,889 teachers, 28,619 (29%) were male and 69,270 (71%) were female. Overall, data shows a high female to male teacher ratio of 2.42 in PEF schools. Program wise EVS had the highest female to male teacher ratio at 2.8 followed by FAS with 2.5 and NSP with a female to male ratio of 1.5. Figure 5.39 shows teachers in PEF schools in 2019-20.

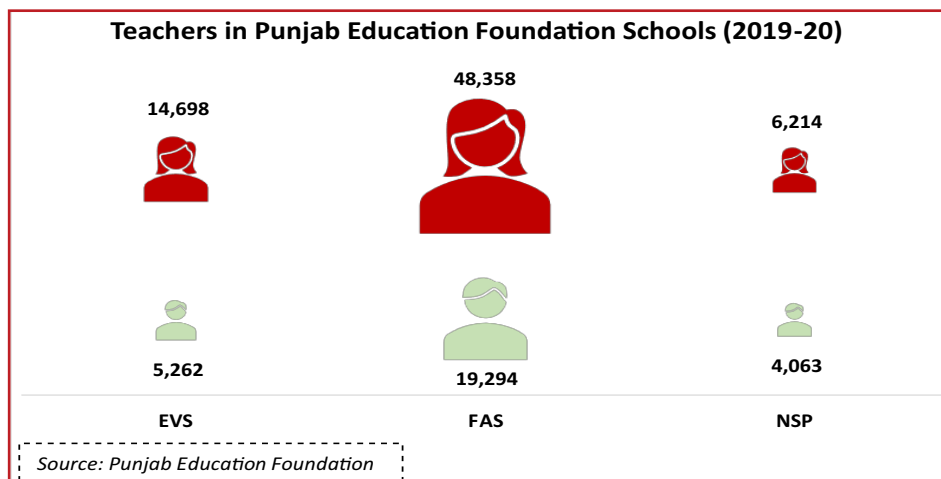


Figure 5.39

5.4.1.3. Non-Formal Basic Education Institutes

From 2018 to 2020, NFBE Institutes in Punjab had engaged an average of 13,120 teachers per year.

Since 2018, NFBE staff consisted of more female teachers as compared to male teachers; in 2018 and 2019, 75 percent of all teachers were women. In 2020, 82 percent of teachers were women. Figure 5.41 shows year-wise teaching staff from 2018 to 2020.

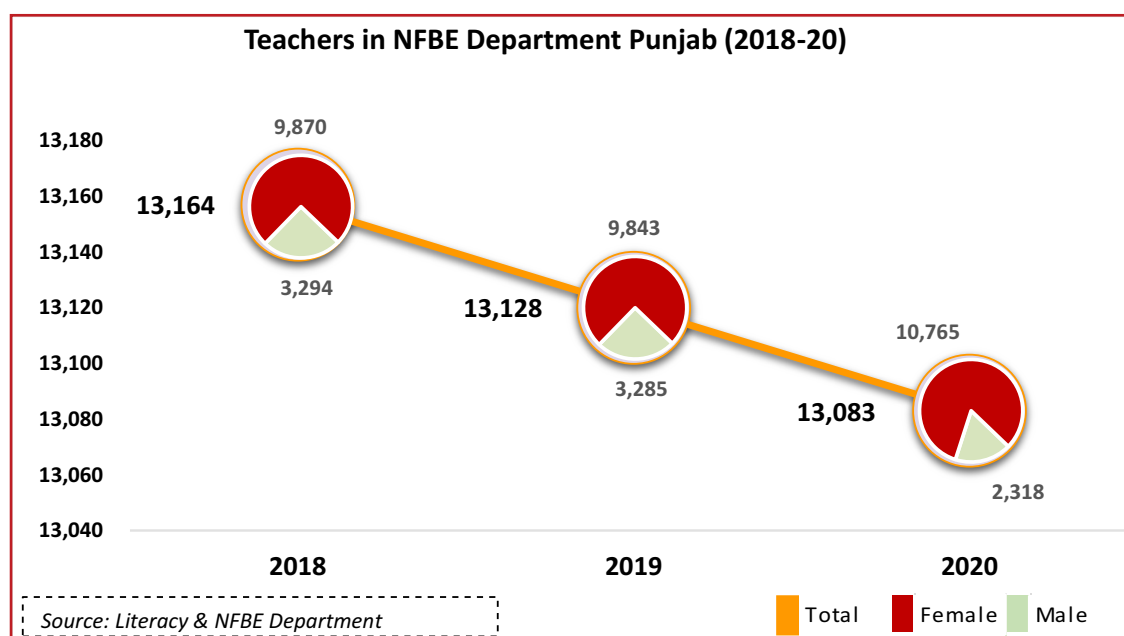


Figure 5.40

In 2020, there were 13,083 teachers employed in Non-Formal Basic Education Institutes in Punjab. Of these, 2318 (18%) were male and 10,765 (82%) were female, achieving gender parity with a GPI of 4.29.

Across Punjab, the number of female teachers has been substantially higher compared to male teachers. The highest number of female teachers was present in districts Khanewal (393), Lodhran (348) and Gujranwala (341). Conversely, the lowest number of female teachers was recorded in districts M.B Din (218), Chiniot (233) and Bahawalnagar (248). Figure 5.41 shows district wise teachers employed in the NFBE department in 2020.

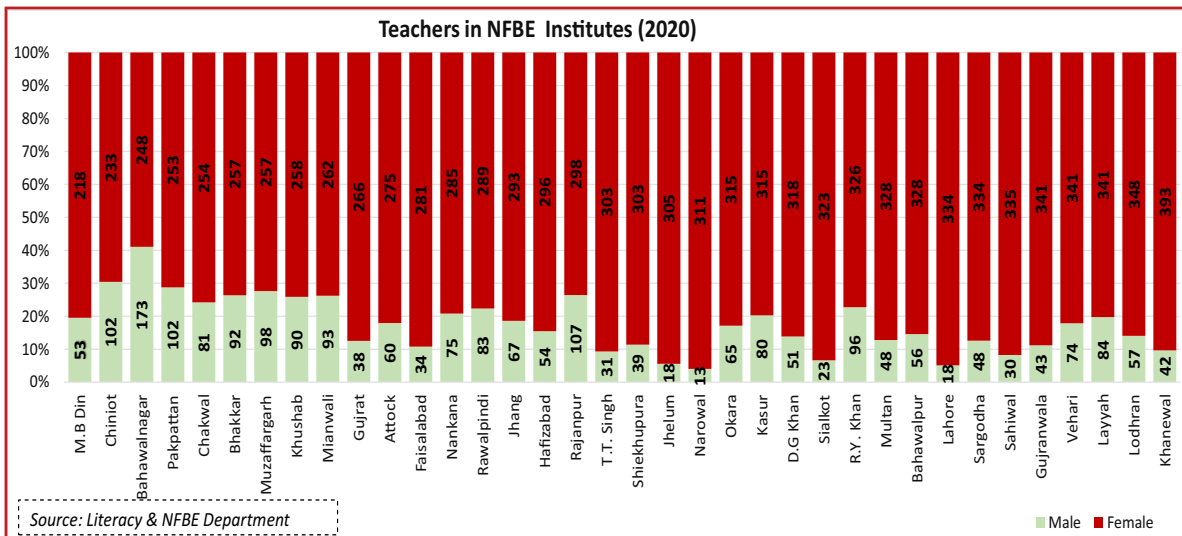


Figure 5.41

5.6.1.4. Technical Education & Vocational Training Authority Institutes

In FY 2019-2020 there was 4,837 teachers employed in TEVTA institutes across Punjab (Figure 5.42). Of these, 3644 (75%) were male teachers and 1193 (25%) were female teachers, with a very low GPI of 0.32. The highest number of male teachers was employed in Lahore (499), Multan (328) and Faisalabad (283). The highest number of female teachers was employed in Lahore (209), Bahawalpur (80), Rawalpindi and Faisalabad (76 teachers each). In all districts except Lodhran, the number of male teaching staff was greater than the number of female teaching staff in

FY 2019-20. In Lodhran, the high number of female teachers reflects achievement of gender parity, with a GPI of 1.3. In Pakpattan, TEVTA employed only male teaching staff. The lowest GPI in districts with centres both for male and females was recorded in Gujrat (0.12), M.B.Din (0.12), and Sahiwal (0.14).

As compared to teaching staff in all other categories of educational institutes in Punjab, TEVTA has fewer female teaching staff (25%) as compared to male teaching staff (75%), with one district having no female staff (Pakpattan). This trend correlates with the high disparity in enrolment in different TEVTA institutes where 72 percent male and 28 percent female students enrolled in FY 2019-20.

From 2016-17 to 2019-2020, the number of trainers employed in TEVTA increased from 3772 to 4837, marking a 28% increase

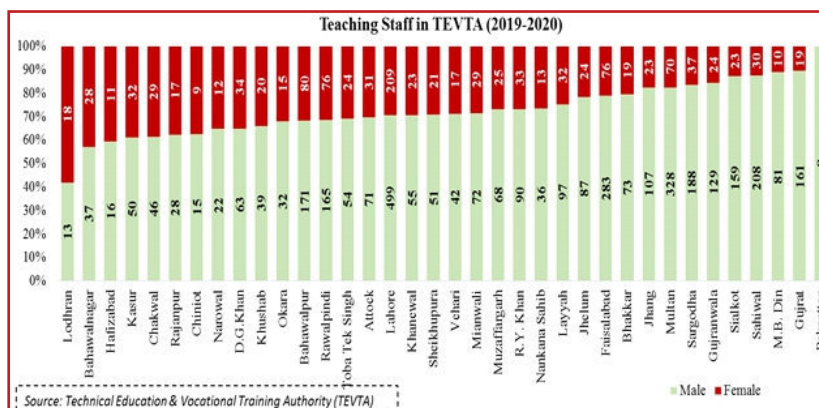


Figure 5.42

5.4.1.5. Special Education Institutes

In 2019-2020, a total of 3,171 teachers were employed with the Special Education Department. Of these, 969 (31%) were male and 2202 (69%) were female teachers, achieving gender parity with a GPI of 2.27, depicting more than twice as many female teachers as compared to male teachers.

Overall Lahore had the highest number of female teachers (376) followed by Faisalabad (142) and Rawalpindi (125). This trend can be correlated to the high number of special education institutes in these three districts. The lowest number of female teachers was noted in Bhakkar (12), Rajanpur (19), Layyah and Mianwali (21 each). Figure 5.43 shows district wise teachers in the Special Education Department of Punjab.

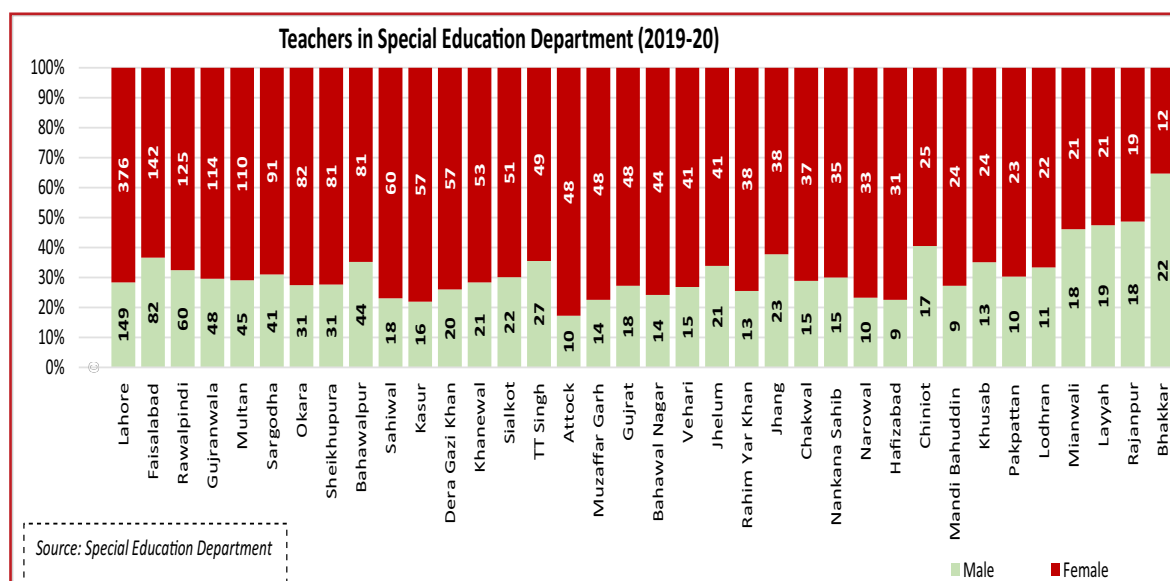


Figure 5.43

5.4.2. Pupil-Teacher Ratio

Pupil-Teacher Ratio (PTR) is defined as the average number of pupils per qualified teacher at each level of education (pre-primary, primary, lower and upper secondary education) in a given academic year.⁵⁸⁰

In 2019-2020, Punjab had a PTR of 46.27 which is double the global average⁵⁸¹ of 23.4. This indicates that there are too many children per teacher in every class in Punjab, a trend which significantly affects the quality of education. Figure 5.44 shows district and gender-wise PTRs in formal schools. Male PTR was 51 and female PTR was 41, which shows that female teachers had fewer children in each class (41 per teacher) as compared to male teachers (51 students per teacher). Both male and female PTR show that in formal public schools across Punjab there are too many students per teacher. Overall, all districts of Punjab showed a higher PTR than the global average. Chakwal, Rawalpindi and Jhelum had the lowest PTRs: 29.36, 32.05 and 34.56, which indicate better quality of education. Chiniot had the highest PTR at 63.27, followed by Khanewal and Pakpattan, which had PTRs of 61.33 and 59.05, respectively.

580 (UNESCO Institute for Statistics 2021)
581 (World Bank data 2018)

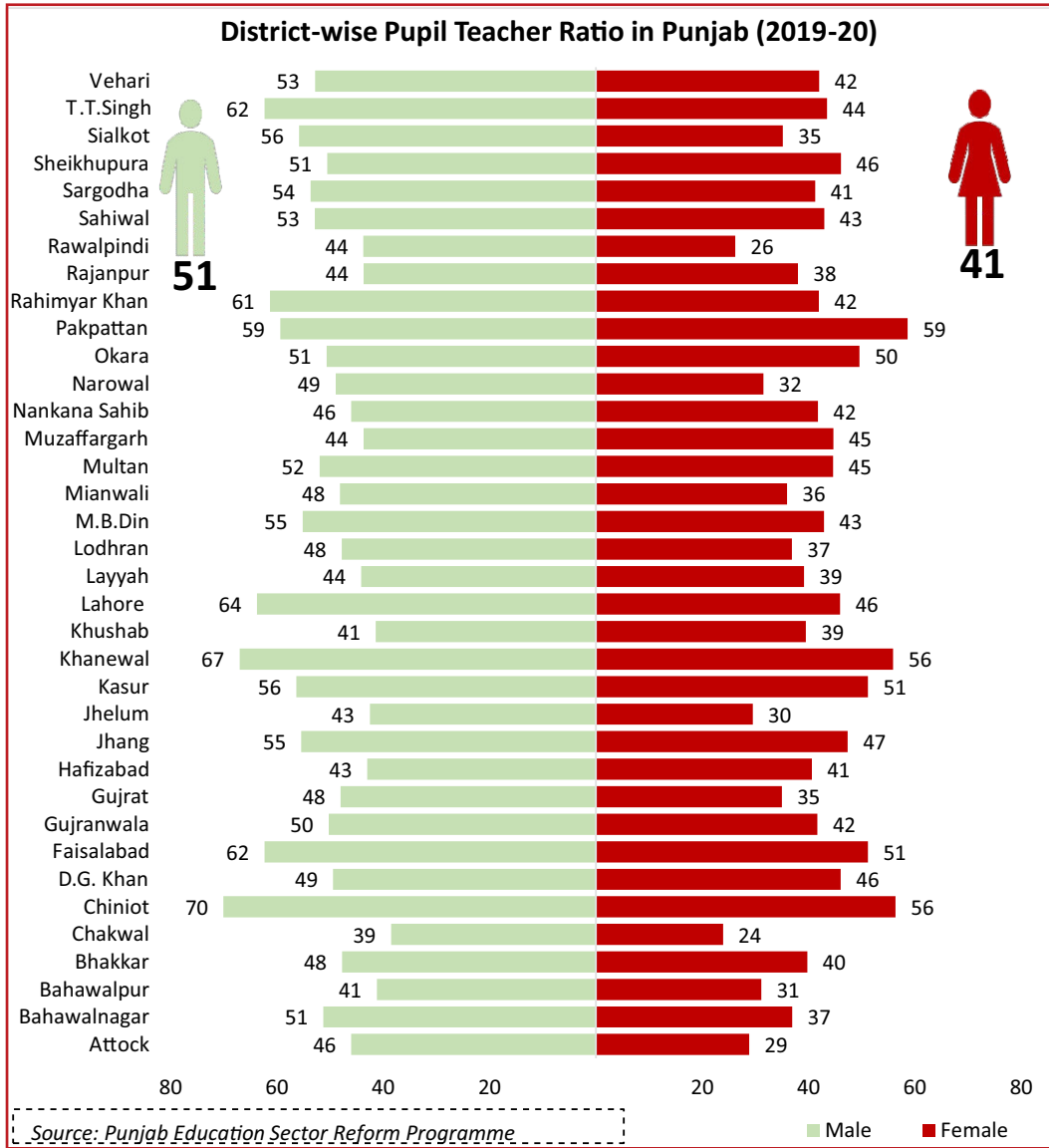


Figure 5.44

Quality learning requires a low pupil-teacher ratio. The high pupil-teacher ratio adversely affects education delivered and retained by students;⁵⁸² crowding classrooms and overburdening teachers compromises the overall quality of education and has serious implications for the attainment of educational goals.⁵⁸³ Overcrowded classes often lead to inadequate attention given to each student and results in poor grades and learning outcomes.⁵⁸⁴ As mentioned above, it also impacts students' desire to attend school and learn. Establishing and equipping schools with qualified competent teachers to match the increase in enrolment is a need of the hour.⁵⁸⁵

5.4.3. Teacher Qualification

A qualified teacher is one who possesses the minimum academic qualifications required to teach their subject at the relevant level in a given country and academic year.⁵⁸⁶ Teachers' experience, educational attainment,⁵⁸⁷ teaching pedagogy and overall competence are directly related to student satisfaction and academic achievement.⁵⁸⁸ Competence of teachers also speaks to the quality of education and academic achievements expected of students.⁵⁸⁹

582 (Dabo 2015)
 583 Ibid
 584 (Ajani 2014)
 585 Ibid at 582
 586 Ibid
 587 (Lenton 2015)
 588 Ibid
 589 (Aslam 2016)

Data on teachers' academic qualifications for FY 2019-20 was not available. However, number of teachers in various cadres in the public school system is shown in Table 5.2.

Cadre	Designation	No.
School Heads	Dy/Sr. Headmaster	3103
	Principal	118216
Senior Subject Specialist	SSS	1766
Subject Specialist	SS	2857
Secondary	SSE	11598
	SST	34522
Middle	EST	83902
	SESE	25044
Primary	ESE	95698
	PST	1184
Others	DPE	5

Source: Punjab Education Sector Reform Programme

Table 5.2

According to Punjab Education Sector Reform Program, in FY 2019-2020, 377,895 teachers were employed in formal schools of Punjab. Of these 168,457 (45%) were male and 209,438 (55%) were female teachers. Of the total, 32 percent occupied management positions and 13 percent taught high school (SSE, SSS, SST). Interestingly, the highest proportion of teachers taught middle and primary school (55 percent). Furthermore for all designations, the number of female teachers was higher than male teachers. However, there were more male SSS teachers (1062) as compared to female SSS teachers (704). Figure 5.45 shows Designation/cadre and gender wise teacher in formal public schools of Punjab.

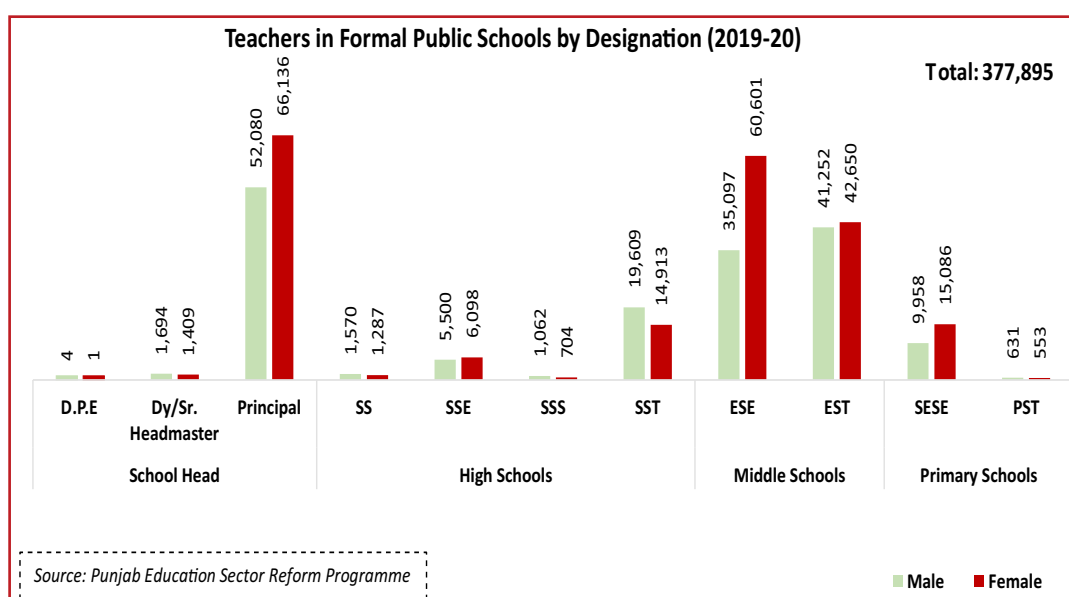


Figure 5.45

5.4.4. Survival Rate

The proportion of pupils who are enrolled from Grade 1 to the last grade of primary education (Grade 5 in Punjab/Pakistan) is known as the Survival Rate.⁵⁹⁰ Survival rates illustrate successful retention or passage of students from one grade to the next one⁵⁹¹ in primary school, and conversely assess the magnitude of dropout by grade.⁵⁹² Survival rate from first to fifth grade is of particular interest because it is commonly considered a

590 (United Nations Millennium Indicator 2016)
 591 (Cameron 2004)
 592 (UNESCO 2020)

prerequisite for sustainable literacy. Improvements in this indicator are interpreted as improvements in the quality of education.⁵⁹³

According to Pakistan Education Atlas 2018, the average survival rate of boys and girls in Punjab was 76 percent and 79 percent respectively, considerably higher than the national survival rates of boys (64%) and girls (63%). 14 districts of Punjab showed higher survival rate of boys compared with that of girls. The highest survival rates in Punjab were noted in district Lahore (100%), Chakwal (98%) and Faisalabad (97%), and indicate that public schools in urban hubs of Punjab provide a better quality of education. Notably, districts with the lowest survival rates for both boys and girls were in the south; Rajanpur (52%), DG Khan (55%) and Bhakkar (58%) had the lowest survival rates for girls in 2018. Figure 5.46 shows district wise survival rates for the boys and girls in Punjab.

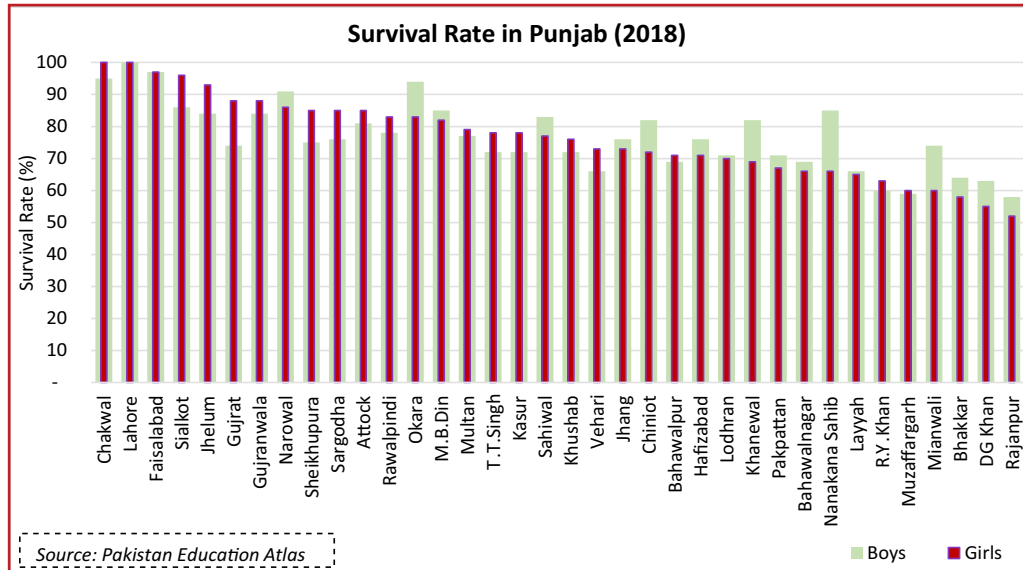


Figure 5.46

5.4.5. Learning Levels

In low- and middle-income countries around the world, 53 percent of children cannot read and understand a simple written text by age 10.⁵⁹⁴ In Pakistan, this figure is substantially higher, with 75% of children who cannot read and understand simple written text by age 10.⁵⁹⁵ The World Bank calls this problem 'learning poverty'⁵⁹⁶ and observes its resemblance to economic poverty.⁵⁹⁷ Enrolment in schools does not guarantee the learning of pupils. Factors, including teacher quality, classroom and learning resources such as textbooks impact learning, understanding, absorption and retention of information among students.⁵⁹⁸ Assessing a student's level of achievement through periodically convened examinations is considered to be a good indicator for the level of learning in schools.⁵⁹⁹ Assessing gender inequality in learning levels is important to determine how and where investment is needed to ensure that the scales do not tip in favour of one or the other.⁶⁰⁰

Parents' education level also has a vital influence on the academic achievement of children. Parents with higher education levels make sure their children attain higher levels of education.⁶⁰¹ For this section data interpreted has been obtained from the Annual Status of Education Reports (ASER) for 2018 and 2019.

In 2018, the survey conducted for ASER covered 21,370 households in 1070 villages throughout Punjab.⁶⁰² To assess learning levels, ASER approached 57,349 children (55% male and 45% female) aged 3-16 years. Out of the total, 45,498 children aged 5-16 years were tested for language and arithmetic competencies. 11851 children were assessed on recognition and basic concepts on numbers and alphabets for pre-schooling age from 3-5 years ⁶⁰³ In

593 (UNESCO 2020)
 594 (Geven 2016)
 595 Ibid
 596 (Geven 2016)
 597 Ibid
 598 (ASER 2019)
 599 (Cameron December 2004)
 600 (ASER 2019)
 601 (Shoukat 2015)
 602 (ASER 2018)
 603 Ibid

comparison with 2018, the 2019 survey covered 20,677 households in 1,031 villages throughout Punjab.⁶⁰⁴ To assess the learning levels of children, data was collected from 51,952 respondent children (55% male and 45% female children) aged 3-16 years. Out of the total number of respondents, 43,293 children aged 5-16 years were tested for language and arithmetic competencies, whereas, the remaining 8659 were assessed for pre-schooling word recognition.⁶⁰⁵ Apart from a differing number of respondents, the surveys captured different learning levels among children, i.e. read stories in Urdu, versus read sentences in Urdu.

ASER assessments were developed from class 2 level curriculum in English and Urdu and class 3 level curriculum in Arithmetic.⁶⁰⁶ Figure 5.47 depicts learning levels for children in 2018 and 2019.

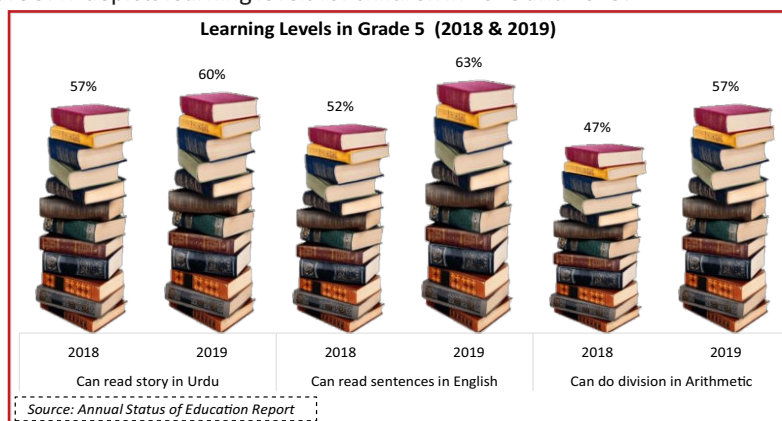


Figure 5.47

From 2018 to 2019, the learning levels of children in Grade 5 improved. The greatest improvement (11%) was recorded in students who could read sentences in English (52 percent in 2018 to 63 percent in 2019), followed by students who could read a story in Urdu (3%, from 57 in 2018 to 60 in 2019). Following the same trend, 10% more students could do division in arithmetic in 2018 than in 2019 (47 percent versus 57 percent). No significant gender gap in the learning level of boys and girls was recorded.

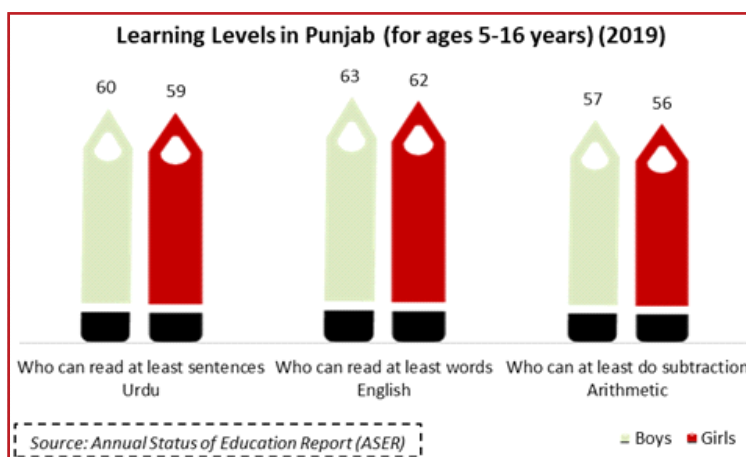


Figure 5.48

Figure 5.48 depicts gender disaggregated learning levels in Punjab for children in the 5-16 year age group. Overall, girls have marginally lower learning levels compared to boys across all three competencies. In 2019, 60 percent of boys surveyed could read at least sentences in Urdu as compared to 59 percent of girls. In the same year, 63 percent of boys surveyed could read at least words in English as compared to 62 percent of girls with similar competencies. Trends highlighted a similar pattern for arithmetic competencies; 57 percent of boys were able to do 2 digit division as compared to 56 percent of girls.

5.4.5. Education of Parents

Data indicated that in 2019 in rural Punjab, 62 percent of fathers had acquired at least primary education whereas only 50 percent of mothers at least went to primary school. Compared to data from 2018, parents' education

604 (ASER 2018)
605 Ibid
606 (ASER 2018)

levels improved by 1 percent in 2019. Figure 5.49 shows education levels of parents from 2016 to 2019 in Punjab. It is noteworthy that from 2016 to 2018, a greater percentage increase (5%) of educated mothers was recorded than fathers, whose percentage declined by 4% in the same time period.

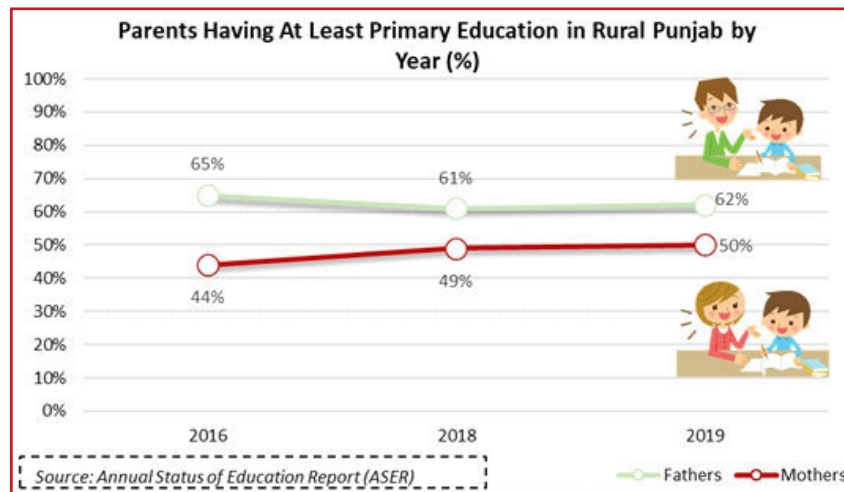


Figure 5.49

5.6. Conclusion

Government of Punjab has made significant strides in improving girls' education in the province, and removing gender gaps in key indicators. Compared with previous years, net enrollments are nearly equal for both girls and boys in Punjab, there are more formal schools for girls as compared to boys, gender parity in teaching staff is being maintained across public schools (barring technical and vocational training institutes), girls and boys are transitioning from primary to middle schools in nearly equal proportions, and overall enrolment trends in public schools for both girls and boys are similar. Out of school girls in rural Punjab, however, is an area that needs particular consideration. With rising trends over the years, higher numbers in comparison with out of school boys, and out of school girls in urban areas, targeted measures that encourage families to send girls to school are the need of the hour. In addition, low enrolment of girls in technical and higher education is concerning. While the Government of Punjab has consistently increased spending on education as a proportion of the total budget, spending must also be aligned with building capacity of women and girls to take up specialized and professional work. Furthermore, formal schools at all levels must be made more accessible for students, especially girls, and numbers must be increased in line with demographic trends. Other areas of concern include the dismal figures for transition from high to higher secondary school and higher education, due to inability to access higher education institutes, security concerns, early age marriages and cultural insignificance given to girls' higher education. Programs like the waseela-e-taleem and zevar-e-taleem programs in Punjab are both viable initiatives towards which considerable budget is allocated in each successive financial year. To meet targets pinned against SDG 4 by 2030, Government of Punjab needs to introduce urgent and targeted reforms focused on continuity of education during these trying times. Programs like the Insaaf Afternoon School Program implemented in 22 districts should be expanded to cover all districts of Punjab. 2021 marks more than a year since the outbreak of COVID-19. In the wake of the pandemic, given that global statistics have shown setbacks suffered across economic development indicators including education, it is absolutely essential to maintain access to all levels of education while also ensuring safety and good health of children.

5.7. Recommendations

5.7.1. Legislative/Policy Measures

- I. Formulate Rules of Business for the Punjab Free and Fair Compulsory Education Act of 2014.
- II. Take all necessary measures to increase enrolment and reduce dropout of girls, especially at the secondary level, by inter alia formulating re-entry policies for young women to return to schools after marriage and pregnancy.

- III. Integrate mechanisms and encourage collaboration among government departments working in the education sector, including PEIMA, PESRP, PED and SED.
- IV. Review allocation of education budget with gender lens, and ensure educational spending is 4 percent of the GDP.
- V. Encourage public-private partnerships to finance education schemes, similar to PEF.
- VI. Conduct awareness campaigns to encourage girls' education, especially in technical institutes and higher education.

5.7.2. Procedural/Administrative Measures

- I. To enhance enrolment of girls, increase outreach of PEF and *zevar-e-taleem* programs.
- II. Allocate greater resources to districts with extensive gender gaps in key education indicators.
- III. Instruct Principals to identify out-of-school children in their catchment areas and work with families to get them enrolled in school.
- IV. Provide safe and free transportation to and from schools, including technical education schools to tackle barriers to mobility and security.
- V. Provide alternative learning pathways for out of school girls, including inter alia through greater coverage of informative cable television shows and learning channels on mainstream television.
- VI. Review training curriculum for teachers to include modern teaching pedagogies and gender based material, and mandate teacher training for public school teachers at all levels.
- VII. Establish at least 1 Adult Literacy Center (ALC) in each district, including for transgender students.
- VIII. Hire more male and female teachers to improve pupil-teacher ratios and enhance learning experience of students. This measure will ultimately decrease dropouts.





ECONOMIC PARTICIPATION





KEY FINDINGS

-  In 2017-18, the male Labour Force Participation Rate (LFPR) in Punjab was 69.9% as opposed to the female LFPR of 26.5%. Rural female LFPR, at 34.3%, was considerably higher than the urban female LFPR at 13.6%.
-  In comparison with the conventional LFPR in Punjab, the augmented LFPR (which also takes into account marginal economic activities like subsistence agriculture and housekeeping) was slightly higher for men at 70%, as opposed to much higher at 33.3% for women
-  Of the total 27.2 million employed men, 16.8 million worked in the rural areas as compared with 10.39 million in urban areas. Of the 10.4 million employed women, 1.8 million were recorded in urban areas as opposed to 8.6 million in rural areas.
-  21.4% of men and 18.6% of women were employed in the agriculture sector. The non-agriculture sector employed 51% of men as compared to 9% of women.
-  As of 2017-18, 4% of employed men in urban areas and 6% in rural areas earned up to PKR 5,000 per month. In contrast, 33.2% and 49.2% of employed women in urban and rural areas respectively earned up to PKR 5,000 per month.
-  Of the total 2.4 million unemployed persons in Punjab, 1.6 million were men whereas 0.8 million were women in 2017-18.
-  In 2020, there were 334,003 (73.5%) male participants and 120,277 (26.5%) female participants who completed the DigiSkills training program led by the Ministry of IT and Telecom. However, women from all districts across Punjab participated in the program.
-  In 2020, out of the total 25.1 million agricultural landowners in Punjab, 17.2 million (68.5%) were men and 7.9 million (31.5%) were women.
-  Out of the 230,579 driving licenses issued in 2020, 222,909 (96.7%) licenses were issued to men as opposed to 7,670 (3.3%) licenses issued to men. Compared with 2017, the percentage of licenses issued to women decreased by 1.9% in 2020.
-  In 2020, women owned 53.1% and 53.9% of active current and deposit accounts respectively and only 17.8% of active consumer loan accounts in FWBL. Women owned a relatively larger proportion of (67.7%) corporate/SME accounts. The amount of loans disbursed for female consumer as well as corporate/SME accounts remained lower (24% and 44% respectively) as opposed to the amount disbursed to men.
-  In the Bank of Punjab (BOP), women owned 28% and 26.8% of active deposit and current accounts respectively accounts and 10.4% of loan accounts in 2020. 2.7% and 9.4% was disbursed to women as loans and long term loans respectively.

- 

Of the total 156,000 borrowers at Zarai Taraqiati Bank Limited, 149,000 (95.5%) were men as compared with 7,000 (4.5%) women. The amount disbursed as loans was 53 billion rupees which included 51 billion rupees allocated to (96.2%) to male borrowers and 2 billion rupees (3.8%) to female borrowers.
- 

Microfinance Institutions and Banks under the umbrella of Pakistan Microfinance Network had 6,665,108 borrowers in 2020, of which 3,434,157 (51.5%) were men and 3,230,951 (48.5%) were women. Women, however, held 102.9 billion (32.7%) of the Gross Loan Portfolio (GLP) as opposed to the GLP of men at 211.9 billion (67.3%)
- 

In 2020, there were 32,251 (95%) male beneficiaries and 1,619 (5%) female beneficiaries of the Punjab Employees Social Security Institution. In the same year, PESSI disbursed 328.5 million rupees (91%) to men and 32.2 million rupees (9%) to women.
- 

In 2020, there were 38,937,196 (51%) male beneficiaries and 36,765,401 (49%) female beneficiaries of the Benazir Income Support Program (BISP)

INTRODUCTION

The extent of an individual's participation in the economy positively correlates to their economic well-being, which in turn is a crucial enabler for good quality of life.⁶⁰⁷ Favorable economic status (as measured by income and wealth) helps expand an individual's freedom to choose the life they aspire to live. While a regular stream of income allows people to fulfil their needs and pursue goals that add value to their lives, ownership of wealth helps sustain these preferences over time.⁶⁰⁸ The ability to earn a regular income and generate wealth is, however, largely dependent on the availability of opportunities that help create pathways to participation in the economy. Access to economic opportunities is determined by a number of factors, including inter alia education, geographical location, economic conditions, climate and gender.⁶⁰⁹

Gender is recognized as a key characteristic or risk factor that predisposes individuals to limited economic opportunities and, consequently exclusion from the economic sphere.⁶¹⁰ The incidence of gendered exclusion and the magnitude of it is nevertheless dependent upon a range of factors including levels of education and exposure, socio-cultural norms and perceptions, institutions and regulatory frameworks, and prevailing economic conditions.⁶¹¹ Gender-based economic exclusion, however, is indefensible from a human rights standpoint as the freedom to work in conditions that are fair and safe is an important element of human welfare.⁶¹² In addition, the instrumental value of ensuring economic inclusion of all is explicitly enshrined in the 2030 Sustainable Development Goals (SDGs) agenda, particularly through targets set against SDG 5 and 8.⁶¹³

Sustainable Development Goals (SDGs) 5 and 8

- 8.5. By 2030, achieve full and productive employment and decent work for all women and men, including young people and persons with disabilities, and equal pay for work of equal value.
- 8.8. Protect labour rights and promote safe and secure working environments for all workers, including migrant workers, in particular women migrants, and those in precarious employment.
- 5.4. Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies and the promotion of shared responsibility within the household and the family as nationally appropriate.
- 5.5. Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision making in political, economic and public life.
- 5.A. Undertake reforms to give women equal rights to economic resources, as well as access to ownership and control over land and other forms of property, financial services, inheritance and natural resources, in accordance with national laws.

Gender parity in 'Economic Participation and Opportunities' entails equal opportunities for men and women to participate in the labour force, have access to and control of productive resources, and receive protection against economic hardship.⁶¹⁴ Nonetheless, for economic gender equality to translate into meaningful empowerment, women must possess a sufficient level of agency⁶¹⁵ and be able to take decisions regarding the use of their income and resources.⁶¹⁶ To fully account for women's economic well-being, it is, thus, also important to consider whether they have the voice and agency to transform resources into functioning things that hold value (Figure 6.1).⁶¹⁷

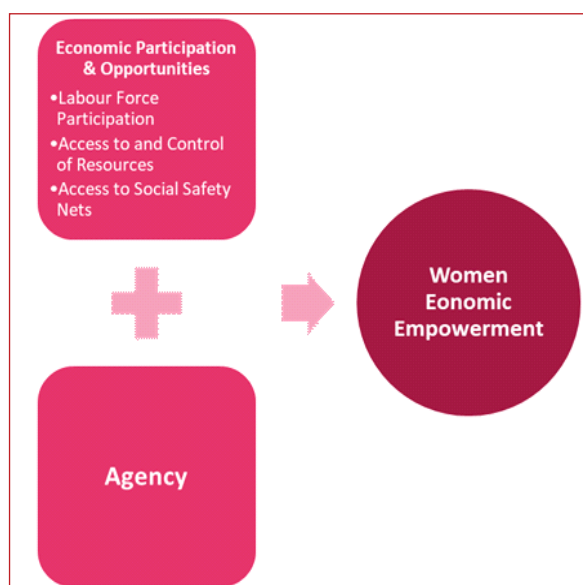


Figure 6.1

607 (Economic participation and Development, 2011)
 608 (OECD Framework for Statistics on the Distribution, 2013)
 609 (Identification of Economic Opportunities for Women's Groups and Communities)
 610 (The Multidimensional Analysis of Social Exclusion, 2007)
 611 Ibid
 612 (Oxfam International, 2017)
 613 (Sustainable Development Goals (SDGs), n.d.)
 614 (International Development Research Centre, 2019)
 615 Agency is the ability to pursue goals that one finds valuable (Human Development Report, 2016)
 616 (Oxfam International, 2017)
 617 (OECD Framework for Statistics on the Distribution, 2013)

Moving from theory to practice, it is imperative to review the existing status of men and women in terms of economic participation at an international level. The findings of the Global Gender Gap Report (2021) reveal that 'economic participation and opportunities' exhibits the second largest gender gap out of the four thematic gender gaps measured in the report.⁶¹⁸ Little headway has been made over the years in closing economic gender gaps; taking 2006 as the starting point, globally 58 percent of the gap has been closed, and at this pace, it is expected to take another 267.6 years to fully close the economic gender gap.⁶¹⁹

It is expected to take 267.6 years to fully close the gender gap in economic participation and opportunities at the global level (Global Gender Gap Report, 2021)

Since the onset of the COVID-19 pandemic in 2020, existing inequalities in economic participation have been compounded.⁶²⁰

Although, women account for 39 percent of the global employed population, as of May 2020, they have experienced 54 percent of overall job losses.⁶²¹ This is attributable to the disproportionate representation of women in industries that are more likely to contract as a result of the pandemic (such as education, accommodation & food services and wholesale & retail trade) as well as the greater responsibility of unpaid care work that has fallen upon women.⁶²²

The need to focus on economic gender parity has thus become increasingly dire. As per the findings of the McKinsey Global Institute, the gender disproportionate effects of COVID-19 imply that the global GDP growth could be \$1 trillion lower in 2030 as opposed to what it would be if the employment of women and men was

equally affected by the pandemic. On the other hand, timely introduced gender sensitive economic recovery measures can add \$8 to \$13 trillion to global GDP by 2030.⁶²³

Ensuring gender equality in economic participation and opportunities plays a pivotal role in improving macroeconomic indicators such as the Gross Domestic Product (GDP) as well as business profitability.⁶²⁴ An analysis conducted by McKinsey in 2015 reveals that if economic gender parity of each country (measured by labour force participation, working hours and employment) reaches the level of the best-performing country within the respective region, its GDP could increase by as much as \$12 trillion.⁶²⁵ In addition to being an indispensable driver of economic growth, gender parity in economic participation results in positive spillover benefits at the household and societal level.⁶²⁶

Research has demonstrated that economically active women are able to supplement household income, leading to a higher allocation towards children's education and familial health, which facilitates improvement in the human capital outcomes of children in the long term.⁶²⁷

Pakistan has been featured amongst the bottom five countries in terms of gender parity in 'economic participation and opportunities' in successive Global Gender Gap Reports; in the last 15 years, Pakistan has closed its economic gender gap by 32.6 percent.⁶²⁸

As of May 2020, women have experienced 54 percent of the overall job losses (McKinsey & Company, 2020)

According to the latest Labour Force Survey of Pakistan (2017-18), the Labour Force Participation Rate (LFPR) (including both people employed or unemployed but actively looking for work) for women stands at 20.1%⁶²⁹ as compared with 68% for men.⁶³⁰ Pakistan continues to have one of the lowest female LFPRs in South Asia.⁶³¹ The figure is also considerably below the target of 45% for female labour force participation rate set by the Government of Pakistan, to be achieved by 2025.⁶³²

Additionally, the COVID-19 pandemic has set back progress made in economic participation of women by several years.⁶³³

In times of crisis and public health emergencies, such as the ongoing COVID-19 crisis, it is the informal sector and

Table 6.1

Economic Participation and Opportunities Sub-Index (Pakistan)			
Year	Pakistan's Position	Pakistan's Rank	No of Countries Included
2017	143	0.309	144
2018	146	0.318	147
2020	150	0.327	153
2021	152	0.316	156
Global Gender Gap Reports (2017-2021)			

618 (Global Gender Gap Report, 2021)

619 Ibid

620 (Global Gender Gap Report, 2021)

621 Ibid

622 (Global Gender Gap Report, 2021)

623 Ibid

624 (UN Women, 2018)

626 (Hunt & Samman, 2016)

627 (Women's Economic Participation and Empowerment in Pakistan-Status Report, 2016)

628 Economic Participation and Opportunities in the GGR's ranking is judged on the basis of labor force participation rate, wage equality, estimated earned income, legislators, senior officials, managers, professional and technical workers.

629 Female LFPR= Economically active female population as a proportion of total female population aged 10 and above.

630 (Labour Force Survey, 2017-18) Refined LFPR is used for this report. It reports figures as a proportion of population aged 10 years and over.

631 (Labour Force Survey, 2017-18)

632 (Pakistan 2025-One Nation One Vision)

633 (Gendered Impact and Implications of COVID-19 in Pakistan, 2020)

small and medium businesses (characterized by a larger share of female employment) that are more susceptible to closures and layoffs.⁶³⁴ A recent study conducted across Pakistan (based on phone surveys of about 1,000 microenterprises owners) found that female-headed businesses were 8 times more likely to completely close down as compared to those headed by men.⁶³⁵ Furthermore, women have had to bear greater responsibility for household tasks during mandated lockdowns, resulting in less time spent in paid employment, learning and skill development.⁶³⁶ This is likely to have a detrimental medium and long term impact on women's employment and labour market

participation in Pakistan.⁶³⁷

The dismal performance of Pakistan in relation with economic inclusion of women is likely to be perpetuated if an appropriate gender-sensitive strategy is not formulated and implemented in a timely manner. Collection and analysis of gender-disaggregated data is without doubt a pre-requisite to highlight gender disparities in economic participation, monitoring progress over time and designing evidence-based policies.

Organization of Analysis

For the purpose of this chapter, a comprehensive range of indicators have been used to analyze and present the status of 'Women's Economic Participation and Opportunities' in Punjab. To effectively contextualize the situation in the province, each section in the chapter draws on theoretical and empirical research findings at the global and national level. Broadly, indicators covered can be classified into four key areas: (1) labour market outcomes, access to and control over (2) physical and (3) financial resources, and (4) social safety nets.

The organization of the chapter is as follows:



634 (Gendered Impact and Implications of COVID-19 in Pakistan, 2020)

635 (Malik, et al., 2020)

636 Ibid at 634

637 Ibid at 635

6.1 Labour Market Opportunities: Access and Quality

Equitable provision of opportunities to participate in the labour market is an important means to ensure economic inclusion and elevate the status of women.⁶³⁸ Women's participation in the labour market is a measure of their access to the market. Access to labour markets opens up women's prospects to financial stability, accumulation of savings and wealth, bank accounts and investment opportunities, land and property ownership as well as social protection, all of which provide a cushion against economic shocks. However, benefits accrued from labour market participation are largely contingent on the quality of employment opportunities. Therefore, besides tracking access to employment, it is also crucial to assess the quality of women's employment.⁶³⁹

Access to diverse sectors of employment, fair returns on education, equal pay, conducive working conditions and prospects for growth are important indicators to assess quality of employment as determined by the International Labour Organization's (ILO) Decent Work Conventions.⁶⁴⁰ Gender-disaggregated labour market data is, therefore, essential to examine women's economic status and wellbeing, amid prevailing gender disparities in work.⁶⁴¹

For this subsection, data from the most recent Labour Force Survey (LFS) (2017-18) conducted by the Pakistan Bureau of Statistics, is presented. To allow for a comprehensive and holistic analysis of women's labour market status, LFS provides data on a range of indicators that help gauge gendered access to labour market opportunities as well as the quality of the opportunities available.

6.1.1 Labour Force Participation Rate

Labour Force Participation Rate (LFPR) is a key indicator that tracks women's presence in the labour market. LFPR describes population actively involved in the labour market (employed and unemployed, but actively seeking employment) as a percentage of the population aged 10 years and over.⁶⁴² It is a representation of men and women working in both urban and rural areas.⁶⁴³ There are a range of factors that influence female LFPR; this includes supply-side factors such as marital status, fertility rates, education levels, employment and education characteristics of male household members and cultural norms that define gender roles. Demand-side factors include availability of employment opportunities, wage discrimination, occupational segregation, workplace safety and incidence of harassment.⁶⁴⁴

The Labour Force Survey (2017-18) indicates that for Punjab, the male LFPR stands at 69.9% as opposed to the female LFPR at 26.5%. The male LFPR has remained similar over the last three labour force surveys. Female LFPR, on the other hand, has consistently decreased from 28.5% in 2013-14 to 27.8% in 2014-15 and 26.5% in 2017-18. Punjab's female LFPR is, however, higher than the national average of 20.1%. (See *Introduction*).

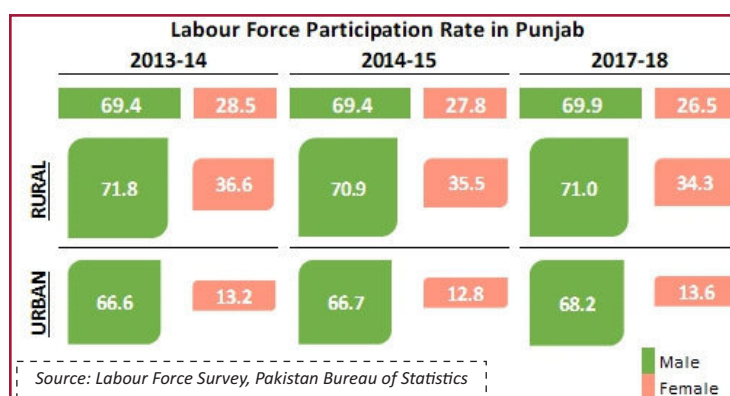


Figure 6.2

Data disaggregation at the rural and urban level reveals that rural male LFPR at 71% is significantly higher than the female LFPR at 34.3%. The difference is even more pronounced in the urban areas; with male LFPR at 68.2% as opposed to the female LFPR at 13.6%. The higher female LFPR in rural areas as compared to that in urban areas can mainly be explained by the concentration of women in the agriculture sector.

Figure 6.2 shows the male and female LFPR in rural and urban areas of Punjab based on data from the last three labour force surveys. Low levels of female LFPR and its persistent decline is indeed a cause for concern. However, to fully account for women's socio-economic contributions, it is important to challenge existing definitions and stringent narratives that specifically discount contributions by women.⁶⁴⁵ Literature also suggests that women's work is often under-counted due to the design of surveys and socio-cultural perceptions regarding women's roles which affects the

638 (Resource guide on gender issues in employment and labour market policies, 2014)

639 (Labour Markets and Social Policy: Gendered Connections, 2013)

640 (International Labour Organisation, n.d.)

641 Ibid

642 (Labour Force Survey, 2017-18)

643 Ibid

644 (Robertson, Acevedo, & Morales, 2020) and (Asian Development Bank, 2016)

645 (Oxfam International, 2017)

way enumerators pose questions and interpret responses.⁶⁴⁶

There is particularly a need to reconsider the ambit of work by also recognizing women's time and labour expended in unpaid work (care economy).⁶⁴⁷ Research demonstrates that women in some South Asian economies are engaged in ten times more unpaid work as compared to men.⁶⁴⁸ As per Pakistan's Time Use Survey (2007), men on average spent 90 minutes per day on household maintenance as opposed to 270 minutes per day by women. Similarly, men spent 64 minutes per day on care of other persons in comparison with 133 minutes per day spent by women.⁶⁴⁹

To this end, the LFS (2017-18) also reports the 'Augmented LFPR' which can be considered a more objective measure of the number of persons contributing towards the national output. In addition to conventional economic activities, augmented LFPR also accounts for the contribution of individuals to marginal economic activities such as housekeeping and subsistence agriculture.⁶⁵⁰

Male augmented LFPR for Punjab stands at 70%, only marginally higher than the conventional male LFPR at 69.9%. On the other hand, augmented female LFPR at 33.3% is 6.8% higher than conventional female LFPR at 26.5%. This represents the disproportionate share of unpaid and care work performed by women. The difference between conventional and augmented male LFPR is similar in both urban and rural areas.

However, in urban areas, augmented female LFPR is 17.7% as opposed to the conventional LFPR at 13.6%. On the other hand, in rural areas, augmented female LFPR stands at 42.7% as compared with the conventional female LFPR at 34.2%. The difference between the conventional and augmented female LFPR is higher in rural areas (8.5%) as compared to the urban areas (4.1%). This can be attributed to a higher number of rural women involved in unpaid productive economic activities such as contribution on the family farm, livestock operations, poultry raising and collection of fuel and water for household consumption.⁶⁵¹

Figure 6.3 shows a comparison of the conventional male and female LFPR with the Augmented LFPR in Punjab.

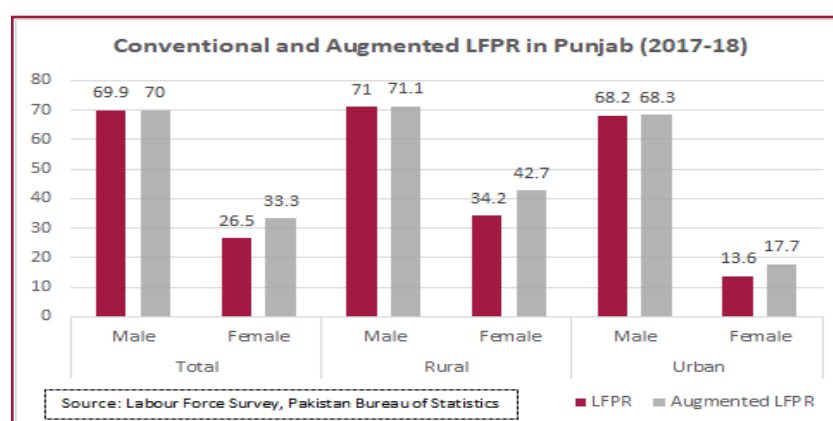


Figure 6.3

6.1.2 Employment

The LFS (2017-18) defines the employed population as all persons, 10 years of age and above, who have worked for at least one hour during the last one week and classified themselves as either 'paid-employed' or 'self-employed'.

Of the 37.6 million employed persons in Punjab, 27.2 million or 72.4% are men whereas 10.4 million or 27.8% are women (Figure 6.4), with a GPI of 0.382.

Overall, employed persons in Punjab have increased by 3 million in 3 years; from 34.6 million in 2014-15 to 37.6 million in 2017-18. Compared with 2014-15, employed men and women have increased by 2.41 and 0.59 million respectively.⁶⁵²

646 (UNFPA)

647 Ibid

648 (Ferrant, Pesando, & Nowacka, 2014)

649 (Time Use Survey, 2007)

650 (Labour Force Survey, 2017-18)

651 (Rural Women in Pakistan: Status Report, 2018)

652 The absolute figures of Labour Force is the multiple of crude participation rate with mid-reference year estimate of the population. The numbers of employed and unemployed persons are the "labour force multiplied with their percentages. (LFS 2017-18)

Figure 6.4 provides a breakdown of men and women employed in rural and urban areas. LFPR and Employed Persons are key indicators that only capture ability to access labour market opportunities. The following analysis on employment is pertinent to take into account the range of data reported by the Labour Force Survey, intended to help provide a more complete picture of women's conditions and status in the labour market.

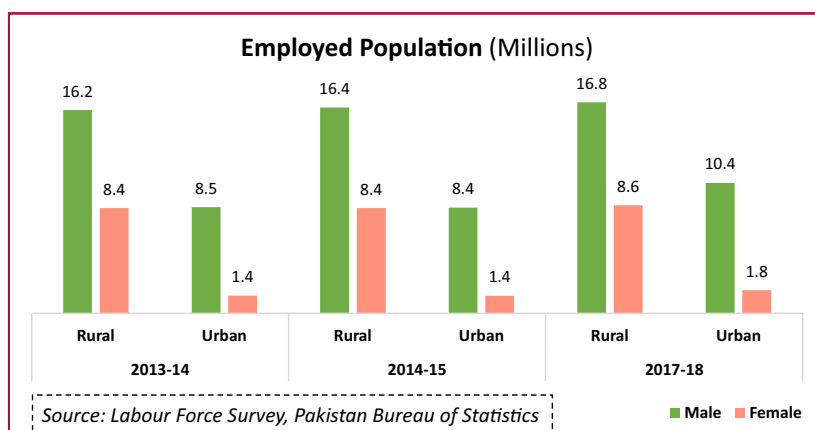


Figure 6.4

6.1.2.1 Employment by Sector

It has been estimated that in developing countries women consist of over 40% of the agricultural labour force; in some South Asian and Sub-Saharan African countries, the figure is as high as 60%.⁶⁵³ LFS (2017-18) broadly categorizes employment into the agriculture and the non-agriculture sector.

According to the Rural Women in Pakistan Status Report (2018), 20% of rural women are classified as own account workers; 14% in agriculture and 6% in non-agriculture sector. Own-account agriculture workers comprise of share croppers, owner cultivators and contractual cultivators while the non-agriculture female own-account workers in rural areas usually run micro-enterprises.⁶⁵⁴ The returns to female agricultural labour in Pakistan, however, have remained low. Specifically, only 19% of women are in paid employment as compared with 60% of women whose work remains unpaid.⁶⁵⁵ Unpaid work is valued at Rs. 683 billion, is 57% of all work done by women, and is 2.6% of the GDP.

Of the total employed population in Punjab, 21.4% of men and 18.6% of women are employed in the agricultural sector. Women in Punjab make an essential contribution to many farm operations (such as manual harvesting of wheat, rice nursery transplantation and harvesting) and most of the livestock related activities.⁶⁵⁶

This stands in contrast to 51% of men and 9% of women employed in the non-agricultural sector. The non-agriculture sector is further categorized into formal and informal. As per the definition in the LFS, the informal sector includes enterprises that are owned and managed by employers with less than 10 persons (including the owner, contributing family-workers, and employees) as well as household enterprises of all sizes, owned and run by own-account workers.⁶⁵⁷

Data from LFS shows that of the 21.4% of men employed in the agriculture sector, 20.1% are in the rural areas and 1.3% in the urban areas. As for 18.6% women employed in the agriculture sector, 18.1% are concentrated in the rural areas as compared to 0.5% in the urban areas.

As for the 51% men in the non-agriculture sector, 24.7% are in the rural areas (5.8% in the formal sector and 18.9% in the informal sector) and 26.3% are working in the urban areas (7.7% in the formal sector and 18.6% in the informal sector). The percentage of men working in the non-agriculture sector is marginally higher in urban areas (1.6%) as opposed to those in the rural areas.

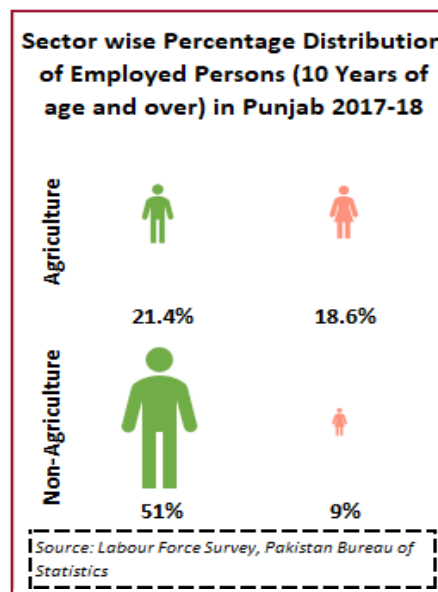


Figure 6.5

Out of the 9% women working in the non-agriculture sector, 4.6% are in the rural areas (1% in the formal sector and 3.7% in the informal sector) and 4.4% in urban areas (1.3% in the formal sector and 3.1% in the informal sector). Thus, in the non-agriculture sector, the percentage of women employed in the urban and rural areas is approximately the same. Figure 6.5 and 6.6 show sector-wise employment in Punjab

653 (The Solidarity Center - Promoting Worker Rights Worldwide, 2018)

654 A self employed or own-account worker is a person who does not employ any person for pay, to help him/her, but may have others working for him/her without pay, such as family helpers.

655 (Rural Women in Pakistan: Status Report, 2018)

656 (Scale and Drivers of Female Agricultural Labor: Evidence from Pakistan, 2020)

657 The ILO defines formal jobs as those that are held by workers in incorporated enterprises.

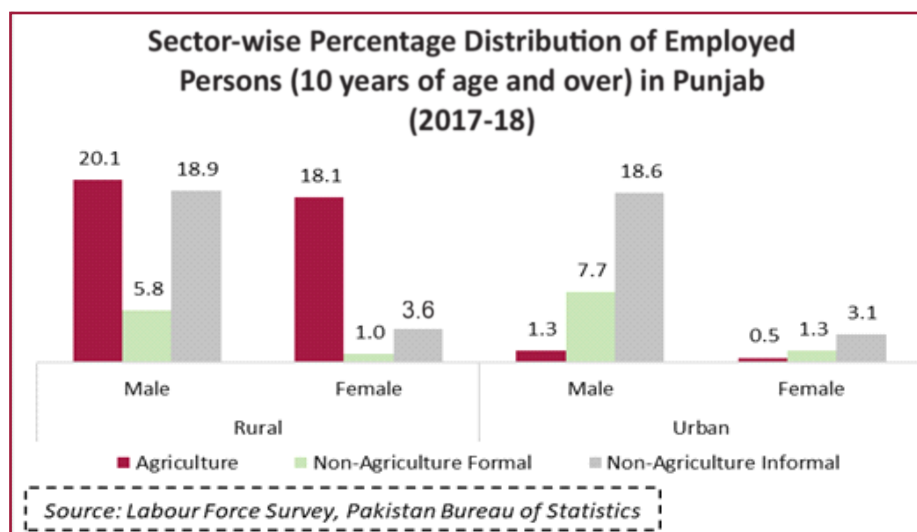


Figure 6.6

It is pertinent to note that in both rural and urban areas of Punjab, a higher proportion of the male and female workforce is employed in the informal sector. According to a study conducted by the ILO in 2018, over 60% of the world's employed population (2 billion people) works in the informal sector; women were found to be more exposed to informal employment in 89 countries of South Asia.⁶⁵⁸ Within the informal economy, women often do the most vulnerable kind of work e.g. domestic workers, home-based workers or contributing family workers.⁶⁵⁹

According to the Punjab Home-Based Workers Survey (HBWs) (2016), conducted by the Punjab Bureau of Statistics (with a sample size of 13,469 home-based workers) 91.3% of persons employed as HBWs are women as compared to only 8.7% of men. The proportion of women employed as HBWs is similar in both urban (90.9%) and rural areas (91.8%). Women are usually engaged as HBWs for garment stitching, shoe-making, mats and basket making, football stitching, and making of earthen pots.⁶⁶⁰ Similarly, of all employed women (9,382) included in the Women's Economic and Social Well-Being Survey (2017-18) conducted by Punjab Bureau of Statistics, 72% were home-based workers (working inside her/her friend's/ family's dwelling).⁶⁶¹

A higher level of employment in the informal sector where working conditions are inadequate, remuneration levels are unjust and regulation is almost absent is certainly alarming.⁶⁶² However, given women's multitude of responsibilities within the home, these numbers are unsurprising. Over the years, global institutions have highlighted the need to bring up the issue of disproportionately high level of informality in jobs on the international policy agenda. SDG 8 includes a sub-indicator 8.3.1 ('proportion of informal employment in non-agriculture employment, by sex') to gauge and track its progress over time. To the same end, the International Labour Conference in 2015 pioneered and adopted recommendation No. 204, an international labour standard highlighting the need to transition to the formal sector and create decent jobs.⁶⁶³ The Government of Pakistan is also committed to provide decent work opportunities to all by being a signatory to the SDGs and ratifying ILO conventions.⁶⁶⁴ In this context, decent work particularly includes opportunities that offer fair income, safe working conditions, security of employment, social protection, prospects for growth and development and equal treatment for all regardless of gender.⁶⁶⁵

6.1.2.2 Employment by Industry Division

Across the world, men and women tend to be employed in different occupations and industries. Conventionally, these differences have been attributed to variations in human capital accumulation and labour-market discrimination.⁶⁶⁶ More recently, researchers have also looked at the role of varying psychological factors (risk preference, attitude toward competition, desire for social contribution) and job-specific incentives such as time flexibility that make some jobs more attractive to women as compared to men.⁶⁶⁷

658 (International Labour Office, 2021)

659 Ibid

660 (The Punjab Home Based Workers Survey, 2017)

661 (Key Findings Report: Women's Economic and Social Well-Being Survey in Punjab, 2017-18)

662 (Ahson & Bhalli, 2018)

663 Ibid

664 (ILO PAKISTAN ANNUAL REPORT: DECENT WORK COUNTRY PROGRAMME II, 2014)

665 (European Commission, n.d.)

666 (Cortes & Pan, 2017)

667 Ibid

For the purposes of this report, five key industries that are the largest employers in Punjab have been selected to analyze gender differentials across industries.

Figure 6.7 presents a comparison of male and female employment within the key industries in Punjab. It reveals that the highest proportion of women are employed in Agriculture, Forestry and Fishing (18.6%) followed by Manufacturing (4.5%) and Education (1.8%). The share of women in Wholesale and Retail Trade (0.4) and Construction (0.04%) is negligible to non-existent, thus depicting industries with the highest gender gap. The gender gap stands lowest in education, where the proportion of women marginally exceeds that of men (0.1%), followed by the gap in agriculture, forestry and fishing (2.8%). This also points to a greater proportion of women being employed in occupations and sectors that can be viewed as extensions of their care-giving roles.

Figure 6.7 presents the employment of men and women in key industries of Punjab.

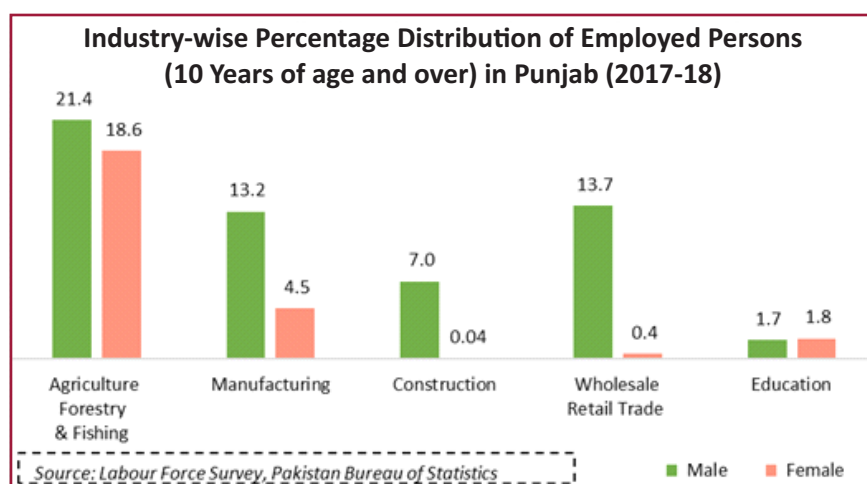


Figure 6.7

6.1.2.3 Wage Disparity

Wage inequality remains one of the main barriers to achieving gender parity in the economic sphere. Based on analysis of data from 70 countries (covering about 80% of wage employees worldwide) the Global Wage Report (2018-19) reveals that women's wages are approximately 20 percent lower as compared to men's.⁶⁶⁸ It is crucial to note that the major part of the difference in wages cannot be attributed to any of the objective labour market characteristics such as educational attainment and the level of skill and knowledge. In fact, women with the same level of qualification were found to be paid lower than their male counterparts.⁶⁶⁹ According to the Global Wage Report the main factor found significant in accounting for wage differentials was the occupational segregation and concentration of men and women in different sectors and industries.⁶⁷⁰

Based on data from LFS (2014-15), the Global Wage Report (2018-19) estimates that the mean hourly gender wage gap in Pakistan stands at 34%, the highest in the world and over double the global average. Pakistan's performance in terms of key gendered labour market indicators thus remains unsatisfactory at a global level. Considering that Punjab accounts for about 40 million of the 65.5 million individuals (61%) in the national labour force,⁶⁷¹ a high figure for gender wage gap reveals high levels of discrimination and women's overall relegated financial status compared with men in similar jobs. Punjab level data from LFS (2017-18) demonstrates that 4% of employed men in urban areas and 6% in rural areas earn up to PKR 5,000 per month. In contrast, 33.2% and 49.2% of employed women in urban and rural areas respectively earn up to PKR 5,000 per month. This figure is well below the national minimum wage of PKR 20,000,⁶⁷² clearly highlighting the prevalence of a vast wage gap and the resulting vulnerability of the female workforce. However, there has been some improvement considering the figures from Labour Survey (2014-15) that 6.6% and 8.9% of men in rural and urban areas earned less than Rs. 5,000 per month as compared to 40.2% of women in urban areas and 53.6% of women in rural areas.

⁶⁶⁸ (Global Wage Report: What lies behind gender pay gaps, 2018-19)

⁶⁶⁹ Ibid

⁶⁷⁰ Ibid at 668

⁶⁷¹ (Labour Force Survey, 2017-18)

⁶⁷² (Federal Budget (2021-22) Speech by Federal Minister for Finance and Revenue)

In 2017-18, 58% of employed men in urban areas earn PKR 15,000 and over per month as opposed to 27.5% of women. The same trend is apparent in rural areas where 42.8% of men as compared with 13.3% of women earn 15,000 and over. This data reveals that a considerably greater proportion of men earn higher monthly wages as opposed to women.

Figure 6.8 provides a comparison of wages by incomes groups.

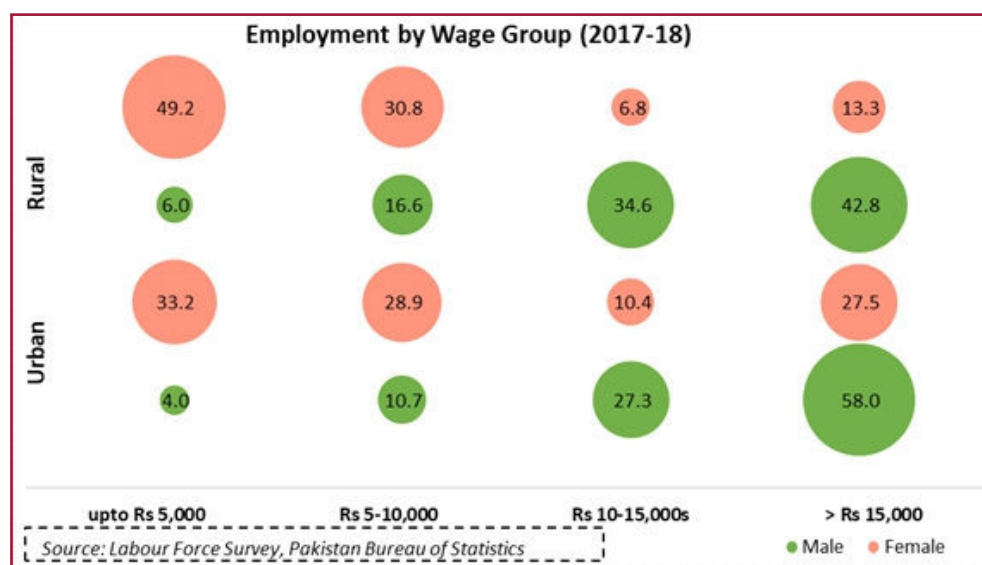


Figure 6.8

6.1.2.4 Employment by Education Levels

Gender employment gap has been observed across all education levels. There is a vast strand of literature that suggests a U-shaped relationship between female levels of education and employment.⁶⁷³ Women who make up the less-educated category usually belong to households with lower household income and are, thus, more likely to work to supplement household income. At medium levels of education, women might be out of the labour force owing to factors such as marriage, child birth, limited mobility, harassment at the workplace and lack of safe and affordable transport facilities. At higher education levels, however, more women are likely to be employed as they are less constrained by social norms, are in a position to afford or own transport, and may possess a higher bargaining power within the household.⁶⁷⁴ Therefore, besides factors such as human capital accumulation and higher educational attainment, women's employment is also influenced by socio-cultural factors such as their role in performing household responsibilities and restrictions on mobility as well as risk of harassment at the workplace, and gender-based wage differentials.⁶⁷⁵

As per the findings of LFS (2017-18), at any given level of education, a higher proportion of men as compared to women are engaged in the labour market.

Overall, of the total 32.6% of employed men (out of the total male population aged 10 years and over), 21.8% are literate. Within the literate category, male employment is highest amongst the least educated individuals (i.e. 12.1%) or those qualified up to 'pre-matric' level only. On the other end of the spectrum i.e. men qualified up to 'degree, postgraduate, MPhil and PhD' level, account for only 2.3% of the 21.8% literate employed male population.

Similarly, of the total 12.5% of employed women (out of the total female population aged 10 years and over), 4.2% are literate. Within the literate category, the majority of the women employed are only educated up till 'pre-matric' level (i.e. 2.4%). Women qualified up to the highest level (degree, postgraduate, MPhil and PhD) only represent 0.8% of the 4.2% literate employed female population.

It is interesting to note that, for both men and women, the employed population largely comprises of the least educated individuals, possibly indicating a greater degree of workforce concentrated in the agriculture sector as well as a dearth of appropriate opportunities for educated individuals or a mismatch between the demand and

673 (Verick, 2018)
674 (Ghai, 2018)
675 (Farooq, 2011)

supply of labour. This points to a greater need for academic institutes to provide education and training that aligns with the demand of the various industries and the patterns of the labour market.⁶⁷⁶

The findings of the LFS also reinforce the findings of overall literature that employment levels are highest for the least educated women.⁶⁷⁷ They are mostly concentrated in the agriculture sector and other low-paying jobs, indicating the prevalence of vulnerability in employment.⁶⁷⁸ On the other hand, it is also evident that educated women are not actively engaged in the labour market. As valuable drivers of economic growth and development, lack of skilled and educated women in the workforce represents a loss to the country's productive potential.⁶⁷⁹ It also points to the prevalence of cultural norms that continue to mar women's entry into the workforce despite increasing levels of education; women are often encouraged to pursue education as a means of enhancing their marriage prospects, rather than employment.⁶⁸⁰

Table 6.2 shows gender employment gaps by education levels in Punjab as relayed by the LFS..

PERCENTAGE DISTRIBUTION OF POPULATION (10 YEARS OF AGE AND OVER) BY LEVEL OF EDUCATION IN PUNJAB (2017-18)								
Nature of Activity	Level of Education							
	Sub-Categories of Literate							
	Total	Illiterate	Literate	No formal education	Pre-Matric	Matric	Inter	Degree & Post graduate, M.Phil Ph.D
Male								
Population (10 years & over)	49.3							
Employed	32.6	10.8	21.8	0.6	12.1	5.1	1.7	2.3
Unemployed	1.9	0.5	1.4	0.0	0.7	0.3	0.2	0.2
Not in Labour Force	14.8	2.4	12.4	0.1	9.3	1.8	0.8	0.4
Female								
Population (10 years & over)	50.8							
Employed	12.5	8.3	4.2	0.1	2.4	0.6	0.3	0.8
Unemployed	1.0	0.3	0.7	0.01	0.1	0.04	0.04	0.5
Not in Labour Force	37.3	13.1	24.2	0.5	14.9	4.8	2.4	1.6

Table 6.2

6.1.2.5 Employment by Marital Status

It is an established fact that marital status has a gendered impact on men's and women's labour market outcomes including participation rates and employment.⁶⁸¹ It is generally believed that marriage reduces the likelihood of a woman being employed, while increasing the corresponding number of employed men.⁶⁸² Some studies, however, suggest that married women may be in a better position to independently choose to work, particularly as a means of supplementing household income.⁶⁸³ In developed countries, a higher number of married women have begun to seek employment which is often attributed to technological advances that enable women to allocate less time to domestic chores and housework.⁶⁸⁴ Research studies conducted in Pakistan reveal that several factors influence married women's decision to work, including inter alia household per capita income, childcare, spouse's education level, employment status and age of children.⁶⁸⁵ LFS (2017-18) findings demonstrate that across rural and urban areas, employment remains highest amongst married men and women.

Of the total 32.3% employed men (out of the total urban population 10 years and over) in urban areas, 23% are married as opposed to the 8.8% who have never been married. In rural Punjab, of the 32.7% employed men, 22.8% are married and 9% fall in the 'never-married' category.

Similarly, of the total 5.7% employed women in urban areas (out of the total rural population 10 years and over), 3.4% are married and 1.9% have never been married. In the rural areas, of the 16.5% employed women, 11.7% are married as opposed to 4% who have never been married.

676 (Verick, 2018)

677 Ibid

678 Ibid at 676

679 (Viqar, 2019)

680 Ibid

681 (UN Women, 2019)

682 Ibid

683 (Hamid & Jalali, 1991)

684 (Engemann & Owyang, 2006)

685 (Azid, Khan, & Alamasi, 2010)

Figure 6.9 shows employment levels based on marital status.

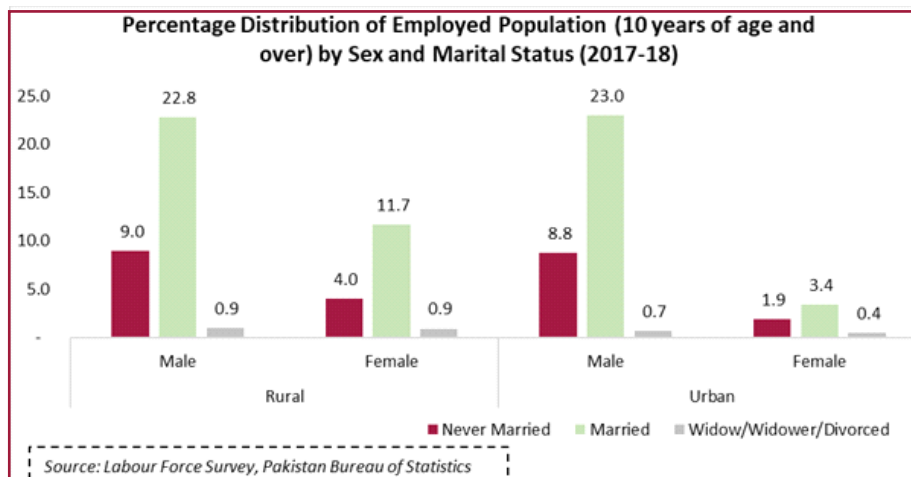


Figure 6.9

6.1.3 Unemployment and Underemployment of Women

According to the definition of LFS (2017-18), unemployed persons are a part of the labour force as they are out of jobs but actively seek paid employment. Women generally find it harder to secure paid employment compared to men.⁶⁸⁶ Barriers faced by women in the employment-search process include limited professional networks and opportunities to build networks, limited time to actively search for a job due to domestic responsibilities and non-availability of safe transport facilities to commute.⁶⁸⁷ On the other hand, gender based discrimination in the hiring process remains rampant; employers are less likely to hire women owing to perceived costs associated with female employees including ensuring safety at the workplace, provision of daycare centers and maternity benefits.⁶⁸⁸ In addition, limited opportunities for skill and knowledge development, compared to those available for men, continue to disadvantage women in the job market.⁶⁸⁹

According to LFS (2017-18), in urban areas 0.62 million (66%) men are unemployed as opposed to 0.32 million (34%) women, with a GPI of 0.516. In rural areas, 0.93 million (64%) men are unemployed as compared to 0.52 million (36%) women, with a GPI of 0.559.

Lower levels of unemployment for women in Punjab possibly indicate that a lesser proportion of women are actively trying to join the labour force. This could be due to regressive socio-cultural practices such as familial restrictions on women's mobility and the perception that women's role is confined to the household.⁶⁹⁰

Figure 6.10 provides a comparison of unemployed persons in urban and rural areas of Punjab.

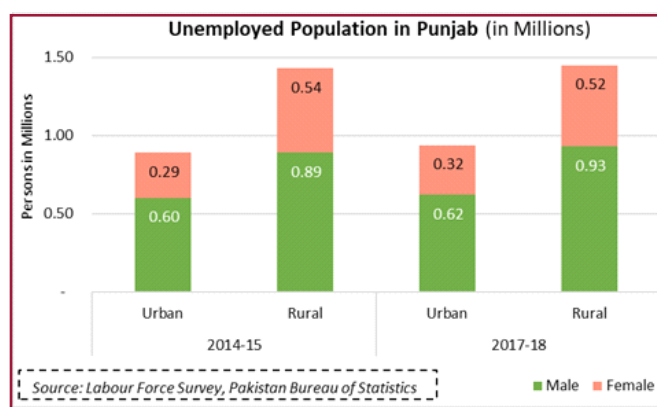


Figure 6.10

686 (Barriers Faced by Women in Labour Market Participation: Evidence from Pakistan , 2021)
 687 Ibid
 688 (Policy Brief on Female Labour Force Participation in Pakistan, 2016)
 689 Ibid
 690 (Sayeed & Ansari, 2019)

Besides unemployment, it is important to take figures for underemployment into account; these represent the proportion of the employed population that works for less than 35 hours a week, but is available to take up additional work.⁶⁹¹ There are a range of factors that explain the prevalence of underemployment; women may prefer to work shorter hours owing to household and care-work responsibilities as well as the lack of adequate and relevant employment opportunities or barriers faced in accessing relevant opportunities.⁶⁹²

In urban areas, 15.5% of men are underemployed as compared with 16.9% of women. In rural areas, a higher proportion of men (26.8%) and women (40.8%) are underemployed. Higher proportion of underemployed individuals in rural areas can possibly be explained by mechanization in agriculture and limited non-agricultural opportunities in rural areas.⁶⁹³ Figure 6.11 provides an overview of unemployed and underemployed population in Punjab.

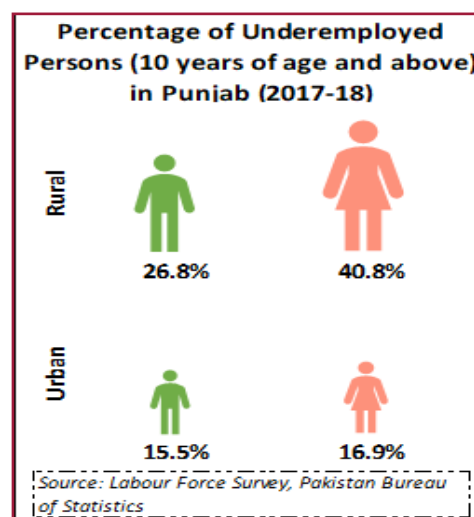


Figure 6.11

6.1.4 Female Entrepreneurship

Female entrepreneurship has experienced a steady growth over time and across countries. Recent evidence suggests that the proportion of women running a business is increasing more rapidly in developing economies where women struggle to find a job in the formal labour market and, thus, turn to entrepreneurship.⁶⁹⁴ A larger share of women-owned businesses are, however, concentrated in the informal sector and tend to be home-based and small-scale, usually focused on industries such as service and retail.⁶⁹⁵ Therefore, as opposed to a full-time paid job, entrepreneurship is inevitably a plausible solution for women who aim to work (often home-based) while simultaneously being able to tend to their domestic responsibilities. Despite the growing numbers of female entrepreneurs in the developing world, women continue to face barriers that inhibit the growth of their business. This includes unfavorable economic and regulatory environment (e.g. limited property rights), access to resources (e.g. financing), gender stereotypes, limited participation in professional networks and inadequate level of skills and knowledge.⁶⁹⁶

For Punjab, findings of the Women's Economic and Social Well-Being Survey (2017-18) reveal that of all the employed women (9,382), 4.1% own an enterprise or run a formal/informal business/enterprise. There are variations based on demographic characteristics as well e.g. a higher proportion of widowed, divorced and separated women (6.9%) own a business followed by married (4.3%) and never married women (2.4%). Another positive observation that emerged from the survey is that a higher proportion of women with disabilities (6.3%) own a business as opposed to women with no disabilities (4%). The survey indicates that of all the 29,020 women included in the survey, 4,361 or 15% expressed interest in setting up their own enterprise. Of this, only 13% of women interested in starting a business claimed that they have the right kind of resources, 57% the decision making power and 59.1% the required skills and information. These findings indicate that the ultimate barrier to starting a business is a lack of resources.

The Women, Business and Law Index (2021) includes Pakistan in the list of countries that undertook reforms towards gender equality in 2019-20.⁶⁹⁷ Particularly, with the support of World Bank Group's Women, Business and the Law (WBL) Advisory Program, an amendment to the Companies Act was passed in July 2020 whereby women are no longer required to provide the name of their father or husband during the company incorporation process. In essence, the amendment would allow women to register a business in the same way as men.⁶⁹⁸ However, as things stand, the Companies Act 2017 is still being used for the incorporation of new companies with the SECP in 2020.

"Of all employed women in Punjab, 4.1% own an enterprise or run their own business"
(Women Economic and Social Well-Being Survey, 2017-18)

691 (Labour Force Survey, 2017-18)

692 (Women's Economic Participation and Empowerment in Pakistan: Status Report, 2016)

693 (DETERMINING EXTENT OF UNDEREMPLOYMENT IN AGRICULTURAL SECTOR, 2008)

694 (Cardella, Hernández-Sánchez, & Sánchez-García, 2020) & (Minniti & Naudé, 2010)

695 (Female Entrepreneurship Resource Point - The World Bank, n.d.)

696 (Female Entrepreneurship Resource Point - The World Bank, n.d.)

697 (Women, Business and Law, 2021)

698 (Annual Report WE-FI: Women Entrepreneurs-Finance Initiative, 2020)

6.1.4.1. Entrepreneurship Ecosystem in Punjab

Plan9 - Punjab Information Technology Board

In the last decade, the startup ecosystem has started emerging in Punjab, with the provincial Government of Punjab taking a lead in setting up an incubator (Plan9) at the Punjab Information Technology Board (PITB) in 2012. The incubator is particularly focused on promoting technological entrepreneurship and providing opportunities (including trainings) for establishment of commercially feasible startups.⁶⁹⁹

Data received from Plan9 shows that in 2020-21, a total of 52 individuals from Lahore received six-month entrepreneurship training from Plan9⁷⁰⁰; this included 40 men (76.9%) and 12 women (23.1%), with a GPI of 0.3. In 2019, a relatively higher number (140) of participants were trained; these included 107 male participants (76.5%) and 33 female participants (23.6%). The drastic decrease in the number of trainings can possibly be attributed to the COVID-19 pandemic and reduced business activity. In both years, however, there was significant disparity in male and female training participants.

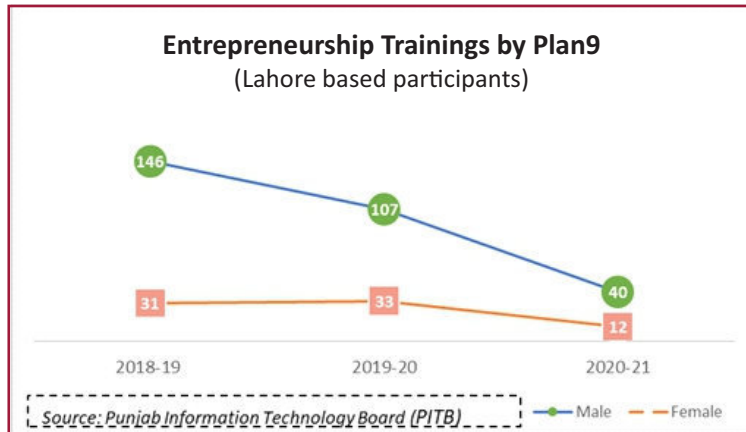


Figure 6.12

Figure 6.12 shows the change in the number of participants enrolled with Plan9 over a three year time period.

National Incubation Center (NIC)

The National Incubation Center is Pakistan's largest technology incubation center which provides incubation and acceleration to facilitate and stimulate the growth of potential startups (particularly those pertaining to the technology sector) across the country. Following incubation, NIC helps startup founders in converting their ideas into commercially feasible businesses.⁷⁰¹

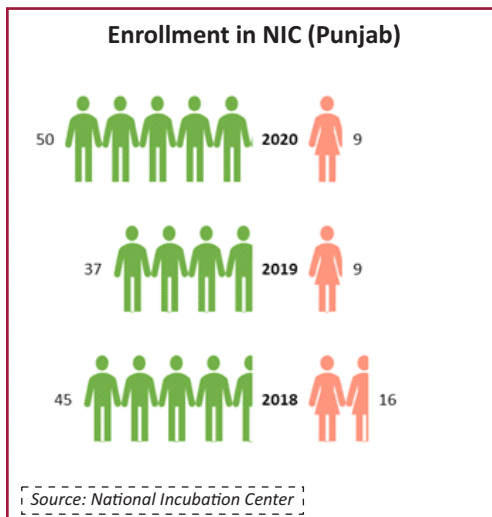


Figure 6.13

As for the gender mix of the participants enrolled in the incubation program of NIC in 2018, 2019 and 2020, the lowest number of participants (i.e. 46) were recorded in 2019. In 2020, there were a total of 59 participants in comparison with 61 in 2018. The number of male participants increased by 11.1% from 45 in 2018 to 50 in 2020. The number of female participants, however, decreased by 43.8%, from 16 in 2018 to 9 in 2020. The GPI dropped from 0.356 in 2018 to 0.180 in 2020.

Figure 6.13 shows the gender-composition of the participants enrolled at NIC's incubation program.

Data reveals that in 2020, participants were enrolled from 5 districts of Punjab. Of this, the major proportion of participants as well as the highest number of women were based in Lahore. In 2020, there were 52 participants in Lahore which included 44 (84.6%) men and 8 (15.4%) women. The second highest number of participants were from Faisalabad (3 men, 1 woman). There was one male participant each from Gujrat, Kasur and Sialkot but no female participant was enrolled from any district other than Lahore.

699 (Plan 9-Where Ideas Take Flight, n.d.)

700 Currently, training participants (from Punjab) in Plan9 are only from Lahore. Expansion program to include other districts is underway.

701 (National Incubation Center - Dream, Build, Rise, n.d.)

It is, however, important to note that the above-mentioned numbers are rather small and the possible positive effects might not be as significant. Enrolment patterns highlight the need to scale-up these programs and promote inclusivity by ensuring that the work of programs such as Plan9 and NIC is adequately targeted to include less-literate and low-income micro-entrepreneurs especially women.

To capitalize on the range of opportunities that have emerged globally as a result of the rise of Information and Communication Technologies (ICT), the national Digital Skills (DigiSkills) Training Program has been introduced by the Ministry of Information Technology & Telecom. Executed by the Virtual University of Pakistan through Ignite-National Technology Fund, the DigiSkills Program provides a unique chance to students, freelancers and housewives to equip themselves with the knowledge and skills required for the online outsourcing industry such as e-commerce management, digital marketing, graphic designing etc.⁷⁰² It is, particularly, a valuable opportunity for women to acquire skills that open up remote income-generating opportunities that can be pursued while managing competing domestic household and childcare responsibilities.

Data reveals that in 2020, there were a total of 454,280 participants who completed the Digi Skills training program as compared with 74,041 participants in 2018, a significant increase of over five times. In 2020, there were 334,003 (73.5%) male participants and 120,277 (26.5%) female participants, with a GPI of 0.360. In 2018, 57,057 (77.1%) men and 16,984 (22.9%) women were enrolled in the training programs, with the GPI being 0.298.

It is encouraging to note that the number of female participants increased considerably from 2018 to 2020 (over 6 times) and female participants from all districts enrolled in the program.

Figures 6.14 and 6.15 show the provincial and district level composition of men and women who completed the DigiSkills training in Punjab.

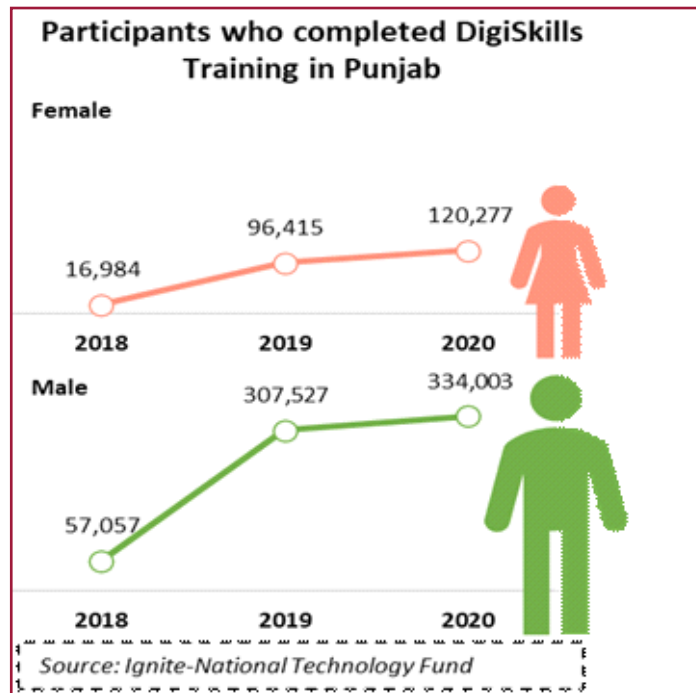


Figure 6.14

The three districts with the highest GPI in 2020 were Rawalpindi (0.504), Jhelum (0.472) and Lahore (0.412). On the other hand, districts with lowest GPI were Rajanpur (0.141), Muzaffargarh (0.174) and Bhakkar (0.194).

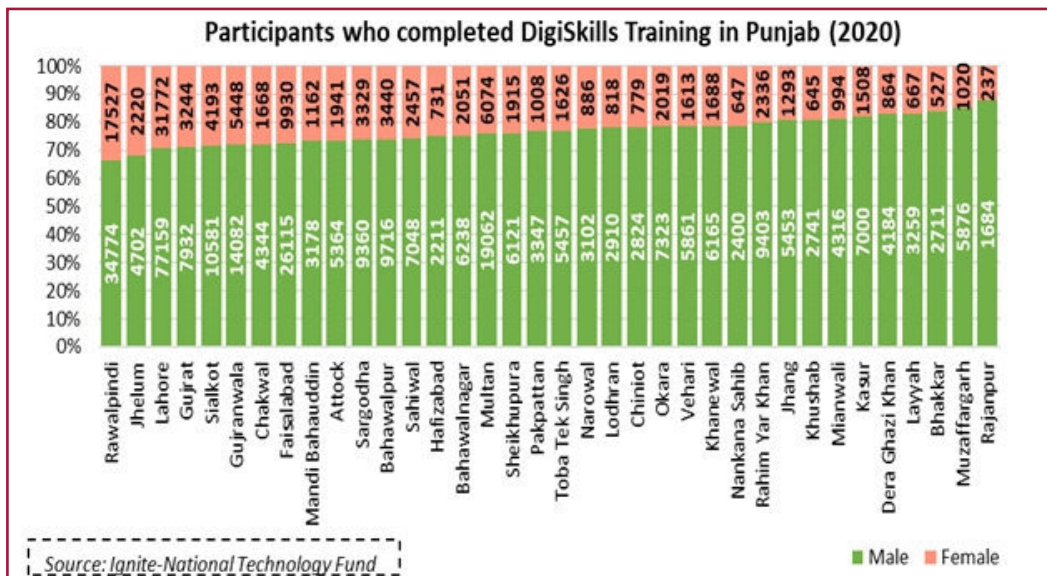


Figure 6.15

702 (What is DigiSkills, n.d.)

6.2 Access to and Ownership of Physical Resources

Equitable ownership and control of assets is an important measure of women's economic empowerment and agency.⁷⁰³ A range of empirical studies have confirmed the positive association between increased asset ownership and a higher bargaining power of women within the household, resulting in positive outcomes for child health and education.⁷⁰⁴ Wide disparities in ownership of resources can largely be attributed to the socially prescribed roles of men and women in the society, perceived differences in skill and capability to manage resources and cultural barriers including limited mobility in the public domain.⁷⁰⁵

Women's right to own property is clearly laid out in the Constitution and reiterated by Pakistan's international commitments. As per Article 23 of the Constitution, every citizen has the right to acquire, hold, and dispose off property in any part of Pakistan. Similarly, Article 24 states that no person shall be deprived of their property save in accordance with the law.⁷⁰⁶ Pakistan is a signatory to a number of conventions including the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), all of which stress women's right to ownership, acquisition, administration and disposition of property.⁷⁰⁷ Federal legislation titled the 'Prevention of Anti-Women Practices (Criminal Law Amendment) Act 2011 criminalizes depriving women of their inheritance and makes it illegal to withhold women's rightful inheritance share from them.⁷⁰⁸ In addition, the Government of Pakistan is cognizant of the significance of female ownership of property. Under the Ehsaas Strategy, the Government intends to formulate a policy that will safeguard women's rights by ensuring that women have joint ownership of homes in Government funded housing schemes.⁷⁰⁹

Female Asset Ownership in Punjab through Inheritance
8.8% of women inherited from their deceased father's property.
21.1% of women inherited agricultural land, residential plot, house or a shop from their husbands
Women's Economic and Social Wellbeing Survey (WESW 2017-18)

"Government of Pakistan to design a policy that protects women's rights by ensuring women have joint ownership of homes built in each of the new housing schemes "

(Ehsaas Strategy Document, 2021)

According to the Pakistan Demographic and Health Survey (2017-18), of the ever married (aged 15-49) men and women, 72% of men and 3% of women owned a house and 27% of men and 2% of women owned land. These findings are reinforced by the Punjab Women's Economic and Social Wellbeing Survey (WESW 2017-18). The survey revealed that only 8.8% of adult women (aged 15-64) inherited from their deceased father's property

and 21.1% of women inherited agricultural land, residential plot, house or a shop from their husbands.⁷¹⁰

6.2.1 Ownership of Agricultural Land

Land is one of the main inputs for agricultural production as well as an important determinant of productivity, food security and socio-economic status. Although, women comprise about half of the agricultural workforce in developing economies, they lack access to and control of land.⁷¹¹ It has been estimated that globally less than 15 percent of women are landholders.⁷¹² A study conducted by FAO revealed that a more equitable allocation of agricultural resources can help raise production on women's farms in developing countries by as much as 20 to 30 percent.⁷¹³ Increased land ownership has been found to increase the decision making strength of women (in terms of allocation of resources) at the farm as well as within their household.⁷¹⁴ Research from rural Pakistan demonstrates that lack of land ownership is a key barrier to women's access to institutional credit, as banks and financial institutions generally require a valuable asset, such as land to be pledged as collateral or security.⁷¹⁵ It also partly explains women's low representation in decision-making bodies at the community level despite being primary workers within the agriculture sector.⁷¹⁶

703 (World Survey on the Role of Women in Development: Women's Control over Economic Resources and Access to Financial Resources, including Microfinance, 2009)

704 (Rodgers & Kassens, 2017) and (Smith, Ramakrishnan, Ndiaye, Haddad, & Martorell, 2003)

705 Ibid

706 (The Constitution of the Islamic Republic of Pakistan 1973)

707 Article 15 and 16 of CEDAW contain specific provisions relating to property rights.

708 (Khan, Khan, & Zahir, 2020)

709 (Ehsaas Strategy-post Covid, 2021)

710 (Key Findings Report: Women's Economic and Social Well-Being Survey in Punjab, 2017-18)

711 (Land Tenure, Property Rights and Gender, 2014)

712 (The gender gap in land rights, 2018)

713 (Closing the gender gap in agriculture, 2011)

714 (Women's Empowerment, Agriculture and Land Rights, 2017)

715 (Concerns of Food Security, Role of Gender, and Intrahousehold Dynamics in Pakistan)

716 (Akter, et al., 2017)

In South-Asian countries, one of the most important means for women to acquire land is through inheritance; thus, gender gaps in land ownership are inextricably tied to the existence and implementation of inheritance laws and practices.⁷¹⁷ Even though legally women in Pakistan are entitled to inherit property (including agricultural land) as per their prescribed shares, many women are unable to exercise this right.⁷¹⁸ Married women are usually denied their rightful share in inheritance by their brothers in the name of keeping inherited land in the family and using it to depict power and steady income. Some claim that dowry should be regarded as women's share in inheritance, which in most circumstances is not comparable in value to land.⁷¹⁹

In the last few years, however, a few positive developments have emerged that can help pave the way to a more just distribution of land and safeguarding of inheritance rights, particularly for women. This includes the Punjab Land Revenue Act amended in 2012 and later in 2015, which obliges Revenue Officers to initiate land division proceedings soon after the demise of a land co-owner. This would serve as a means of ensuring that no legal heir (regardless of gender) is deprived of their right to the land.⁷²⁰ In addition, the Government of Punjab, in collaboration with the World Bank, has reformed obsolete and manual land administration processes through the Land Records Management and Information System (LRMIS) project which has digitized rural land registry, minimized chances of corruption and provided women with a proper mechanism to assert their land inheritance rights.⁷²¹

In Pakistan, agriculture accounts for about 24% of GDP⁷²² and 18.6% of female employment (See Figure 6.5). However, agricultural land ownership remains tilted in favor of men.

Official LRMIS data indicates large gender disparities in the ownership of agricultural land in Punjab. The total number of landholders increased from 23.6 million in 2018 to 25.1 million in 2020. In 2020, the number of male landowners stood at 17.2 million (68.5%) as compared with 7.9 million (31.5%) of female landowners, with a GPI of 0.459. In 2018, there were 16.2 million (68.6%) male landowners and 7.4 (31.4%) million female landowners, the GPI being 0.457. Over 2018 to 2020, male landowners increased by 6.2% while female landowners also increased by 6.8%. The GPI, however, remained similar over the years.

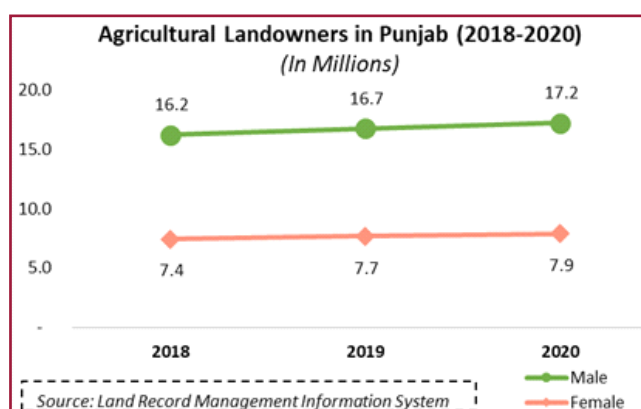


Figure 6.16

In 2020, the highest number of male landowners i.e. 964,900 were recorded in Rawalpindi followed by 916,310 in Muzaffargarh and 876,055 in Faisalabad. The highest number of female landowners were based in Rawalpindi (634,224) followed by Muzaffargarh (427,759) and Attock (410,563). The lowest number of male landowners were based in Hafizabad (201,518), Khushab (223,359) and Nankana Sahib (236,662) and the lowest number of female landowners were also based in Hafizabad (74,195) followed by the second and third lowest in Lahore (92,400) and Nankana Sahib (94,174).

Figure 6.16 shows the number of male and female landowners in Punjab in 2018, 2019 and 2020 while Figure 6.17 provides a district level distribution of male and female landowners in 2020.

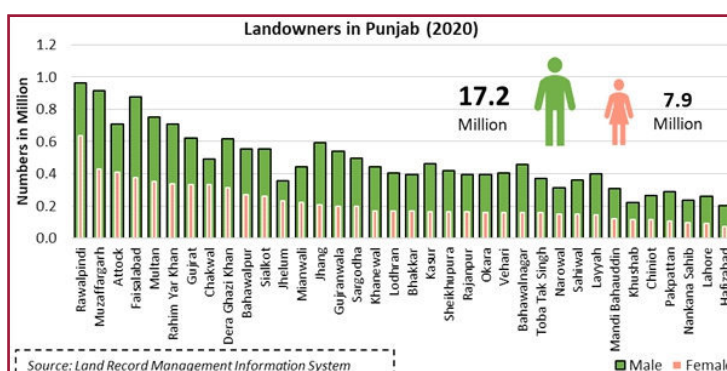


Figure 6.17

717 (Agarwal, Anthwal & Mahesh, 2020)

718 West Pakistan Muslim Personal Law (Shariat) Application Act 1962 and Article 23 of the Constitution

719 (AHMAD, BIBI, & MAHMOOD)

720 (Khan, Khan, & Zahir, 2020)

721 (Land records go digital in Punjab, Pakistan, 2017)

722 (Pakistan Bureau of Statistics, n.d.)

Of the 323,334 square meters of average land owned by individuals in Punjab, men own 232,512 (71.9%) square meters as opposed to the 90,822 (28.1%) square meters owned by women .

For 2020, district wise average landholding data shows that the three districts with largest average landholding of men were Khushab (13,323 sq. metres), Bahawalnagar (11,166 sq. metres) and Rajanpur (11,076 sq. metres). Women, with largest average landholdings were concentrated in the districts Bahawalnagar (5,010 sq. metres), Rajanpur (3,968 sq. metres) and Khushab (3,763 sq. metres). On the other end, the three districts with the lowest landholding for men were Rawalpindi (2,007 sq. metres), Lahore (2,577 sq. metres) and Multan (3,133 sq. metres). For women, it the corresponding districts were Rawalpindi (829 sq. metres), Lahore (1,033 sq. metres) and Gujrat (1,163 sq. metres) Collectively, the three districts with largest average landholding of men form about 11% of the total land. On the other hand, top three districts with largest average landholding for women comprise only 3.9% of the total land, demonstrating that the size of average landholding remains lower for women.

Figure 6.18 shows the average landholding for men and women across districts in Punjab.

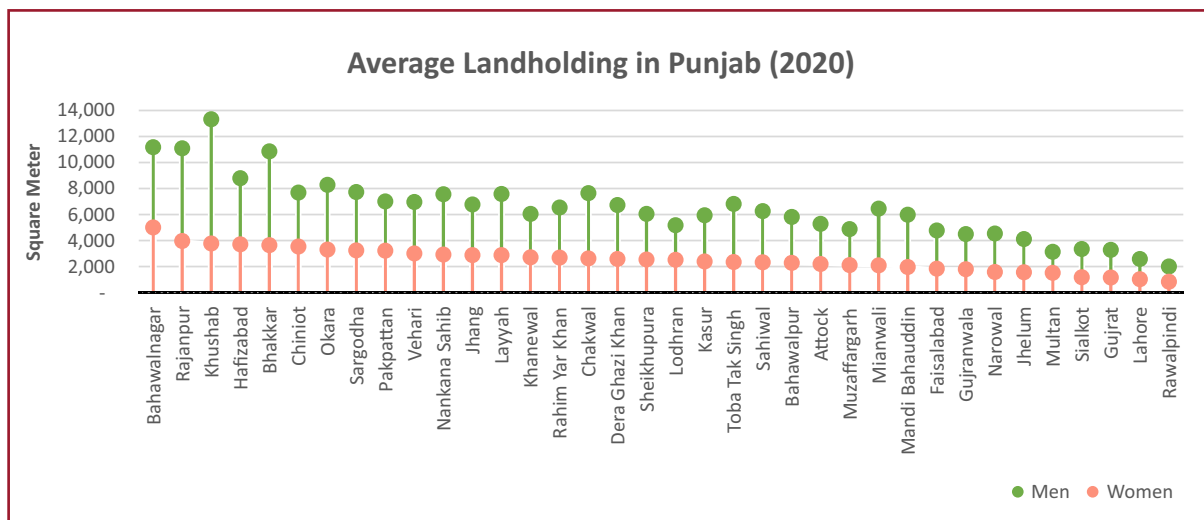


Figure 6.18

6.2.1.1 Sale and Purchase of Land

The extent of women's presence in the market remains limited due to low levels of land ownership, lack of decision-making power and stereotypical notions that limit women's involvement in commercial transactions.

Data from LRMIS reveals that in 2020, 4,558,553 individuals authorized a sale or purchase transaction in Punjab. This included 3,185,826 or 69.9% men (1,906,129 buyers and 1,279,697 sellers) and 1,372,727 or 30.1% women (930,556 buyers and 442,171 sellers), with a GPI of 0.431. From 2018 to 2020, the number of male transactors decreased by 7.7% while the number of female transactors increased by 21%.

Figure 6.19 shows the male-female distribution of buyers and sellers of land in Punjab.

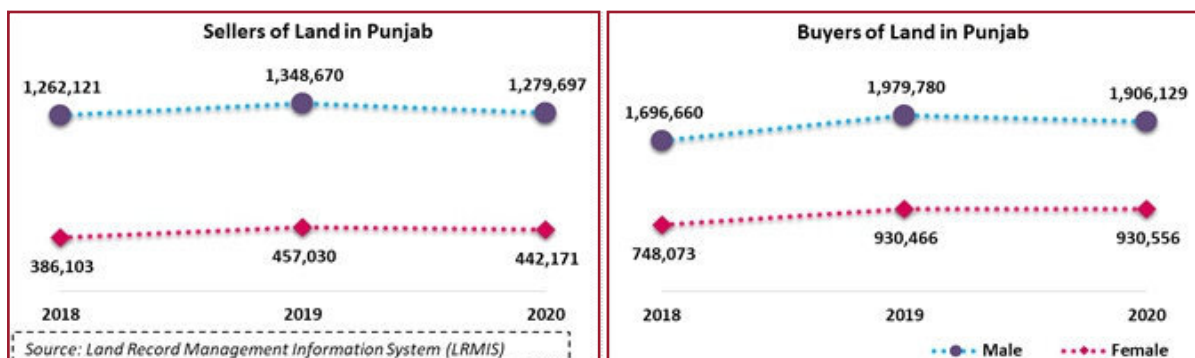


Figure 6.19

6.2.2 Transportation and Women's Mobility

The significant intersection between gender, transport and opportunities (including economic) has been studied by researchers and policy experts over the years. A range of studies carried out in both developed and developing countries demonstrate that there are variations in the travel patterns of men and women.⁷²³ Particularly, in the case of Pakistan, women are generally less mobile, tend to travel shorter distances during the course of the day and are less likely to commute for leisurely purposes.⁷²⁴

As a result of safety issues such as harassment, women usually prefer private motorized vehicles, especially in urban areas.⁷²⁵ Although, women's travel needs are deemed important due to disproportionate care-work responsibilities such as household errands, healthcare visits for children and elderly, and school visits, men nevertheless get priority in the use of household owned vehicles.⁷²⁶ Research indicates that access to vehicles is likely to enable women to engage in economic activities.⁷²⁷ On the other hand, women who are involved in paid employment are more likely to own a vehicle.⁷²⁸

Data indicates that in 2020, of the total 923,922 vehicles owned in Punjab, 909,796 (98.5%) were owned by men as opposed to 14,126 (1.5%) of vehicles owned by women, with a GPI of 0.015. Over three years (2018-2020), the proportion of vehicles owned by men and women has remained constant. Figure 6.20 shows male-female vehicle ownership in Punjab from 2018 to 2020.

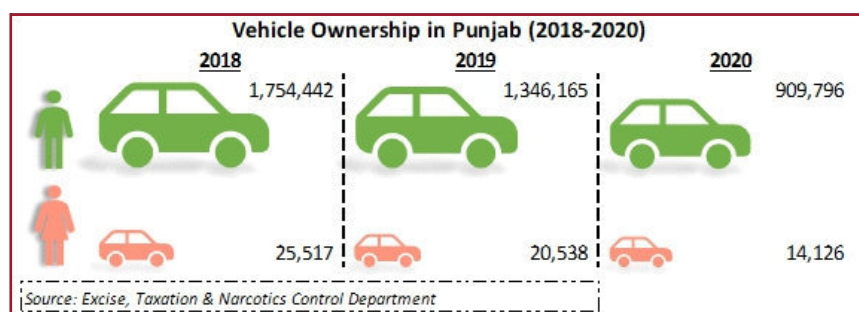


Figure 6.20

As for access to public transport, findings of the Punjab Economic and Social Wellbeing Survey (2017-18) indicate that of all employed women, 49.5% had convenient access to a public transit stop within 0 to 0.5 kilometers (kms) from their residence. However, there are significant regional variations. The survey found that 64.6% of employed women in urban areas had an accessible public transit stop (within 0 to 0.5 km) as compared with 44.3% of women in rural areas. On the other hand, 15.5% of women reported having convenient access to a public transit stop at a distance of five or more kms. For urban women, the figure is relatively higher at 18.5% as opposed to 6.9% of women in rural areas.

Access to Public Transport in Punjab
 49.5% of employed women had access to a public transit stop within 0 - 0.5 kilometers.
 15.5% of employed women had access to a public transit stop at 5 kilometers or more.
 Women's Economic and Social Wellbeing Survey 2017-18

6.2.2.1 Driving Licenses Issued

The number of driving licenses issued to men and women provides an indication of solitary access to private vehicles, whether personal or familial. Data obtained from the Traffic Police Punjab reveals that a total of 230,579 driving licenses were issued in 2020, of which 222,909 (96.7%) were issued to men as opposed to merely 7,670 (3.3%) issued to women, with a very low GPI of 0.030. In 2019, the total number of licenses issued were 313,291. Of this, 302,448 were issued to men (96.5%) and 10,843 (3.5%) to women, the GPI being 0.036. It is pertinent to note that the proportion of women who had a license has consistently decreased over the years. In 2017, a total of 305,146 licenses were issued that included 289,263 for men (94.8%) and 15,883 for women (5.2%). This is unsurprising considering the decreasing numbers for female vehicle ownership over the years 2018-2020 (See Figure.6.20)

723 (Pakistan Country Gender Assessment: Sector Analysis and Case Studies, 2016)

724 Ibid

725 Ibid at 723

726 (COVID-19 and Ensuring Safe Transport with and for Women and Girls, 2020)

727 (Determinants of Female Labor Force Participation in Pakistan An Empirical Analysis of PSLM (2004- 05) Micro Data, 2007)

728 Ibid

Figure 6.21 demonstrates the number of driving licenses issued to men and women in Punjab from 2017 to 2020.

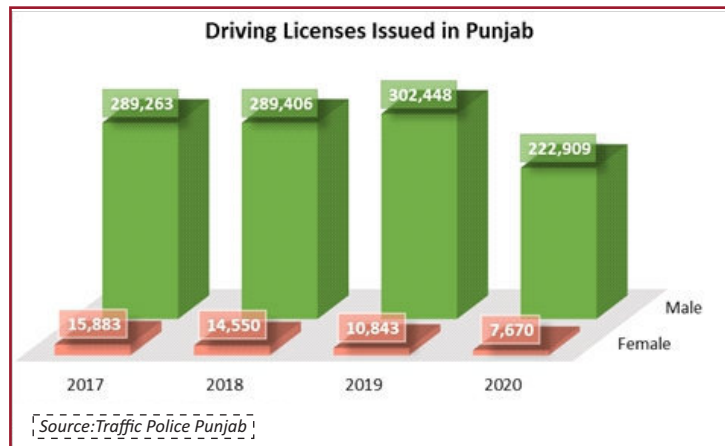


Figure 6.21

The highest proportion of licenses issued were concentrated in the five main cities of Punjab. In 2020, the highest number of female licenses i.e. 921 were issued by the City Traffic Police (CTP) of Lahore followed by 699 licenses issued by the CTP Faisalabad and 636 by CTP Multan. In 2019 also, the aforementioned CTPs and CTP Rawalpindi issued the highest number of female driving licenses.

Figure 6.22 and 6.23 show the number of driving licenses issued to men and women in five main cities of Punjab in 2020 and 2019.

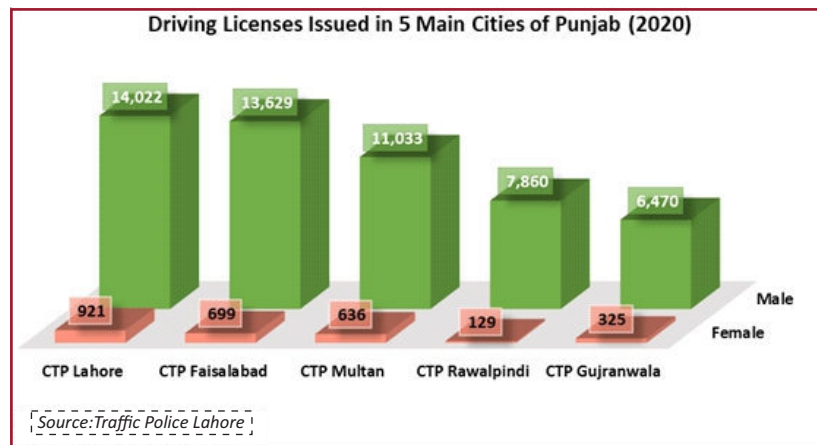


Figure 6.22

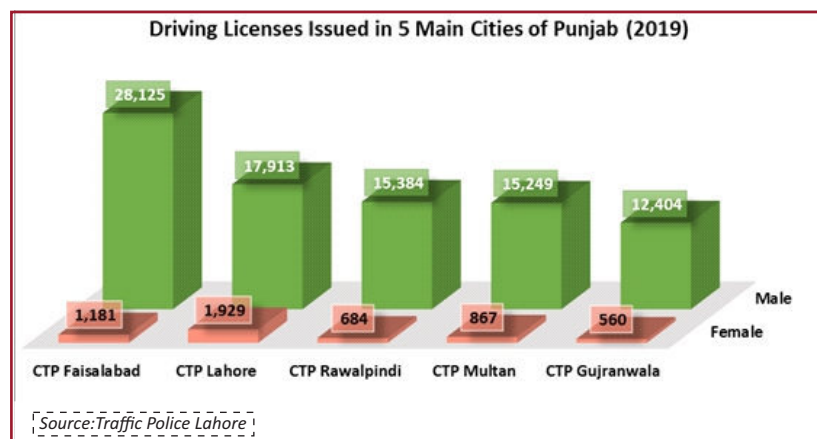


Figure 6.23

The three districts with the highest GPI in driving licenses were Bahawalpur (0.07), Lahore (0.07) and Sialkot (0.06).

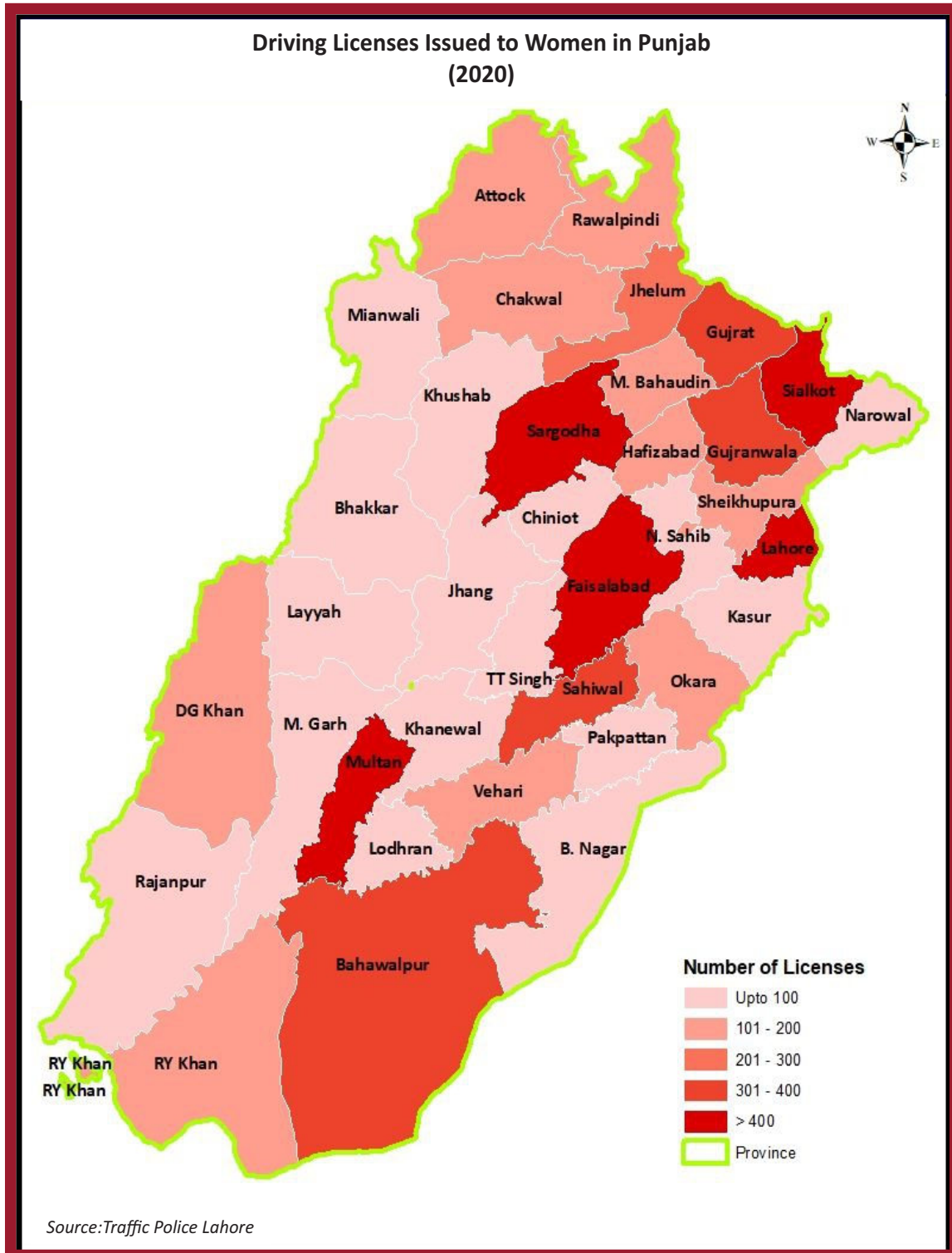


Figure 6.24

6.3 Access to and Ownership of Financial Resources

Financial inclusion refers to the provision of equitable and affordable access to a range of financial services (checking and saving accounts, credit, payments, investment and insurance) for all irrespective of gender, class and income levels.⁷²⁹ It is generally recognized as a vital tool for accelerating socio-economic progress and advancing gender parity. Equitable access to finance serves as a means of unlocking a variety of opportunities for women that can in turn enable a greater degree of participation in the economy, for instance women borrowing funds to start a new business.⁷³⁰ In addition, it provides a greater degree of security and autonomy by protecting funds and assets, increasing savings, generating income and coping with financial risks.⁷³¹

The State Bank of Pakistan (SBP) recognizes the significance of increasing access to financial services for women, as demonstrated by the gender mainstreaming policy of Banking on Equality: Reducing the Gender Gap in Financial Inclusion.⁷³² The policy emphasizes the need to take affirmative action, as gender neutral policies have proven to be insufficient in reducing gender disparities in access to finance in Pakistan. SBP is, therefore, committed to developing financial products and services that particularly cater to the needs of women. In addition, the policy focuses on increasing institutional gender diversity; currently only 13% of the banks' staff and 1% of branchless banking agents are women. The policy requires financial institutions to increase gender diversity and ensure a

Financial institutions to ensure a minimum of 20% female participation in the workforce by 2023
(Banking on Equality: Reducing the Gender Gap in Financial Inclusion-State Bank Policy, 2020)

minimum of 20% female participation in the workforce by 2023.⁷³³ In addition to increasing gender diversity, a higher number of female workforce is intended to facilitate potential female clientele and help expand their access to financial services. The Women's Economic and Social Well-Being Survey (WESW) (2017-18) conducted in Punjab indicates that of all the adult women aged 18 to 64 who partook in the survey (26,660), 3.6% had access to credit in general, and only 1.7% had access to credit for operating a business.

Interestingly, female access to credit was found to be higher amongst survey respondents in the rural areas (4.1% of 16,286 women) as opposed to those in urban areas (2.9% of 10,374 women).

The COVID-19 pandemic has further highlighted the need to bridge the gender gap in financial inclusion, particularly digital financial inclusion,⁷³⁴ as financial institutions have continued to serve customers through digital channels and Governments have been providing social security payments through digital cash transfers.⁷³⁵

Financial and digital inclusion for 7 million individuals (90% women) is one of the seven overarching goals of the multi-sectoral and multi-stakeholder Ehsaas Strategy

3.6% of adult women have access to credit and 1.7% have access to credit for starting a business.
6.4% of the adult women have an account with a formal financial institutions, or mobile-service provider
86.2% of all the 'never married, widowed, separated or divorced' women require permission from a family member to operate their account
(Women's Economic and Social Well-being Survey 2017-18)

Across Pakistan, the Ehsaas Emergency Cash (EEC) program which was established to deliver one-time emergency cash assistance to the poor and vulnerable households (most affected by the COVID-19) also aims to promote digital financial inclusion.⁷³⁶ EEC cash transfer can be received through biometrically-enabled cashpoints throughout the country but to register the applicant requires a mobile phone number and a national ID card.⁷³⁷ However, as gender gaps in mobile phone registrations remain wide, women are at a greater

risk of being excluded from such programs. According to the Pakistan Financial Inclusion Insights Survey (2018) conducted by Kantar, 39% of all women in Pakistan own a mobile phone as opposed to 80% of men.⁷³⁸

729 (International Labour Organisation, n.d.)

730 Ibid

731 (Ehsaas Initiatives to Promote Financial Inclusion, 2020)

732 (State Bank of Pakistan, 2020)

733 Ibid

734 Digital financial inclusion involves deployment of cost-saving digital means to reach currently financially excluded and underserved populations with a range of formal financial services.

735 (UNCTAD, 2021)

736 (Ehsaas Strategy-post Covid, 2021)

737 (Bourgault & 'Donnell, 2020)

738 (Financial Inclusion Insights-Pakistan, 2018)

The WESW Survey revealed that in 2017-18 of all the adult respondents (29,020), 60.7% reported that they owned a mobile phone. Disaggregated data along different dimensions provides valuable insights. For instance, of all the urban female respondents, 71.2% owned a mobile phone as compared with 54.1% of all rural women respondents. Similarly, the highest level of mobile ownership was amongst women who were educated up to the highest levels (91.3%) as opposed to those with the least level of education (42.6%). A greater proportion of women representing the richest quintile owned a mobile phone (84.4%) as compared to the women from the poorest quintile (35.5%). These figures explicitly highlight that women from rural areas, representing the lowest wealth quintile and education level are more likely to be digitally excluded. It is pertinent to devise gender sensitive policy measures as these potential beneficiaries of cash transfer programs remain at risk of being excluded.

6.3.1 Access to Banking Services

Banks are financial intermediaries that can play an important role in expanding access to finance and facilitating the use of financial products and services. Initiatives such as a branch expansion to remote areas, branchless banking, use of mobile banking services and financial literacy campaigns are some means that banks employ to ensure more inclusive access to finance.⁷³⁹ Traditionally, commercial banks are viewed as an important channel of bringing the unbanked segment of the population under the ambit of the formal financial system.⁷⁴⁰

As per the WESW (2017-18) survey, 6.4% of the adult women (aged 18-64) reported having an account in a bank (formal financial institutions or mobile-service providers). The survey findings further revealed that a higher proportion of women in urban areas (7.9%) had an account at a formal financial institution or mobile-service provider as compared to those in rural areas (4.3%).

To evaluate the extent of gender disparity in access to and use of banking services, this section uses data from two public sector banks i.e. First Women Bank Limited (FWBL) and Bank of Punjab (BOP).

Bank of Punjab (BOP)

Accounts and Card Ownership

In 2020, men owned 226,108 (72%) of the active deposit accounts as compared with the corresponding figure of 87,893 (28%) for women, with a GPI of 0.398. Over 2018 to 2020 the proportion of male and female accounts decreased by 4.4% and 45.8% respectively. In 2018, there were 236,474 (59.3%) male deposit account holders as opposed to 162,221 (40.7%) female account holders, with a relatively higher GPI of 0.686.

The number of active current accounts owned by men were 439,078 (73.2%) in 2020 while women owned 160,814 (26.8%) accounts, with a GPI of 0.366. Compared with 2018, men-owned accounts decreased by 15.3% while women owned accounts only dropped by 0.9%. In 2018, there were 518,406 (76.2%) male account holders and 162,221 (23.8%) female account holders, the GPI being 0.313.

Data shows that the proportion of loan accounts for both men and women was significantly lower. In 2020, 24,685 (89.6%) active loan accounts were owned by men as compared with 2,854 (10.4%) owned by women, with a GPI of 0.116. In comparison with 2018, total active loan accounts in BOP increased by 143.8% in 2020. The number of female account holders, however, only increased by 1.2% over the same time period. The number of male account holders in 2018 were 10,262 (90.8) as opposed to 1,035 (9.2%) female account holders, with a GPI of 0.101. The number of long-term loan accounts and male-female proportion has remained constant over three years. In 2020 there were a total of 30,242 long-term loan accounts which marginally increase by 1.4% from 29,828 in 2018. In 2020, there were 27,014 (89.3%) male owned accounts as compared to 3,228 (10.7%) female owned accounts, with a GPI of 0.119. In 2018, 26,770 (89.7%) long-term loan accounts were held by men while women held 3,058 (10.3%) accounts. No significant change occurred in 2019.

739 (Nkuna, Lapukeni, Kaude, & Kabango, 2018)
740 Ibid

Figure 6.25 provides a breakdown of different types of accounts owned by men and women in BOP.

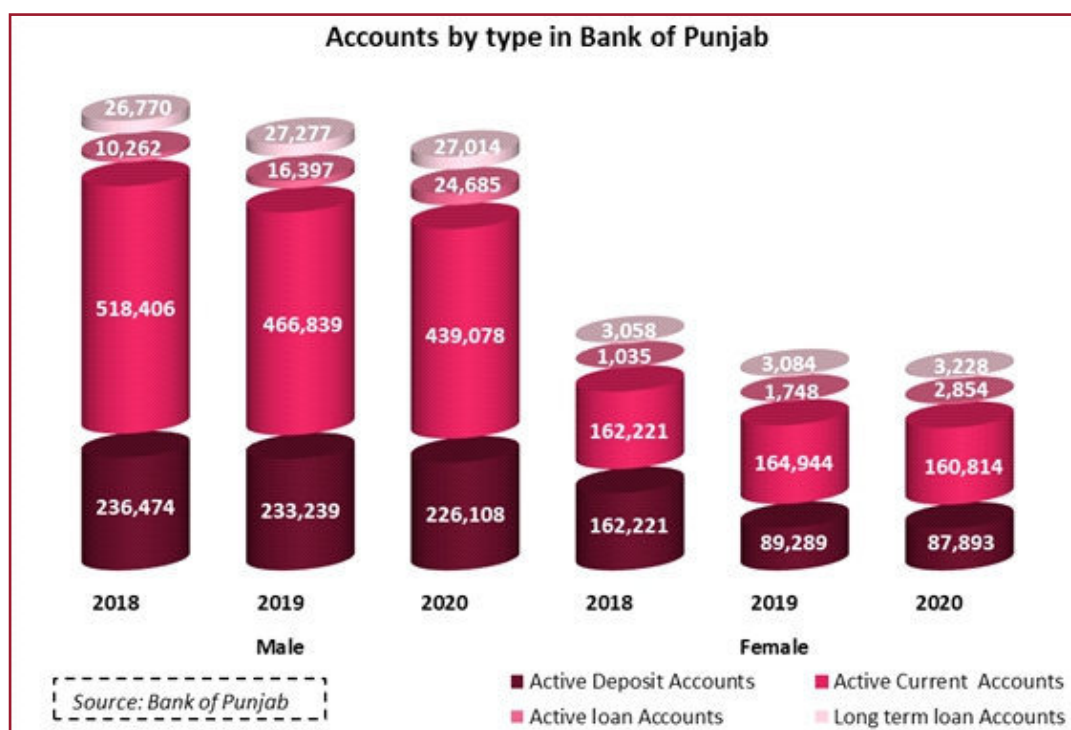


Figure 6.25

District level data shows that in 2020, districts where men owned the largest number (over 20,000) of active current accounts were Lahore (75,025), Rawalpindi (27,371) Faisalabad (25,143) and Gujranwala (24,308). Men owned less than 5,000 active current accounts in 9 districts. The three districts with the lowest number of male active current account holders were Lodhran (3,534), Khushab (3,065) and Chiniot (2,818).

On the other hand, Lahore was the only district where women owned over 20,000 active current accounts i.e. 32,568 followed by Rawalpindi (11,511) and Faisalabad (9,798). As Figure 6.26 shows, in most of the districts, up to 5000 active current accounts belonged to women. The three districts with the lowest active current accounts for women were Lodhran (1,020), Khushab (1,120) and Chiniot (527). For both men and women, the top and bottom 3 districts (in terms of account ownership) were the same, indicating disparities across districts and the inadequate reach of financial services to less developed districts (particularly Lodhran, Khushab and Chiniot).

Overall, the low number of female-owned bank accounts can possibly be attributed to lower number of CNICs issued to women (See Demographics section 2.3.1). It is, however, important to note that for account ownership to translate into economic empowerment and financial inclusion, women must be able to exercise control over the use of funds (See Figure 6.1). Data obtained may very well include female owned accounts that hold the money of male members of the household. Similarly, women's money may be used without their discretion if they lack agency.

Figure 6.26 and 6.27 show district - wise distribution of male and female active current account holders in BOP in 2020.

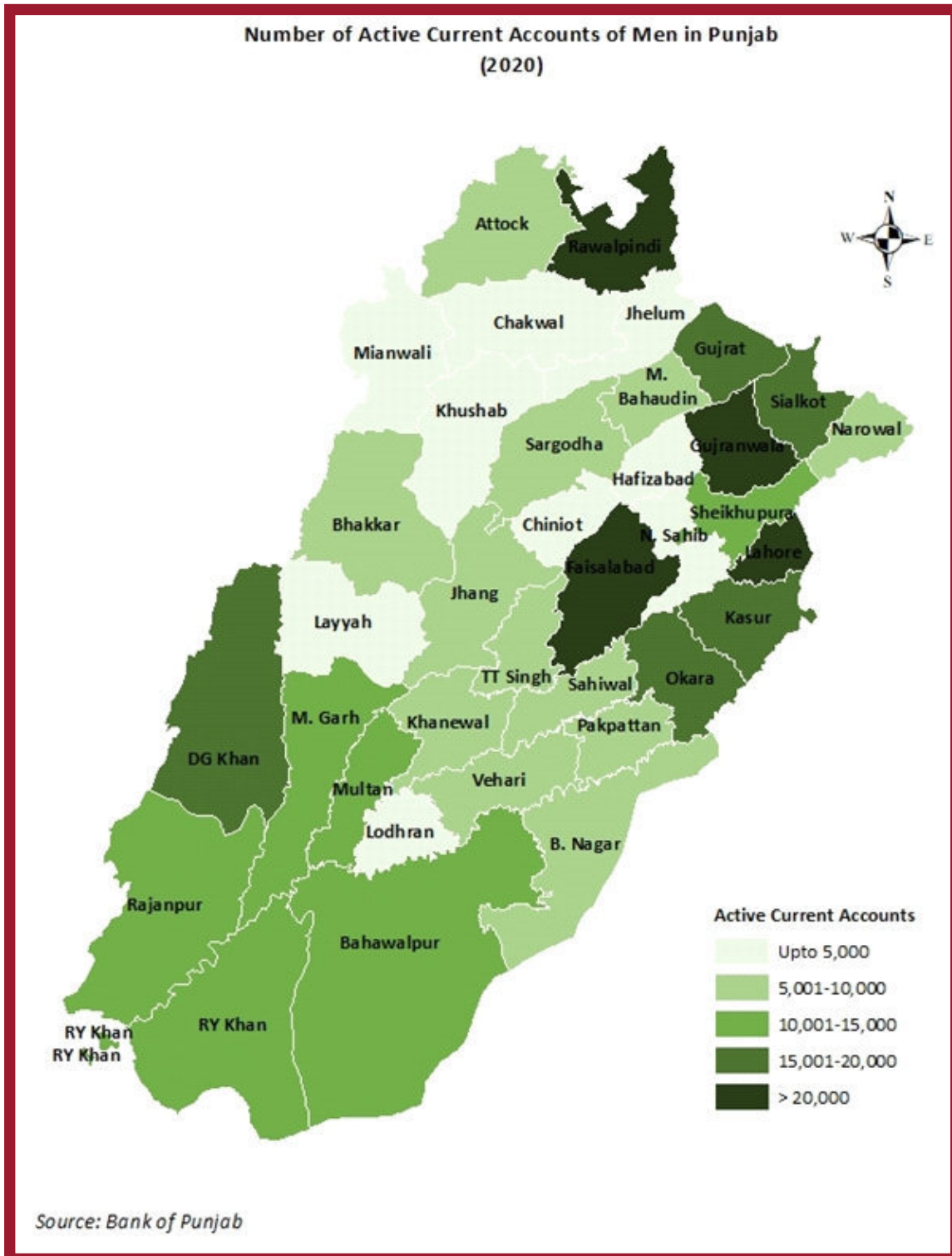


Figure 6.26

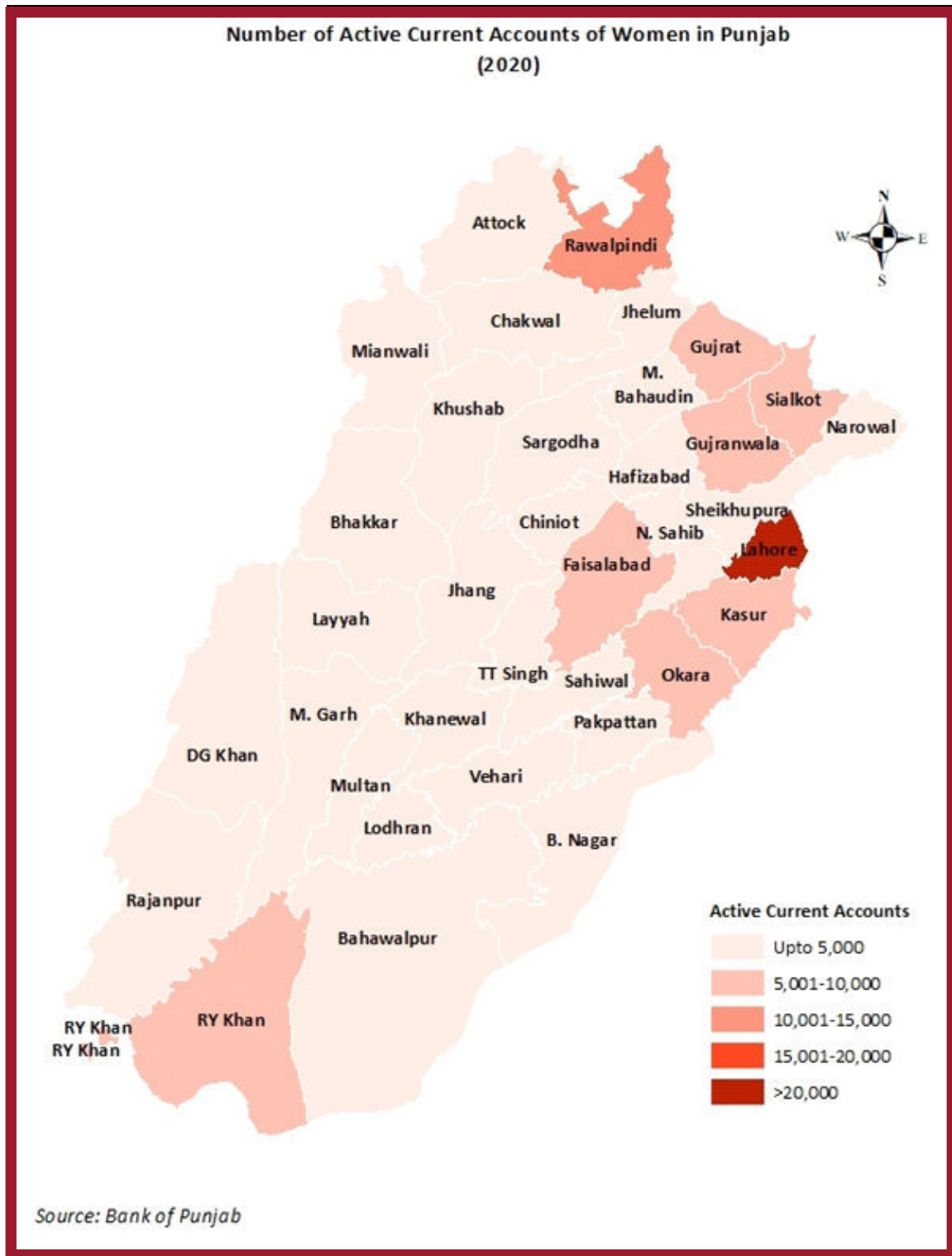


Figure 6.27

District level analysis of active deposit account holders reveals that in 2020, only men in Lahore owned over 20,000 active deposit accounts i.e. 45,194 followed by 17,342 account holders in Rawalpindi and 13,096 account holders in Faisalabad. The three districts where men owned the lowest number of active deposit accounts in 2020 were Layyah (1,967), Hafizabad (1,256) and Chiniot (527).

On the other hand, the three districts where women owned the largest number of active deposit accounts were Lahore (18,041), Rawalpindi (6,558) and Faisalabad (6,133). Women owned the lowest number of active deposit accounts in Hafizabad (392), Chiniot (321) and Rajanpur (303). Overall, most districts in Punjab had up to 5000 active deposit account owned by men and women.

Figure 6.28 shows the district - wise distribution of female active deposit account holders in BOP in 2020.

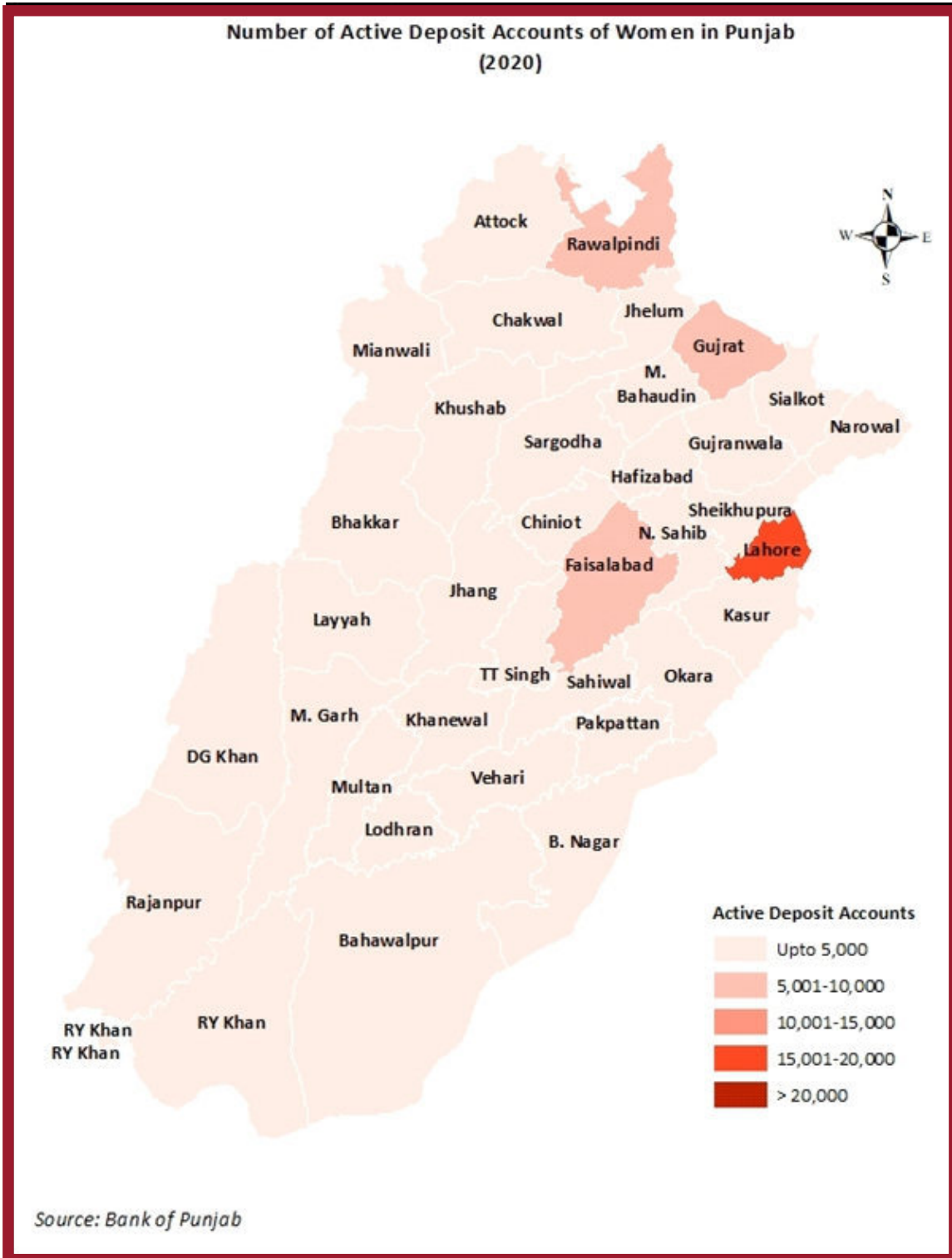


Figure 6.28

Loans Issued

Considerable gender disparities were seen in the value of loans issued by BOP during 2018 to 2020. The total amount of loans disbursed increased by 70.3%, from 43 billion in 2018 to 74 billion rupees in 2020. The male-female ratio of loans disbursements, however, deteriorated over the same time period. In 2020, loan disbursement to male account holders was 72 billion rupees (97.3%) as opposed to 2 billion rupees (2.7%) disbursed to women. The GPI remained similar in 2019. In 2018, however, the amount disbursed to men was 41 billion (95%) as compared to 2 billion rupees (5%) disbursed to women.

The total amount disbursed as long-term loans was 14 billion rupees in 2020 as well as 2018. In 2020, the amount disbursed to men as long-term loans was 13 billion rupees (90.6%) as compared 1 billion rupees (9.4%) given to women. In contrast with 2018, total male disbursements increased by 19.5%, from 11 billion rupees to 13 billion rupees while female disbursements dropped by 55.1%, from 3 billion rupees in 2018 to 1 billion rupees in 2020.

Figure 6.29 shows the value of loans disbursed to men and women by BOP from 2018 to 2020. The disparity in the amount of loans acquired by men and women is unsurprising considering that they usually seek loans for varying reasons; for instance, women owned business are usually small scale and thus the need for capital is proportional

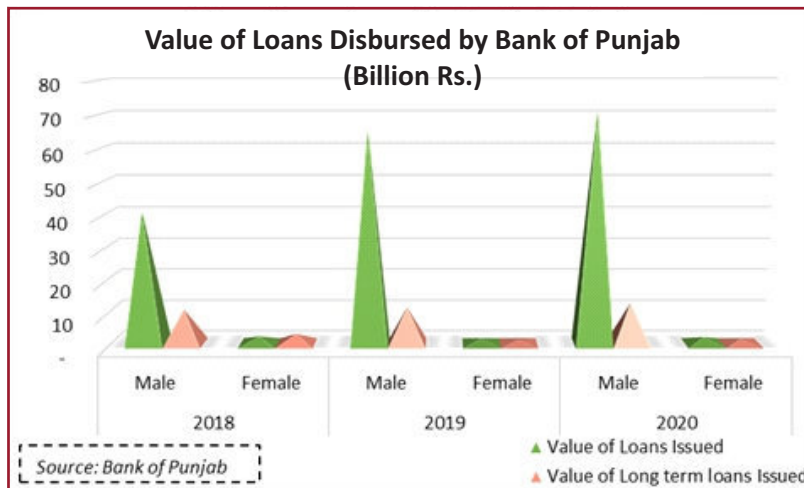


Figure 6.29

In 2020, 184,975 debit cards were issued as compared to 477,834 issued in 2018, experiencing a significant reduction of 61.3%. 134,598 (72.8%) debit cards were issued to men in 2020 as opposed to 50,377 (27.2%) issued to women, with a GPI of 0.374. In 2018, men were issued 355,726 (74.4%) debit cards and women were issued 122,108 (25.6%) cards. Figure 6.30 shows the number of debit cards issued by BOP in 2020.

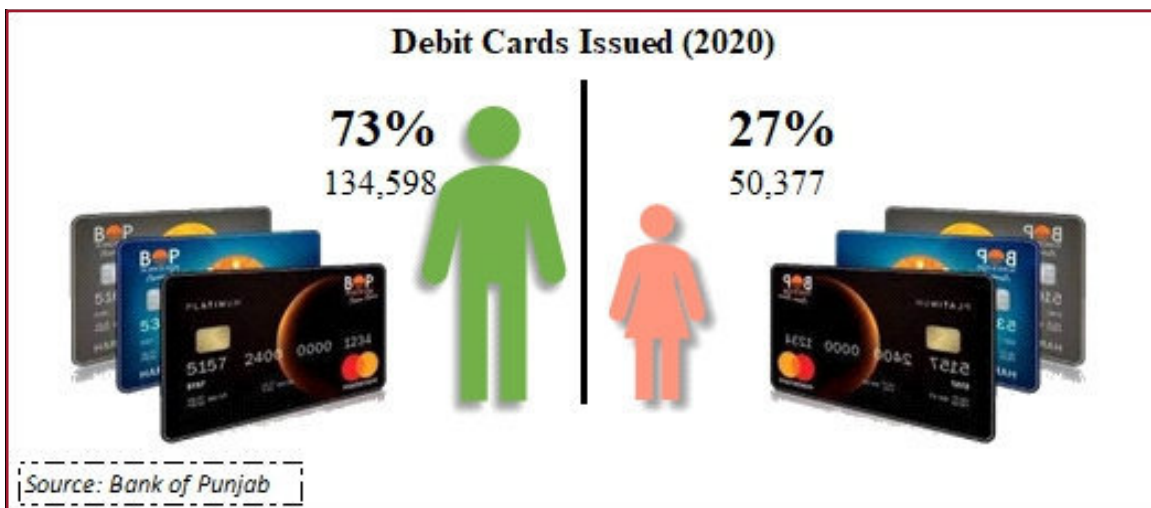


Figure 6.30

First Women's Bank Limited (FWBL)

The First Women's Bank Ltd. (FWBL) is a public sector bank that has been operating in Pakistan since 1989. The bank was specifically established by the late Prime Minister Benazir Bhutto with an objective of meeting the banking needs of women, expanding access to finance and facilitating women in setting up and operating businesses and enterprises.⁷⁴¹

Account Ownership

In all three years (2018 to 2020), a higher number of both deposit and current account holders in FWBL were women.

In 2020, of the total 6,136 active current accounts, 2,729 (46.9%) were owned by men, and 3,092 (53.1%) were owned by women, with a GPI of 1.133. 315 accounts were owned by persons of "other genders." Although, the total number of active current accounts decreased over three years, the number of female accounts maintained at FWBL exceeded male accounts in all years. In 2018, there were a total of 7,533 active current accounts maintained by men and women. This figure decreased by 22.7% and reached 5,821 in 2020. Accounts owned by men decreased by 18.6% from 3,353 in 2018 to 2,729 in 2020 while women-held accounts dropped by 26% from 4,180 in 2018 to 3,092 in 2020. The reduction in female active current accounts in FWBL over 2018 to 2020 was, thus, relatively larger.

Of the total 4,484 active deposit accounts in FWBL in 2020, 1,649 (46.1%) were held by men and 1,928 (53.9%) by women, with a GPI of 1.169. 907 accounts were maintained by persons of "other genders." The number of male-owned accounts decreased by 4.2% from 1,722 in 2018 to 1,649 in 2020. On the other hand, the number of female-owned accounts decreased by 25.7%, from 2,424 in 2018 to 1,928 in 2020.

Figure 6.31 shows the number of active current and deposit accounts in FWBL over 2018 to 2020.

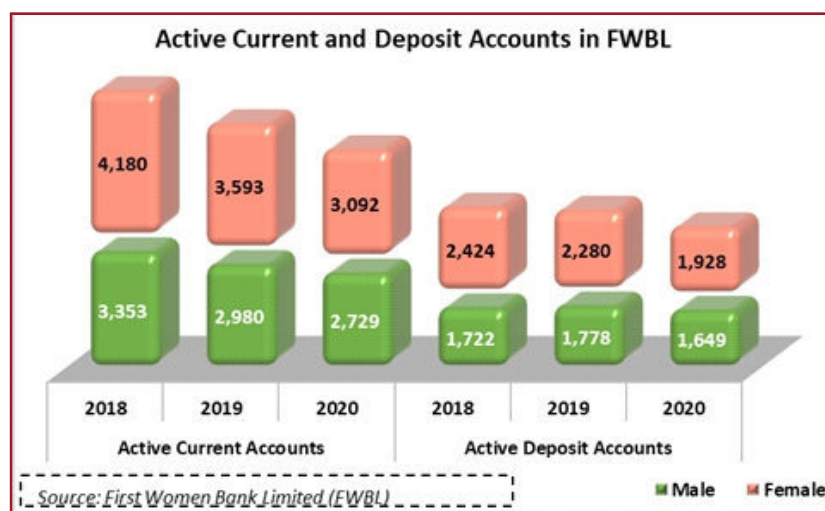


Figure 6.31

As for the loan accounts, they are further categorized into Consumer, Corporate and Small and Medium Enterprise (SME) accounts.

Data reveals a significant disparity in the active consumer loan accounts owned by men and women. In 2020, there were 354 active consumer loan accounts of which 291 (82.2%) were held by men and 63 by women (17.8%). From 2018 to 2020, the total number of accounts increased by 30.1% from 272 in 2018 to 354 in 2020; accounts owned by men went up by 38.6%, from 210 in 2018 to 291 in 2020 whereas women-owned accounts only increased by 1.6% from 62 in 2018 to 63 in 2020.

In 2020 there were a total of 238 Corporate/SME accounts of which 77 (32.4%) were owned by men and 161 (67.6%) by women. Compared to 2018, the total Corporate/SME loan accounts increased by 18.4% from 201 in 2018 to 238 in 2020. Accounts owned by men increased from 70 in 2018 to 77 in 2020 (by 10%) while women-owned accounts went up by 131 in 2018 to 161 in 2020 (increase of 22.9%). The number of Corporate/SME loan accounts held by women significantly exceeds that of men. Interestingly, women also own a higher number of SME loan accounts as opposed to consumer loan accounts.

741 (First Women's Bank Ltd.-Empowering the Nation Together, n.d.)

Figure 6.32 shows the distribution of FWBL’s consumer and corporate/SME accounts amongst men and women over 2018 to 2020.

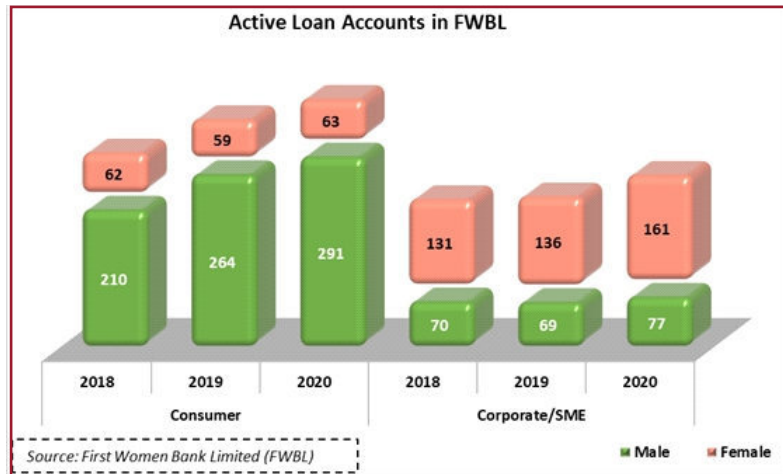


Figure 6.32

183 Loans Issued

In 2020, the total amount of consumers loans stood at 66 million rupees as opposed to 40.8 million rupees in 2018. A considerably higher amount was disbursed to men (50.2 million rupees or 76%) as opposed to the amount disbursed to women (15.8 million rupees or 24%) in 2020. Analysis over the years shows that the value of consumer loans for men increased from 31.8 million rupees in 2018 to 50.2 million rupees in 2020 (increase of 57.9%) whereas the amount disbursed to women increased from 9 million rupees to 15.8 million rupees (increase of 75.5%).

As for Corporate/SME loans, the total amount disbursed in 2020 was 114.9 million rupees which included 64.4 million rupees (56%) disbursed to men and 50.2 million rupees (44%) to women. Although women hold a larger number of SME loan accounts, the value of loans issued to women remains lower than that disbursed to men. As mentioned above, this can possibly be explained by the varying nature of businesses owned by men and women.

Over a period of three years the total value of corporate/SME loans increased significantly by 128.4%. In 2020, the total amount disbursed was 114.6 million rupees as opposed to 50.2 million rupees in 2018. Value of corporate/SME loans issued to men increased by 87% from 34.4 million rupees in 2018 to 64.4 million rupees in 2020. Women were disbursed an amount of 15.7 million rupees in 2018 as compared to 50.2 million rupees in 2020 (a drastic increase of 219.4%).

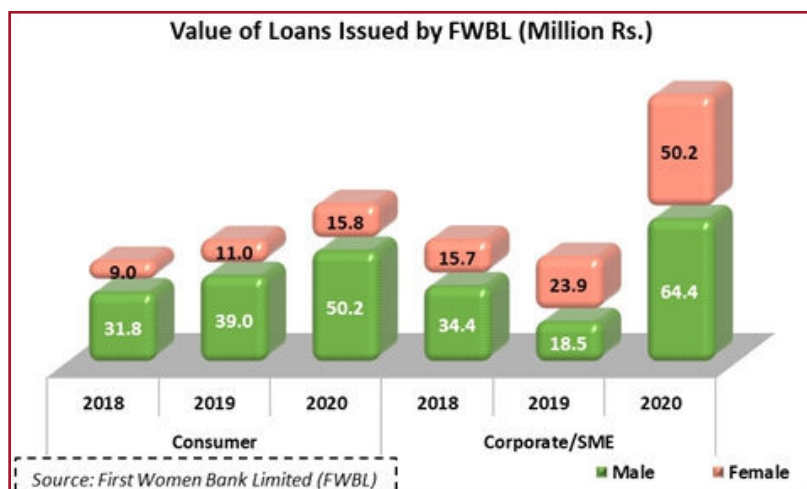


Figure 6.33

In 2020, the total amount of long-term consumer loans was 65.3 million rupees as compared with 40.7 million rupees in 2018. In 2020, a significantly higher amount was allocated to men (50.2 million rupees or 77.3%) in contrast to the amount disbursed to women (14.7 million rupees or 22.7%). The total value of long term consumer loans disbursed to men went up from 31.8 million rupees in 2018 to 50.2 million rupees in 2020 (increase of 58.2%). On the other hand, the value of loans given out to women increased from 9 million rupees in 2018 to 14.7 million rupees in 2020 (by 64.4%).

Figure 6.34 provides a snapshot of the values of long term Consumer and Corporate/SME loans disbursed from 2018 to 2020.

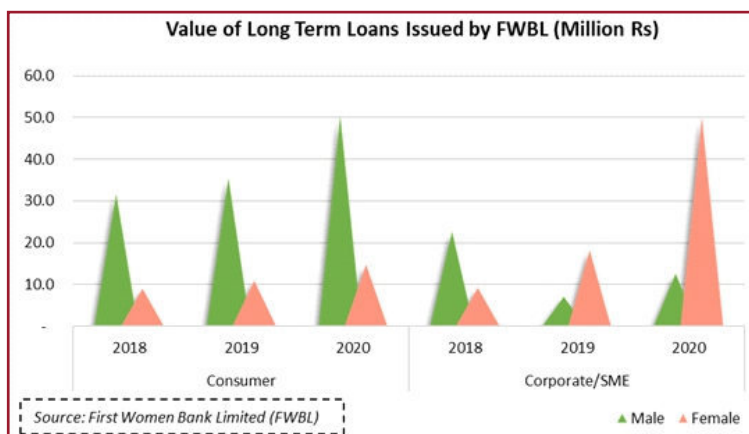


Figure 6.34

6.3.2 Access to Microfinance

6.3.2.1 Pakistan Microfinance Network

Over the last few decades, Pakistan's microfinance industry has steadily grown to facilitate access to finance for the population. The sector comprises of a comprehensive network of microfinance banks, specialized microfinance institutions, rural support programs and other microfinance providers.⁷⁴²

The Pakistan Microfinance Network (PMFN) was registered under the Companies Act with the Securities and Exchange Commission [SECP] in April 2001. There are 44 microfinance providers under the ambit of PMFN including Microfinance Banks that are regulated by the State Bank of Pakistan (SBP) as well as Non-Banking Microfinance companies that are regulated by the Security and Exchange Commission of Pakistan (SECP).⁷⁴³ PMFN is a one-stop knowledge resource for the sector; it's key objectives include research and data analysis on microfinance, creating linkages amongst various stakeholders and promoting inclusive finance.

In Punjab the number of active borrowers that were served by microfinance providers registered with PMFN stood at 6.6 million in 2020. Of this, there were 3.4 million (51.5%) men and 3.2 million (48.5%) women with a GPI of 0.940. This is in contrast to 2018 when the total number of borrowers stood at 6.4 million, with male borrowers at 3.1 million (48.1%) and female borrowers at 3.3 million (51.9%), with a GPI of 1.08. In 2019, there was parity in the number of male and female borrowers.

Figure 6.35 depicts the number of active borrowers of microfinance providers registered with PMFN from 2018 to 2020.

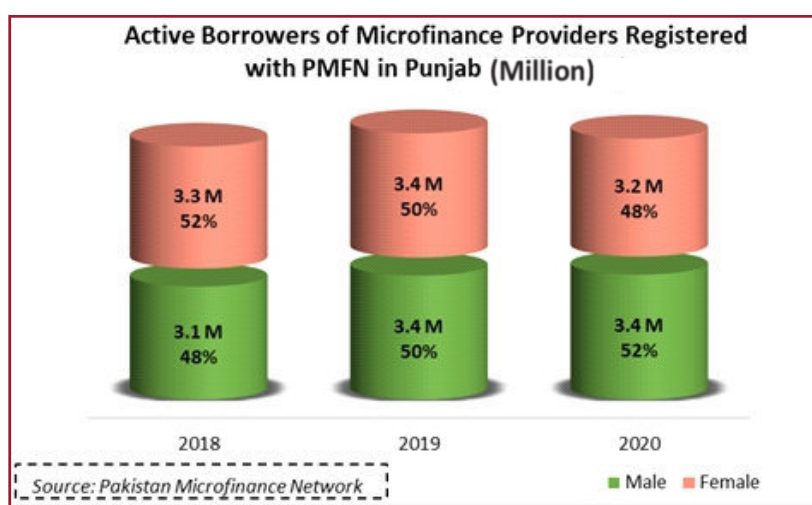


Figure 6.35

742 (Jassim, Ghani, Imtiaz, & Qureshi, 2019)

743 (About Us: Pakistan Microfinance Network, n.d.)

In 2020, PMFN's total Gross Loan Portfolio (GLP) or the amount of all outstanding client loans in Punjab was Rs. 315 billion. Of this the GLP of male borrowers stood at Rs. 212 billion (67.3%) while female borrowers' GLP was Rs. 103 billion (32.7%). In all three years a lower amount was disbursed to women as compared to men; the disparity in GLP is higher than that in the total number of borrowers.

Figure 6.36 shows the GLP of microfinance providers registered with PMFN from 2018 to 2020.

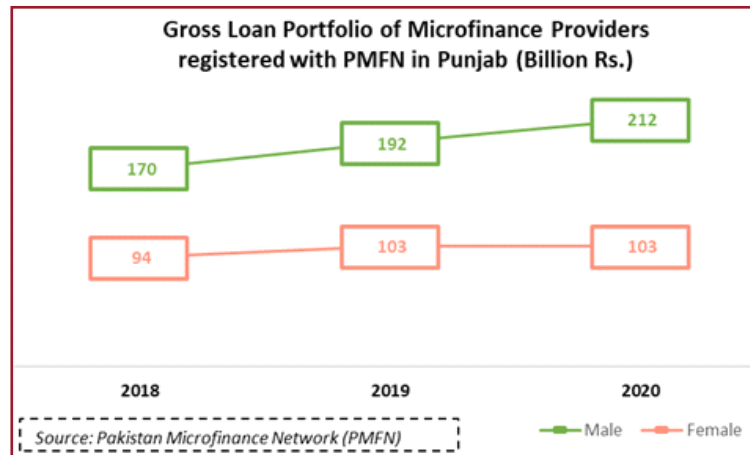


Figure 6.36

6.3.2.2 Zarai Taraqiati Bank Limited (ZTBL)

Given that Pakistan is primarily an agriculture-based economy, the role of timely and appropriate availability of agricultural loans remains crucial.⁷⁴⁴ Research has demonstrated the positive impact that access to agricultural credit can have on farm productivity and farmer's incomes in Pakistan.⁷⁴⁵ In this context, Zarai Taraqiati Bank Limited (ZTBL) was established in 1961 by the Government of Pakistan as a specialized institution to cater to the specific needs and requirements of the agriculture sector, including the provision of microcredit. Gender disaggregated data received from ZTBL enables a comparison in terms of number of borrowers as well as the amount of loans disbursed to men and women over the last three years.

According to official data, in 2020 of the total 156,000 borrowers, the number of male borrowers was 149,000 (95.5%) as opposed to 7,000 (4.5%) female borrowers, with a GPI of 0.047. This can possibly be a consequence of the wide disparities in male-female agricultural landownership in Punjab (See Figure 6.16) that limits women's credit worthiness and access to loans.

While the number of male borrowers over three years ranged between 191,000 in 2018 and 149,000 in 2020, the number of female borrowers remained between 9,000 in 2018 to 7,000 in 2020. The decrease in the number of both male and female borrowers may possibly be attributed to reduced financial transactions due to the COVID-19 pandemic.

Disaggregation at district-level indicates that in 2020, the highest number of male borrowers were based in Rahimyar Khan (12,565), Okara (9,454) and Muzaffargarh (8,606) and the lowest number of male borrowers were in Rawalpindi (86), Chakwal (174) and Jhelum (325). The highest number of female borrowers in 2020 was also found in district Rahimyar Khan (791) followed by Bahawalpur (717) and Muzaffargarh (549). On the other hand, the lowest number of female borrowers were recorded in Rawalpindi (1), Chakwal (3) and Jhelum (9).

In 2019, the two districts with the highest number of female borrowers were also Bahawalpur and Rahimyar Khan followed by Okara (instead of Muzaffargarh in 2020). The three districts with the lowest number of female borrowers remained the same in 2019 i.e. Rawalpindi, Chakwal and Jhelum.

Figure 6.37 shows the number of male and female borrowers of ZTBL over 2018 to 2020.

⁷⁴⁴ (Inam, et al., 2018) and (Noonari, 2015)

⁷⁴⁵ Ibid

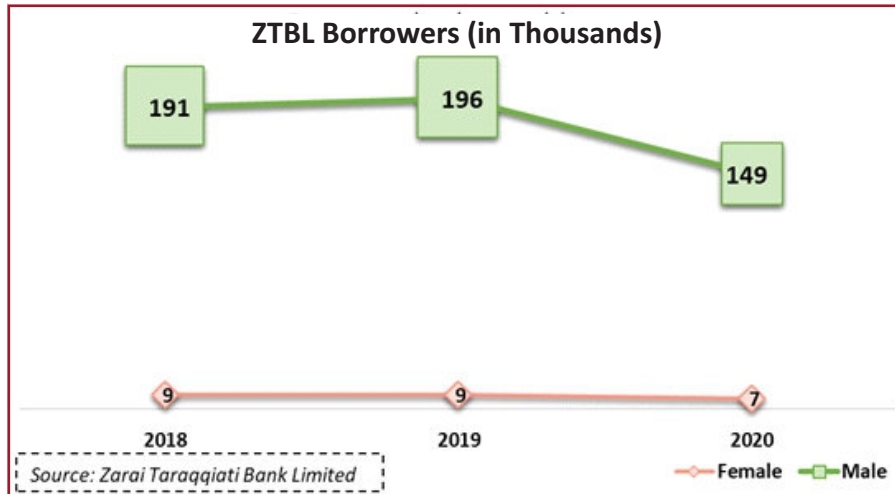


Figure 6.37

Figures 6.38 and 6.39 show district wise distribution of ZTBL borrowers in 2020 and 2019 respectively.



Figure 6.38

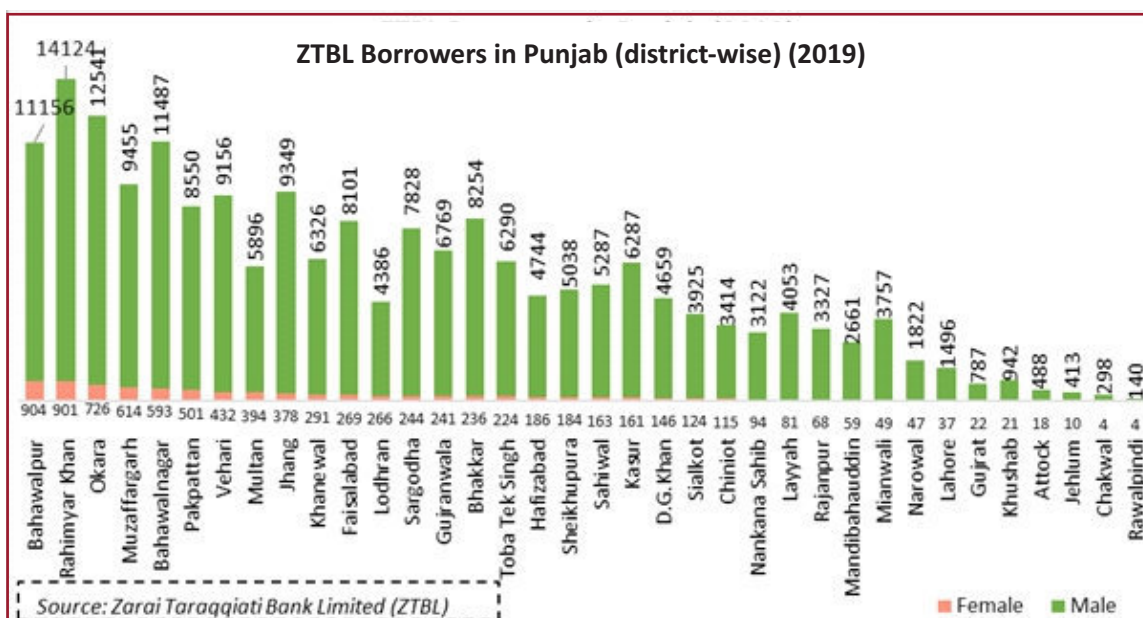


Figure 6.39

As for the amount of disbursements made by the ZTBL, data shows that of the total disbursements worth 53 billion rupees, 51 billion rupees (96.2%) were disbursed to male borrowers, as compared to 2 billion rupees (3.8%) to female borrowers in 2020. Over a time span of three years (2018, 2019 and 2020), disbursements to men have ranged between 51 and 66 billion rupees, whereas amount disbursed to women has remained largely stagnant between 2 and 3 billion rupees.

District level data for 2020 shows that the highest amount of disbursements to men were made in Rahimyar Khan (4.61 billion rupees), Jhang (3.95 billion rupees) and Okara (3.63 billion rupees) and the lowest were made in Jhelum (0.08 billion rupees), Chakwal (0.06 billion rupees) and Rawalpindi (0.02 billion rupees). For women, highest disbursements were in districts Rahimyar Khan (0.31 billion rupees) followed by Bahawalpur (0.28 billion rupees) and Okara (0.22 billion rupees) while the lowest level of disbursements were in Chakwal (700,000 rupees), Attock (2,956,000 rupees) and Jhelum (3,125,000 rupees).

Figure 6.40 shows total disbursements male and female borrowers of ZTBL over 2018 to 2020.

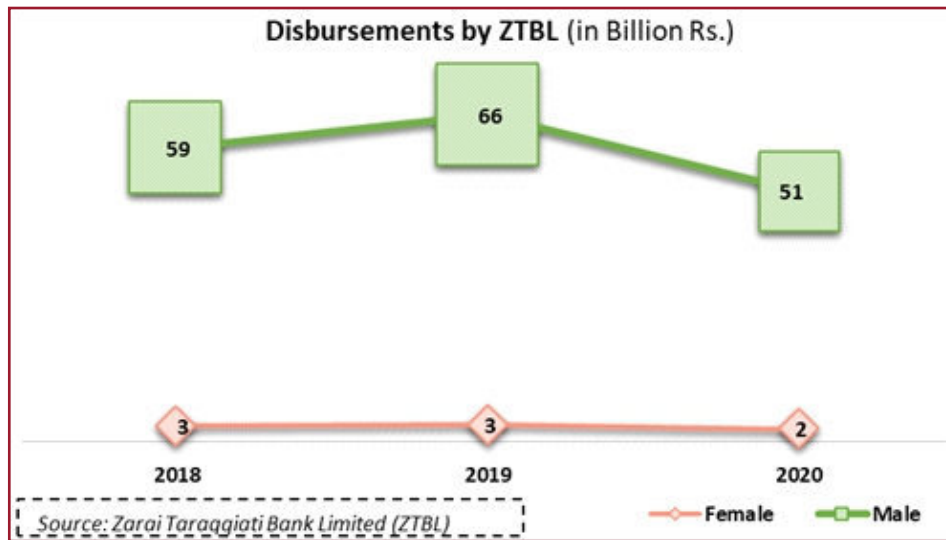


Figure 6.40

Figures 6.41 and 6.42 show the district wise disbursement made to ZTBL borrowers in 2020 and 2019 respectively.

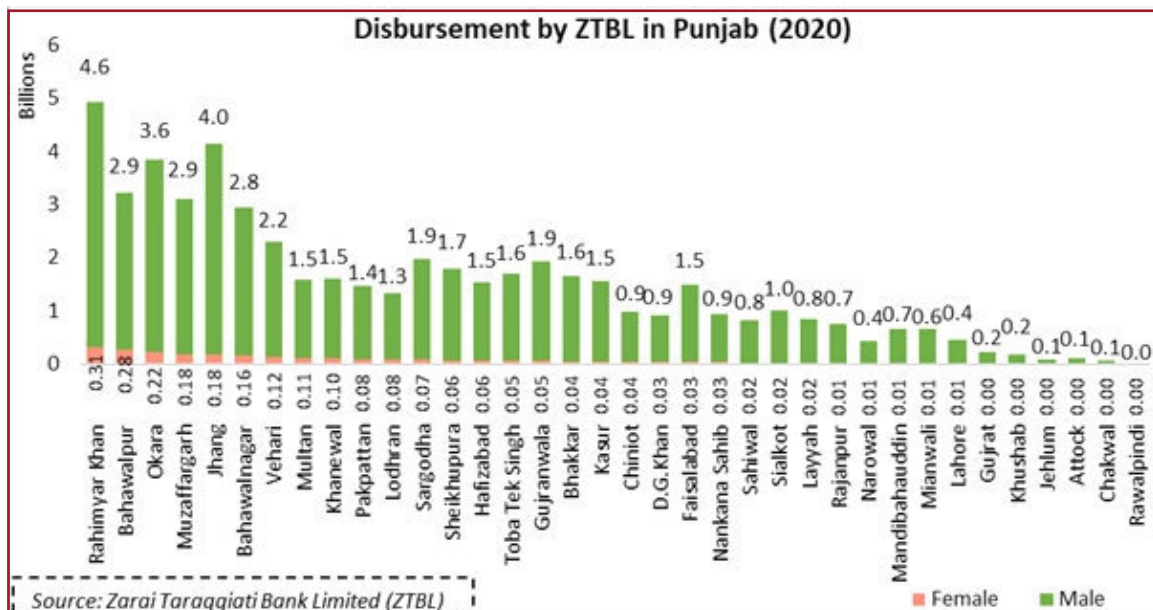


Figure 6.41

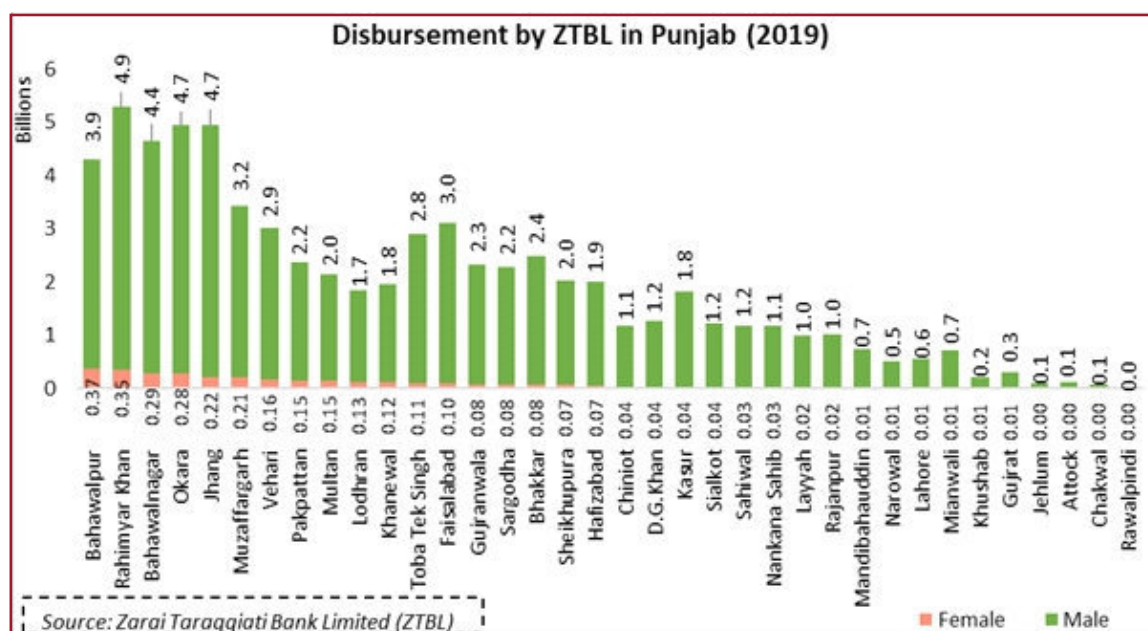


Figure 6.42

6.4. Social Protection Systems

In low and middle income countries, social protection programs play a pivotal role in addressing the challenge of poverty, income inequality and under investment in human-capital as well as building resilience to grapple with economic crisis and natural shocks.⁷⁴⁶ Equitable and well-designed social protection programs are believed to play an instrumental role in achieving targets pertaining to gender equality and women's empowerment (SDG 5) as well as poverty reduction (SDG1).⁷⁴⁷

Amid the pandemic, governments around the world (particularly developing countries) have been faced with unprecedented challenges in terms of simultaneously enforcing lockdowns and providing for the poor and vulnerable population.⁷⁴⁸ Even prior to the pandemic, most of the social protection policies and programs in low and middle income countries were considered gender-blind or gender-neutral at best.⁷⁴⁹ Therefore, as governments formulate, modify and roll-out social protection programs, gender consideration remains at the risk of being overlooked.⁷⁵⁰ On the contrary, as women are already disadvantaged in terms of income opportunities and remain overrepresented in the informal economy characterized by absence of social protection, the pandemic has put them in an even more vulnerable situation.⁷⁵¹

In the context of Pakistan, existing social protection tools can broadly be classified as safety nets/social assistance and social insurance. While the former are designed for the poorest and the most vulnerable segments of the society, the latter are accessible only for formal sector employees and retirees.⁷⁵²

In 2019, the government of Pakistan launched the Ehsaas program and introduced a social protection strategy which combines under one umbrella, 134 policy initiatives and functions of the Poverty Alleviation and Social Safety Division.⁷⁵³ To ensure adequate level of representation of women, Ehsaas aims to ensure that at least 50% of all beneficiaries included in the program across initiatives are women.⁷⁵⁴

Findings of the WESW Survey (2017-18) reveal that of all women surveyed (29,020) aged 15-64, only 6.2% were recipients of cash assistance from the government. As for the source of benefit, 80.5% of women reported that it was BISP followed by Sehat Card (22.7%), Khidmat Card (5%), Bait-UI-Maal (5%) and Others (0.8%). Rural/urban

746 (Unicef, 2020)

747 (Peterman, Kumar, Pereira, & Gilligan, 2020)

748 (Markhof, 2020)

749 (Social safety nets and gender: learning from impact evaluations and World Bank projects, 2014)

750 (Gender-sensitive social protection: A critical component of the COVID-19 response in low- and middle-income countries, 2020)

751 (Gender and Inclusion in social protection responses during COVID-19, 2020)

752 (Markhof, 2020)

753 (Nishtar, 2020)

754 (Ehsaas Initiatives for Women)

disaggregation showed that there were a higher number of beneficiaries in rural areas (8.1%) as opposed to urban areas (3.1%).

6.4.1 Benazir Income Support Program (BISP)

The Benazir Income Support Program (BISP) has been providing unconditional cash transfers to poor households since 2008. In 2020, however, the Government of Pakistan introduced the Kafaalat program that comprises of a range of measures aimed at reforming BISP. The program relies on a door-to-door digital survey to identify recipients and disperses payments on a monthly (PRK 2,000/month, or about USD \$12) instead of quarterly basis. In addition, it sets up bank accounts for women to increase their access to financial and digital services. Kafaalat aims to adjust for inflation the amount transferred to women under BISP, and increase women beneficiaries from 4.6 million to 7 million.

In 2020, there were 38.9 million (51%) male beneficiaries and 36.7 million (49%) female beneficiaries of the BISP program, with a GPI of 0.944. District level data for 2020 shows that there was complete gender parity (50% male and 50% female beneficiaries) in Gujrat, Chakwal, Attock and Jhelum. In all remaining districts women formed at least 48% of the total beneficiaries. Figures 6.43 and 6.44 show the number of male and female BISP beneficiaries at provincial and districts levels in 2020.

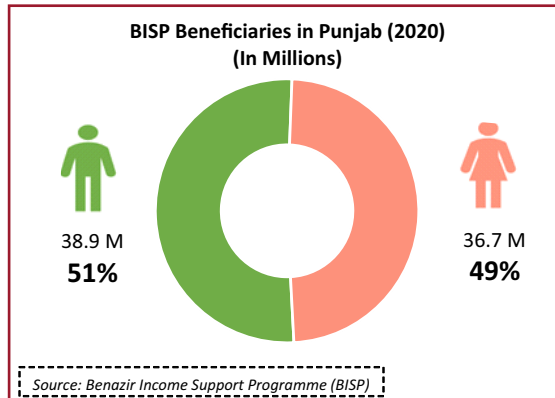


Figure 6.43

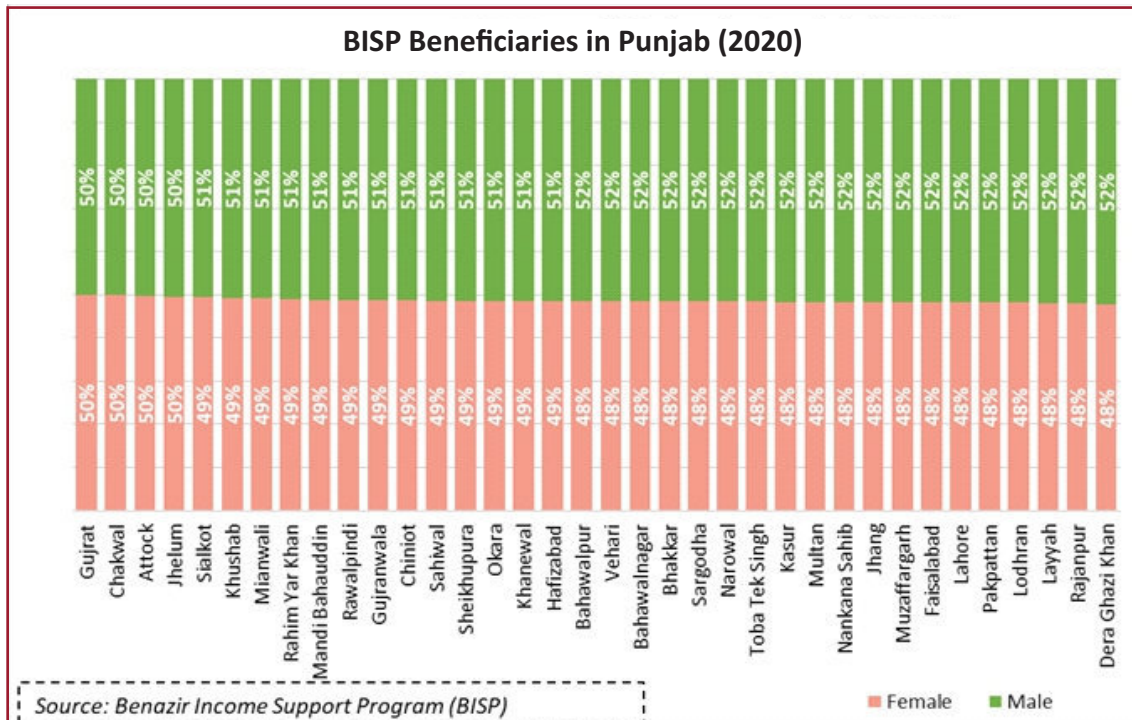


Figure 6.44

6.4.2 Punjab Employees Social Security Institution (PESSI)

The Punjab Employees Social Security Institution (PESSI) is an autonomous body under the ambit of Labour & Human Resource Department. PESSI provides benefits including medical treatment as well as cash benefits such as sickness benefits, injury benefits, pension, funeral grants and financial assistance.⁷⁵⁵

755 (Punjab Employees Social Security Institutes (PESSI), n.d.)

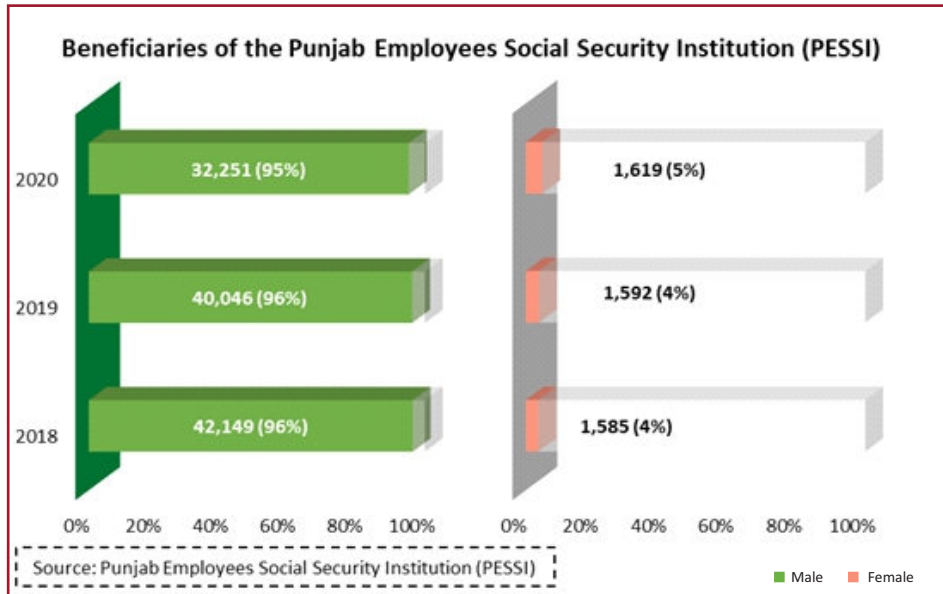


Figure 6.45

Figures 6.45 and 6.46 show the number of male and female beneficiaries of PESSI at province and district level respectively.

Official data received from PESSI depicts considerable gender disparity in beneficiaries as well as amount disbursed. In 2020, there were 32,251 (95%) male beneficiaries and 1,619 (5%) female beneficiaries, with a GPI of 0.05. Over 2018 to 2020, the number of male beneficiaries decreased by 23.5% (from 42,149 in 2018) while the number of female beneficiaries marginally increased by 2.1% (from 1,585 in 2018). In 2018, the GPI was 0.038. Such a low number of female beneficiaries is unsurprising considering the underrepresentation of women in the formal labour market.

In 2020, the largest number of male beneficiaries was recorded in Faisalabad (5,702), Lahore (2,684) and Multan (2,408) while the lowest number of male beneficiaries was found in Layyah (28), Rajanpur (20) and Narowal (4).

Multan (201), Lahore (197), and Rawalpindi (174) had the largest number of female beneficiaries. On the other hand, there were 7 districts in 2020 that did not have a single PESSI beneficiary. These included Nanakana Sahib, Jhang, D.G Khan, Toba Tek Singh, Chiniot, Layyah and Rajanpur. The lowest number of women beneficiaries were recorded in Jhelum (2), Bahawalnagar (2) and Narowal (2).

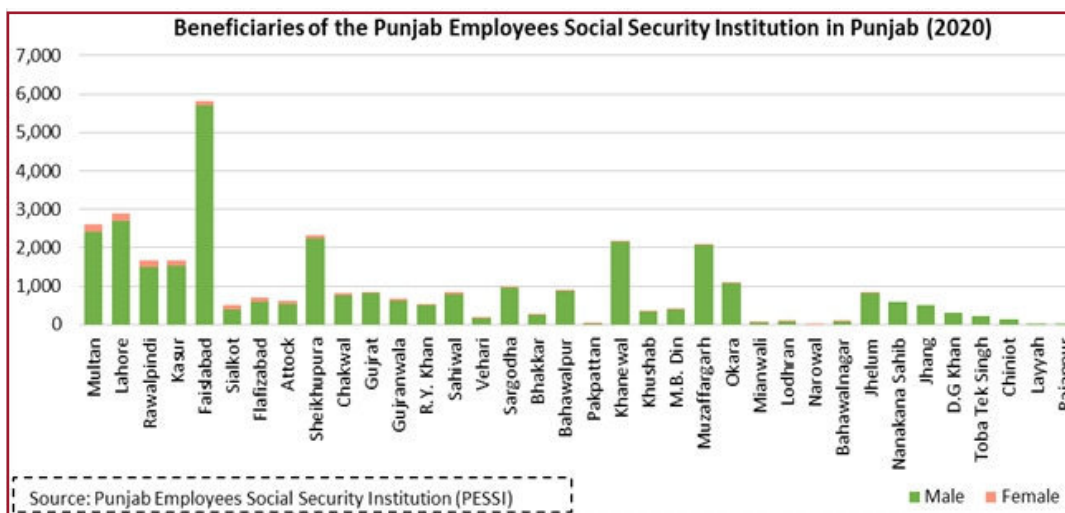


Figure 6.46

In 2020, PESSI disbursed 328.5 million rupees (91%) to men and 32.2 million rupees (9%) to women. As opposed to 2018, amount disbursement to both men and women increased in 2020. In 2018, men were disbursed an amount of 325.5 million rupees (93%) while women received 24 million rupees (7%). Over 2018 to 2020, male disbursements slightly increased by 0.9% while female disbursements increased by 33.9%.

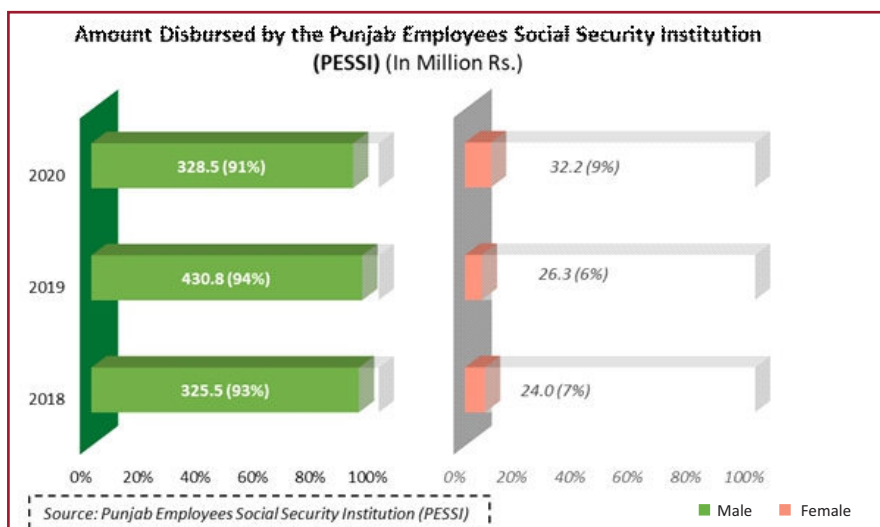


Figure 6.47

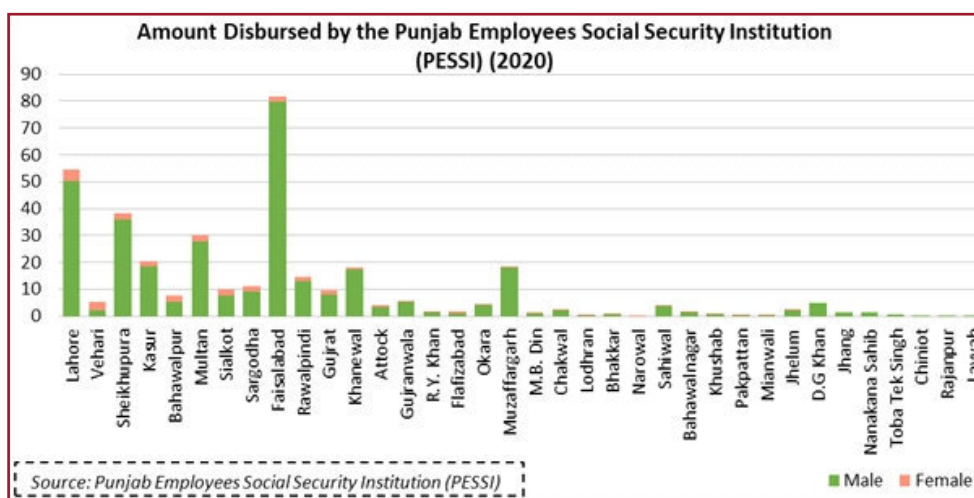


Figure 6.48

District level data indicates that the highest amount of disbursements to men were made in Faisalabad (Rs. 79,753,892), Lahore (Rs. 50,117,682) and Sheikhupura (Rs. 36,037,712) while the lowest amount of disbursements to men were made in Rajanpur (Rs. 25,000), Narowal (Rs. 12,570) and Layyah (Rs. 2,300). On the other hand, the highest number of disbursements to women were made in Lahore (Rs. 4,329,403), Vehari (Rs. 3,145,220) and Sheikhupura (Rs. 2,349,822). As mentioned above there were seven districts where women received no disbursement at all. The lowest disbursements to women were recorded in Pakpattan (Rs. 44,928), Mianwali (Rs. 44,052) and Jhelum (Rs. 42,882).

Figure 6.48 show the amount disbursed by PESSI to male and female beneficiaries at province and district level respectively.

Since women are mostly concentrated in the informal sector, particularly 91.3% of persons employed as Home Based Workers (HBWs) are women as compared to only 8.7% of men (See section 6.2.1). As, the sector is characterized by low remuneration levels and poor occupational health and safety standards, it is of utmost importance for workers to have access to social protection programs. Civil society has been advocating for the Home Based Workers' Act since 2009 Although, the Punjab Home Based Workers' (HBW) Bill was finalised in 2015 and has been approved by the Punjab Cabinet, it is still pending approval in the Legislative Committee of the Labour Department.⁷⁵⁶ Implementation of the Act is essential to ensuring that female home-based workers are also entitled to a range of benefits including social, medical and maternity allowances and grants.⁷⁵⁷

756 (Dawn, 2019) & (The News, 2020)
757 (Dawn, 2019) & (The News, 2020)

6.4.3 Ehsaas Emergency Cash Program (2019)

The Ehsaas Emergency Cash (EEC) program was established to deliver one-time emergency cash assistance to the poor and vulnerable households that were most affected by the COVID-19 pandemic (see section 6.3).

There were a total of 7.7 million EEC beneficiaries of which 3.9 million (51.1%) were men and 3.7 million (48.9%) were women. The three districts with the highest GPI were Rajanpur, Dera Ghazi Khan and Muzaffargarh whereas the lowest GPI was recorded in Rawalpindi, Lahore, Khushaab and Sialkot. Figure 6.49 shows the district wise distribution of beneficiaries of the EEC program.

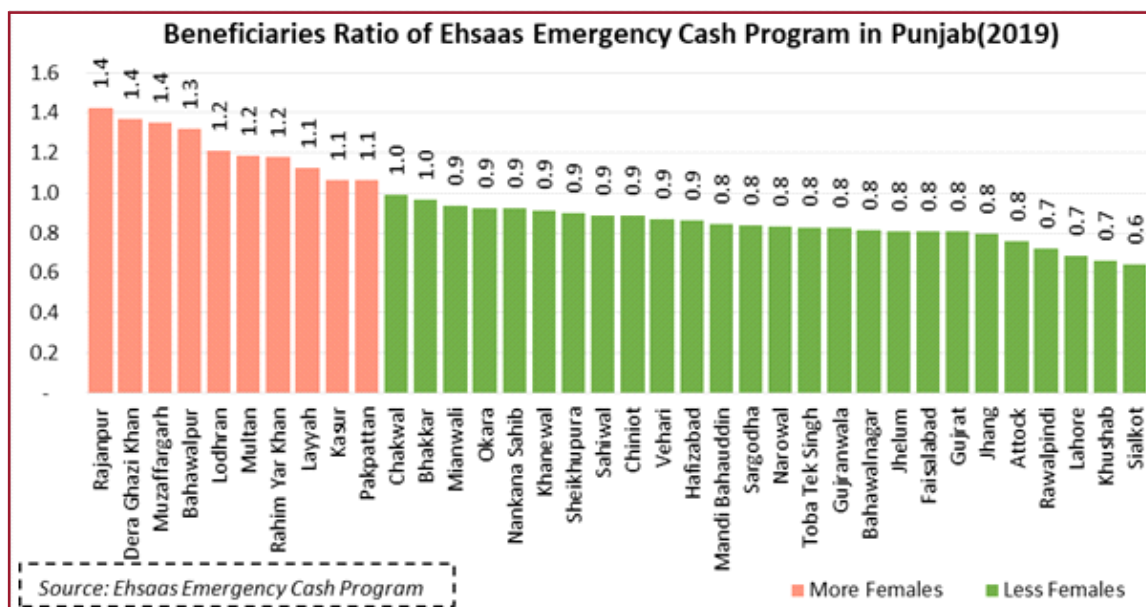


Figure 6.49

6.5. Conclusion

Analysis of gender disaggregated data of the labour market, access to physical and financial resources and provision of social security payments has, overall, demonstrated a dismal situation of women's Economic Participation and Opportunities in Punjab. Female LFPR has consistently decreased over the years, women remain concentrated in a few industries only and continue to face wage discrimination. A few initiatives highlight the emphasis upon developing an entrepreneurship ecosystem for both men and women in the province; however the representation of women is far from optimal. Women remain disadvantaged in terms of access to assets and financial resources such as land, vehicles, bank accounts, loans and debit cards. This inhibits the opportunities available to women to uplift their socio-economic status and decreases their resilience to cope with financial hardship. Research has established that women's economic participation increases their agency and leads to a greater allocation of household resources to improving the health and education outcomes of children. In addition, it is pertinent to note that women's participation in the economy is not only an important element of human rights but is also crucial to enhancing macroeconomic indicators (such as the GDP) and business profitability.

It is inevitable that existing gender disparities will be compounded as a consequence of the disproportionate impact of the COVID-19 on women's employment, opportunities for training and skill development and increased care-work. Therefore, to reduce gender disparities with a view to ensuring social justice and facilitating Pakistan in achieving the SDGs, it is pivotal to take affirmative action and devise gender-sensitive policies and programs. To this view, some concrete recommendations that have emerged based on the analysis of data provided in this section are listed in the following sub-section. Recommendations do not solely target structural loopholes but also the norms that restrict women's economic empowerment.

6.6. Recommendations

Legislative/Policy

- I. Devise and implement a robust monitoring and reporting mechanism to keep a check on gender-based wage inequality and discriminatory hiring practices.
- II. Prevent COVID-19 related closures of women-owned businesses, particularly micro and small businesses, through government bailouts and support measures.
- III. Extend social security benefits to all women in the formal and the informal sector.

Procedural

Increase Female Labour Force Participation

- I. Provide incentives, such as tax rebates, to private and public sector departments and organizations that meet a pre-defined high percentage of women in the workforce.
- II. Build the capacity of training institutes such as TEVTA so that qualified female trainers are hired and enrollment of women is increased.
- III. Training institutes to provide skills that closely match the needs of the job market, including curricula that responds to skills needed for women's work in agriculture.
- IV. Foster industry-academia linkages to produce female graduates that meet industry requirements.
- V. Recognize and value women's unpaid care work. For remotely executable jobs, employers must allow women to work from home with flexible hours, even beyond the COVID-19 pandemic.
- VI. Monitor enforcement of Punjab Protection of Women from Harassment at the Workplace Act, 2012. Furthermore, run campaigns to raise awareness among working women, Government of Punjab departments and private sector employers.
- VII. Continue establishment of Day Care Centers (DCCs) under the Punjab Day Care Fund Society in all districts. Furthermore, ensure that health and safety standards are being maintained at the Centers.
- VIII. Run behavior change campaigns to encourage hiring of women and make employers aware regarding the benefits of a gender diverse workforce.

Enhance the quality of Employment for Women in the Formal and Informal Sector

- I. Strictly enforce implementation of the Punjab Home Based Workers' Policy, especially provisions relating to minimum wage, decent working conditions, and social security coverage.
- II. Facilitate organizations and businesses to enter the formal sector by reducing red tape, streamlining registration process with the Securities and Exchange Commission of Pakistan (SECP), and filing of taxes with relevant revenue collection authorities. Offer tax concessions and rebates to firms for a particular time period after they register as formal entities.

Promote Female Entrepreneurship

- I. Initiate and simplify the process of registering women-led businesses with Small and Medium Enterprise Development Authority (SMEDA). Furthermore, broaden the definition of Small and Medium Enterprises (SMEs) to include micro enterprises as well as social enterprises, and offer 5 year tax free incentives for women to register their businesses.

- II. Develop mechanisms to encourage registration of micro-enterprises at District level and online for small, micro enterprises.
- III. Introduce mechanisms and measures to particularly support existing and potential female entrepreneurs.
- IV. Government incubators like Plan9 must scale up efforts to reach potential female entrepreneurs and increase gender parity in trainings provided.
- V. Provide digital skills and e-commerce trainings to enable a larger proportion of women to operate remote online businesses.

I. Increase Access to and Ownership of Assets

- I. Continue to raise awareness among women regarding their inheritance and property rights, and existing legal mechanisms for securing these rights.
- II. Ensure implementation of 50% ownership of women in government's housing schemes. Financial
- III. Financial institutions to offer low-cost house-building and house-financing loans if the land/property is registered in women's name (after satisfactory background checks).

I. Increase Access to Finance

- I. Mandate banks to allocate a certain percentage of loans to women. ZTBL should accelerate efforts to reach out to women farmers and design financial products catered to the needs of these women.
- II. Streamline the process of opening bank accounts, applying for loans, and availing other financial services and products. Reduce formalities such as collateral requirements for loans and high-interest rates. Eliminate interest for first time female borrowers up to a certain amount. Focus on innovative solutions such as group-based lending.
- III. In line with SBP's 'Banking on Equality' policy, ensure the hiring of a greater number of women in financial institutions who can particularly cater to potential female clientele.


Data Maintenance and Policy Formulation


- I. All departments should maintain high quality, gender- disaggregated, district level data to track and enhance gender parity in Economic Participation and Opportunities.
- II. Collect province-level data on the disproportionate impact of the COVID-19 pandemic on women's employment, entrepreneurship and ownership of resources.
- III. Policies, programs and strategies aimed at economic recovery post COVID-19 pandemic must incorporate a gender lens and ensure inclusivity.





JUSTICE


KEY FINDINGS


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From 2018 to 2019, the number of reported cases increased marginally from 8712 to 8767, depicting an increase of 0.63 percent in reported cases. In 2019, the total number of reported cases was 8767, while the number increased to 8797 in 2020, depicting an annual increase of 0.34 percent in reported cases. Rape was the most commonly reported act of violence against women. Conversely, burning and wani were reported least often.
- 


In 2019, 413 cases of murder in domestic violence were reported, in comparison with a lower number of 376 cases in 2020. Conversely, numbers of domestic attempted murder remained constant from 2019 to 2020, with 166 reported cases in both years. Against the category of domestic beating, 579 cases were reported in 2019 while reported cases fell to 576 in 2020. In 2020, highest number of cases was reported in Lahore (345), while district Chakwal (5 cases) shows the lowest in the province.
- 


In 2019, a total of 3881 cases of rape were reported in Punjab. Comparatively, a lower number of 3773 cases were reported in 2020, depicting a decrease of 2.8 percent. District Lahore reports the highest number of cases (614) in 2020, while Khushab reports the lowest (15 cases).
- 

37 and 28 cases of acid burning were reported in 2019 and 2020 respectively, depicting a fall of 24 percent in reported cases of acid burning in Punjab. In 2020, District Faisalabad reported the highest number of cases (8) in 2020, while Rahim Yar Khan, Nankana, Gujranwala, Jhelum, Lahore, Layyah and Lodhran reported the lowest, 1 case per district.
- 



197 women were killed in the name of honour in 2019, while 237 women were killed in 2020, depicting an annual increase of 20 percent. In 2020, districts Faisalabad and Sargodha reported the highest number of cases (19 cases each) in 2020, while D.G. Khan and Pakpattan (1 case each) reported the lowest in the province.
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In 2019, 12,646 women were reportedly kidnapped in Punjab, as opposed to 12,433 in 2020, depicting a 1.7% fall in reported cases.
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Compared with 28,923 calls received in 2017, Punjab Police Helpline received 103,506 calls in 2019, depicting an increase of 258 percent. Similarly, compared with 2019, 214,493 calls were received in 2020, depicting an increase of 107 percent from 2019.
- 

In 2019, 5565 cases that concerned VAW were decided in Punjab; of these, only 240 cases (4.3%) resulted in convictions and 5325 cases (95.7%) resulted in acquittals. Of the 4,105 cases decided in 2020, 223 cases (5.4%) resulted in convictions, while 3882 cases (94.6%) cases resulted in acquittals.
- 

A total of 52,039 inmates were incarcerated in Punjab in 2018, while 46,233 were imprisoned in 2019. Of the total prison population in 2019, 45,499 (98%) were men and 734 (2%) women, with a GPI of 0.016. The highest number of women was imprisoned in Central Jail Rawalpindi (146 inmates), and lowest numbers of incarcerated women were reported in District Jails Bhakkar (1), Layyah (1) and Attock (3).

-  102 of 734(14%) women were incarcerated with their children in 2019. In contrast, 97 (10%) women prisoners were accompanied by their children in 2017. The largest number of women resided with their children at District Jail Faisalabad (17 women), while only 1 woman resided with her children at District Jail Rahim Yar Khan.
-  In 2018, there were 715 police stations across the province. In comparison, data received for 2019 reports 714 police stations while data for 2020 reveals 720 police stations in Punjab.
-  In 2020, front desks operated in all 720 police stations across the province, an increase from 696 of 711 police stations in 2017.
-  In 2018, 2019 and 2020, police stations across the province had 175, 186 and 230 helpdesks for women, respectively.
-  In 2019, a total of 830 prosecutors worked with the Public Prosecution Department; of these, 705 (85%) were men and 125 (15%) women, with a similar GPI of 0.18. Data from 2020 is representative of a slightly better GPI than that of 2019; of 804 prosecutors in Punjab, 668 (83%) were men and 136 (17%) women, with a marginally better GPI of 0.20.
-  Of the 1,747 Judges in the district Judiciary, 1,466 (84%) were men and 281 women (16%).
-  12 people (9 men, 3 women) were provided legal aid in 2019. This number dropped to 4 (3 men, 1 woman) in 2020.
-  In total, there were 158 institutions (18 different types) across the province, an improvement on 138 Social Services Institutions in 2017. While 2018 and 2019 showed similar numbers of women residing in social services institutions (11, 668 and 11, 504 respectively), there was a sharp drop of 13 percent to 9,987 women in 2020.
-  There was a drastic fall (68.5 percent) in women provided redress at the SBB Human Rights Centers in Punjab; from 5,553 women in 2019 to only 1,747 women in 2020.
-  In 2020, domestic violence (907 complaints) was reported most frequently at the VAWC in Multan. Least number of complaints were received for fraud/robbery (1 complaint), economic violence (2 complaints) and property disputes (5 complaints).

INTRODUCTION

Justice systems serve as foundations to safeguard human rights, and guarantee that the legal needs of citizens are met.⁷⁵⁸ Fair and effective justice systems require consideration of the full continuum of services ranging from accessibility of legal information and legal assistance, to formal and alternative dispute resolution fora, and respective enforcement mechanisms.⁷⁵⁹ A critical element to assess the quality of a justice system is then, the rule or supremacy of law.⁷⁶⁰ Rule of law refers to a durable system of laws, institutions, norms and community commitments, such that delivers accountability, just law, open government and accessible and impartial justice.⁷⁶¹ Citizens must be able to learn about the law and their legally protected human rights, and have access to institutions that deliver justice, such as law enforcement, courts and lawyers.⁷⁶² Rule of law, good governance, and human rights are necessary preconditions to peaceful, stable, and prosperous societies.⁷⁶³ An effective criminal justice system is a prerequisite for the rule of law that underpins political rights, civil liberties and mechanisms of accountability which in turn guarantee the right to equality of all individuals before law.⁷⁶⁴ Figure 7.1 draws the connection between the rule of law, access to justice and accountable institutions, all of which lead to development of peaceful and inclusive societies that will eventually aid achievement of SDG 16 "peace,

justice and strong institutions." According to the World Justice Project, an ideal criminal justice system has transparent investigation, a rehabilitative correctional system, strong ethical standards exercised by police, judges, lawyers, prosecutors and correctional staff, protected human rights of accused persons, impartial judicial conduct, freedom from external influence, due process of law and timely adjudication.⁷⁶⁵

The United Nations Office on Drugs and Crime (UNODC) divides the criminal justice system into 4 sectors for assessment purposes; policing, access to justice, custodial/non-custodial measures, and cross-cutting issues (information, children, juveniles, child witnesses, and international cooperation).⁷⁶⁶ Together, all of the above form the criminal justice system; a set of agencies and processes established by the Government to control crime, enforce the law, and impose penalties and award punishments according to the law.⁷⁶⁷ There is thus an inalienable relationship between the rule of law and the criminal justice system; such that one cannot function without the other.⁷⁶⁸ Figure 7.2 depicts the universal principles of the rule of law, including accountability, just law, open government and accessible and impartial justice. Together, presence of these four principles ensures that human rights of all citizens are protected and justice dispensed at all costs.

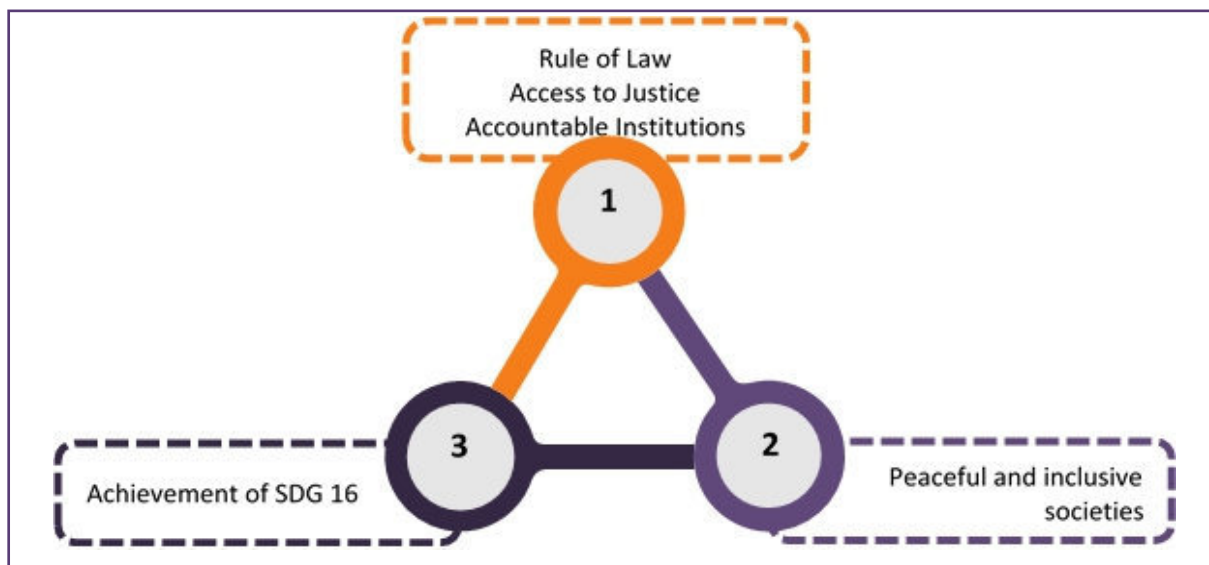


Figure 7.1

758 (OECD 2019)
 759 Ibid.
 760 (UNDP 2014)
 761 (World Justice Project n.d.)
 762 Ibid.
 763 (James A. Goldston 2014)
 764 (M. N. Khan 2017)
 765 (World Justice Project n.d.)
 766 (UNODC, Criminal Justice Assessment Toolkit 2004)
 767 (PCSW, Punjab Gender Parity Report 2018)
 768 (W. J. Project, Rule of Law in Pakistan 2017)

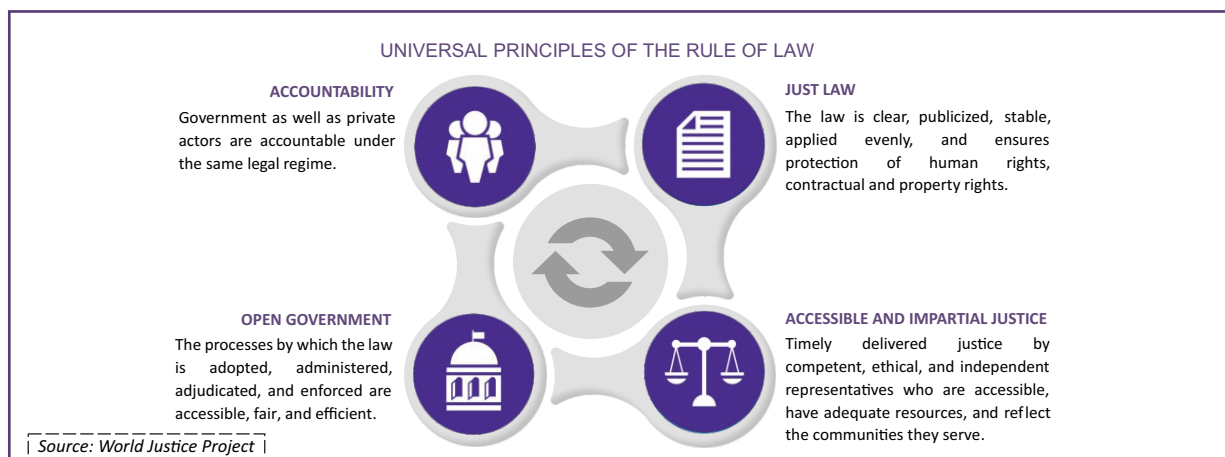


Figure 7.2

In September 2012, Member States in the General Assembly of the United Nations reaffirmed that the rule of law is a critical enabler for sustainable development as well as an outcome of development in its own right.⁷⁶⁹ Since then, improving safety for individuals and communities, and providing access to fair and well-functioning legal systems that adhere to international human rights standards, has been a global priority to promote economic investment, prevent violence and conflict, encourage inclusive growth and eradicate poverty.⁷⁷⁰ The 13th UN Congress on Crime Prevention and Criminal Justice convened in Doha in 2015 acknowledged the need for peaceful and inclusive societies,⁷⁷¹ access to justice for all, and the rule of law.⁷⁷² The Doha Declaration reiterated that reliable, fair and transparent justice and governance systems contributed to sustainable development by fostering a culture of trust in authorities to lead and work with an independent, reliable and professional judiciary, in line with well-planned and integrated crime prevention strategies.⁷⁷³

Following adoption of the Doha Declaration, UNODC launched the Global Program for the Implementation of the Doha Declaration⁷⁷⁴ comprising of initiatives to strengthen judicial integrity, prevent corruption in justice systems, foster prisoners' rehabilitation and social integration, and develop age-appropriate educational materials and programs on topics related to crime prevention and criminal justice. Significance of global efforts cannot be underscored, given that criminal justice reform has been posited as a prerequisite to achievement of all SDGs by 2030.⁷⁷⁵ Recent studies demonstrate the critical role of justice to foster a healthy business environment, enhance growth, improve access to public services (particularly for the poor), curb corruption and

restrain the abuse of power.⁷⁷⁶ The 14th UN Congress on Crime Prevention and Criminal Justice was held in 2021 in Kyoto, Japan, and worked off of progress made since Doha.

Pakistan affirmed its commitment to the 2030 Agenda for Sustainable Development by adopting the SDGs as its national development agenda through a unanimous National Assembly Resolution in 2016. Since then, Pakistan conducted a voluntary review for

“There is no peace without development, no development without peace, and there is no lasting peace or sustainable development without respect for human rights and the rule of law.”
United Nations Secretary-General, Ban Ki-moon (2016)

implementation of the SDGs in 2019 to provide a baseline assessment of indicators and progress made towards achievement of the SDGs thus far.⁷⁷⁷ Government of Pakistan has set achievement of SDG 16 as a Priority-1 target for itself, although SDG 5 falls in Priority-2 goals. While several new laws have been passed with respect to SDG 16, SDG 8 and SDG 4, considerable efforts are still needed for a visible improvement across justice sector indicators. Key national targets against SDG 16 include significantly reducing all forms of violence, crime and drug trafficking, by making law enforcement stringent; increasing access to justice by implementing necessary tasks and removal of bottle necks; and strict application of anti-corruption measures. Furthermore, Government of Pakistan also strives to introduce legal and administrative actions to enforce women protection laws and bring incidence of violence against women close to zero.⁷⁷⁸

769 (UNDP 2014)
770 (UNGA, Secretary General Speech 2004)
771 (Dimosthenis Chrysikos 2019)
772 (UNGA, 13th UN Congress on Crime Prevention and Criminal Justice 2015)
773 Ibid at 767.
774 (UNODC, n.d.)
775 (P. R. International, Why criminal justice reform is essential to the UN Agenda for Sustainable Development n.d.)
776 (World Bank 2012)
777 (G. o. Pakistan, Implementation of the 2030 Agenda for Sustainable Development - Voluntary National Review 2019)
778 (G. o. Pakistan, SDGS National Framework (Summary for the NEC) 2018)

Pakistan's legal system has for good reason, garnered notoriety for its delays and inefficient management of case proceedings.⁷⁷⁹ The situation is proportionately exacerbated when criminal matters are considered, primarily due to the fact that individuals under trial are often made to languish in overpopulated jails for years before their case is heard and decided. The low conviction rate, between 5 and 10 per cent at best,⁷⁸⁰ is unsurprising in a system where opportunities for specialized training of investigators are poor and the system suffers from an overall lack of access to basic data and modern investigation tools. Prosecutors, also inadequately trained, do not guide investigators to collect admissible evidence.⁷⁸¹ In Lahore, the capital city of Punjab, an overall case load of 3,000 cases per month is common – typically divided between no more than ten investigators with one investigating officer managing up to 40 cases at one time.⁷⁸² Given a systemic absence of digital and technological evidence collection methods and witness protection programs, police and prosecutors are forced to rely on eye witness statements and confessions, which many a time are coerced, forged or prejudiced.⁷⁸³

Chronic delay in litigation of civil and criminal cases, corruption, intimidation of witnesses and external interference in trials sometimes compromise cases beyond reparation.⁷⁸⁴ Frequent strike calls by lawyers and bar associations result in loss of working days, sometimes every fourth day.⁷⁸⁵ Data issued by the National Judicial Policy Making Committee (NJPMC) reveals that as of July 31st 2020, more than 2 million cases were pending in the Supreme Court, Federal Shariat Court, High Courts and District Judiciary across the country.⁷⁸⁶ Data from 2019 reveals a lower number of 1.8 million pending cases.⁷⁸⁷ The use of informal judicial systems that lacked institutionalized legal protections continued in 2019 and 2020 especially in rural areas in Pakistan; decisions by informal *jirgahs* often resulted in tribal penalties and violent punishments, such as honor killing or gang rape, for women.⁷⁸⁸ Cases of gender based violence often resulted in acquittals for accused persons, further diminishing citizens' confidence in the judicial system.⁷⁸⁹ In 2020, Pakistan had more than 4,600 prisoners on death row, one of the world's largest populations facing execution.⁷⁹⁰ The result is an overburdened judiciary, a sagging prison system and a lack of faith in the formal

system of justice.⁷⁹¹ In response to heightened cases of violence against women across the country, the Federal Government, through the Planning Commission formulated the National Policy on Ending Violence against Women in 2019.⁷⁹² The Policy recognizes diverse manifestations of VAW as a pressing human rights issue which needs to be curbed. It further emphasizes Pakistan's ratification of various international obligations and commitments including CEDAW, Beijing Platform for Action, the SDGs, the UNCRC, the ICESCR, and the 1993 Declaration on the Elimination of Violence against Women, and the urgent need to control the incidence of VAW. The Policy declares zero tolerance against VAW, while committing to provide women and girls with timely, appropriate and need-based interventions. In this regard, the VAW Policy serves as a basis for coordinated efforts by all stakeholders to prevent VAW; respond, protect and rehabilitate survivors; coordinate implementation efforts with state mechanisms and private actors and lastly, monitor implementation to highlight and address gaps.

While the aforementioned Federal measures are commendable, their effectiveness will only be revealed in due course. Meanwhile, Government of Pakistan remains under considerable international pressure to reduce incidence of GBV across the country. Following the 5th Reporting cycle for the Convention on Elimination of all forms of discrimination against women (CEDAW), the CEDAW Committee's Concluding Observations (2020) especially expressed concern about persistent discriminatory stereotypes regarding roles and responsibilities of women and men in the family and in society, exacerbated by religious divisions in Pakistan, which perpetuate women's subordination to men. The Committee particularly referred to rampant harmful practices such as child and forced marriage, and crimes committed in the name of so-called honor. The Committee also reiterated its recommendations from the 4th Reporting cycle and urged Government of Pakistan to adopt legislation to criminalize GBV including domestic violence and marital rape, adopt a national plan of action to combat GBV, and introduce and widely implement systemic capacity-building initiatives for Judges, Prosecutors, Police and other law enforcement, for better overall handling of cases related to GBV. Furthermore, the Committee observed that availability of shelter homes, psychological support

779 (Mirza 2016)

780 (Group 2010)

781 Ibid.

782 Ibid at 780.

783 (L. a. Pakistan n.d.)

784 Ibid.

785 Ibid at 780.

786 (APP 2020)

787 (HRCP 2020)

788 (State 2020)

789 Ibid.

790 Ibid at 788.

791 (Mirza 2016)

792 (Commission 2019)

and rehabilitation services for women was the need of the hour.

From 2018 to 2020, Government of Pakistan passed new laws to ensure speedy trials and investigations in cases of sexual violence, especially those committed against women and children. Witness protection and child safety laws were approved by the Federal Government, while corresponding amendments were moved in the Code of Criminal Procedure 1898 and Pakistan Penal Code 1860. In 2019 and 2020, preliminary measures to implement the Federal Government's Transgender Persons (Protection of Rights) Act 2018 were also undertaken (See *Legislation section 9*).

Punjab Human Rights Policy 2018 outlines protection of women and elimination of discrimination against them as a core commitment. The Policy highlights the pivotal role of the Punjab Commission on the Status of Women (PCSW) as a human rights institution that regularly conducts research, collects data on the status of women in the province, and monitors implementation of various measures to empower women and improve their lives. The policy recommends formulation of a Provincial Gender Policy with allocation of sufficient budgets for women's empowerment and gender equality, provision of separate bus stops and waiting areas for women in urban and rural areas, drafting women friendly policies for policing and prisons, strengthening of institutions for prevention of violence, and replicating the VAWC model in other districts of the province.

In 2019, the Women Development Department Government of Punjab launched the Punjab Women Development Policy (PWDP) accompanied by an all-encompassing Implementation Framework.⁷⁹³ The Policy envisions a gender-sensitive Punjab and aims to eliminate

and systematically eradicate all manifestations of explicit and implicit gender discrimination across all spheres of society including governance, development and livelihoods. One of the main objectives of the PWDP is to minimize and ultimately eliminate all forms and manifestations of GBV in Punjab, through coordination within departments, expansion of awareness raising initiatives, review of legal and policy frameworks, gender safety audits, increased numbers of women in law enforcement and justice sector, and provision of victim-centric services such as helplines, shelter homes, counseling and rehabilitation. Towards this end, the Implementation Framework specifies responsive and improved service delivery for vulnerable women through the Social Welfare and *Bait ul Maal* Department (SWD), appropriate rehabilitation programs for survivors of GBV, development of GBV prevention and response policies within shelter homes managed by the SWD, identification of gaps in existing shelter homes in the province, replicating the one-stop VAWC model in other districts of Punjab, and collection of gender disaggregated data.

For the larger chunk of 2020, the COVID-19 pandemic overwhelmed Pakistan's health infrastructure, paralyzed educational institutions, worsened existing economic inequalities and led to an overall decrease in public spending on the criminal justice system. The outbreak dominated events in Pakistan for most of 2020, as cases surged after authorities lifted lockdowns prematurely in a bid to stabilize the economy.⁷⁹⁴ Job losses and wage cuts have strained finances for families, which has resulted in rising crime rates and limited resources to prevent, investigate and adjudicate due to higher resource allocation to the health sector.⁷⁹⁵ Nationwide and citywide lockdowns enabled new illicit markets to thrive, while others were disrupted, presenting unique challenges in crime prevention and criminal justice.⁷⁹⁶

Organization of Analysis

This section will draw on evidence received from Government offices, including the Office of the Inspector General of Police, Punjab, to explain patterns of violence against women in Punjab, prisons in Punjab and the state of women's prisoners, and comment on the overall situation of access to justice for women in Punjab. Gendered access to justice and institutional mechanisms for women's security and protection in Punjab will be discussed at length. Factors that impede women's access to justice will be highlighted, and where possible, be supported with recent data and analysis of trends from 2017 to 2020.

⁷⁹³ (Women Development Department 2018)

⁷⁹⁴ (A. International 2020)

⁷⁹⁵ (Congress 2021)

⁷⁹⁶ *Ibid.*

This section is divided into the following sub-sections:

I. Violence Against Women

- a. Reported Cases
- b. Outcomes of Cases

II. Women in Punjab Prisons

- a. Prisons in Punjab
- b. Prisons
- c. Facilities for Women Prisoners in Punjab

III. Access to Justice for Women

- a. Police Stations
- b. Advocates
- c. Prosecutors
- d. Judiciary
- e. Legal Aid Schemes for Women
- f. Government Run Social Service Institutions
- g. SBB Human Rights Centers for Women
- h. Punjab Women Protection Authority

7.1 Violence Against Women

Gender-Based Violence (GBV) is a global pandemic that affects 1 in 3 women in their lifetime.⁷⁹⁷ The United Nations defines violence against women (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." Violence against women has serious social and economic consequences for countries

and societies and one that does not have geographical, social, cultural or economic boundaries.⁷⁹⁸ According to data compiled by the WHO, 35% of women worldwide have experienced either physical and/or sexual intimate partner violence or non-partner sexual violence, 7% of women have been sexually assaulted by someone other than a partner and as many as 38% of murders of women are committed by an intimate partner.



Figure 7.3

⁷⁹⁷ (World Bank 2019)
⁷⁹⁸ (Oxfam n.d.)

A myriad of risk factors, some of which can be seen in Figure 7.3, can be used to explain the incidence of violence, including first and foremost, women's lack of autonomy and agency.⁷⁹⁹ According to Pakistan Demographic and Health Survey (PDHS), women of a younger age have a greater chance of facing violence than those middle or old aged women.⁸⁰⁰ Experts have also

Targets for SDG 16

16.1 Significantly reduce all forms of violence and related death rates everywhere

16.2 End abuse, exploitation, trafficking and all forms of violence against and torture of children

concluded that higher economic status is related to lower levels of domestic violence, and conversely higher levels with low income households.⁸⁰¹ Witnessing or experiencing abuse as a child, substance abuse, low levels of education, cultural norms that subjugate women in comparison with men, limited opportunities for women's economic emancipation, internalized views on violence due to social and familial customs, limited legislative and policy framework for women's protection and response to VAW, and systemic impunity for perpetrators are all contributors to the rising incidence of violence against women.⁸⁰²

Violence against women often results in depression and post-traumatic stress disorder (PTSD), declining self-esteem, suicidal tendencies, unintended pregnancies, induced abortions, likeliness of miscarriages, pre-term deliveries, low birth weight babies, HIV and other sexually transmitted diseases, pain syndromes and overall poor health.⁸⁰³ Women may also suffer from isolation, inability to work, loss of wages, lack of participation in regular activities and limited ability to care for themselves and their children.⁸⁰⁴ Children who grow up in violent homes may suffer from behavioral and emotional disturbances, which could be associated with perpetrating or experiencing violence later in life.⁸⁰⁵

Violence against women and girls in Pakistan manifests itself in multi-faceted, interrelated and recurring forms; it includes physical, sexual, psychological, emotional and economic abuse and exploitation, occurring in both private and public spaces and are grounded in elements of situational and socio-cultural factors.⁸⁰⁶ A large body of subnational, national and international research

confirms that gender based violence is an unfortunate and dire reality in present day Pakistan, where it is often uniquely legitimized in the name of culture, tradition and morality.⁸⁰⁷

From January to December 2020, 2297 cases of VAW were recorded by Aurat Foundation, from 25 districts of the 4 provinces and Gilgit-Baltistan.⁸⁰⁸ Major categories of VAW included in the abovementioned report are murder, abduction/kidnapping, rape/gang rape, 'honour' killing, suicide and miscellaneous (domestic, dowry, acid, inheritance, child and forced marriage). 57% of cases recorded were reported from Punjab. Sindh had the second highest instance of reported VAWG with 27% of the total cases, while 8% of reported cases were from KP; 6% from G-B and 2% of the reported cases were from Balochistan. According to PDHS 2017-18, more than 1 in 4 ever-married women (28%) have experienced physical violence since age 15. In the past year, 15% of women have experienced physical violence. Women's experience of physical violence is lowest in Sindh (15%) and highest in FATA (56%). The most common perpetrator of physical violence against married women is their husband (80%).

Emerging data from Pakistan shows that violence against women and girls has intensified since the outbreak of the COVID-19 pandemic.⁸⁰⁹ Violent partners may use lockdowns and confinement to further exercise power and control, while women are forced to remain confined

According to media reports, more than 51,241 cases of violence against women were reported across Pakistan, between January 2011 and June 2017.
Aurat Foundation

in close proximity to their abusers, without any refuge or escape.⁸¹⁰ At the same time, women have less income, fewer opportunities for social contact, and limited access to institutional redress services and community support, all of which give them fewer exit options.⁸¹¹ The Human Rights Commission of Pakistan registered a rise in complaints of domestic violence and online violence, indicating women's increased vulnerability during the COVID-19 pandemic.⁸¹² Furthermore, the Commission's annual report specifies that in 2020, 363 women across Pakistan were killed under the pretext of honor.

As a consequence of COVID-19, cyber harassment

799 (UNWomen, Causes, protective and risk factors 2010)

800 (Sidra Maqsood 2015)

801 Ibid.

802 (CDC 2008)

803 (WHO Factsheet 2021)

804 Ibid.

805 Ibid at 799.

806 (Ministry of Planning n.d.)

807 Ibid

808 (A. Foundation 2020)

809 (Ginette Azcona 2020)

810 (HRCP 2020)

811 Ibid.

812 (HRCP 2020)

increased manifold in Pakistan. A helpline managed by the Digital Rights Foundation found a 145% increase in complaints of online harassment from January and February to March 2020.

It is pertinent to mention here, that under reporting of violence against women results in skewed data and inaccurate measurement of the magnitude of violence committed against women, and the specific nature of crimes committed against women.⁸¹³

7.1.1 Reported Cases of Violence against Women in Punjab

Curbing violence sanctioned by cultural practices and norms or through misinterpretation of religious tenets, requires a strong judicial system; one that defies unequal power dynamics between classes and genders.⁸¹⁴ While the Federal and Provincial Governments struggle to curtail the incidence of violence through stringent legislative and policy measures, it is beyond doubt that the COVID-19 pandemic has made matters much worse than

Reporting of Violence against Women rose 0.63% from 2018 to 2019 and 0.34% from 2019 to 2020.

previously reported, thus posing a greater task for the Government.

For the purposes of this report, data obtained from the Office of the Inspector General of Police (IGP), Punjab will be presented to examine and analyze the incidence of violence against women. Crimes mentioned in this

section are restricted to the categories maintained by the IGP. Categories of violence maintained by the IGP can be seen in Table 7.1. It is noteworthy, that for the purposes of calculating the total number of reported cases of violence against women in Punjab, numbers for kidnapping/abduction and assault committed against women are not included in the total.

Table 7.1

Crimes	2015	2016	2017	2018	2019	2020
Rape	2,509	2,938	3,083	3,448	3881	3773
Murder	666	688	922	929	904	884
Attempted Murder	-	-	352	383	450	428
Beating	588	539	361	548	579	576
Gang Rape	192	222	251	191	190	219
Honour Killing	173	222	222	226	197	237
Acid Burning	22	43	36	41	37	28
Incest	9	9	11	14	19	56
Stove Burning	3	6	1	0	2	1
Custodial Rape	1	2	44	0	0	8
Wani	1	7	17	13	2	1
Other Burning	-	-	9	10	3	2
Hurt Cases	-	-	1,198	959	1179	1136
Any Other	2,341	2,637	1,171	1,950	1324	1448

Source: Office of the Inspector General of Police, Punjab

Yearly trends of reported cases of violence against women are depicted by Figure 7.4. From 2017 to 2018, reported cases of violence against women increased from 7678 cases to 8712 cases, depicting an annual increase of 13%. From 2018 to 2019, the number of reported cases increased marginally from 8712 to 8767, depicting an increase of 0.63% in reported cases. In 2019, the total number of reported cases was 8767, while the number increased to 8797 in 2020, depicting an annual increase of 0.34%.

813 Ibid at 810.

814 (Ministry of Planning n.d.)

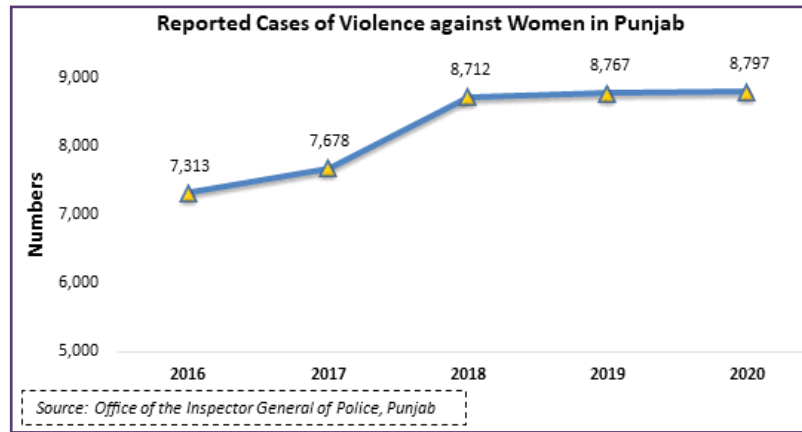


Figure 7.4

Rape was the most commonly reported act of violence against women. Conversely, acid burning and wani were reported least often. An overall picture of reported cases of violence against women in 2019 is provided in Figure 7.5.

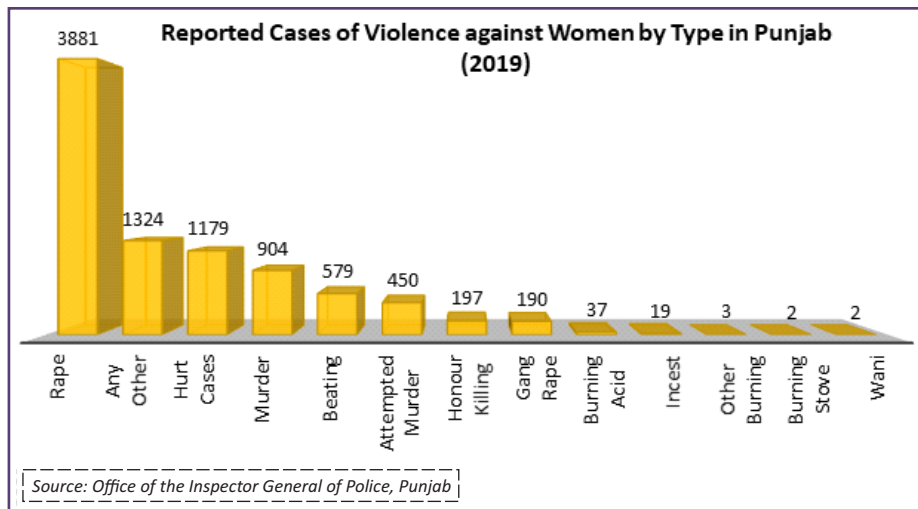


Figure 7.5

District-wise numbers reveal that in 2019, the highest number of cases of violence was reported in district Lahore with 4,298 reported cases, while district Chakwal showed the lowest reporting (103 cases) in Punjab. In 2020, Lahore remained the district with the highest numbers of reported cases of violence (4,732 cases), while the least number of cases were reported from district Narowal (123 cases).

Trends of violence committed against women in 2020 are detailed in Figure 7.6. In 2019 as well as 2020, rape was the most frequently reported crime in Punjab, while fewest cases of wani were reported across the province.

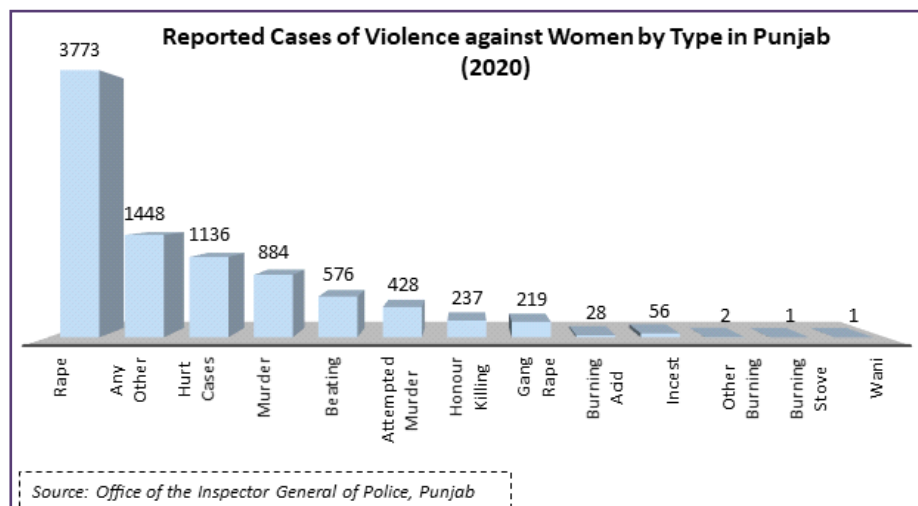


Figure 7.6

Kidnapping and abduction remain widespread in Punjab and have been reported very frequently in the province, with 12,646 cases in 2019 to 12,433 cases in 2020.

Due to stigma, lack of confidence and fear of the police, and non-prosecution resulting in impunity for perpetrators, cases of violence against women are commonly not reported.⁸¹⁵ This leaves policy-makers with a greater task of reforming the criminal justice system to encourage higher reporting of crimes, regardless of systemic limitations to prosecute and hold perpetrators accountable. Ultimately, it can only be concluded that the yearly reporting of crimes is increasing, rather than the incidence thereof.

Due to the COVID-19 pandemic, reporting of violence against women has declined for most categories of crimes maintained by the IGP. This could be due to city-wide lockdowns, limited mobility and restricted access to police stations and women police stations. However, overall numbers have risen due to an unprecedented increase in honor killings and incest from 2019 to 2020. This increase could be due to lockdowns and victims being trapped in the same space as violent family members.⁸¹⁶ It could also be explained by loss of jobs, lower wages and financial crunch suffered by families due to the pandemic.⁸¹⁷

7.1.1.1 Domestic Violence

Domestic violence constitutes violence experienced or perpetrated within the home. It includes controlling, coercive or threatening behavior, and physical violence against those aged 16 or above who are, or have been intimate partners or family members.⁸¹⁸ Domestic violence is a pervasive life-threatening crime affecting people in all communities regardless of gender, age, sexual orientation, race, ethnicity, religion, or social standing.⁸¹⁹ The Punjab Protection of Women Against Violence Act of 2016 defines domestic violence as violence committed by the defendant with whom the aggrieved person is living or has lived in a house when they are related by consanguinity, marriage or adoption.⁸²⁰ The Act defines "violence" as an offence committed against the human body of the aggrieved person, including domestic violence, sexual violence, psychological violence, economic abuse, stalking or cybercrimes.

According to MICS 2017-18, 76.7 percent of women aged 15-49 in Punjab have experienced assault within their homes. Incidence of assault was considerably higher in poorest wealth quintiles than richest ones; 79.2 percent of women belonging to the poorest wealth quintiles experienced assault within their homes, while the proportion of women dropped to 55 percent from the richest quintile. According to the WESW Survey 2017-18, 11.8 percent of women aged 15-64 years experienced physical or sexual violence by a family member other than their husbands. Women who were never married reported the highest percentage (7.6%) of physical or sexual violence by a family member, as compared to widowed, divorced or separated women (4.5%) and married women (3.3%). Domestic violence of a psychological nature was the most commonly experienced form of violence by women aged 15 – 64 years; 34 percent of women reported facing it at some point of their lives. 19.5 percent of women reported ever experiencing physical violence, while 7.8 percent of ever married women experienced sexual violence at some point in their lives. Women living in urban areas reported a lower incidence of violence compared to that experienced by women residing in rural areas in Punjab. Married women reported less experiences of violence as compared to widowed, divorced and separated women. Ever married women with disabilities reported facing higher incidents of violence. In the same survey, 10 percent of women with disabilities and 8.6 percent of those with no disabilities reported experiencing physical violence within the last 10 months. 4.9 percent of women with a disability and 4.7 percent without disability reported sexual violence within the same time period. 24.4 percent of disabled women compared to 23.8 percent of women without disabilities reported psychological violence.

Figure 7.7 (extracted from the WESW Survey 2017-18) shows the proportion of women who agree with a husband beating his wife for various reasons.

815 (Office 2020)

816 Ibid.

817 (UNWomen, From Insight to Action - Gender Equality in the wake of COVID-19 2020)

818 (UN 2020)

819 (Center for Family Justice 2021)

820 (GOP 2016)

Women's Concurrence with Domestic Violence

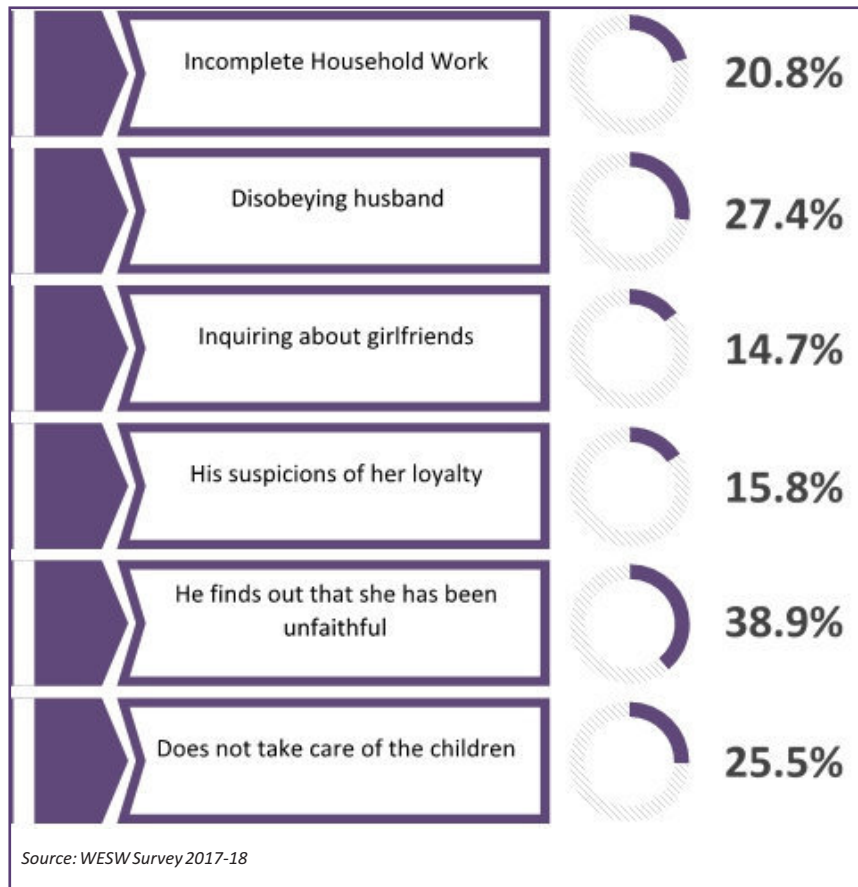


Figure 7.7

The COVID-19 pandemic⁸²¹ has increased the likelihood of women's exposure to violence, as family members spend more time in close contact and families cope with potential economic or job losses.⁸²² The IGP maintains data for domestic violence in three categories; murder in domestic violence (section 302 of the PPC), domestic attempted murder (section 324 of the PPC) and domestic beating (section 337 of the PPC). For the purposes of this subsection, numbers from all three categories have been added together to provide a sum of cases of domestic violence.

In 2019, 413 cases of murder in domestic violence were reported, in comparison with a reduced number of 376 cases in 2020. The number of women who faced domestic attempted murder remained constant from 2019 to 2020, with 166 reported cases in both years. Against the category of domestic beating, trends have been the same in 2019 and 2020, with 579 cases reported in 2019 and 576 in 2020. Year wise comparison of the overall picture of domestic violence cases reported, including murder, attempted murder and domestic beating can be seen in Figure 7.8.

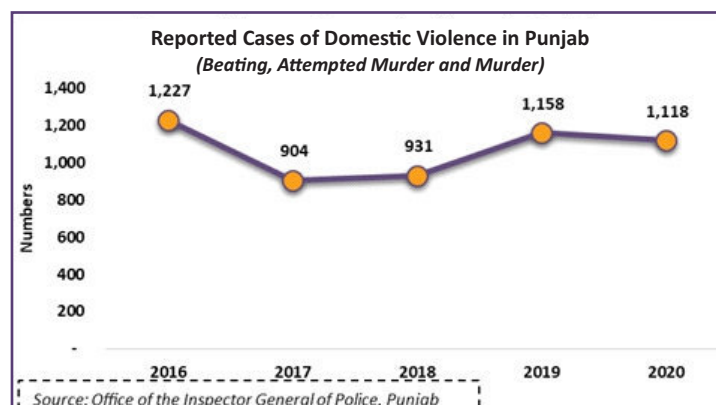


Figure 7.8

District level analysis of reported cases of domestic violence in 2020 is shown in Figure 7.9. In 2020, highest number of cases was reported in Lahore (345), while district Chakwal (5 cases) shows the lowest in the province. Comparatively, district Lahore had the highest number (251) of reported cases in 2017 also. Conversely, no cases of domestic violence were reported from districts Chakwal, Lodhran and Muzaffargarh in 2017.

821 (WHO Factsheet 2021)
822 (H. a. WHO 2020)

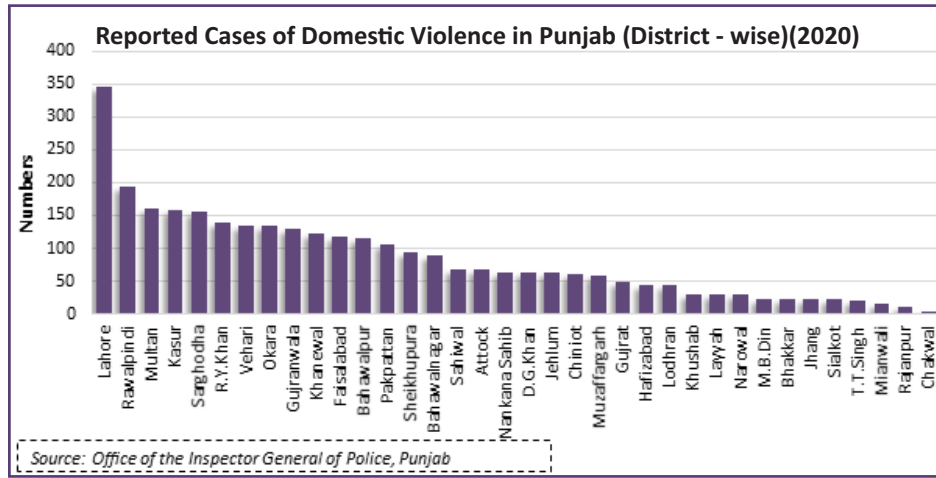


Figure 7.9

7.1.1.2 Sexual Violence against Women and Girls

Sexual violence against women is both, a serious public health concern and a grave human rights' violation, with short and long term consequences on women's physical, mental, and sexual and reproductive health.⁸²³ Sexual violence profoundly damages the physical, sexual, reproductive, emotion, and social well-being of individuals and families.⁸²⁴ Experts have linked sexual violence against women to immediate and long-term health outcomes such as internal injury, unwanted pregnancy, miscarriage, abortion, gynecological complications, sexually transmitted infections (including HIV/AIDS), post-traumatic stress disorder and depression.⁸²⁵ In addition, high-risk behaviors such as smoking, harmful use of alcohol and drugs and unsafe sex are significantly more frequent among victims of intimate partner and sexual violence.⁸²⁶

Sexual violence against women is reported against section 376 of the Pakistan Penal Code 1860. Categories of sexual violence maintained by the IGP include rape, gang rape, custodial rape and incest.

Overall, reporting of sexual violence fell by 0.8 percent, from 4090 cases in 2019 to 4056 cases in 2020. Within the larger category however, some subcategories fell and others rose from 2019 to 2020. Reported cases of rape alone fell from 3881 in 2019 to 3773 in 2020. However, reported cases under all other categories rose in this time period; gang rape cases rose from 190 to 219 from 2019 to 2020, custodial rape cases rose from 0 to 8 cases from 2019 to 2020, while reported cases of incest rose most drastically, from 19 cases in 2019 to 56 cases in 2020. Year wise comparison of cases of sexual violence is provided in Figure 7.10.

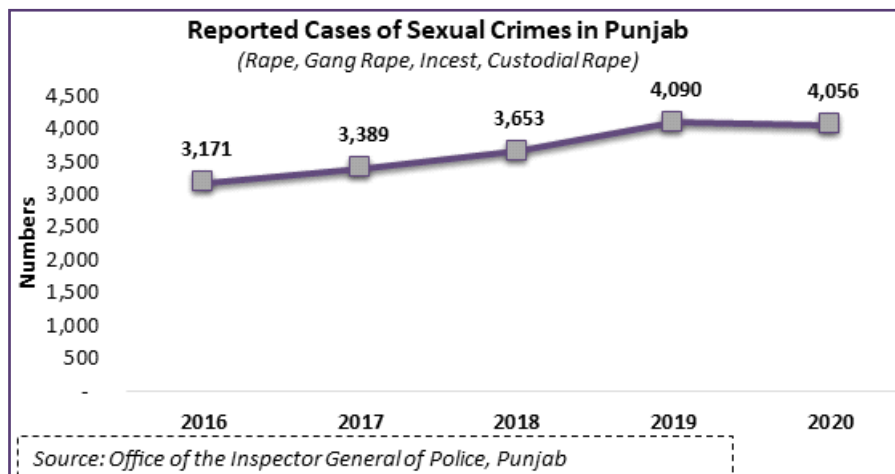


Figure 7.10

823 (WHO, Preventing Intimate Partner and Sexual Violence against Women 2010)
 824 (WHO, Sexual Violence n.d.)
 825 Ibid at 815
 826 (CDC 2008)

District wise trends from 2020 are depicted in Figure 7.11. District Lahore reports the highest number of cases (614), while Khushab reports the lowest (15 cases). For comparison, it is noteworthy that in 2017 district Muzaffargarh showed the highest overall registered cases (291) of sexual violence in Punjab, while Mianwali showed the lowest (12 cases).

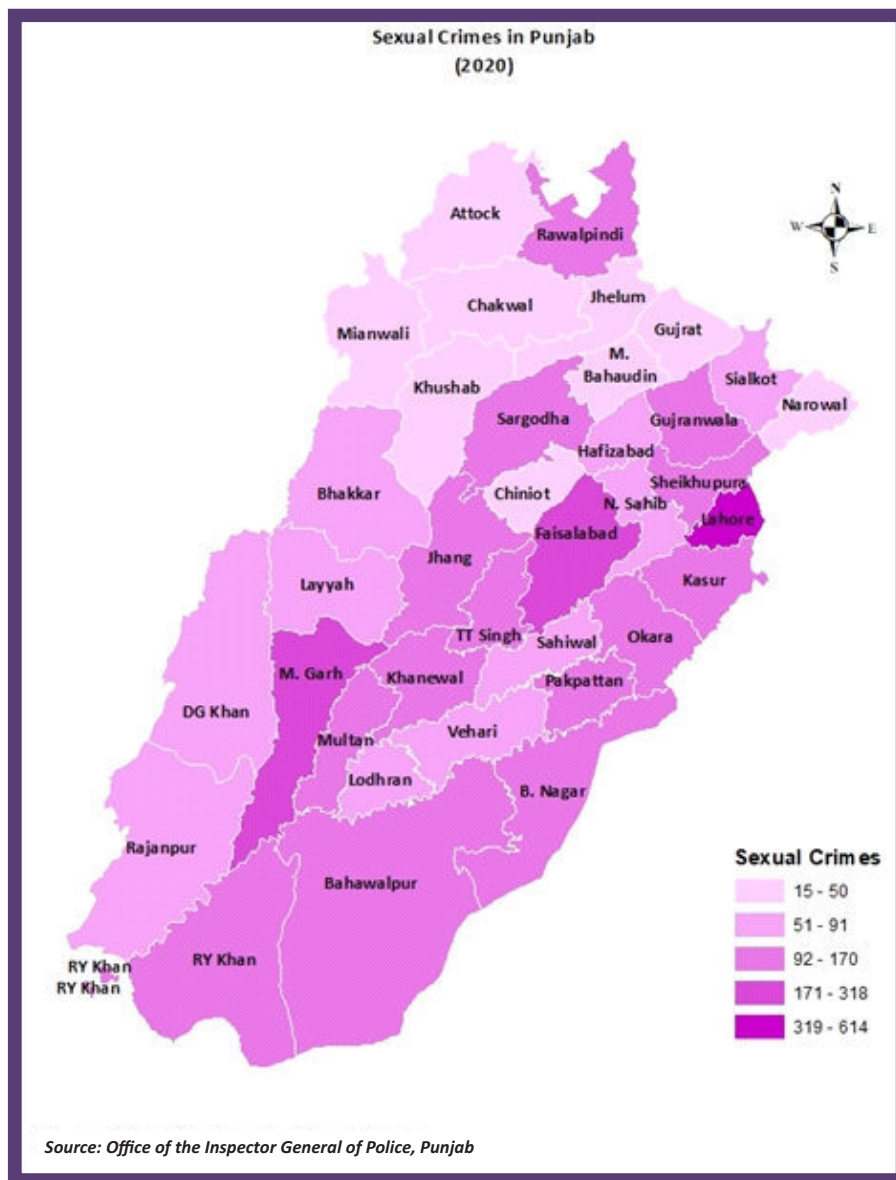


Figure 7.11

7.1.1.3 Honor Crimes

In a patriarchal society like Pakistan's where domestic violence is rampant, men frequently murder female relatives to punish behavior they deem unacceptable or immoral.⁸²⁷ In most reported cases, the harshest punishments on grounds of "honor" come from male-dominated jirgahs (tribal and village councils).⁸²⁸ Honor crimes, including murder, can be committed against men and women both, but are largely committed against women accused of sexual infidelity or indiscretion, where perpetrators seek to avenge dishonor brought upon the family.⁸²⁹ A mere allegation or suspicion of sexual misconduct can sometimes be enough to warrant an honor crime.⁸³⁰

827 (Saroop Ijaz 2017)
 828 Ibid.
 829 (Office 2020)
 830 Ibid.

In 2016, Amendments promulgated in the Pakistan Penal Code 1860 intended to strengthen the legal framework, hold perpetrators liable as per law, and ensure that no perpetrator goes unpunished. Amendments included increasing punishments to death or life imprisonment,⁸³¹ bringing honor crimes within the purview of *fasad fil arz* (a phrase used to emphasize the gravity and brutal nature of an offence which is considered outrageous to public conscience and a menace to society), and subjecting out of court settlements and compromises to the final verdict of the Judge. Honor crimes are registered under sections 302 accompanied with 311 of the PPC.

As per data provided for 2019 and 2020, the incidence of honor crimes continues with similar yearly trends compared to 2017 and 2018. In 2019, 197 cases of honor killings were reported to the IGP, while 237 were reported in 2020, depicting an increase of 20 percent in one year. This increase could be attributed to the COVID-19 pandemic, overall low rates of conviction and thus impunity, and high probability of compromise within families leading to fewer cases being prosecuted. Year wise reported cases of honor killings are provided in Figure 7.12.

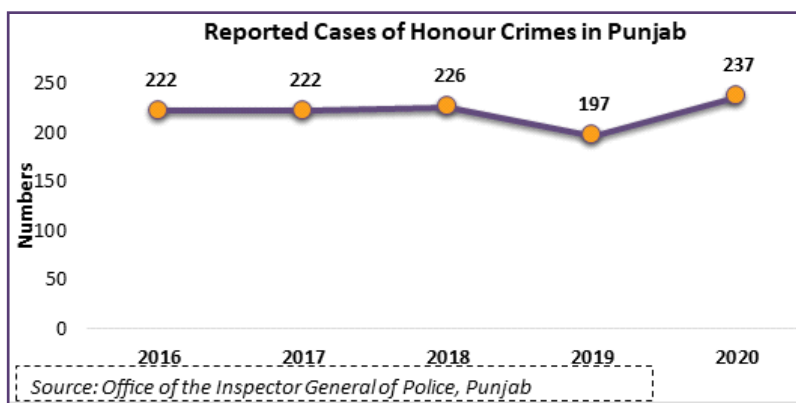


Figure 7.12

District wise data is depicted in Figure 7.13. In 2020, districts Faisalabad and Sargodha reported the highest number of cases (19 cases each), while D.G. Khan and Pakpattan (1 case each) reported the lowest in the province. It is noteworthy that no case of honor killing was reported from districts Bhakkar, Chakwal, Lodhran and Narowal.

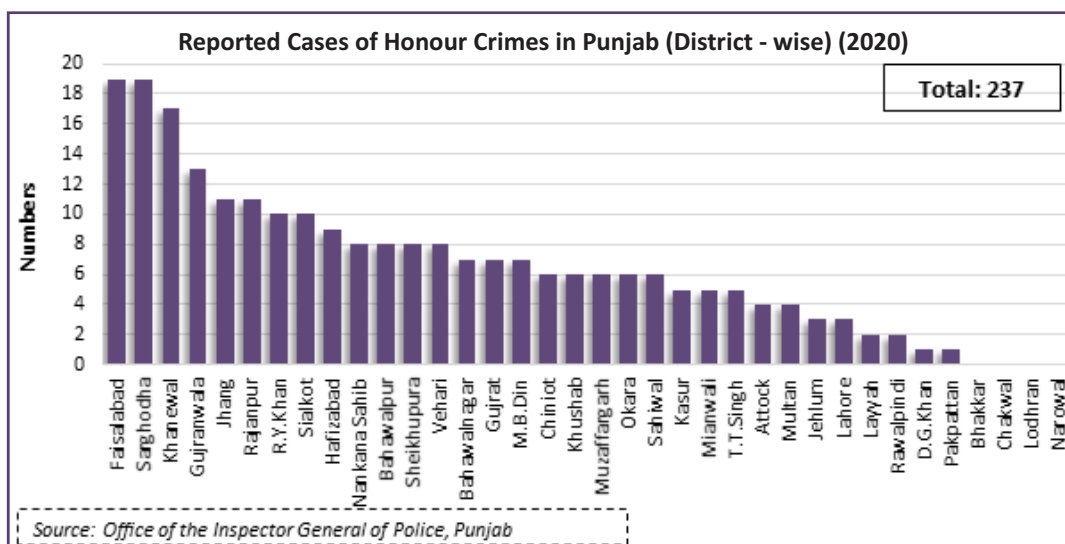


Figure 7.13

831 (Criminal Law (Amendment) (Offences in the name or pretext of Honor) 2016)

7.1.1.4 Acid Burning

Acid violence refers to the deliberate use of acid or other corrosive substance to attack another human being.⁸³² Victims of acid violence are usually women and children, targeted with an intention to maim, disfigure and/or blind; resultantly, victims are unable to perform everyday household tasks and childcare.⁸³³ Although acid violence rarely kills, it causes severe physical, psychological and social scarring, and victims are often without legal recourse, have limited access to medical or psychological assistance, and suffer from loss of earning.⁸³⁴

Year-wise analysis of reported cases of acid burning can be seen in Figure 7.14. According to data provided by the IGP, reported cases increased by 13.8 percent from 2017 to 2018. However, reported cases fell by 9.8 percent from 2018 to 2019.

Compared to previous years, 37 and 28 cases were reported in 2019 and 2020 respectively, depicting a fall of 24 percent in reported cases of acid burning in Punjab. This fall in reporting could be attributed to the overall decrease in reporting of various crimes due to the COVID-19 pandemic, closure of public transport and limited access to police stations.

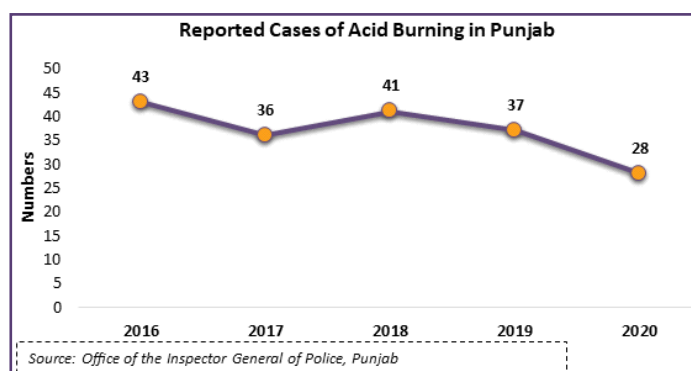


Figure 7.14

In 2020, district Faisalabad reported the highest number of cases (8) in 2020, while Rahim Yar Khan, Nankana, Gujranwala, Jhelum, Lahore, Layyah and Lodhran reported the lowest, 1 case per district. Conversely, in 2017 Lahore reported the highest (5) cases, while 1 case each was reported from districts Sheikhpura, Sialkot, Rawalpindi, Sargodha, Toba Tek Singh, Chiniot, Khanewal, Pakpattan, Muzaffargarh and Bahawalpur. District-wise trends are depicted through Figure 7.15.

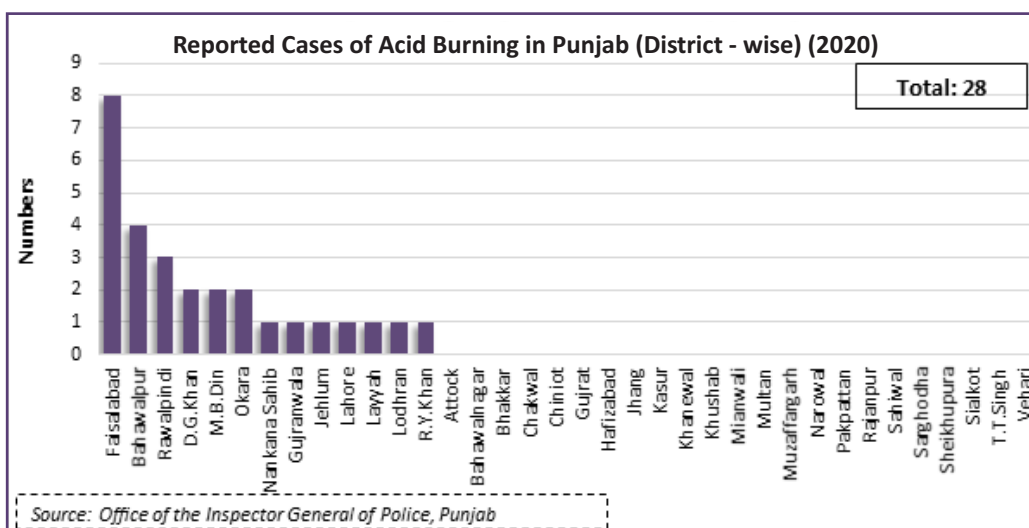


Figure 7.15

832 (Acid Survivors Trust International 2021)
 833 (Acid Survivors Foundation 2015)
 834 Ibid.

7.1.1.5 Kidnapping/Abduction

Offences of kidnapping in the Pakistan Penal Code 1860 include kidnapping from lawful guardianship or for a family dispute (section 363), kidnapping to compel a woman for marriage (section 365-B), and kidnapping with the criminal intent to have sexual intercourse with a woman (section 496-A). In 2019, 12,646 women were reportedly kidnapped in Punjab, as opposed to 12,433 in 2020, depicting a fall of 1.7 percent in reported cases. This decrease could be attributed to the COVID-19 pandemic and overall fall in reporting of violence against women. Year-wise trends in reported cases of kidnapping are provided in Figure 7.16.

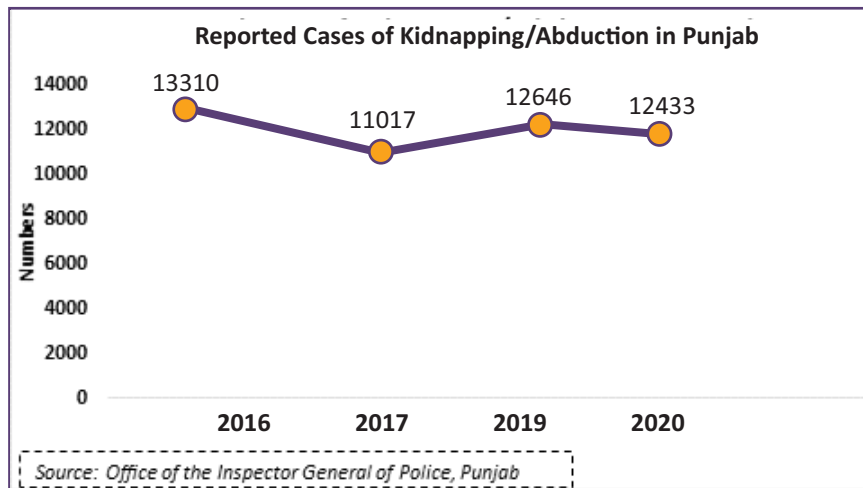


Figure 7.16

District Lahore reports the highest number (2,957) of cases in 2020, while Narowal reports the lowest (80 cases). In comparison with 2017, districts with highest and lowest reported cases of kidnapping remained the same as in 2020. Figure 7.17 depicts district-wise data for kidnapping in 2020.

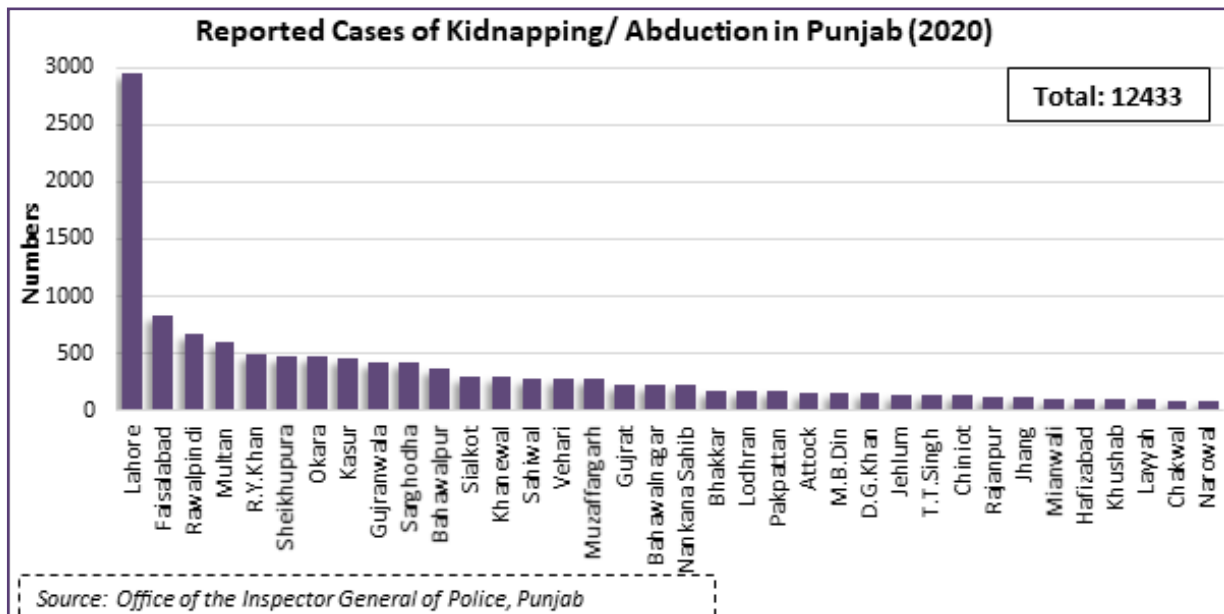


Figure 7.17

7.1.1.6 Assault

Assault is a major category of offences maintained by the Inspector General of Police, Punjab. Trends over the years reflect that cases of assault are more commonly registered under section 354 (assault or criminal force with intent to outrage a woman's modesty) than 354-A (assault or criminal force to strip a woman of her clothes), although both sections cover sexual assault.

4666 cases were reported in 2019 and 4925 in 2020, depicting a yearly increase of 5.6 percent from 2019 to 2020. Breaking this figure down further reveals that 4663 cases were filed under section 354 and only 3 under section 354-A in 2019. 2020 followed suit, with 4,924 cases registered under section 354 and only 1 case under section 354-A. This practice is due to the fact that section 354-A is a much more serious offence accompanied with severe penalties of life imprisonment or the death penalty and a fine. Section 354 on the other hand prescribes punishment of two years in prison and/or a fine and is thus an offence of comparatively less gravity.

Year-wise comparison of reported cases can be seen in Figure 7.18.

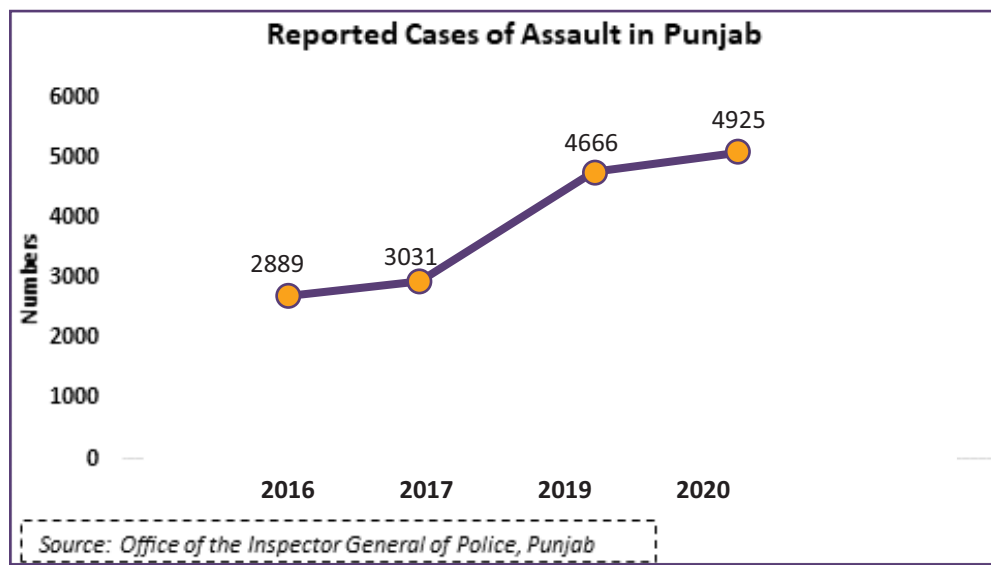


Figure 7.18

District wise analysis of reported cases of assault is provided in Figure 7.19. Districts Lahore (669) and Faisalabad (493) report the highest number of cases in 2020, while Chakwal (18) reports the lowest.

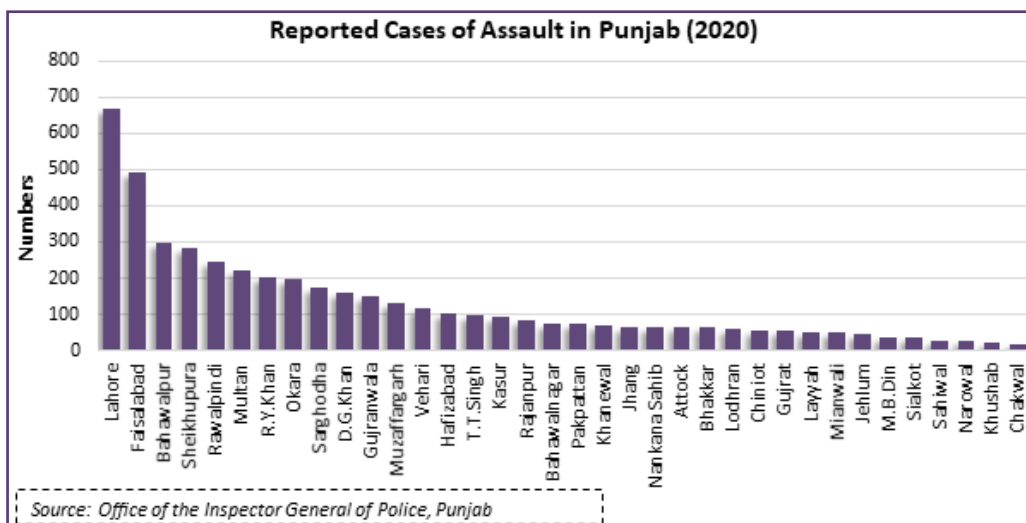


Figure 7.19

7.1.1.7 Complaints Received by Punjab Police Helpline (15)

Punjab Police, through the Punjab Safe Cities Authority (PSCA), operates a 24/7 helpline to aid citizens in reporting crimes by calling 15 from any cellular or other phone number. Complaints received by the helpline are used to accurately indicate crimes reported most and least frequently in Punjab. Data for calls received is maintained by the PSCA.

Compared with 28,923 calls received in 2017, Punjab Police Helpline received 103,506 calls in 2019, depicting an increase of 258 percent. Similarly, compared with 2019, 214,493 calls were received in 2020, depicting an increase of 107 percent from 2019.

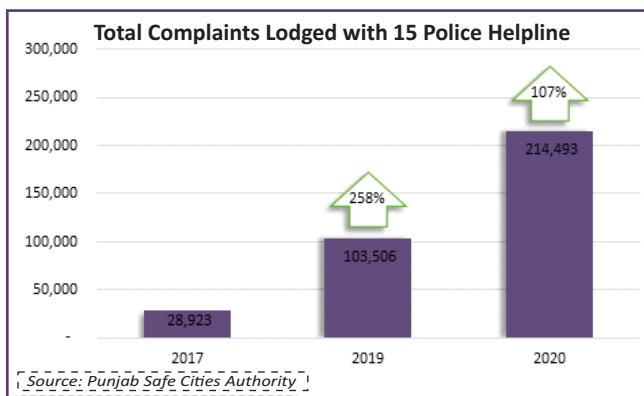


Figure 7.20

Yearly trends in calls received by Punjab Police Helpline can be seen in Figure 7.20. The substantial increase in calls received by the 15 police helpline from 2019 to 2020 is a manifestation of its efficacy and efficiency as a response mechanism. Furthermore, the fact that the helpline remained fully functional during the pandemic also speaks to its importance as an accessible, highly useful response mechanism for women in distress.

District-level data for calls received was not available with the PSCA. Data for type of complaints received and dealt with by Punjab Police Helpline in 2020 is provided in Figure 7.21.

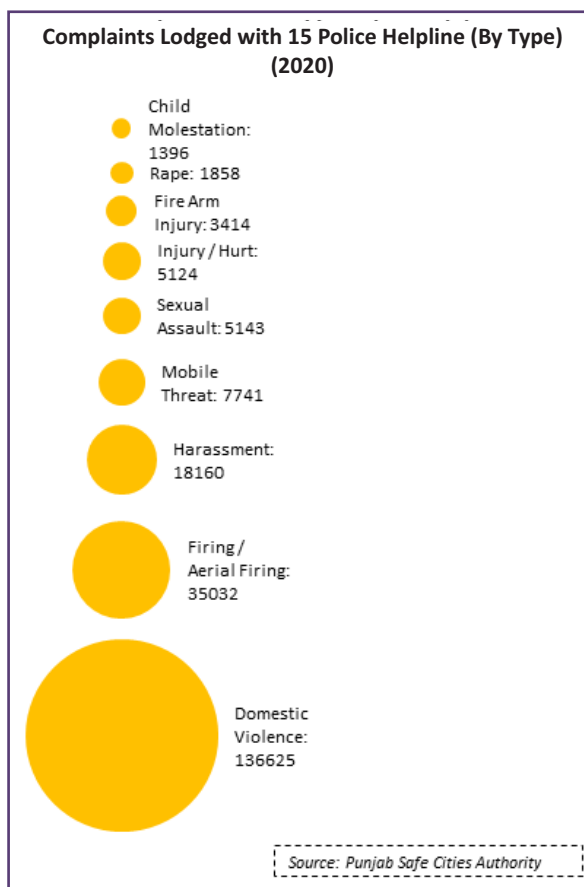


Figure 7.21

As depicted in Figure 7.21, the highest number of calls in 2020 was received for domestic violence (136,625 calls) while the lowest number of calls was received for child molestation (1,396 calls). Categories of calls received and maintained by the PSCA must be gender disaggregated according to callers and specify precise matters complained about so as to ensure adequate response by law enforcement and policing agencies.

7.1.1.8 PSCA Women Safety Mobile Application

In 2017, the Punjab Safe Cities Authority (PSCA) launched a "Women's Safety" mobile application for smart-phone users, available for iPhone and Android users across Punjab. This application, although separate from the Police helpline, aids reporting of crimes, including harassment at public places such as bus stops, and helps women plan safe journeys by recommending routes with maximum "safe areas" as opposed to areas where instances of harassment or other crimes have been reported. GPS-enabled smart phones can also be used to track users, so that first responders can immediately be present at a location where a crime has been reported. The application also connects users to a live chat with PSCA representatives, who can advise women on legal or crime-related issues, such as nearest police stations or nearest women police stations. Live chats have proved very useful in providing information regarding reporting of offences, getting legal information, and ensuring women's safety in public places.

Figure 7.22 depicts data received from the PSCA. The application has been installed by over 43,000 people and has a total of 15,463 active users in Punjab. Furthermore, 1233 users used the application to chat with a representative of the PSCA from 2018 to 2020. It is pertinent to mention, that district wise data, data regarding type of help sought by women callers, and type of offence reported by women through the application was not available for 2018, 2019 and 2020.

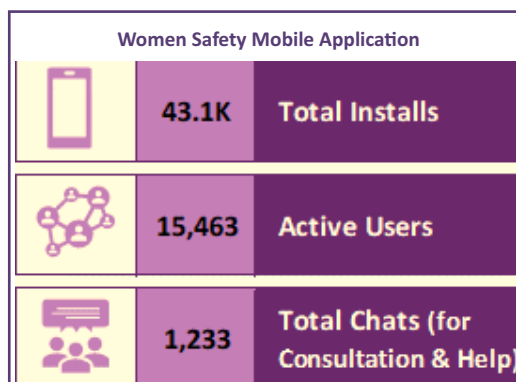


Figure 7.22

Analysis of data reveals that of users who have installed the application (43,100), only 35 percent are active users. Furthermore, data also shows that only 8 percent of active users have used the live chat for consultation and help. These trends depict the importance of the live chat function as a speedy information sharing and redress mechanism for survivors of VAW.

Since VAW exists in both overt and covert forms, it is challenging to assess the actual number of victims of violence. Difficulties in compiling accurate figures are further exacerbated by the fact that only a fraction of cases get reported to the police or through the media. Definitely, one can thus only conclude that the number of cases reported is increasing annually.⁸³⁵ This may be due to increased awareness regarding laws that criminalize VAW, availability of efficient redress for survivors, better institutional mechanisms, and social and economic empowerment of women and girls in Punjab.⁸³⁶

7.1.2 Outcomes of VAW Cases

Across criminal justice systems globally, convictions awarded to accused persons are a major indicator of judicial, law enforcement and prosecutorial performance. Public prosecutors are the 'gate keepers' of criminal justice, insofar as without them, prosecution of accused persons cannot take place.⁸³⁷

In Pakistan, however, successful prosecution of crimes committed against women is contingent on a number of factors, including inter alia prosecutorial success. Women's unwillingness to register cases and pursue lengthy trial is a major constraint.⁸³⁸ Female survivors of VAW who choose to report their cases struggle to seek justice in the country's convoluted and disjointed legal process.⁸³⁹ Delayed and incomplete collection of evidence,⁸⁴⁰ limited training of investigation officers,⁸⁴¹ budgetary constraints of law enforcement,⁸⁴² overburdened prosecution with a limited budget, resiling victims and witnesses,⁸⁴³ high incidence of out of court settlements,⁸⁴⁴ limited use of DNA evidence, improper collection and packaging of medical evidence⁸⁴⁵ and insensitive medical service providers, lawyers, prosecutors and other ancillary staff are some factors responsible for low conviction rates in cases of VAW. Culturally driven mistrust of the police also forces victims to sometimes drop charges, resulting in non-prosecution and impunity for perpetrators.⁸⁴⁶

835 (PCSW, Punjab Gender Parity Report 2018)

836 (Cornell Institute of Public Affairs 2019)

837 (UNODC, General issues. Public prosecutors as the 'gate keepers' of criminal justice n.d.)

838 (Imran Ahmad Sajid 2010)

839 (Office 2020)

840 Ibid.

841 Ibid at 836.

842 ((USIP) 2011)

843 (Ahsan 2018)

844 Ibid.

845 (Nouman Rasool 2020)

846 (WHO, Preventing Intimate Partner and Sexual Violence against Women 2010)

Over the last 5 years, convictions in cases involving female victims have remained low in Punjab. In 2017, courts across Punjab decided 7,219 cases concerning VAW. Of the cases decided, only 315 resulted in convictions, depicting a meager 4.4 percent of cases that resulted in convictions. On the contrary, 6,904 cases (95.6%) cases resulted in acquittals in 2017. Data from 2018 also shows similar trends; of the 5513 cases decided by courts across Punjab, 243 cases (4.4%) resulted in convictions while 5270 accused persons (95.6%) were acquitted.

In comparison, data from 2019 shows that a total of 5565 cases were decided, of which only 240 cases (4.3%) resulted in convictions and 5325 cases (95.7%) resulted in acquittals. Data from 2020 shows similar trends; of the 4105 cases decided, 223 cases (5.4%) resulted in convictions, while 3882 cases (94.6%) cases resulted in acquittals. As portrayed by Figure 7.23, only a meager 4 to 5 percent of cases resulted in convictions from 2018 to 2020. Trends in convictions and acquittals from 2018 to 2020 are depicted through Figure 7.23.

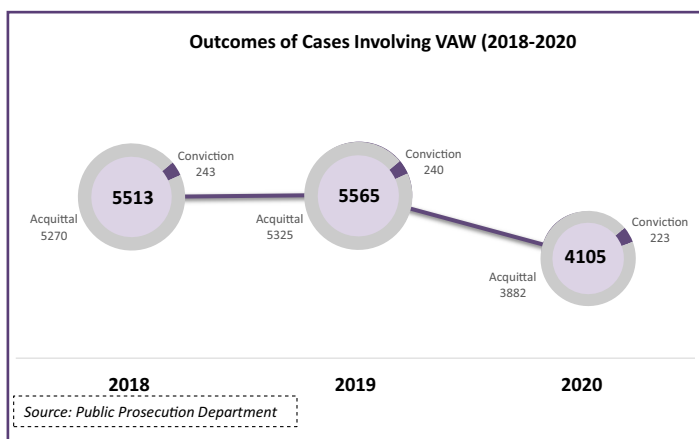


Figure 7.23

District-wise comparison of convictions from 2018 to 2020 is given in Figure 7.24. As depicted by the Figure, courts in Lahore awarded the highest number of convictions (65), followed by Multan (60) and Sahiwal (45). Conversely, courts in districts Narowal (3), Gujrat (5) and Attock, Chakwal and Sheikhupura (7 convictions each) awarded the least number of convictions to offenders.

It is noteworthy that in 2020, courts across Punjab decided 25 percent fewer cases than in 2019, due to the COVID-19 pandemic, partial closure of courts and prioritization of urgent cases.

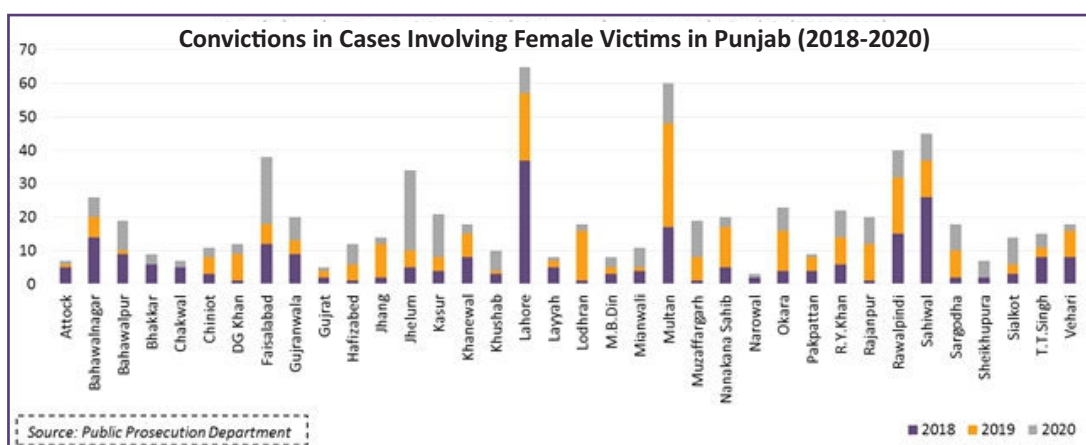


Figure 7.24

Analysis of crimes for which the highest and lowest numbers of convictions and acquittals were awarded in cases of rape (section 376 of the PPC). Under section 376, 96 accused persons were convicted and 2511 acquitted in 2019. In 2020, 102 persons accused of rape were convicted, and 1777 stood acquitted by courts across Punjab.

7.2 Prisons

The UN Rules for the Treatment of Women Prisoners and Non-custodial Measures for Women Offenders, or the "Bangkok Rules," adopted by consensus of all Member States at the UN General Assembly in December 2010, recognize the need to implement global standards for treatment of women offenders and prisoners.⁸⁴⁷ The Bangkok Rules do not replace, but rather complement as appropriate, the Mandela Rules and the United Nations Standard Minimum Rules for Non-custodial Measures

(the Tokyo Rules) in connection with the treatment of women prisoners and alternatives to imprisonment for women offenders. Since signing of the Bangkok Rules in 2010, UN agencies, regional alliances and national bodies have undertaken research and analysis into the situation of women in prisons to attain a better understanding of reform required. Figure 7.25 highlights salient features of the Bangkok Rules.

non-discrimination	admission, registration, and allocation of women prisoners	hygiene and health care	safety and security	contact with the outside world	institutional personnel and training standards	special categories of women prisoners, including juveniles
Rule 1	Rule 2-4	Rule 5-18	Rule 19-25	Rule 26-28	Rule 29-35	Rule 36-39
Rule 40-47	Rule 48-52	Rule 53	Rule 54-55	Rule 56	Rule 57-66	Rule 67-70
classification, prison regime, social relations, and aftercare for women prisoners	pregnant women, breastfeeding mothers, and mothers with children in prison	foreign nationals	minorities and indigenous peoples	prisoners under arrest or awaiting trial	non-custodial measures for women offenders	research, planning, evaluation, and public awareness-raising

Figure 7.25

Unfortunately, and with a few exceptions, these promising developments have not yet translated into significant, long-term practical improvements for women in prison. More than 10 million women and girls are held in penitentiaries around the world.⁸⁴⁸ As of 2017, women comprise 6.9 percent of the global prison population.⁸⁴⁹ While the global prison population grew by approximately 20 percent from 2000 to 2015,⁸⁵⁰ numbers of imprisoned women and girls grew by 52 percent from 2000 to 2017.⁸⁵¹ It is estimated that more than 30 percent of women prisoners are presumed innocent and awaiting trial, while the rest have either been sentenced or convicted.⁸⁵² Worldwide, most women prisoners are from marginalized poor backgrounds.⁸⁵³ A change in the composition of the prison population has highlighted shortcomings in almost all prison systems⁸⁵⁴ in meeting the gender-specific needs of women prisoners.⁸⁵⁵ Even though the global female prison population has nearly doubled in the last twenty years, justice systems and institutions remain largely designed for a homogenous male population.⁸⁵⁶ Women remain at high risk of physical

and sexual abuse and compromised access to healthcare services.⁸⁵⁷ Studies also indicate that women are majorly incarcerated for minor offences or drug-related offences but still make up a sizeable proportion of the total prison population.⁸⁵⁸ A 2019 publication on places of deprivation

As of 2017, women comprise 6.9 percent of the global prison population"
World Female Imprisonment List 2017
 Of the 1,121 in prisons across Pakistan, 66 percent had not been convicted of any offense and were detained while awaiting conclusion of their trial.
Human Rights Watch, 2020

of liberty and gender reiterates that, where places of deprivation of liberty have made provisions for women and girls, these continue to be applied within a male-oriented framework and do not integrate a gender perspective.⁸⁵⁹ Foreign nationals continue to represent a large proportion of women in prison in many countries.⁸⁶⁰

847 (P. a. Justice 2020)
 848 (P. R. International 2019)
 849 (Research 2017)
 850 (UNWomen, UNDP, UNODC and OHCHR 2018)
 851 (P. R. International 2019)
 852 *ibid.*
 853 *ibid.* at 851.
 854 (USDOJ 2009)
 855 (UNODC, Training Curriculum on Women and Imprisonment 2015)
 856 *ibid.*
 857 (P. R. International 2008)
 858 *ibid.*
 859 (DCAF 2019)
 860 (P. a. Justice 2020)

The Federal Ministry of Human Rights reports that as of August 2020, Pakistan's prison laws, with the exception of Prison Rules in Sindh, did not meet international standards including the Bangkok Rules, and that officials have often ignored legal provisions to protect women prisoners.⁸⁶¹ According to data released by the Ministry of Human Rights, in 2019, approximately 77,000 inmates were incarcerated in 96 prisons across the country, with a cumulative capacity of 56,634 prisoners, thus bringing forth overcrowding as a major problem in prisons across the country.⁸⁶² As of January 2020, in Pakistan almost 2,400 prisoners suffer from chronic contagious diseases such as hepatitis, HIV, and

"Release women prisoners who were incarcerated for minor crimes to reduce prison congestion and limit the spread of COVID-19"

Prime Minister of Pakistan (2020)

provided assistance by the government in contacting their legal adviser. In a 2011 study conducted by the UNODC on 9 female prisons across the country, it was found that most prisons did not provide beds or mattresses to prisoners and required them to either sleep on the floor or arrange mattresses themselves. The number of washrooms available ranged from 3 to 4 prisoners per washroom to 60 prisoners per washroom, depending on the size of the prison facility. In the same UNODC study, it was found that only 3 out of 9 prisons had female doctors while the rest had male doctors, which suggests that female prisoners are forced to visit male doctors and discuss personal matters, often related to pregnancy or invasive procedures, with them.

According to the Ministry of Human Rights, as of January 2020 at least 195 children were housed in prisons, including those who were incarcerated along with their mothers.⁸⁶⁸ A critical lack of funding for the prison healthcare system predisposes these children to immense risk of contracting infections.

219

tuberculosis, 2100 prisoners suffer from physical ailments, and approximately 600 prisoners suffer from mental diseases. A lack of adequate medical facilities and healthcare workers for prisoners has exacerbated the situation and left half of the positions for prison medical staff unfilled. Acute shortages of medical equipment and ambulances have also been reported.

Of the 1,121 women in prisons across Pakistan, 66 percent had not been convicted of any offense and were detained while awaiting conclusion of their trial.⁸⁶³ More than 300 women were detained in facilities outside the districts where they lived, making family visits nearly impossible.⁸⁶⁴ Women prisoners included 46 women over the age of 60 and 10 girls under the age of 18. Furthermore, only 24 female health workers were available to provide full-time care to women and girls in prisons across the country, depicting that 1 female health worker is available for 46 female inmates. Studies have also shown that female inmates on death row are often from low socio-economic backgrounds are unable to pay for legal representation and remain without access to legal aid.⁸⁶⁵ Amid the COVID-19 pandemic, the Report also found that prison staff routinely failed to put social distancing measures in place or require prisoners and staff to wear masks.⁸⁶⁶

Moreover, given that legal literacy of female prisoners is as low as 68 percent, they are unable to access legal services and understand their rights.⁸⁶⁷ According to the Prison Rules, under-trial illiterate prisoners should be

In January 2020, the Honorable Islamabad High Court ordered constitution of a Commission in *Khadim Hussain vs. Federation of Pakistan W.P. No. 4037 of 2019*, to conduct research into the state of prisons across the country.⁸⁶⁹ Specifically, the Commission was constituted to investigate human rights violations in prisons across Pakistan, failure of Executive authorities and respective Governments to fulfill obligations and enforce the Prison Rules and the Code of Criminal Procedure, 1898 relating to prisoners who suffer from illness and diseases, review Prison Rules and other relevant laws in line with Pakistan's Constitution, International Treatise and Conventions and to propose solutions to tackle human rights violations in prisons. Following publication of the Commission's Report, the Prime Minister ordered relevant officials to release women prisoners who were incarcerated for minor crimes to reduce prison congestion and limit the spread of COVID-19. The Prime Minister also asked for "*immediate reports on foreign women prisoners and women on death row for humanitarian consideration*" and possible release. The Committee also recommended reducing the proportion of prisoners held in pretrial detention, allowing women to be detained close to their homes to facilitate family visits, and reducing the number of women and girls in prison by developing alternative sentencing options and non-custodial measures for women and girls. Measures to train prison staff, allocate more resources to prisons,

861 (MoHR 2020)

862 Ibid.

863 (Watch 2020)

864 Ibid.

865 (Cornell Center on Death Penalty Worldwide 2018)

866 Ibid at 861.

867 (Meer July 2020)

868 (MoHR 2020)

869 Ibid

address mental health needs of women prisoners, and development of post-release programs to aid reintegration of women and girls in society, were also recommended.

7.2.1 Prisons in Punjab

According to data provided by the IG Prisons Punjab, as of January 2020 there are 41 central and district-level prisons in Punjab. As per the Ministry of Human Rights, these 41 prisons have a total capacity of 32,477 inmates. Data from the MoHR Report shows that prisons are overpopulated, with occupancy at 45,324 prisoners compared to a capacity of 32,477 inmates.⁸⁷⁰ As per the same Report, the Ministry of Human Rights reported that prisons across Punjab conducted TB DOT programs and screening and dengue eradication programs. Furthermore, 21 jails had instated adult literacy programs and vocational courses.

7.2.2 Prison Population

Data provided by IG Prisons Punjab shows that a total of 52,039 inmates were incarcerated in Punjab in 2018, while 46,233 were imprisoned in 2019, depicting a decrease of 11 percent in prison population from 2018 to 2019. Of the total population in 2019, 45,499 (98%) are men and 734 (2%) women, with a GPI of 0.016. Year-wise analysis of prison population in Punjab is provided in Figure 7.26.

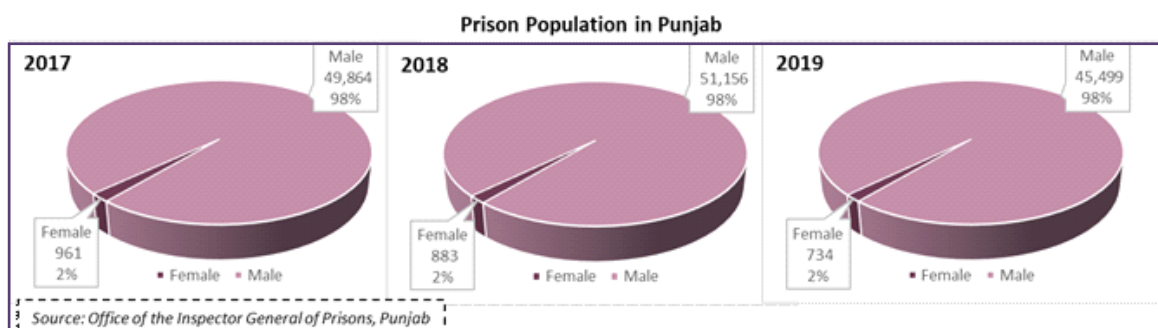


Figure 7.26

Data provided by the IG Prisons, Punjab is sorted into three categories; prisoners under trial, convicted and condemned.⁸⁷¹ As of January 2020, a total of 25,448 prisoners are under trial in Punjab, while 17,587 are convicted and 3,198 condemned. Detailed analysis reveals a fall in prisoners overall from 2017 to 2019, even though proportions of men and women incarcerated have remained constant.

Figure 7.27 represents year-wise trends among the prison population in Punjab. Prisoners under trial in 2017 included 29,056 (98%) men and 590 (2%) women, while those under trial in 2019 included 25,011 (98%) men and 437 (2%) women, depicting a constant GPI over two years.

Prisoners condemned in 2017 included 4,093 (99%) men and 33 (1%) women, while data from 2019 shows 3175 (99%) men and 23 (1%) women, also showing a constant GPI over two years.

Prisoners convicted in 2017 include 16,099 (98%) men and 338 (2%) women, while that from 2019 shows 17,313 (98%) men and 274 (2%) women, with a constant GPI over two years.

870 (MoHR 2020)

871 "Condemned" prisoners depicts the number of prisoners awaiting the death penalty.

The predominance of under-trial inmates stems from a number of fundamental flaws in the criminal justice system.⁸⁷² These include the failure of the police to complete investigations within the prescribed time period, restrictive application of bail laws, frequent adjournment of hearings, understaffed and underutilized parole and probation departments and a dearth of free legal representation.

7.2.3 Women in Punjab Prisons

Data obtained from the IG Prisons reveals that as of January 2020, 734 women were incarcerated in Punjab, compared to 961 women in 2017. It is pertinent to note that the number of incarcerated women (734) is less than the total authorized accommodation of women prisoners in Punjab jails (981). This trend is the opposite of that for male prisoners; male prisoners have exceeded capacity of prisons, while female prisoners are less than prison capacity.

The highest number of women was imprisoned in Central Jail Rawalpindi (146 inmates), followed by Central Jail Lahore (126 inmates) and District Jail Faisalabad (87 inmates). Lowest numbers of incarcerated women were reported in District Jail Bhakkar (1), District Jail Layyah (1) and District Jail Attock (3). It is pertinent to note that only 1 jail in Punjab, located in Multan, is only for women prisoners. Figure 7.28 shows the female prisoner population in prisons that house women in Punjab.

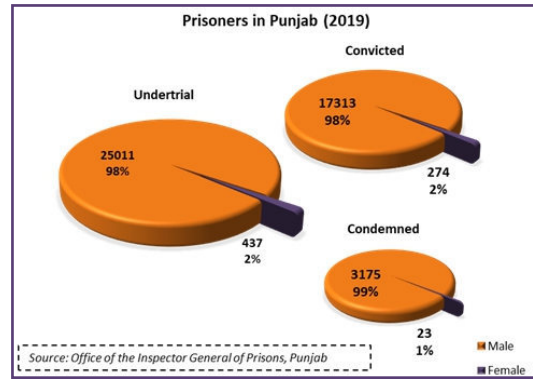


Figure 7.27

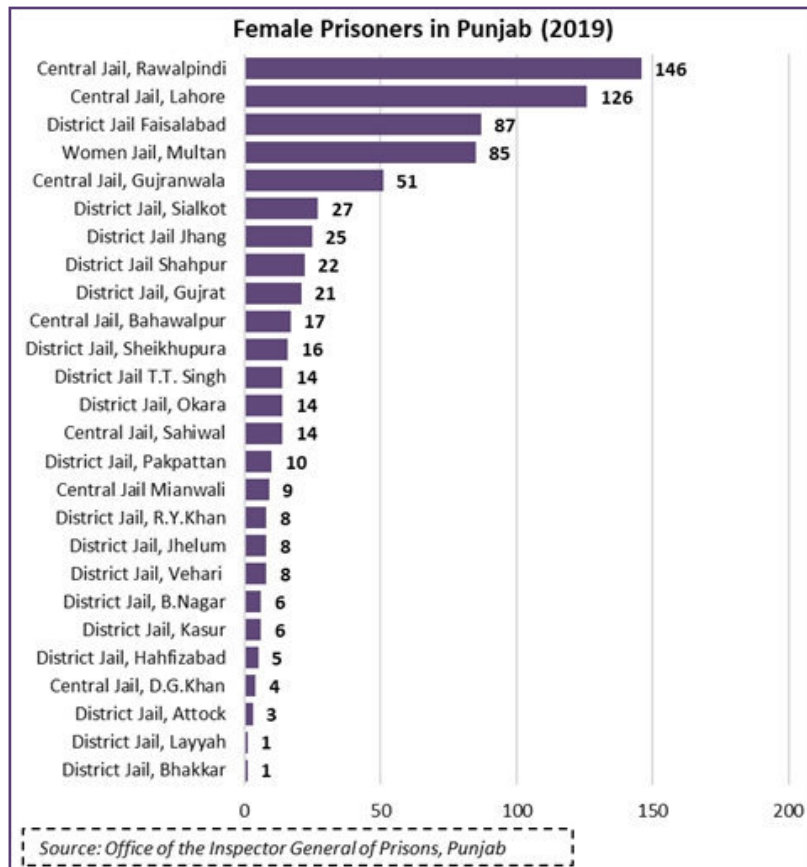


Figure 7.28

872 (LHRLA n.d.)

7.2.3.1 Women with Children in Punjab Prisons

102 of 734 (14%) women were accompanied by their children in 2019. In contrast, 97 (10%) women prisoners were accompanied by their children in 2017, depicting an increase of 5 percent from 2017 to 2019.

The largest numbers of women reside with their children at District Jail Faisalabad, a total of 17 women with children, followed by Rawalpindi (15 women) and Lahore (10 women). Conversely, only 1 woman with children resides at District Jail Rahim Yar Khan, the lowest in Punjab. Women prisoners who resided with their children in Punjab Prisons in 2019 are depicted in Figure 7.29.

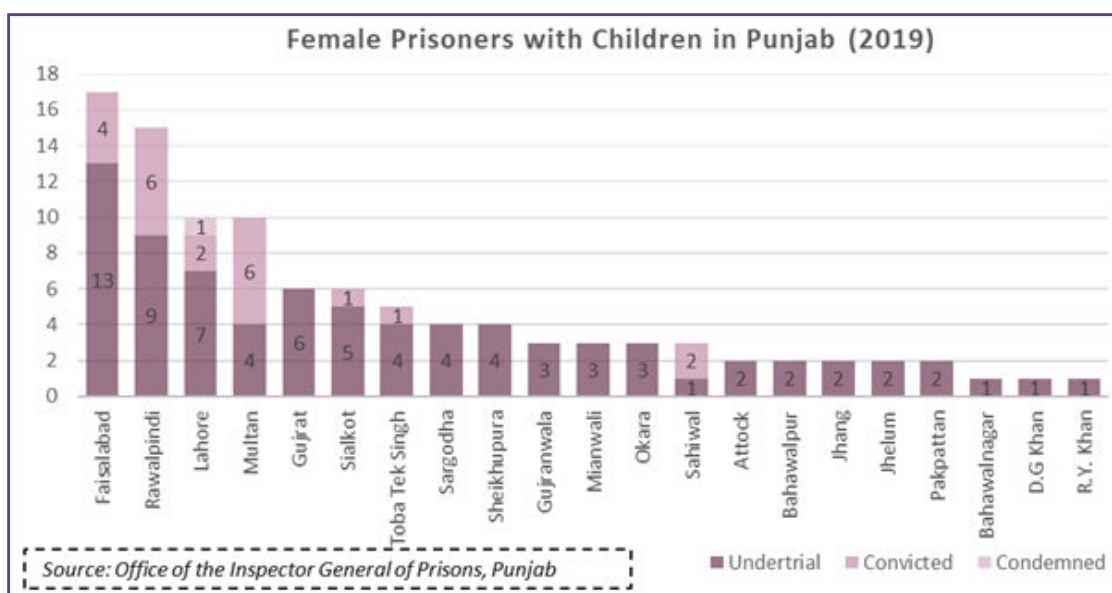


Figure 7.29

In 2019, a total of 150 children (73 boys and 77 girls) resided in 22 prisons with their mothers; this number has risen 23 percent from 122 children in 2017. The largest number of children reside at Central Jail Rawalpindi (46 children), followed by District Jail Faisalabad (20 children) and Women Jail Multan (14 children). Lowest numbers of children reside at Central Jail D.G. Khan, District Jail R.Y. Khan and District Jail Bahawalnagar (1 each).

Comparisons with data from 2017 shows that Central Jail Rawalpindi (18 children) continues to have the highest number of children residing with their mothers. This could be due to the fact that the Central Jail Rawalpindi also has the largest concentration of female prisoners.

7.2.3.1.1 Education of Children in Prison

Education is provided to all children who are aged 6 years and below. Children above the age of 6 years are provided education at the nearest SOS Village. Central Jail Rawalpindi provides education up to primary level in cooperation with Women Aid Trust and Khubaib Foundation, non-governmental organizations based in Islamabad. It is noteworthy that recreational areas for children in Central Jail Rawalpindi include televisions and computers.

7.2.3.2 Incarceration of Women by Crime

In 2019, data for prisoners reveals that 235 women (32%) incarcerated were drug peddlers and 5 women (0.7%) were drug addicts. This is in contrast to higher numbers of women drug peddlers and addicts in 2018; data from 2018 reveals that 284 women (30%) incarcerated were drug peddlers and 4 (0.4%) were drug addicts.

Additionally, a large number of women prisoners (270) were incarcerated for murder (section 302) in 2019. This

number fell by 21 percent from 341 women incarcerated for murder in 2018. Drug related offences were the second most common crime for which women were incarcerated in 2018 and 2019; 326 women in 2018 and 242 women in 2019.

Crimes for which the least number of women were incarcerated in 2018 include death by negligence (1 woman) and wrongful restraint or confinement of a person (1 woman). In 2019, 1 woman each was incarcerated for abortion,⁸⁷³ exposure of child/concealment of birth of child (sections 327, 328 and 329 of the PPC), and unlawful emigration (under the Emigration Ordinance 1979 and the Foreigners Act, 1948).

7.2.4 Facilities for Women Prisoners in Punjab

Across Punjab, there is one women-only prison in Multan; in all other districts special separate portions/blocks within District or Central Jails are set aside for female prisoners, who are shifted to these portions after conviction. Female blocks are monitored by female wardens and no male staff is allowed entry. In all prisons, women prisoners are facilitated with an iron cot and washrooms.

7.2.4.1 Healthcare of Women Prisoners

Detail on health conditions and special needs of women prisoners is provided in Table 7.2.

Table 7.2

Special Needs/Conditions (2019)	Number of Female Prisoners	Number as a % of Total Female Prisoners (734)
Pregnancy	16	2.2%
Sexual Abuse	0	0
Mental Illness	6	0.8%
Disability	2	0.2%
Hepatitis	14	2%
HIV	0	0
TB	3	0.4%
Other Illness	28	4%

As evident from data received, female prisoners generally maintained good health in 2019. Only 4 percent had (unspecified) illnesses, 2 percent had Hepatitis and 2.2 percent were pregnant. Women in Punjab Prisons are provided healthcare checkups as and when required. Punjab Prisons Department has set up a Jail Hospital especially for female prisoners at Central Jail, Lahore, with provision for female medical staff, specialists and consultants, and medical emergencies. There are a total of 19 junior Psychologists (BS-16) and 19 Psychologists (BS-17) posted at different jails in the province. In a positive development, IG Prisons has also reaffirmed provision of special diet for prisoners in ill-health, including pregnancy and lactating mothers. Formula is also provided to suckling babies, in accordance with Rule 489 of the Pakistan Prison Rules 1978.

As per information provided by IG Prisons, no female prisoner tested positive for COVID-19 as of August 2020. Special measures taken for good health and prevention of infectious disease transmission among women include establishment of quarantine cells, distribution of masks, gloves and hand sanitizers among women incarcerated, awareness raising regarding COVID-19 through IEC materials, seminars and frequent awareness sessions conducted by Psychologists and Women Medical Officers at jails.

7.2.4.2 Technical and Vocational Trainings

With an aim to reintegrate prisoners into society upon their release, Punjab Prisons Department collaborates with TEVTA to provide imprisoned women with training courses on domestic tailoring, beauty, hand embroidery, machine embroidery and fashion design.

7.2.4.3 Legal Aid

Legal Aid is provided to inmates through District Bar Associations. As a practice, President and Secretary of District

⁸⁷³ *Isqat-i-Hamal* with consent/without consent (sections 338 A to C of the Pakistan Penal Code 1860)

Bar Associations accompany District and Sessions Judges during fortnightly inspection visits to prisons and jails in the province. Jail or Prison Superintendents submit lists of those who require legal aid, which is accordingly arranged for. It is also pertinent to mention that the Criminal Justice Committee also makes necessary provision of pro bono legal services to destitute prisoners, through non-governmental organizations such as WAT, AGHS, SPARC and REHAI.

7.3 Access to Justice

Access to justice comprises the elements needed to enable citizens to seek redress for their grievances and to demand that their rights are upheld.⁸⁷⁴ These elements include a legal framework which grants comprehensive and equal rights to all citizens; widespread legal awareness and literacy among the population; availability of affordable and quality legal advice and representation;⁸⁷⁵ availability of dispute resolution mechanisms that are accessible, affordable, timely, effective, efficient, impartial, free of corruption, trusted by citizens and that apply rules and processes in line with international human rights standards;⁸⁷⁶ and the availability of efficient and impartial mechanisms for the enforcement of judicial decisions.⁸⁷⁷ In essence, delivery of justice must be impartial and nondiscriminatory.⁸⁷⁸ Legal empowerment is another crucial component of access to justice. Empowerment can only truly be achieved when masses are fully aware of their rights and processes to claim their rights, while also being able to access legal services to protect their interests according to the law.⁸⁷⁹

Goal 16 of the post 2015 sustainable development agenda commits States to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.⁸⁸⁰ Goal 5 also includes targets addressing aspects of gender equality and girls' and women's empowerment clearly linked to access to justice.⁸⁸¹

In an attempt to improve women's access to justice globally, in 2015 the CEDAW Committee's General Recommendation No. 33 identified essential components of access to justice; unhindered ability of women to access justice and to claim their rights; existence of bodies to adjudicate disputes; secure, affordable, physically accessible

Targets against SDG 5 and 16
5.A Undertake reforms to give women equal rights to economic resources, property, financial services, inheritance and natural resources
5.C Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels
16.3 Promote the rule of law at the national and international levels and ensure equal access to justice for all
16.5 Substantially reduce corruption and bribery in all their forms
16.6 Develop effective, accountable and transparent institutions at all levels
16.9 Provide legal identity for all, including birth registration
16.10 Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements
16.A Strengthen relevant national institutions, including through international cooperation, for building capacity at all levels, in particular in developing countries, to prevent violence and combat terrorism and crime
16.B Promote and enforce non-discriminatory laws and policies for sustainable development

874 (Marchiori 2015)

875 (UNODC 2013)

876 (UN 2012)

877 (US Institute of Peace n.d.)

878 Ibid.

879 (Martínez-Solimán 2018)

880 (Global Change Data Lab 2018)

881 Ibid

and adaptable justice systems; viable and meaningful remedies; and accountable justice systems.⁸⁸²

In Pakistan, women face unique, distinct injustices within the criminal justice system. Women's first point of entry or access to the system is the police, although experts have long maintained that the first point of access should instead be a healthcare professional.⁸⁸³ Apathetic attitudes and corrupt practices of the police, coupled with lengthy trials often result in women being revictimized; this time without due process of law.⁸⁸⁴ Even though a

Out of Court settlements and financial compromises are frequently entered into, including for non-compoundable sexual offences such as rape.

handful of women police stations exist in Pakistan, these stations lack autonomy to function separate from main police stations. Medico-legal examinations are not always conducted for victims of sexual violence, and cases processed with medico-legal evidence invariably take much longer to adjudicate due to delays in DNA report generation.⁸⁸⁵

Research on legal and judicial processes has revealed biases in the treatment of women in courts as witnesses, accused, lawyers, in selection as judges and the procedures used in courts.⁸⁸⁶ Trials are commonly held in open crowded courts; Judges often perceive survivors as immoral and blameworthy. Minors are not routinely awarded special care; shielded during the identification process or given in-camera trials as a matter of routine.⁸⁸⁷ Out of Court settlements and financial compromises are frequently entered into, including for non-compoundable sexual offences such as rape.⁸⁸⁸ Although all 36 districts in Punjab have at least 1 shelter home for women, travel distance and limited mobility results in women starved for residential options if they choose to leave abusive homes. Furthermore, there exists no long-term rehabilitation or reintegration plan by the Government for women victims of violence.⁸⁸⁹

In response to Pakistan's 5th periodic report for CEDAW, the CEDAW Committee highlighted the need for judicial, law enforcement and other stakeholders to be periodically and consistently trained in matters of GBV and gender sensitive dealing with survivors, encouraged establishment of shelter homes, helplines and crisis centers, and recommended establishment of more GBV Courts, rehabilitation services including psycho-social counselling, and legal aid mechanisms.⁸⁹⁰ A positive development for women's access to justice is the recent de-notification and illegal status granted to the "two-finger test". In a landmark decision by the Lahore High Court, the virginity test was declared illegal for victims of sexual violence. While this test had been proven useless for forensic analysis and evidence required for rape, it was still practiced in Pakistan until declared invasive, lacking forensic value and a violation of women's human rights in early 2020.⁸⁹¹ Furthermore, addition of more women in Punjab Police; more female prosecutors in the Punjab Public Prosecution Service; periodic and regularly revised gender sensitive training curricula for Judges and Prosecutors; construction of new Violence against Women Centers in Punjab; plans to inaugurate GBV Courts at district level; and active helplines for women's legal aid and information are some positive developments for women's access to justice in Punjab. Loopholes in implementation of these valuable measures must, however be addressed immediately so as to ensure that justice is dispensed across the province.

The Lahore High Court declared the two-finger virginity test illegal, lacking forensic value and a violation of human rights of victims of sexual violence in 2020

7.3.1 Police Stations

For most instances of violence against women, the first point of contact for women who wish to report crimes is the police. Police stations are thus important institutions in the process of reporting, investigating and eventually solving crimes and ensuring access to justice for citizens.

In 2018, there were 715 police stations across the province. In comparison, data received for 2019 reports 714 police stations while data for 2020 reveals 720 police stations in Punjab. Year-wise comparison of police stations is

882 (Committee, CEDAW/C/GC/33 2015)

883 (Aurat Foundation 2012)

884 (Rehman 2014)

885 (Shirkat Gah 2019)

886 Ibid.

887 (Social Policy and Development Center 2012)

888 (Women Development Department 2020)

889 (USAID 2017)

890 (CEDAW Committee 2020)

891 (M. I. Khan n.d.)

provided in Figure 7.30.

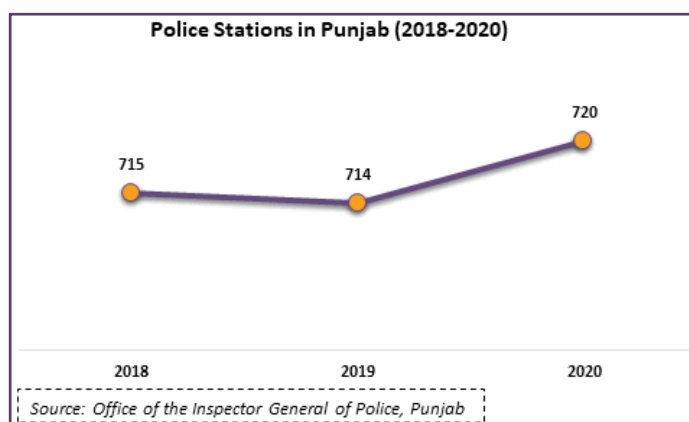


Figure 7.30

District-wise break down of police stations in Punjab is provided in Figure 7.31. The largest number of police stations have been set up in district Lahore (84), followed by districts Faisalabad (42) and Multan (32). Lowest numbers of police stations in Punjab are in districts Chiniot (9), Khushab (9) and Layyah (8).

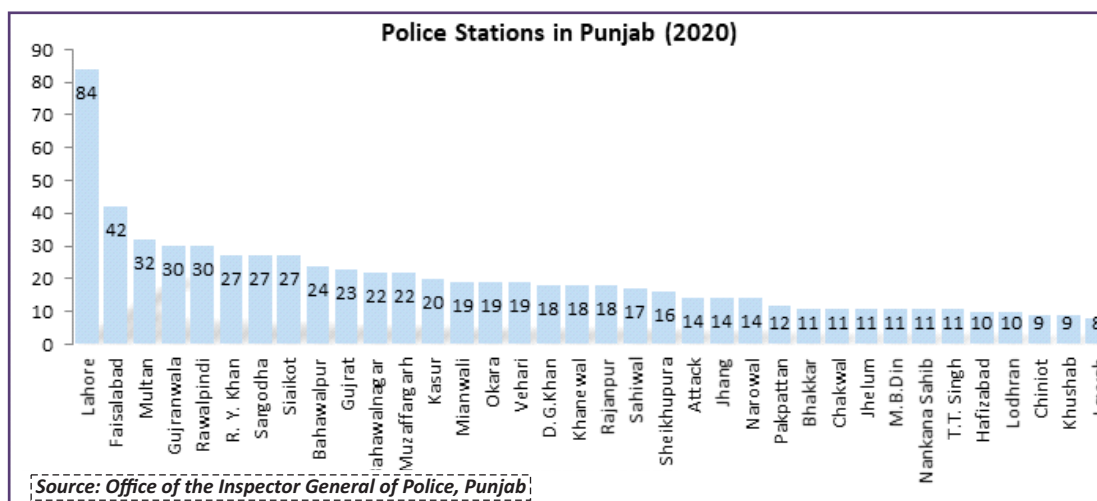


Figure 7.31

To improve reporting in cases that involve violence against women In Punjab, Punjab Police has also set up 3 women police stations in Lahore, Rawalpindi and Faisalabad, exclusively mandated to aid reporting of crimes committed against women. These function in tandem with the 700 plus police stations across the province. The women police stations in large urban centers of the province provide women with a gender sensitive, safe and secure environment to file a report, and ensure that external influence is not used by opposing sides to discourage, threaten or harass the victim. In addition to 3 police stations, women in Punjab also have the advantage of a Violence against Women Center (VAWC) in Multan, which has its own police station (see section 7.3.8.1). Women police stations in Punjab can be seen in Figure 7.32.

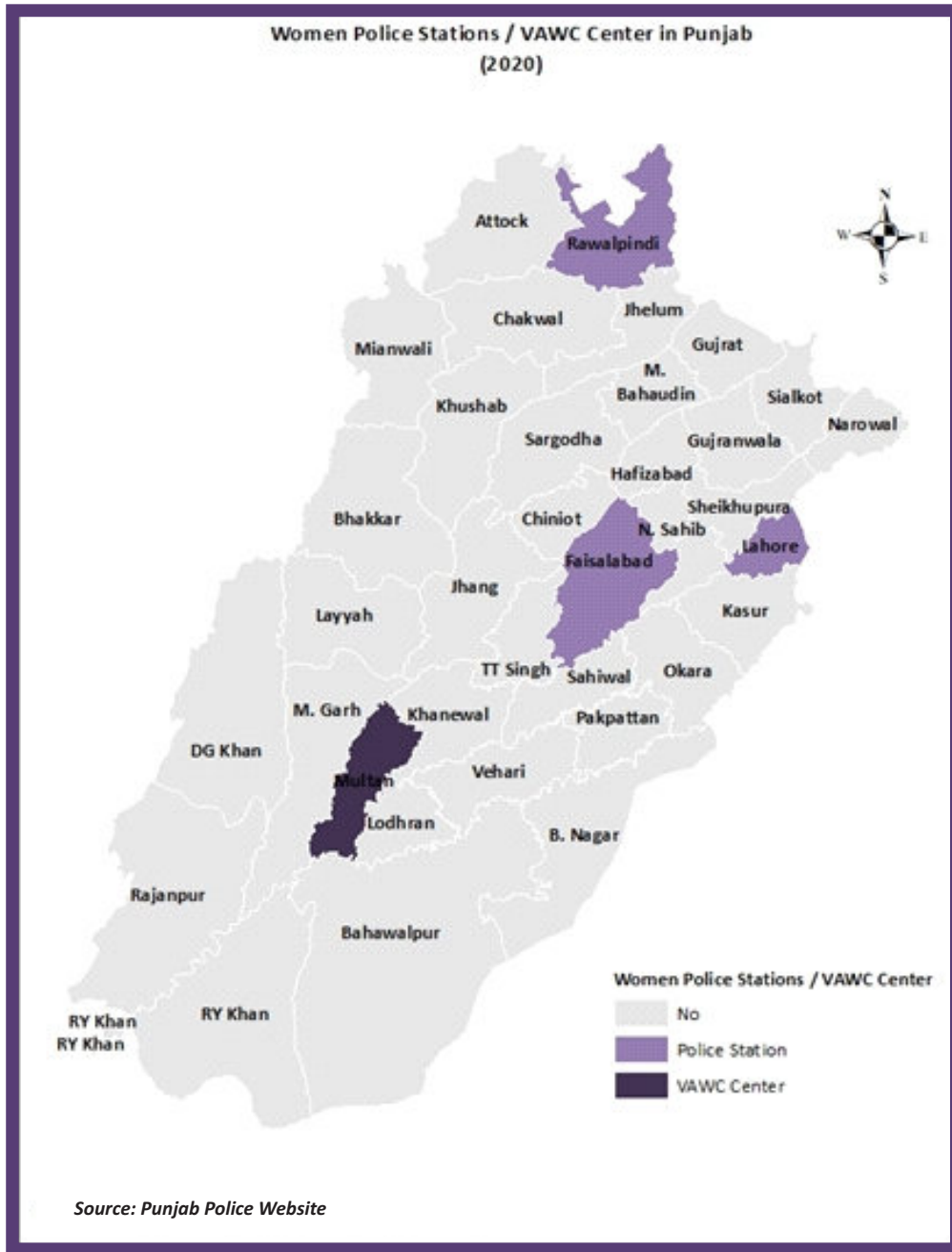


Figure 7.32

7.3.1.1 Help Desks for Women

In an effort to improve reporting of violence against women, Government of Punjab set up help desks for women across police stations in the province in 2014. These helpdesks are operated by male and female staff, who provide legal information to all complainants and aid gender sensitive reporting of offences. A 2017 Report published by PCSW, on the status of women helpdesks in Punjab reported that 181 of 225 police stations in 22 districts of Punjab had helpdesks, functional with male and female staff for complainants of all genders.⁸⁹² Although the Government's vision while setting these desks was to ensure a gender friendly and sensitive environment to encourage reporting of violence by women especially, it is noteworthy that up until 2017, help desk staff had not received any relevant training on gender sensitive policing and dealing with victims of violence.⁸⁹³

⁸⁹² (PCSW 2017)
⁸⁹³ Ibid.

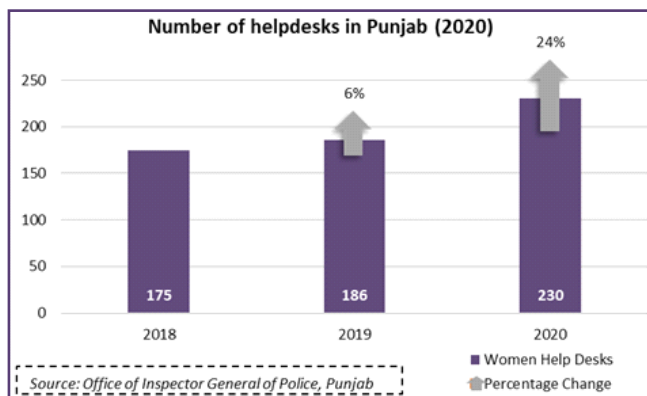


Figure 7.33

In 2018, only 175 of 715 (24%) police stations in Punjab had helpdesks for women. 2019 reports a further 6 percent, with 186 helpdesks, while 2020 reports an even higher number of 230 helpdesks and a 24 percent increase from 2019. In 2020 therefore, 32 percent of all police stations had helpdesks for women. This data is depicted in Figure 7.33.

In 2018, 298 women in Punjab Police were engaged to operate help desks. In 2019, this number increased to 304, while the number of women further rose to 325 in 2020. Staff engaged to administrate helpdesks from 2018 to 2020 can be seen in Figure 7.34.

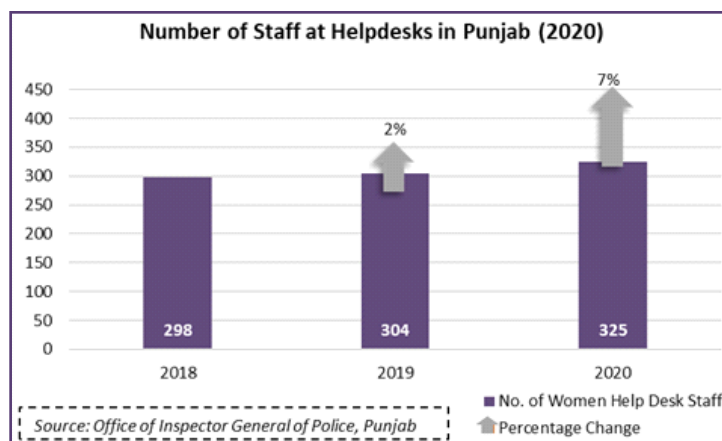


Figure 7.34

7.3.1.2 Front Desks at Police Stations

In 2017, 696 of 711⁸⁹⁴ police stations in Punjab had established front desks. Data received for 2018, 2019 and 2020 depicts 721 front desks in police stations across the province. However, it is pertinent to note, that these front desks and staff that manage them perform the task of a reception desk accessible to all persons who come to the police station to lodge complaints. Front desks are managed by male and female police officials; data for female front desk staff has been provided by the Office of IG Punjab (Figure 7.35).

As depicted by data available, front desk staff has decreased every successive year.

894 This number excludes the 4 women Police Stations

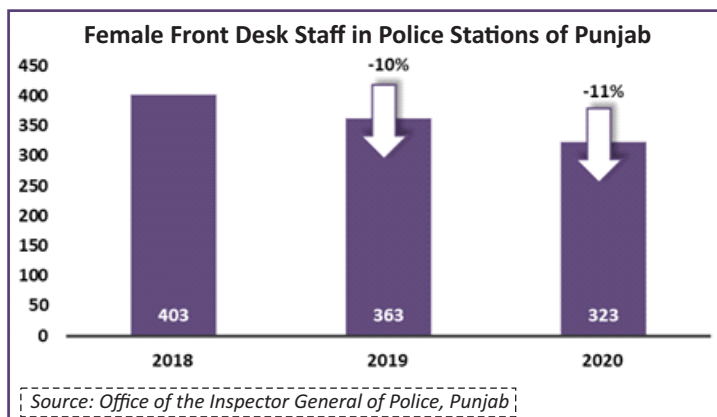


Figure 7.35

7.3.1.3 Women in Punjab Police

Trends in reporting VAW have brought forward survivors' discomfort in reporting crimes committed against them to male police officers.⁸⁹⁵ Experts also contend that women feel more at ease in the presence of female police officers, compared to male officers primarily due to social stigma and shame garnered by survivors of GBV.⁸⁹⁶ In Pakistan, prescribed safeguards for female survivors of violence dictate presence of female police to increase safety for the victim, reduce risk of harassment⁸⁹⁷ and victim-blaming.⁸⁹⁸ One efficient way to overcome these barriers in reporting is induction of more female police officers.⁸⁹⁹ While some scholars have found instances of female police victimizing survivors of violence more than male police, maintaining a gender balance in the police force can bring in an overall culture of sensitivity for survivors of GBV and women police.⁹⁰⁰ It is noteworthy however, that the culture in Pakistan does not encourage women from joining the police force, due to high risk, cultural views about police, work culture and hours, and household/care work performed by women.⁹⁰¹

Proportions of male and female police in Punjab are provided in Figure 7.36. As depicted in the Figure, male police officers outnumber female ones by far; data from 2020 shows a total of 123,805 (96%) male police officers while only 4,879 (4%) female police officers, with a very low GPI of 0.04.

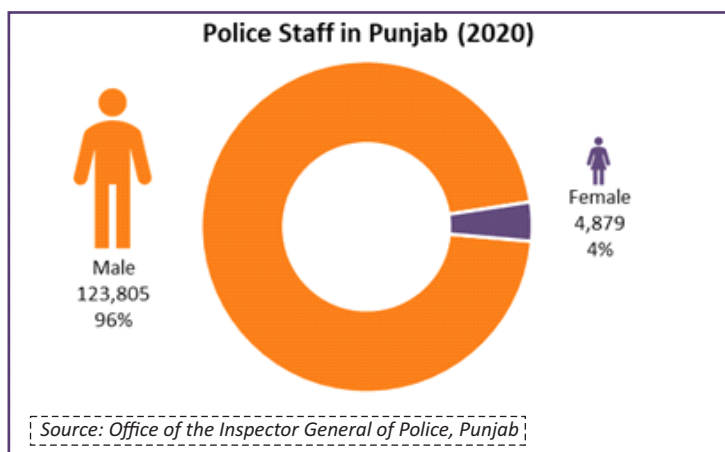


Figure 7.36

Addition of female police officers can pave the way for more gender-sensitive policing in the province. Figure 7.37 shows police stations and women police officers in all 36 districts of Punjab. As evident from data presented in Figure 7.37, most districts of Punjab have female police officers. District Khushab, however is an outlier with no female police officers at any police stations in the district. Highest numbers of women police officers is present in Lahore, which also has the most police stations compared to other districts. This trend is followed by Faisalabad and Multan. On the lower end of the spectrum, Khushab, Rajanput and Narowal have the least women police officers.

895 (K. M. UNODC 2015)
 896 (UNWOMEN 2021)
 897 (Rudabeh Shahid 2021)
 898 (OHCHR 2004)
 899 (Ijaz 2016)
 900 (Haider 2015)
 901 (Bureau of Democracy, Human Rights and Labour 2019)

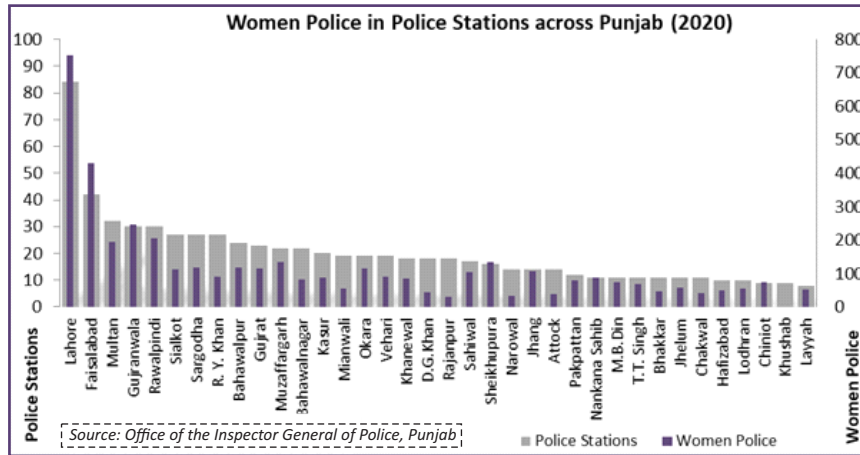


Figure 7.37

7.3.2 Advocates

Advocates providing legal expertise and services in Punjab are registered with the Punjab Bar Council. This includes Advocates licensed to appear before Lower Courts and those who appear before the Lahore High Court, the highest Court in the province.

The number of registered advocates has consistently shown gender disparity over the years. Figure 7.38 depicts this disparity in registered male and female Advocates in Punjab.

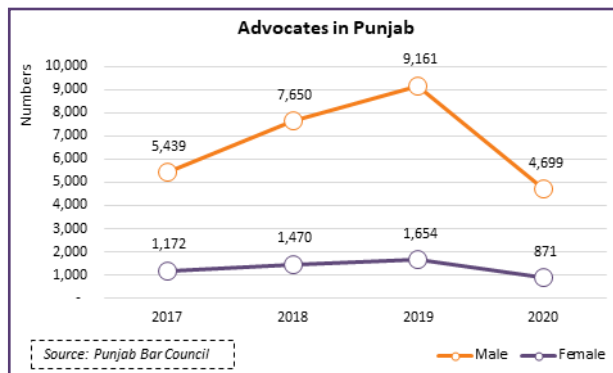


Figure 7.38

In 2019 and 2020, these trends continued, with addition of 9,161 (84.7%) male and only 1,654 (15.3%) female advocates in 2019, with a very low GPI of 0.18. The number of advocates registered in 2020 is considerably lower for women and men both, possibly due to COVID-19.

In 2020, 4,699 (84.3%) new male and 871 (15.6%) female advocates were registered with the Punjab Bar Council, reflecting a similar GPI of 0.19. Advocates registered with the Punjab Bar Council in 2020 are depicted in Figure 7.39.

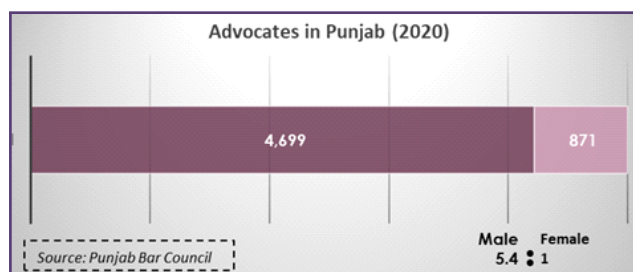


Figure 7.39

7.3.3 Prosecutors

In Punjab, all criminal cases are prosecuted by Prosecutors posted with the Public Prosecution Department, Government of Punjab. In 2018, there were a total of 727 prosecutors in Punjab. Of these, 618 (85%) were men and 109 (15%) women, with a very low GPI of 0.18. The proportion of men and women in the Public Prosecution Department has largely remained constant from 2017 to 2018, with 86 percent men and 14 percent women in 2017.

Data received for 2019 represents a constant GPI and similar proportions of male and female prosecutors; there were a total of 830 prosecutors, of which 705 (85%) were men and 125 (15%) women, with a similar GPI of 0.18.

Conversely, data from 2020 is representative of a slightly better GPI than that of 2019. Of the total 804 prosecutors in Punjab, 668 (83%) were men and 136 (17%) women, with a marginally better GPI of 0.20.

Designation wise, data for Deputy District Public Prosecutors (DDPP), Additional District Public Prosecutors (ADPP), and District Public Prosecutors (DPP) were provided. Year-wise comparison of Prosecutors is provided in Figure 7.40.

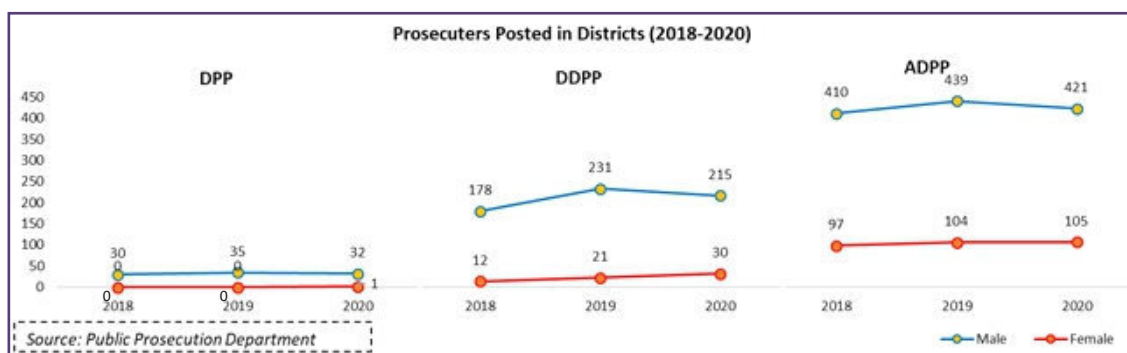


Figure 7.40

As presented in Figure 7.40, only 1 woman was appointed as DPP (BS-19), the senior-most position of Prosecutors for which data was provided in 2020. In 2018 and 2019, no women were appointed as DPP, reflecting extremely poor gender parity in the highest cadre.

There has been considerable disparity in men and women appointed for the position of DDPP (BS-18). Data from 2018 shows a difference of 166 prosecutors between men and women, thus a weak GPI of 0.07. Similarly, data from 2019 shows a discrepancy of 210 prosecutors and a similarly weak GPI of 0.09. Data from 2020 also shows similar trends, with 215 male prosecutors and 30 female prosecutors, reflecting a poor GPI of 0.14.

For the position of ADPP (BS-17), the junior-most cadre of prosecutors, data from 2018 shows a difference of 313 prosecutors, with a GPI of 0.69. Similarly, data for 2019 shows a discrepancy of 335 prosecutors, with a better GPI of 0.24. Data from 2020 shows similar trends, with 421 male prosecutors and 105 female prosecutors, displaying a low GPI of 0.25.

Overall in Punjab, there are far lesser women in the Public Prosecution Service than men. While this scenario is not reflective of the quality of prosecution, studies have shown that more women in leadership positions usually presents gender sensitive and friendly outcomes for services.⁹⁰²

Prosecutors are posted across the 36 districts of Punjab. District-wise break down of Prosecutors is provided in Figure 7.41.

902 (UNODC, Crime Prevention and Criminal Justice 2019)

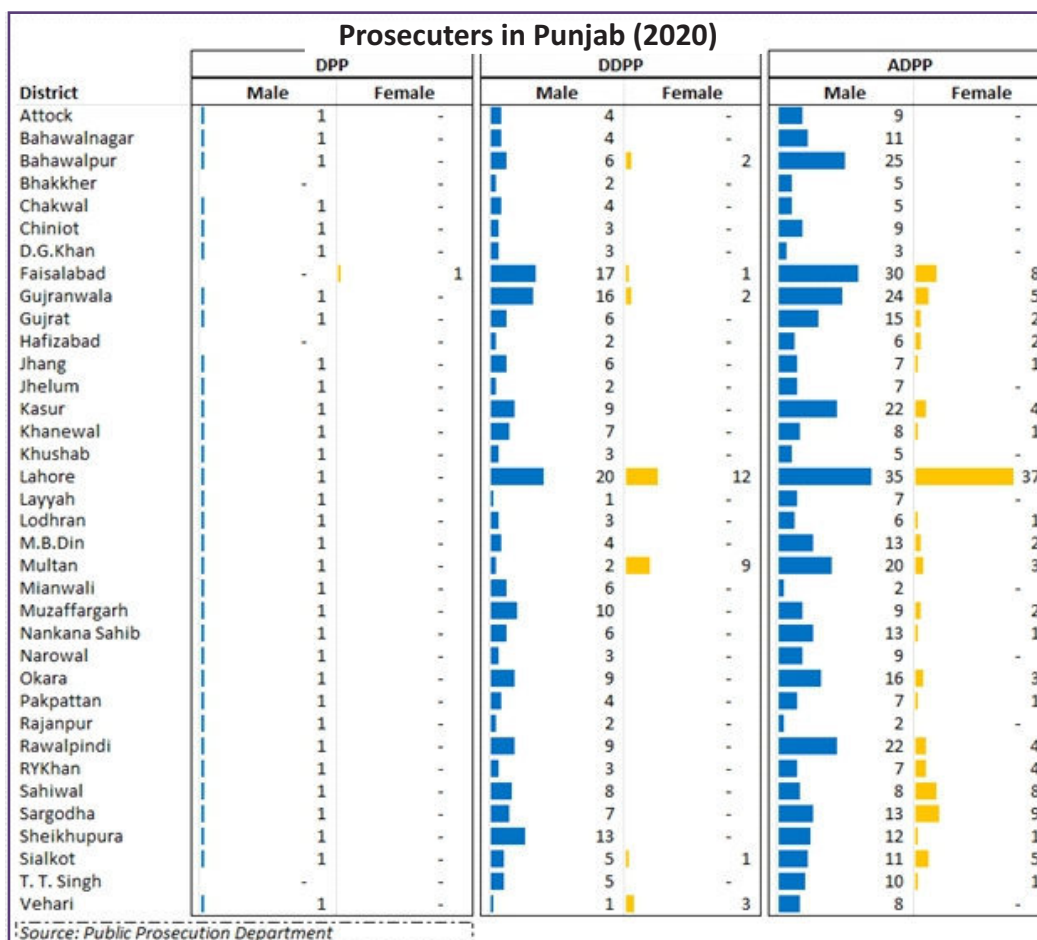


Figure 7.41

7.3.3.1 Gender Sensitivity Trainings of Prosecutors

No gender sensitivity trainings were provided to prosecutors in 2019 and 2020 in Punjab. Conversely, data provided by the Department in 2017 reflected annual gender sensitivity trainings of 35 prosecutors from 7 districts of Punjab.

7.3.4 Judiciary

The Judiciary is a major actor in the criminal justice system. Adjudication of disputes, whether civil or criminal, is the realm of judges of various cadres. In order to adjudicate justly, Judges must adhere to the principles of independence and impartiality, and freedom from personal or political bias, implicit or explicit.⁹⁰³ These principles have been recognized as part and parcel of the human right to fair trial.⁹⁰⁴ Judges must not have affiliations with parties to a case or lawyers thereof, and must mandatorily recuse themselves from a case if the same occurs.⁹⁰⁵ Cultural and social ideologies and traditions, however, often mar judicial impartiality due to no fault of judges alone.⁹⁰⁶ Bias and lack of judicial independence invariably result in much lower access to justice.⁹⁰⁷ Policy reforms to this end must be introduced to ensure minimal partiality and maximum independence from bias.⁹⁰⁸

As of April 2021, there were 1747 judges in the district Judiciary in Punjab. Of these, 1,466 (84%) were men and 281 (16%) women, reflecting a GPI of 0.2.

903 Article 14 (1) of the Covenant on Civil and Political Rights (ICCPR), Article 10 of the UDHR, Articles 7 and 26 of the African Charter on Human Rights and Peoples' Rights and Article 6 of the European Convention for the Protection of Human Rights and Fundamental Freedoms specify judicial impartiality and independence as a fundamental principle of the right to a fair trial.
 904 Ibid.
 905 (Geyh 2014)
 906 (Miller 2014)
 907 Ibid.
 908 Ibid at 806.

Male and female Judges in different cadres of the District Judiciary in Punjab are depicted through Figure 7.42. It is pertinent to mention that Figure 7.42 reflects composition of the District Judiciary as of April 2021.

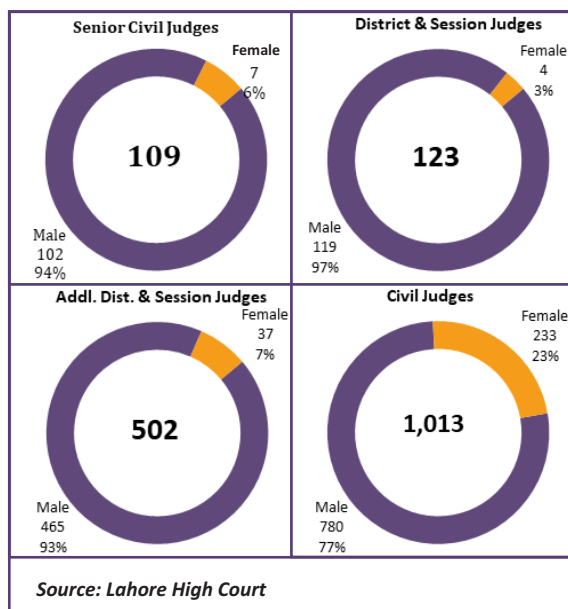


Figure 7.42

In all cadres of Judges in the District Judiciary, men outnumber women by far. Data for Civil Judges depicts the best gender parity of all categories, in so far as there are 780 (77%) male Judges and 233 (23%) female Judges, with a GPI of 0.3. The strength of Senior Civil Judges shows 102 (94%) male Judges and only 7 (6%) female Judges, with a very low GPI of 0.07.

On the criminal side, there are a total of 502 Additional District and Sessions Judges in Punjab, of which 465 (93%) are male and 37 (7%) are female, reflecting a low GPI of 0.08. Gender parity among District and Sessions Judges is worse; of the total 123, 119 (97%) judges are male and 4 (3%) are female, reflecting an even lower GPI of 0.03.

The Lahore High Court, the highest Court in Punjab had a total of 37 sitting Judges in 2020. Of these, 35 (95%) were men and 2 (5%) women, with a very low GPI of 0.06. Trends in nomination of Judges to the Lahore High Court have largely remained similar from 2016 to 2020; compared to the GPI of 0.05 in 2016 and 0.04 in 2017, data from 2020 shows a slightly higher GPI of 0.06 in 2020. Figure 7.43 reflects disparity in male and female Judges of the Lahore High Court.

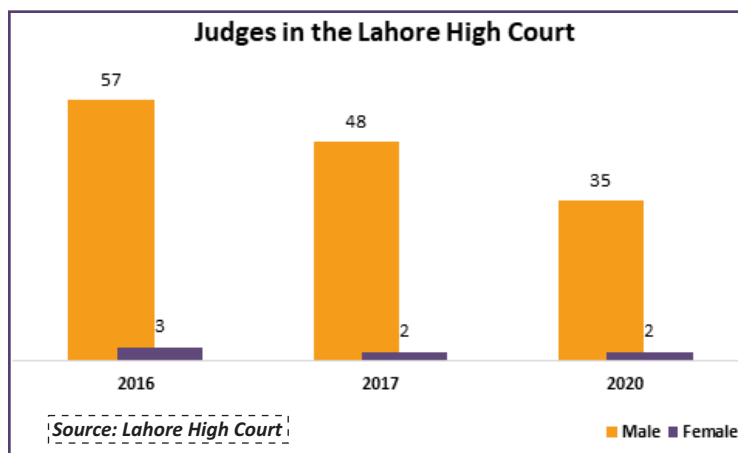


Figure 7.43

7.3.4.1 Gender Sensitivity Trainings for Judges

Women often find it more difficult than men to access the justice system due to a variety of reasons,⁹⁰⁹ one of which is the discriminatory attitudes and remarks of male and female judges, courtroom staff and lawyers.⁹¹⁰ In its Concluding Remarks to Pakistan's 5th periodic Report, the CEDAW Committee recommended institutionalization of gender sensitivity trainings for all cadres of the Judiciary in order to counter stereotypical mind-sets and deliver justice to women.⁹¹¹

In 2017, 300 judges were given gender sensitivity trainings through 10 programs and added lectures on gender sensitivity in the General Training Program for judges.⁹¹² In 2019 and 2020, judges were provided lectures on gender sensitivity as part of the General Training Program.

7.3.4.2 Special Court for Gender Based Violence Cases

The Lahore High Court and district Judiciary Lahore inaugurated Pakistan's first Gender Based Violence Court (GBV Court) in 2017. Conceived as an institution to streamline cases involving female survivors of VAW, the GBV Court also makes provision for extraordinary measures to support survivors, ensure speedy and confidential trials, reduce harassment and provide security against reprisals to survivors.⁹¹³ Guidelines for Judges, as issued by the Court specify special facilities and "e-courtrooms" to record testimony of survivors, forbids Prosecutors, defense counsels and witnesses from making discriminatory statements on the survivors' character, saves the survivor from facing her attacker, and makes provision for gender sensitivity trainings of Judges and courtroom staff. After its inauguration in October 2017, 123 cases involving GBV were transferred to the jurisdiction of the Special Court, Lahore. These cases included *inter alia* rape, gang-rape, kidnapping/abduction, wrongful confinement, and sexual abuse. By December 2017, these cases were pending adjudication at different stages of trial.

While these special courts are an excellent step towards ensuring prosecution of those accused of GBV and providing survivors of GBV with a sensitive courtroom environment, more special courts for GBV must be set up across the province to encourage survivors from all districts to hold perpetrators accountable.

From 2018 to 2019, PCSW conducted an evaluation of the GBV Court set up in Lahore.⁹¹⁴ As per statistics collected by PCSW, from October 2017 to February 2019, the Court disposed off 123 GBV cases. 44 of these cases were consigned to record, given that accused persons had absconded; 56 cases resulted in acquittals due to resiling witnesses, victims and complainants and 10 cases resulted in acquittals on merit.

13 cases resulted in convictions for accused persons. The overall conviction rate of the GBV Court up to 2019 was recorded at 16%. Cases which resulted in convictions included 9 cases of rape, 1 of gang rape, 2 cases of attempt to rape, in which victims were under 10 years of age; and 1 case of sexual abuse with a victim aged 8 years of age. Data collected at the time further revealed that convictions in 11 cases were awarded on the basis of initial medical reports, and testimonies of victims and other witnesses.

On average, cases under trial in the GBV court took very long to conclude. Although the statutory requirement under section 344-A of the Code of Criminal Procedure 1898 specifies conclusion of trial within "three months from the date of taking cognizance of the matter", some cases took over three years to conclude. Of the 13 cases that resulted in convictions, only two trials were concluded within a year.

Overall, researchers found that trials were not conducted as per the guidelines issued by the GBV Court; gender sensitivity was an element lacking most trials.⁹¹⁵ Faulty investigation, insufficient collection of evidence including medical evidence, incorrect lodging of FIR, hostile or resiling witnesses or victims, prolonged duration of trials, and limited budgets were cited as the most common reasons for miscarriage of justice in GBV Court trials.⁹¹⁶

In October 2019, the Chief Justice of Pakistan directed all high courts to ensure establishment of GBV courts with Judges sensitized for speedy justice to survivors of GBV. In 2020, following approval by the Cabinet Committee on Disposal of Legislative Cases, of the Anti-Rape (Investigation and Trial) Ordinance, special courts for sexual offences committed against women and children were to be notified across the country. However, the above measures will be possible after attaining Presidential assent for the Ordinance of 2020.⁹¹⁷

909 (PCSW, Punjab Gender Parity Report 2018)

910 *Salman Akram Raja versus The Government of Punjab, through Chief Secretary, Civil Secretariat, Lahore and others*; 2013 SCMR 203

911 (Committee, Concluding Observations on the 5th Periodic Report 2020)

912 The General Training Program is the regular training program to be attended by all judges of the District Judiciary

913 Gender sensitive Guidelines and a Practice Note were formulated and notified in October 2017 to aid speedy decision-making by the Special Judge

914 (PCSW 2019)

915 *Ibid.*

916 *Ibid.*

7.3.4.3 Family Law and Guardianship Cases

Globally, justice systems are heavily burdened with a large number of cases on each judge's docket,⁹¹⁸ a phenomena made worse by the COVID-19 pandemic.⁹¹⁹ Inadequate resources for police, prosecution, public defenders, and judges pose an added and critical administrative challenge in Pakistan (including Punjab).⁹²⁰ As reported by the Human Rights Commission of Pakistan, more than 2.1 million cases were pending adjudication across Pakistan by the end of 2020.⁹²¹

As per revised data sharing protocols of the Lahore High Court, data for pending family law and guardianship cases from 2018, 2019 and 2020 was not provided to PCSW.

7.3.5 Legal Aid Schemes for Women

Legal aid is essential for a fair trial and to make the rule of law a reality.⁹²² It can help disadvantaged groups and marginalized communities seek redress in situations where human rights are denied or violated, such as forced evictions, forced labor, modern slavery, arbitrary arrest, torture or GBV.⁹²³ Remedies for violations of such rights often require the services of lawyers and considerable expenses that discourage those who cannot afford them from seeking just remedies.⁹²⁴ Without effective legal aid and advice, the presumption of innocence is lost.⁹²⁵ Lengthy periods of pre-trial detention reduce chances of a fair trial as time passed effects quality of evidence and willingness of witnesses to testify, if at all.⁹²⁶ The pressure to plead guilty increases as people lose confidence in the justice system and wish to end uncertainty over their future.⁹²⁷

In December 2012, the UN General Assembly unanimously passed the Principles and Guidelines on Access to Legal Aid in Criminal Justice Systems, the first international instrument to deal with legal aid. For the first time in history, states have been given clear guidance on how to fulfil their legal aid obligations for suspects, defendants, witnesses and victims involved in the criminal justice system. Minimum standards for implementation of the Principles have also been defined.⁹²⁸ Adopting and implementing these measures will ensure that people in all countries will be able to obtain legal aid, advice and assistance in the interests of justice, even where resources are limited.⁹²⁹

In Punjab, legal aid is provided through Legal Aid Committees of the Punjab Bar Council. Committees functioning in 2018, 2019 and 2020 are provided in Figure 7.44.

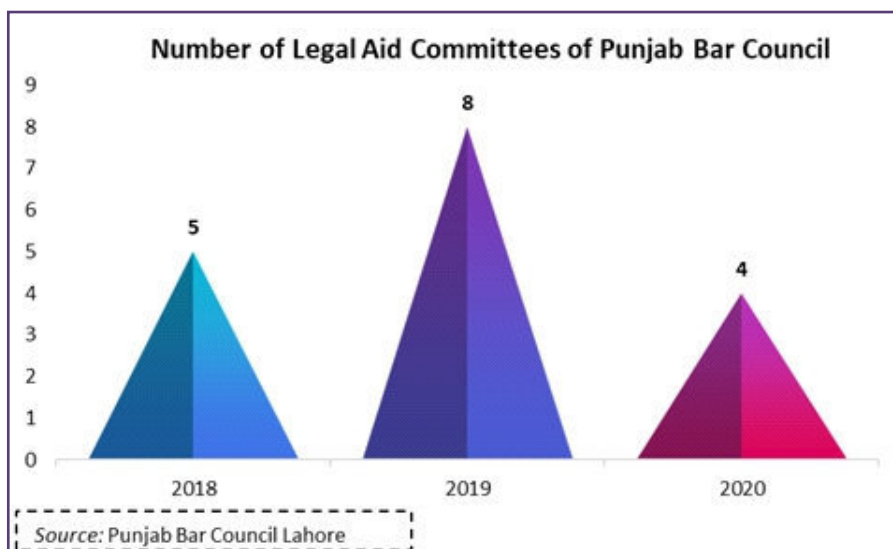


Figure 7.44

917 Updates in this regard will be covered in PGPR 2022.

918 (Soubeyran 2018)

919 (Rubley 2021)

920 Ibid

921 (HRCP 2021)

922 (Special Rapporteur 2013)

923 (UNDP 2013)

924 Ibid.

925 (UKAID 2013)

926 Ibid.

927 (Lawyers Rights Watch Canada 2014)

928 Ibid.

929 (UKAID 2013)

Men and women who received Legal Aid in 2018, 2019 and 2020 can be seen in Figure 7.45

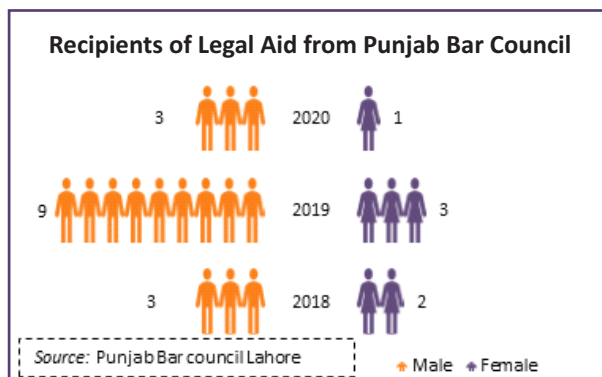


Figure 7.45

According to data provided, negligible numbers of people received legal aid from 2018 to 2020. While numbers improved in 2019 (12 people were provided legal aid), a drop was observed from 2019 to 2020 (4 people). In order to improve access to justice and ensure legal representation for all those who need it, additional institutional mechanisms for provision of legal aid must be instated across the province.

7.3.6 Government Run Social Services Institutions for Women

Social Welfare and *Bail-ul-Maal* Department of the Government of Punjab managed 18 different types of institutions for women in the province. Details of these institutions are provided in Figure 7.46.



Figure 7.46

In total, there were 158 institutions across the province, an improvement on 138 Social Services Institutions in 2017. These include separate residential and/or training facilities for women with disabilities, mentally and physically impaired children, abandoned infants, destitute and needy girls, old aged women, female drug addicts, divorced women and widows, and orphans.

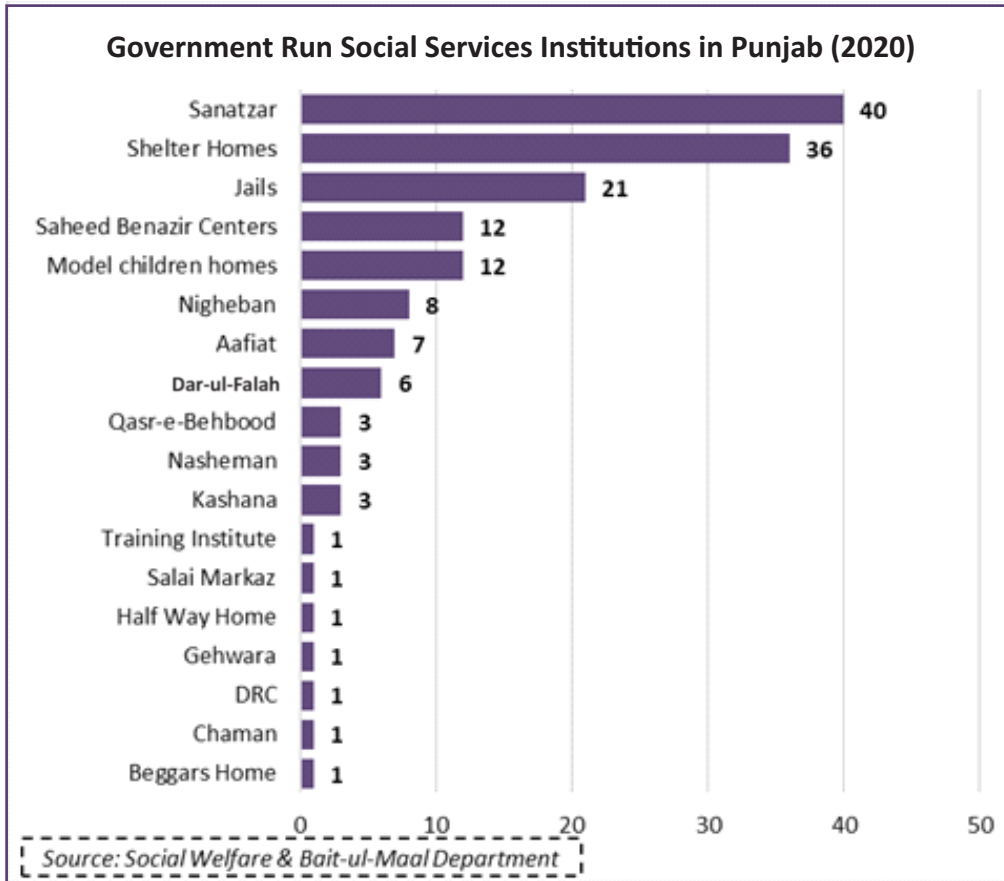


Figure 7.47

It is noteworthy that all 36 districts have a Dar-ul-Aman (DuA) and a Sanatzar Skill Development and Training Institute. Figure 7.47 provides the number and types of social services institutes in Punjab.

Trends in women residing in social services institutions are depicted through Figure 7.48.

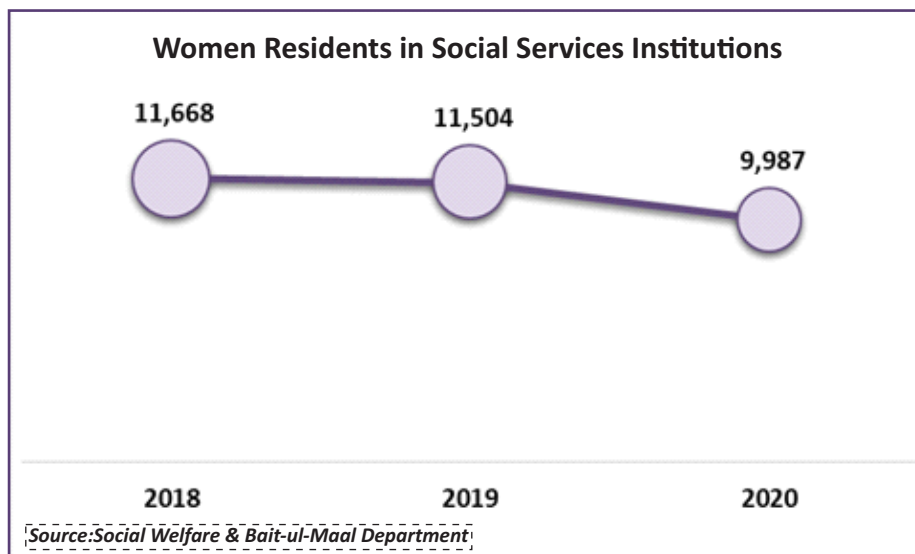


Figure 7.48

While 2018 and 2019 showed similar numbers of women residing in social services institutions (11, 668 and 11, 504 respectively), there was a sharp drop of 13 percent to 9,987 women in 2020. This could be attributed to closure of some institutions due to the COVID-19 pandemic.

Districts which had the highest numbers of women residing in 2020 include Bahawalnagar (662), Bahawalpur (657) and Faisalabad (586). Districts with lowest numbers of residents include Narowal (62), Jhelum (107) and Gujrat (116). District wise analysis of residents is provided in Figure 7.49.

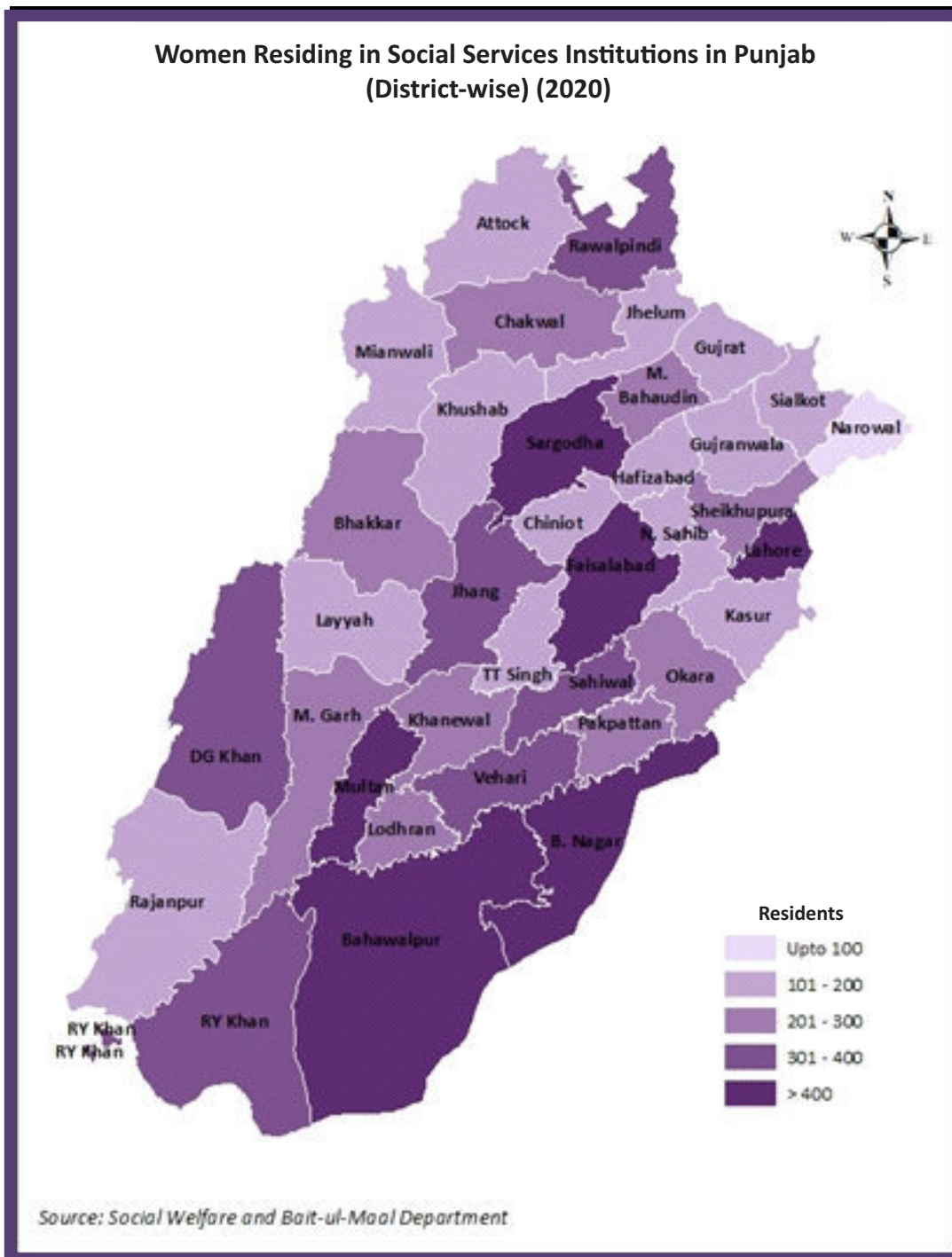


Figure 7.49

7.3.7 SBB Human Rights Centers for Women

SBB Human Rights Centers (SBBHRC) for Women devolved onto the Social Welfare Department, Government of Punjab following the 18th Amendment to the Constitution in 2014. A total of 12 centers are functional in Punjab; in Bahawalpur, Dera Ghazi Khan, Faisalabad, Muzaffargarh, Khushab, Lahore, Multan, Rawalpindi, Sahiwal, Mianwali, Sialkot and Vehari. Women survivors of violence can acquire temporary shelter, medical attention, legal aid, and social, psychological and legal counseling in a safe environment.

Trends of women provided redress by these crisis centers in 2018, 2019 and 2020 is detailed in Table 7.3. The drastic fall (68.5 percent) in numbers from 5,553 in 2019 to 1,747 in 2020 can be attributed to the COVID-19 pandemic, limited access and functioning of these important institutions which provide redress to survivors of violence.

Table 7.3

2018	2019	2020
6842	5553	1747

The number of women provided various kinds of redress by the SBBHRC can be seen in Figure 7.50. The greatest number of women was provided redress by the Human Rights Centers in Lahore (231), Faisalabad (188) and Khushab (166) in 2020. Districts Mianwali (80), D.G. Khan (105) and Bahawalpur (118) show the least.

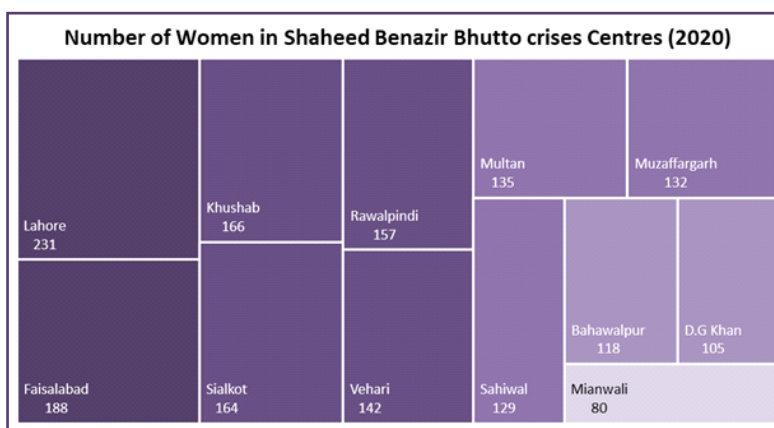


Figure 7.50

7.3.8 Punjab Women Protection Authority

Punjab Women Protection Authority (PWPA) was set up through the Punjab Women Protection Authority Act of 2017, to provide a comprehensive system of rescue, protection, relief and rehabilitation for female survivors of violence. An autonomous body attached with the Social Welfare and *Bait-ul-Maal* Department (SWD), the PWPA facilitates, ensures and oversees implementation of institutional measures specified under the Punjab Protection of Women Against Violence Act 2016, including establishment of Women Protection Officers, District Women Protection Officers and Committees, and Violence against Women Centers. The Act also institutionalizes periodic sensitization of public sector officials on women-related issues.

Violence Against Women Centers in Punjab fall under the jurisdiction of the PWPA. Figure 7.51 explains the hierarchy of the SWD, PWPA and VAWC.

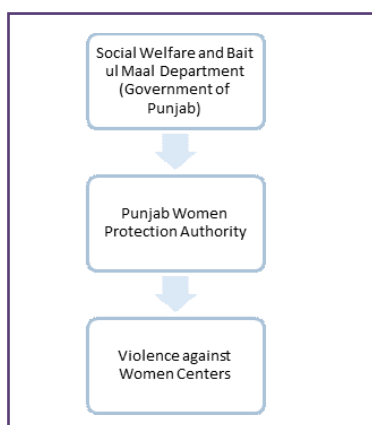


Figure 7.51

7.3.8.1 Violence Against Women Centers

In 2017, the first Violence Against Women Center (VAWC/s) was set up in Multan. VAWCs were envisioned as one-stop centers, where survivors could report violence to police authorities, get a medical examination, obtain counselling, engage a prosecutor to lead their case, use the VAWC's mediation and rehabilitation facilities and if required, also attain temporary shelter.⁹³⁰ Following completion of the first VAWC, construction of two other centers was initiated in Lahore and Rawalpindi districts. It is commendable and highly noteworthy that during the COVID-19 pandemic, the VAWC continued to successfully provide female survivors of violence with timely redress and rehabilitation services. Since its inception, the VAWC has provided redress to 6035 women.

Facilities provided by the VAWC can be seen in Figure 7.52.



Figure 7.52

Complaints received by the VAWC in 2019 are detailed in Figure 7.53. As evident from the figure, the highest number of complaints was received for domestic violence (800), followed by harassment (141 complaints), and sexual and physical abuse (77). Categories that received the fewest complaints in 2019 include property disputes (3 complaints), trafficking (4 complaints) and child custody (6 complaints).

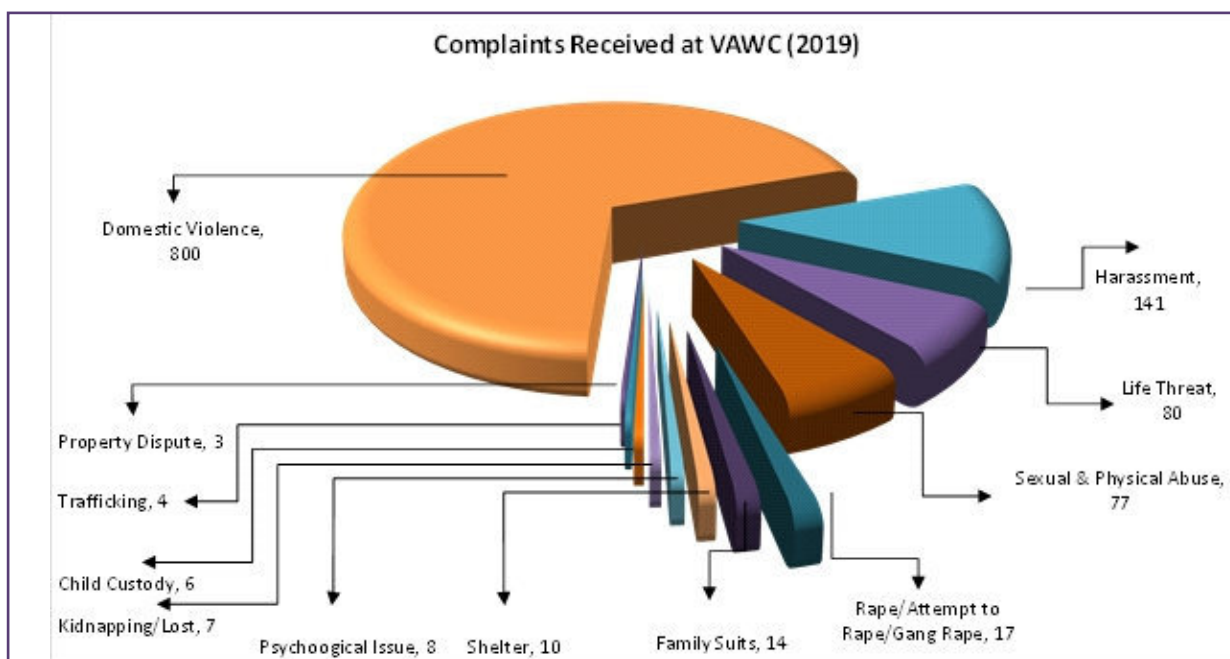


Figure 7.53

930 To ensure provision of shelter for women, the darul aman in Multan has been moved to the VAWC premises.

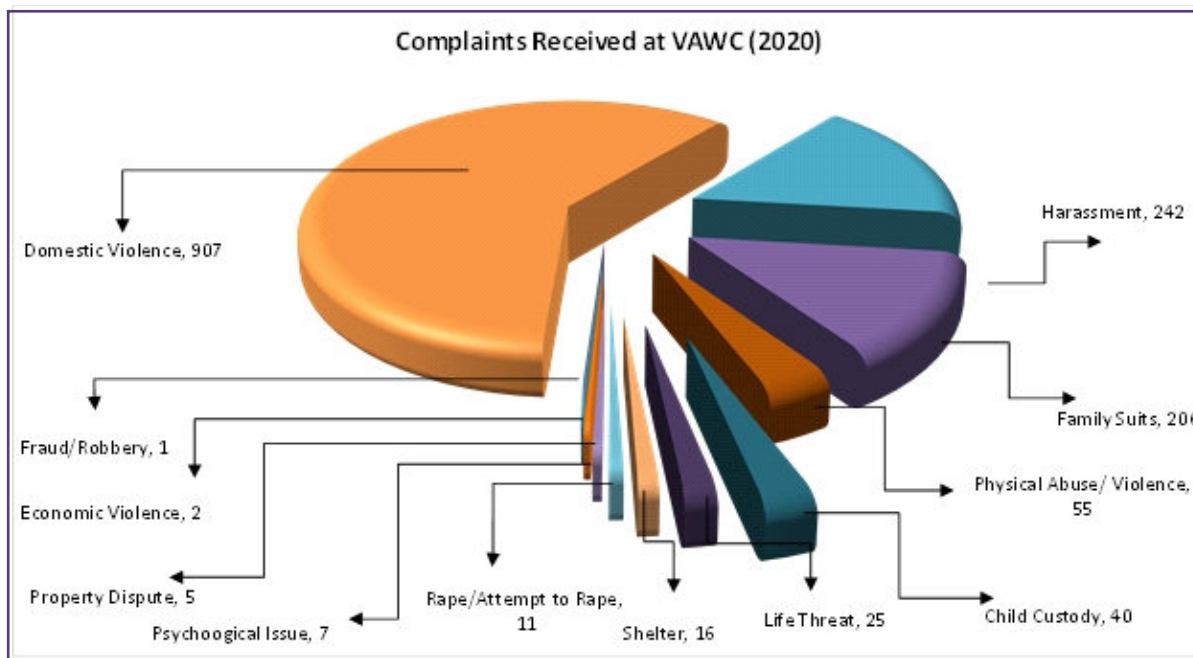


Figure 7.54

241

Data from 2020 is depicted in Figure 7.54. Highest numbers of women reported domestic violence (907 complaints), followed by harassment (242 complaints) and family law matters (206 complaints). On the other end of the spectrum, the least number of complaints were received for fraud/robbery (1 complaint), economic violence (2 complaints) and property disputes (5 complaints).

It is noteworthy, that from 2019 to 2020, complaints of domestic violence increased by 13 percent. Complaints related to family suits increased astronomically (1300 percent) from 14 cases in 2019 to 206 cases in 2020. Complaints related to "child custody" also increased by 566 percent, from 6 complaints in 2019 to 40 complaints in 2020. Complaints regarding "life threat" decreased by 69 percent, from 80 in 2019 to 25 complaints in 2020. Harassment is another category for which a vastly higher number of complaints were made in 2020, than in 2019; 141 complainants reported harassment in 2019, while this number rose by 72 percent to 242 complaints in 2020. Greater number of complaints related to domestic violence, harassment, and life threats can be attributed to the COVID-19 pandemic (*See domestic violence subsection 7.1.1.1*).

An increase in complaints related to family suits and child custody could be attributed to the fact that courts across Punjab operated sporadically and only heard urgent matters in 2020, due to city-wide restrictions placed by the Government. Women distressed by these matters thus complained at the VAWC in hope of some, even if temporary redress.

While the establishment and functioning of the VAWC is a welcome step by the Government of Punjab, the Multan VAWC is marred by some crucial restraints, including its location 16 km out of Multan city and limited public transport for women who live in Multan and other districts.⁹³¹ Furthermore, the VAWC lacks radiology equipment thus women have to go to Multan city on their own expense to get their medical examinations completed.⁹³² The Center also lacks a 24/7 referral network for women who need services in addition to the ones offered at the Center. Medical analysis of evidence collected from survivors of violence is delayed due to the fact that there is only one forensic laboratory in Punjab.⁹³³

931 (PCSW 2019)

932 Ibid.

933 Ibid at 931.

7.3.9 Punjab Women's Helpline 1043

Punjab Women's Helpline was set up by Government of Punjab in 2014, to provide legal information to women in distress, and resolve complaints submitted by women against public offices across Punjab. The Helpline is one of the Government's landmark initiatives to aid women's awareness, complaint redress and provide legal information regarding women's human rights, property matters, family law and child custody, and facilities for working women and economic empowerment.

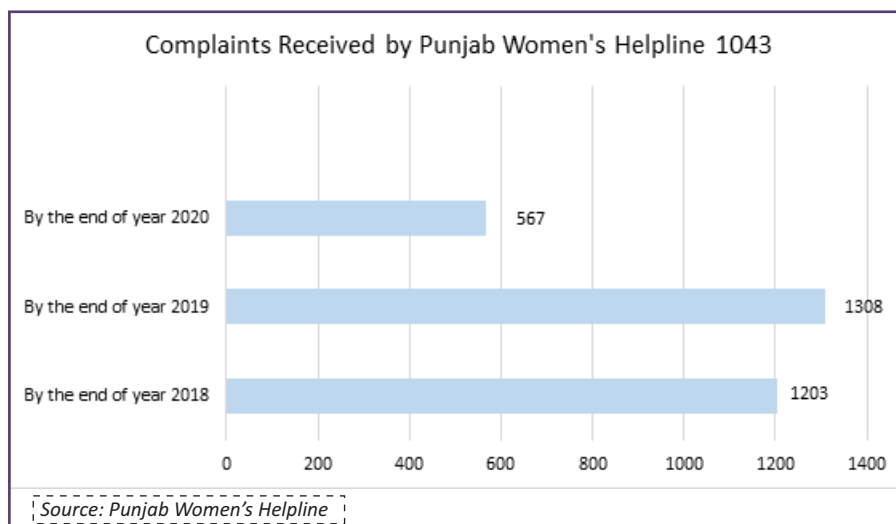


Figure 7.55

Figure 7.55 shows the number of complaints regarding various issues received by the Helpline from 2018 to 2020. It is noteworthy that Punjab Women's Helpline was active and duly fulfilled its functions during the COVID-19 pandemic, when other redress mechanisms set up by the Government were shut or operating partially.

Types of Complaints received by the Helpline in 2020 are displayed in Figure 7.56.

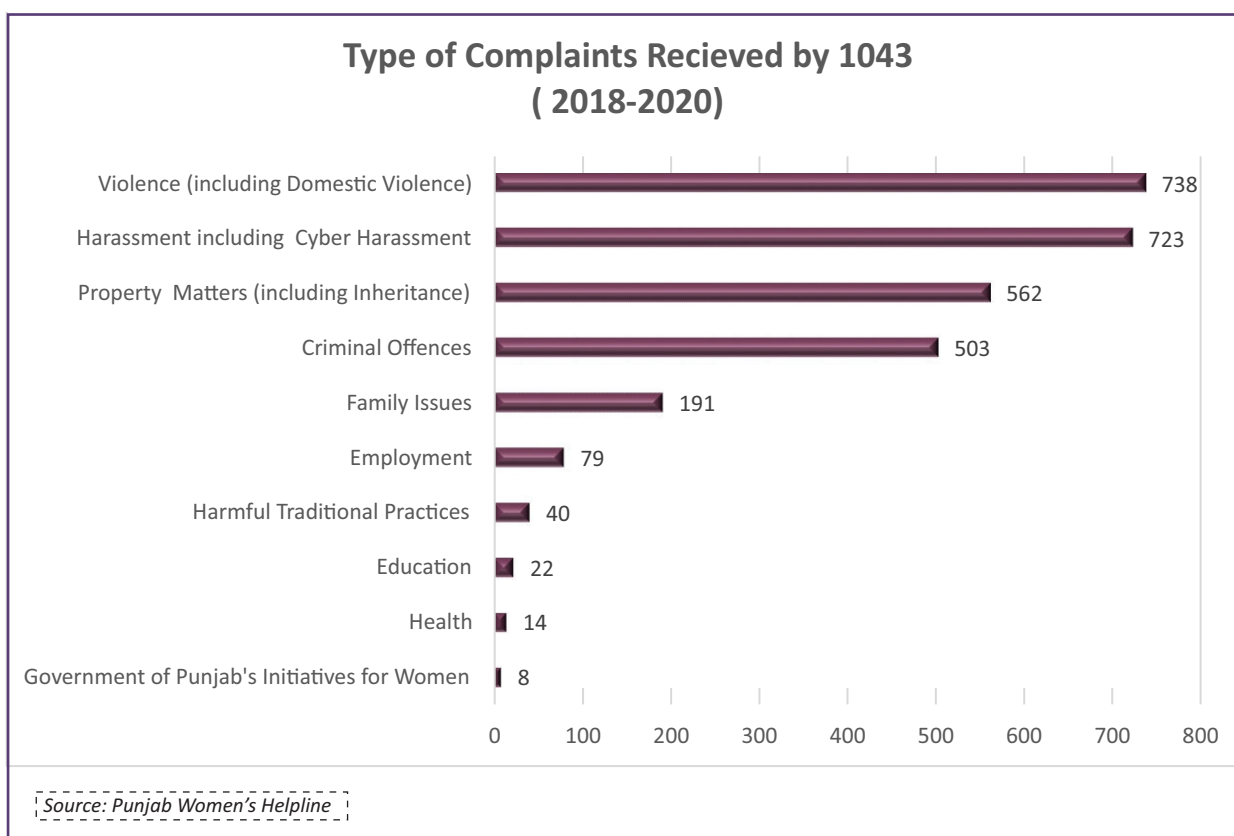


Figure 7.56

As evident from Figure 7.56, maximum number of complaints received related to violence, including domestic violence, followed closely by harassment (including cyber harassment). Matters for which the fewest complaints were received from 2018 to 2020 included Government's initiatives regarding women's empowerment and protection of their rights, and health matters of women.

Districts from where the highest number of calls were received by the Helpline from 2018 to 2020 are provided in Figure 7.57. As depicted in Figure 7.57, districts from which the highest number of complaints were received included Lahore (876), Rawalpindi (216) and Faisalabad (174). Greater access to phones (cellular and other) and more awareness among women from large urban hubs in Punjab can explain the higher influx of calls from larger districts compared to smaller less-developed districts (mainly in South Punjab).

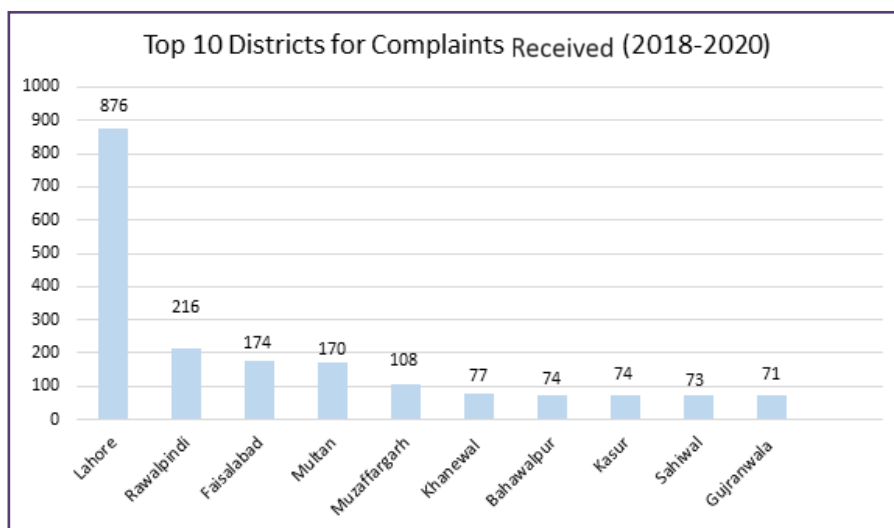


Figure 7.57

7.4 Conclusion

Violence against women has severe repercussions on women's physical, mental, social and economic wellbeing.⁹³⁴ Analysis of reported cases of violence reveals widespread prevalence of domestic violence, rape and other forms of sexual violence, harassment, physical forms of violence, and discrimination against women. Additionally, customary practices and social norms play a significant role in increasing violence and discrimination against women, and impunity for perpetrators. Data received from the Public Prosecution Department shows appalling variances between convictions and acquittals awarded in cases of VAW, thus making it incumbent to introduce reforms that tackle Institutional weaknesses such as weak investigation, missing protocols for investigation, limited laboratories and facilities in Government hospitals and limited provision of legal aid. Factors highlighted above have overall contributed towards women's declining access to justice in Punjab.

Female prisoners in Punjab must regularly be provided opportunities for social rehabilitation and reintegration into society. Women's barracks, recreational facilities, medical centers and educational facilities for prisoners' children are in need of regular upgradation.

In conclusion, issues faced by women in Punjab stem from patriarchy, regressive mindsets that condone violence, and weak institutional redress mechanisms for survivors of violence. While progress in Punjab in terms of establishment of a GBV Court and the VAWC are noteworthy, such steps must continue unfettered, in order to ensure that women's human rights including the right to equally participate in all forms of public life, and the right to live with dignity and safety, are sustained.

934 (World n.d.)

7.5 Recommendations

Access to Justice for Women Survivors of Violence

- I. Implement multi-stakeholder interventions for survivors of GBV, including police, health, social services and rehabilitation programs.
- II. Expedite setting up of, and develop framework to monitor working of VAWCs and other district-level services for survivors of VAW provided for in the Punjab Protection of Women Against Violence Act 2016.
- III. Conduct regular province-wide awareness programs for helplines and redress mechanisms for survivors of GBV.

Police

Develop SOPs for case management, from the time of FIR registration to the conclusion of trial, in close liaison with district Judiciary, Lahore, especially Special Judge for GBV Court.

Provide investigation officers of Punjab Police with special investigation kits for forensic evidence collection in cases of GBV.

Prosecution, Judiciary and Bar Associations

- I. Stringently implement and monitor working of GBV Court in Lahore.
- II. Institutionalize methodical and consistent gender sensitivity training at least 3 times a year, to both male and female police officers, prosecutors, judges, staff at social services institutions, especially DUAs, panel of legal aid providers, police helpline (15) and Punjab Women's Helpline (1043) call center agents.
- III. Develop SOPs for provision of legal aid, and create linkage with Punjab Commission on the Status of Women and SBBHRC for provision of legal aid in all districts of Punjab.

Lives of Female Prisoners in Punjab

- I. Reform the Prison Manual and related rules to reflect Mandela Rules and Bangkok Rules for Treatment of Female Prisoners.
- II. Upgrade prison buildings, washrooms and barracks for women.
- III. Implement rehabilitation programs that cater to female prisoners' mental health and drug use.
- IV. Ensure educational and recreational facilities for children residing with their mothers in prison.
- V. Provide appropriate skills for market trainings for female prisoners.
- VI. Ensure provision of legal aid and financial support to prisoners who cannot obtain release from prison due to lack of funds for bail.
- VII. Create programs for women's reintegration into society following completion of prison term.

Recruit More Women in the Criminal Justice System

- I. Appoint more women in leadership positions in the Judiciary, Prosecution and Police in Punjab.
- II. Induct and promote more female Judges in the district Judiciary and Lahore High Court.
- III. Recruit and promote more female police Officers and Officials, especially to facilitate women at helpdesks.
- IV. Create a senior position in Punjab Police, to be occupied by a female police officer in-charge of oversight of GBV cases.

Collection and Maintenance of Data

- I. Maintain gender disaggregated data for male and female police officers, also disaggregated by rank.
- II. Store and retain detailed data for calls received by helplines, PSCA Women's Safety Application, cases received by VAWC, SBBHRC and other social services institutions.
- III. Amend Lahore High Court data sharing protocols for compliance with data collection mandate of PCSW.

03

The empowerment and autonomy of women and the improvement of their political, social, economic and health status is a highly important end in itself.⁹³⁵ In addition, it is essential for the achievement of sustainable development.⁹³⁶ The full participation and partnership of both women and men is required in productive and reproductive life, including shared responsibilities for the care and nurturing of children and maintenance of the household. In all parts of the world, women are facing threats to their lives, health and well-being as a result of being overburdened with work amid persistent lack of power and influence.⁹³⁷ In most regions of the world, women receive less formal education than men, and at the same time, women's knowledge, abilities and coping mechanisms often go unrecognized.⁹³⁸ The power relations that impede women's attainment of healthy and fulfilling lives operate at many levels of society, from the most personal to the highly public. Achieving change requires policy and programme actions that will improve women's access to secure livelihoods and economic resources, remove legal impediments to their participation in public life, and raise social awareness through effective programmes of education and mass communication.⁹³⁹ In addition, improving the status of women also enhances their decision-making capacity in all spheres of life.⁹⁴⁰

Empowerment and autonomy of women are essential for achieving the sustainable development goals.⁹⁴¹ The 2030 Development Agenda continues by describing a vision in which realizing gender equality and the empowerment of women and girls will make a crucial contribution to progress across all goals and targets.⁹⁴² Women and girls must enjoy equal access to quality education, economic resources and political participation as well as equal opportunities with men and boys for employment, leadership and decision making.⁹⁴³ Countries have been working towards significant increases in investments thus, needed to close the gender gap and strengthen support for

institutions in relation to gender equality and the empowerment of women at the global, regional and national levels.⁹⁴⁴

A pandemic like COVID-19 has amplified and heightened all existing inequalities.⁹⁴⁵ These inequalities in turn shape who is affected, the severity of that impact, and efforts at recovery.⁹⁴⁶ The pandemic and its social and economic impacts have created a global crisis unparalleled in history and one which requires a holistic all encompassing response to match its sheer scale and complexity.⁹⁴⁷ But this response, whether at the national or international level, will be significantly weakened if it does not factor in the ways in which existing inequalities have made people more vulnerable to the impact of this crisis.⁹⁴⁸ Every COVID-19 response plan, recovery package and requisite budgeting of resources, needs to address gender impact of the pandemic. This means including women and women's organizations at the heart of the COVID-19 response; transforming inequities of unpaid care work into a new, inclusive care economy that works for everyone; and designing socio-economic plans with an intentional focus on the lives and future of women and girls. Putting women and girls at the centre of economies will fundamentally drive better and more sustainable development outcomes for all, support rapid recovery, and place us back on a footing to achieve the Sustainable Development Goals.⁹⁴⁹

The status of women in Pakistan is not homogenous because of the interconnection of gender with other forms of exclusion in society.⁹⁵⁰ Gender is one of the organizing principles of Pakistani society.⁹⁵¹ Patriarchal values embedded in local traditions and culture predetermine the social value of gender. An artificial divide between production and reproduction, created by the ideology of sexual division of labour, has placed women in reproductive roles as mothers and wives in the private arena of home and men in productive roles as breadwinners in the public arena. This has led to a low

935 (UNFPA 2021)

936 Ibid

937 Ibid

938 (Konwar 2020)

939 Ibid

940 Ibid

941 (UNFPA 2020)

942 Ibid

943 (United Nations 2021)

944 Ibid

945 (Nations 2020)

946 Ibid

947 (UNWOMEN 2021)

948 Ibid

949 (Asian Development Bank, 2000)

950 Ibid

951 Ibid

level of resource investment in women by the family and the State. Thus, low investment in women's human capital, compounded by the ideology of purdah (literally "veiled"), negative social biases, and cultural practices; the concept of honour linked with women's sexuality; restrictions on women's mobility; and the internalization of patriarchy by women themselves, becomes the basis for gender discrimination and disparities in all spheres of life.⁹⁵²

Pakistan Vision 2025 enlists women's empowerment as one of its main objectives and includes the following five components: i) activities that promote women's self-worth, ii) right to determine their choices, iii) access to opportunities and resources, iv) right and power to control their lives, and v) ability to influence social change.⁹⁵³ To achieve these objectives, the government has introduced a large number of laws to support the cause of gender mainstreaming and women development in the province.

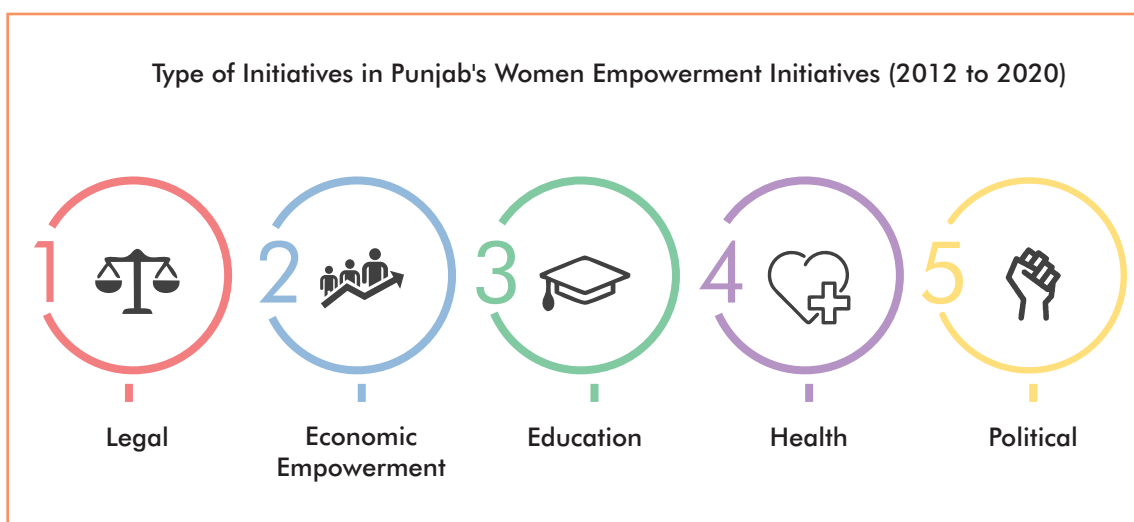


Figure 8.1

Envisioning a "gender-sensitive" Punjab, the Government of Punjab identified that prime productivity and sustainable development is not possible if half of the population is deprived of equal opportunities. Since 2012, Government of Punjab has introduced a series of pro-women initiatives to promote women's empowerment. Figure 8.1 illustrates initiatives taken by Punjab Government to promote women's empowerment.

This chapter has been divided into 5 sections, with each section providing details about provisions within 1 of the 5 initiatives passed from 2012 to 2018. The provisions of the Women Empowerment Package 2012, Punjab Women Empowerment Initiative 2014 and Punjab Women Development Policy 2018 have been broadly categorised into legal, economic empowerment, education, health and political initiatives. Provisions in 2016 and 2017 initiatives cannot be categorised separately due to their varied nature and are therefore presented collectively. Relevant information about each category is provided in separate tables under each section.

8.1. Punjab Women Empowerment Package 2012

Punjab Women Empowerment Package 2012 (PWEF 2012) was introduced to address social, economic and legal issues faced by women in Punjab. The prime focus of the package was women's rights and empowerment. Implementation status of provisions under PWEF 2012 has been provided in subsections 8.1.1 to 8.1.6. It is important to note that data on the current status of all initiatives was not made available to PCSW.

952 Ibid at 949
953 (UNFPA 2020)

8.1.1. Legal Initiatives

Table 8.1 details the legal initiatives contained in PWEF 2012.

LEGAL INITIATIVES	PROVISIONS
1. Harassment at the workplace	<ul style="list-style-type: none"> → Appointment of Ombudsperson under the Punjab Protection against Harassment of Women at Workplace act (Harassment act) → Display of Code of Conduct of the Harassment act in all public offices → Provincial Committee to oversee implementation of the Harassment Act (Refer to Figure 8.5 & 8.7)
2. Acid Throwing	<ul style="list-style-type: none"> → Amendment in Poisons Act to discourage acid throwing incidents on women → Acid throwing shall be dealt with under anti terrorism laws → Establishment of provincial Board for Acid Burn Survivors and a Fund to recommend specialized medical and psychological care and its monitoring
3. Amendment in Inheritance law	<ul style="list-style-type: none"> → Punjab Land Revenue laws to ensure that inheritance rights of the female heirs are properly safeguarded → Partition of property through an Inheritance Mutation must be done as soon as possible after the death of the owner.
4. Penal Action against Delinquent Revenue Offices	<ul style="list-style-type: none"> → To ensure appropriate action against delinquent officers who, due to collusion or mala fide intention, deprive a legal heir of the right to inheritance → Punjab Revenue Rules, 1968 to provide for District Committee for protection for the rights of inheritance
5. Urban Immoveable Property	<ul style="list-style-type: none"> → New laws will be passed for curtailing delays in disposal of partition cases suggesting a mechanism to alleviate problems faced by joint owners due to lengthy litigation
6. Stamp Duty	<ul style="list-style-type: none"> → Stamp Duty shall be waived partially, and partition made effective for inheritance of both rural and urban properties
7. Property Rights	<ul style="list-style-type: none"> → 50% property rights to women under Jinnah Abadi scheme and to residents of Kachi Abadis
8. Right to Equal Remuneration	<ul style="list-style-type: none"> → Amendment in Wages Laws and Rules in accordance with ILO Convention No.100 to ensure equal remuneration to both male and female employees
9. Policy for Home-Based Workers	<ul style="list-style-type: none"> → Policy covering strategies, plans and programs for the protection & promotion of rights and benefits of Home Based Workers who mostly comprise women
10. SBB Human Right Centers	<ul style="list-style-type: none"> → SBB Human Right Centers at district level providing legal, psychological and basic health referral services under the supervision of DCO and legislated accordingly → A 24/7 toll-free helpline shall be established (Refer to Figure 8.26 & 8.27)

Harassment at the Workplace:

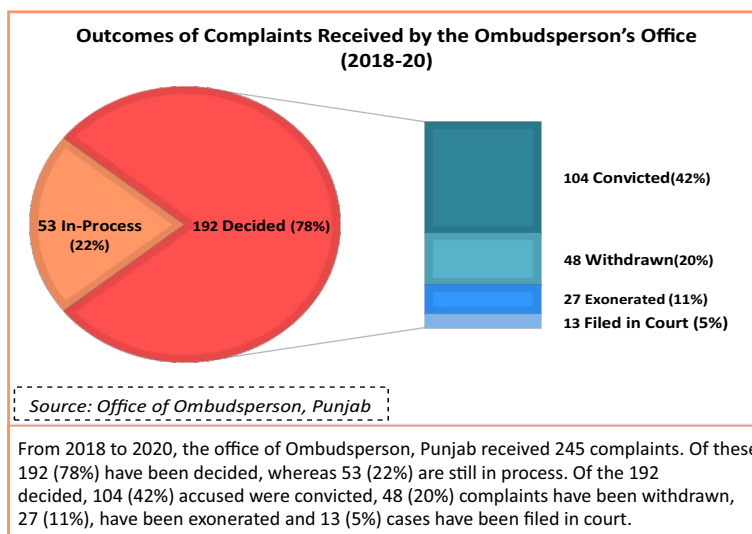


Figure 8.2

To inquire about the implementation status of provisions contained in different women empowerment packages and initiatives, 1048 Provincial departments and district offices were asked to give data. Response was received from 58 provincial and 200 district offices. Unofficially, reasons for low response include, the COVID-19 pandemic, human resource limitations amid lockdown restrictions, and limited progress made on initiatives. Of the 4 districts in Lahore division, only district Lahore's data was received after rigorous follow-up. Lastly, gender disaggregated data is still not maintained by provincial and district level offices, therefore some data received against these indicators could not be used for this report.

Display of Code of Conduct under Punjab Protection against Harassment of Women at Workplace Act

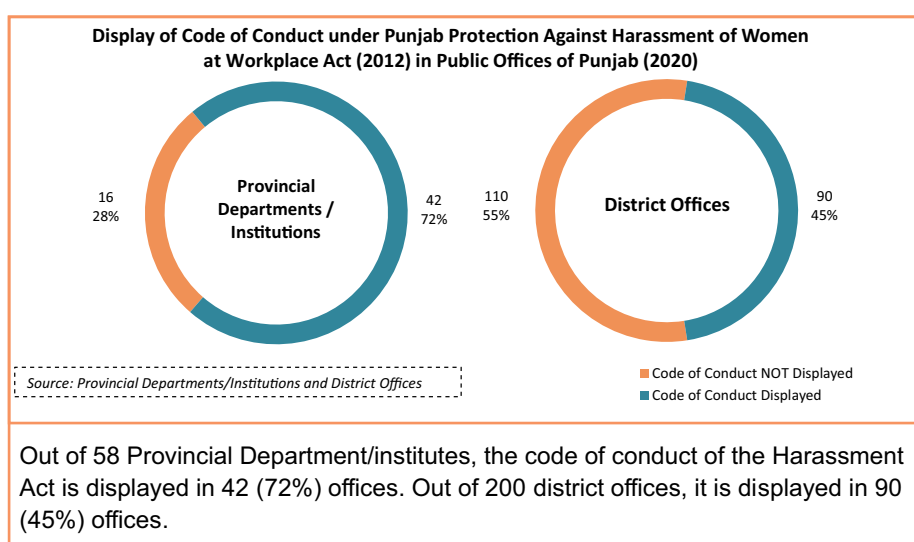


Figure 8.3

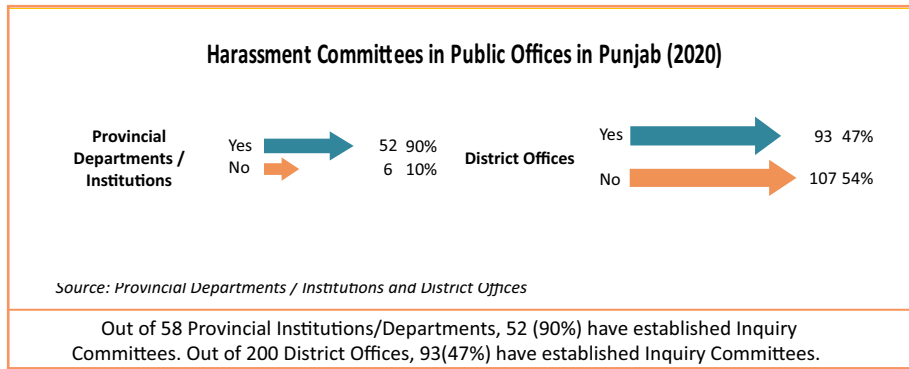


Figure 8.4

Outcome of Complaints received by Harassment Committees in Provincial Departments

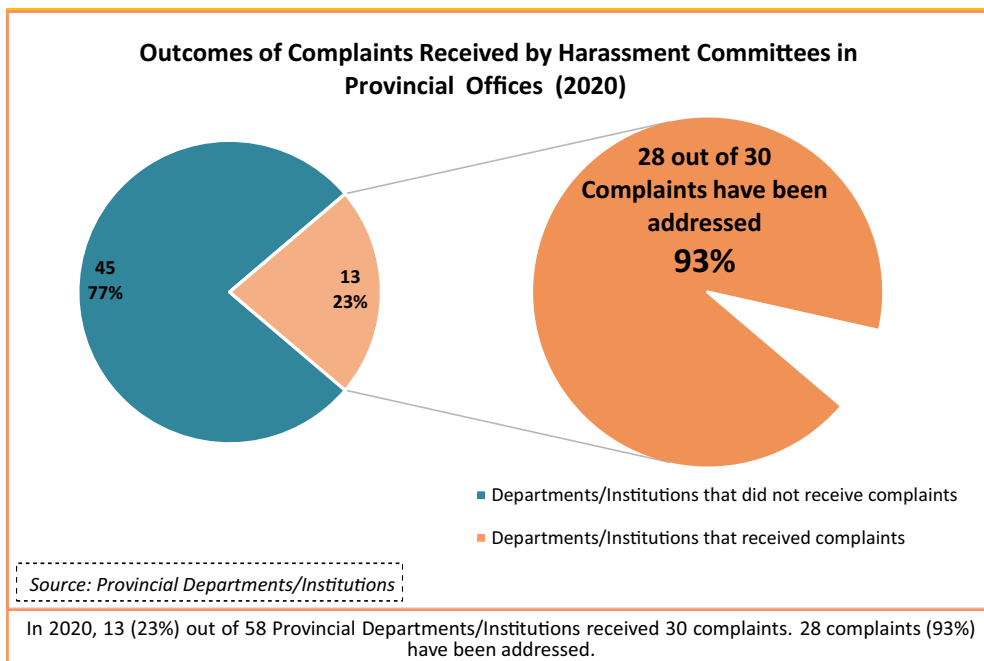


Figure 8.5

Outcome of Complaints received by Harassment Committees in District Departments

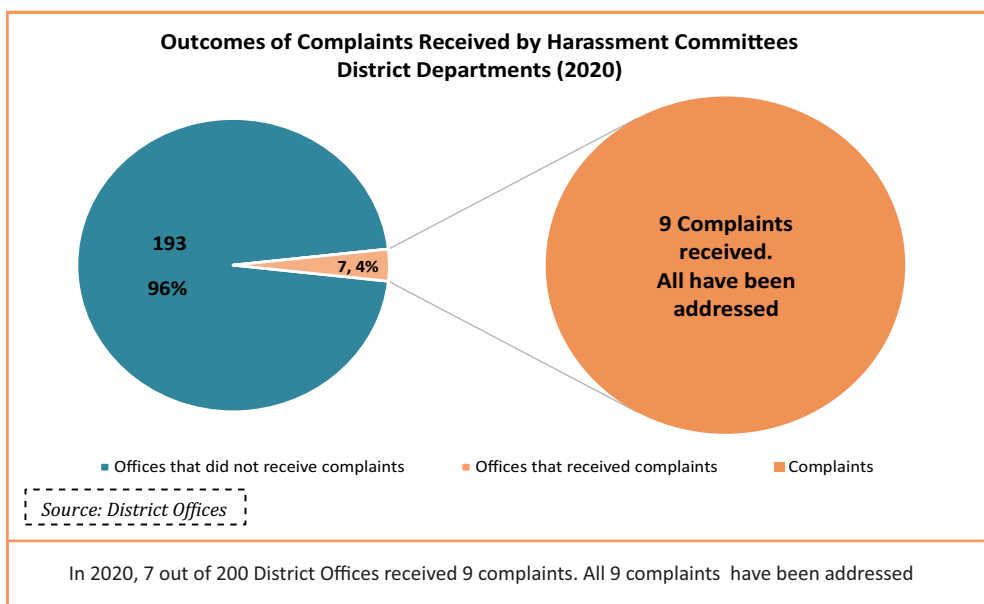


Figure 8.6

SBB Human Right Centres (SBBHRC)

From 2018 to 2020, 14142 women benefited from the services provided by SBBHRCs across Punjab. Figure 8.7 shows districts with SBBHRCs in Punjab. Details about women who benefited from the services of SBBHRCs are given in *Justice 7.3.7*.

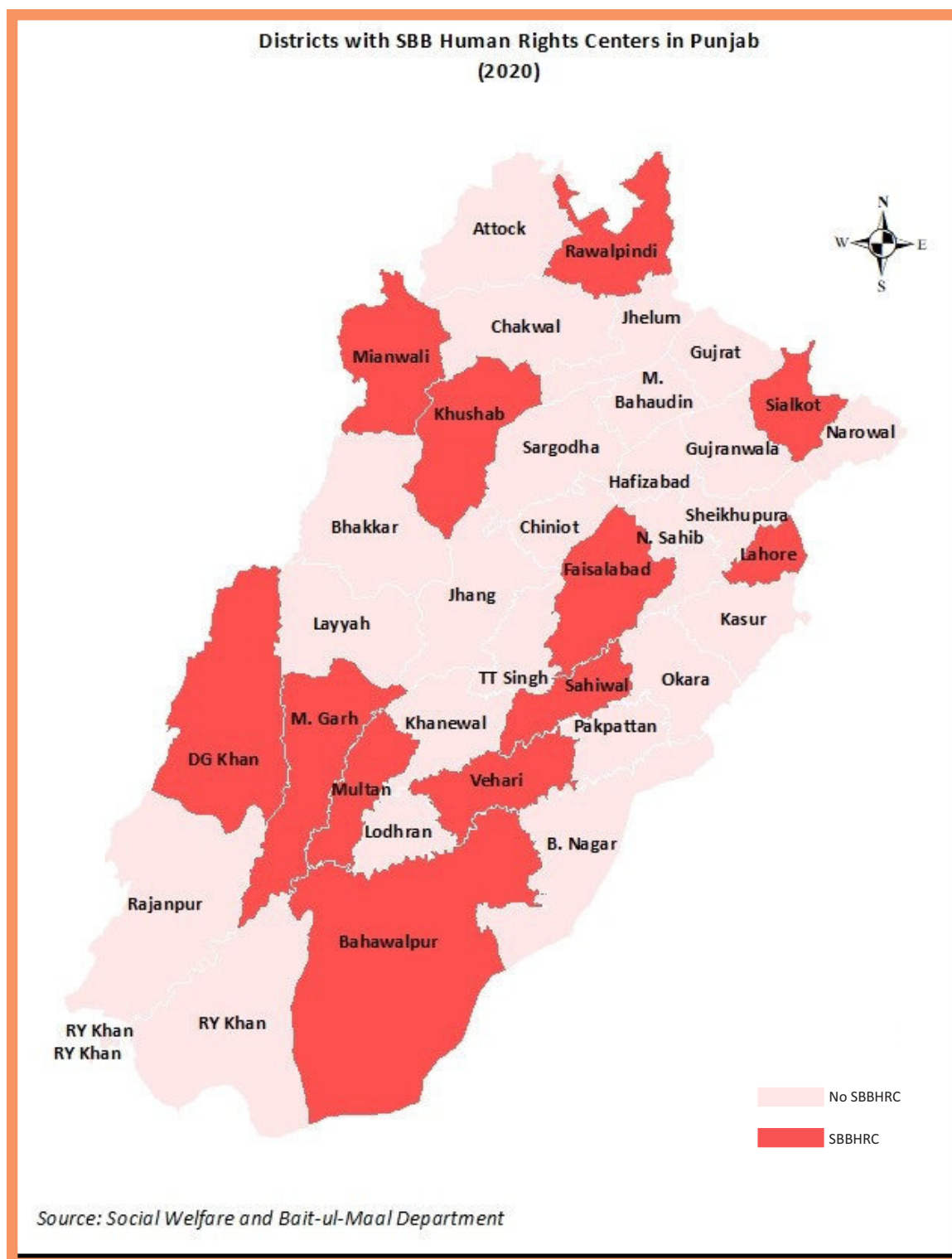


Figure 8.7

8.1.2. Economic Initiatives

ECONOMIC	PROVISIONS
EMPOWERMENT	
Public Sector Employment & Economic Empowerment	<p>The quota for women in public service employment including post recruitment through PPSC shall be enhanced to 15% (Refer to Figure 8.8)</p> <p>Women will fill 25% of general seats as members of PPSC</p> <p>All boards of statutory organizations, public sector companies and committees as well as special-purpose task forces and committees shall have 33% women (Refer to Figure 8.9)</p> <p>At least 1 woman shall be in all selection and recruitment committees for regular contractual employment (Refer to Figure 8.10)</p> <p>33% women consultants in provincial Ombudsman office</p>
Age Relaxation	Age relaxation up to 3 years shall be allowed to women for fresh induction over and above normal upper age ceiling including existing general relaxation (Refer to Figure 8.11)
Women Friendly Public Amenities	Amenities for women in all public offices: separate washroom, a prayer room be designated in existing buildings (Refer to Figure 8.12)
Maternity Leaves	<p>Application of maternity leave shall be deemed approved as soon as maternity leave application is moved to the immediate supervisor (Refer to figure 8.13)</p> <p>Women will not require a fitness certificate on joining after availing the maternity leave</p> <p>Maternity leave shall not be less than 90 days; condition to avail 45 days before and 45 days after to be abolished</p>
Paternity Leaves	One week paternity leave for male employees to two children (Refer to Figure 8.14)
	Day Care Centers (DCCs) in all public-sector offices with 5 or more women employees (Refer to Figure 8.17 to 8.19)
Women entrepreneurship	Bank of Punjab initiative “Women’s Entrepreneurship Financial Scheme” to give loans for commercial ventures by women
Interest-Free Loans for Women	The Government of Punjab will allocate additional Rs. 1 billion for the disbursement of loans through Akhuwat to support at least 33% women of its total beneficiaries
Skill Development	All government skills development programs shall include a substantial number of women trainees

Table 8.2

Public Sector Employment & Economic Empowerment 15% Representation of Women in Public Offices

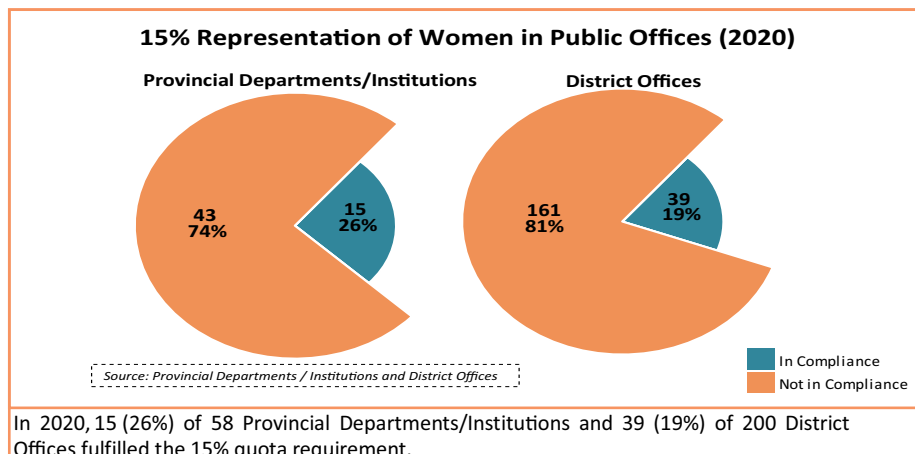


Figure 8.8

33% Representation of Women in Boards, Committees, and Taskforces in Public Offices

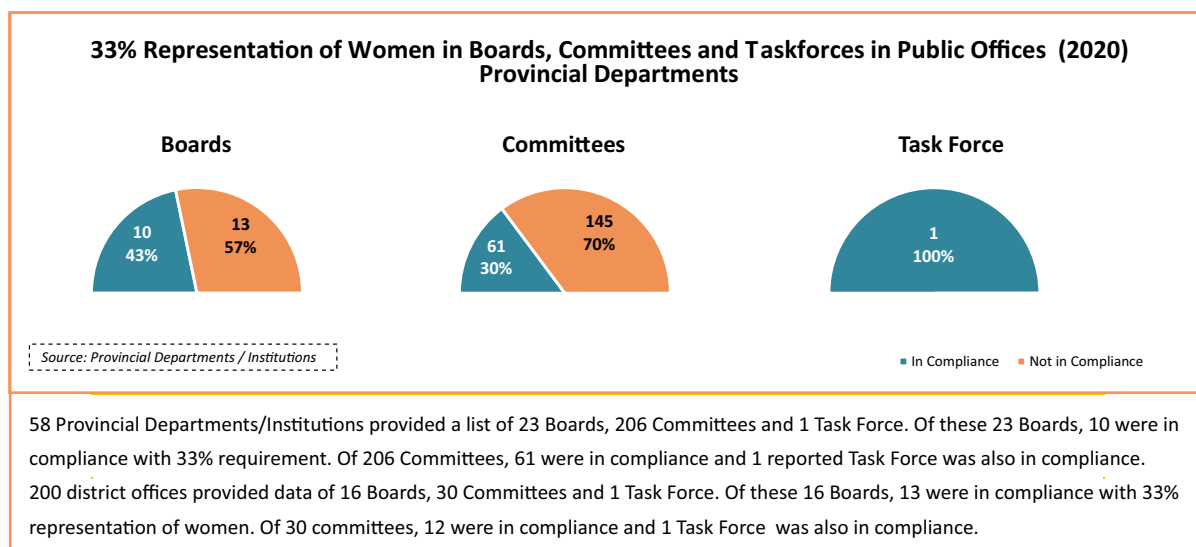


Figure 8.9

Recruitment of at least 1 woman in Selection and Recruitment Committees in Public Offices

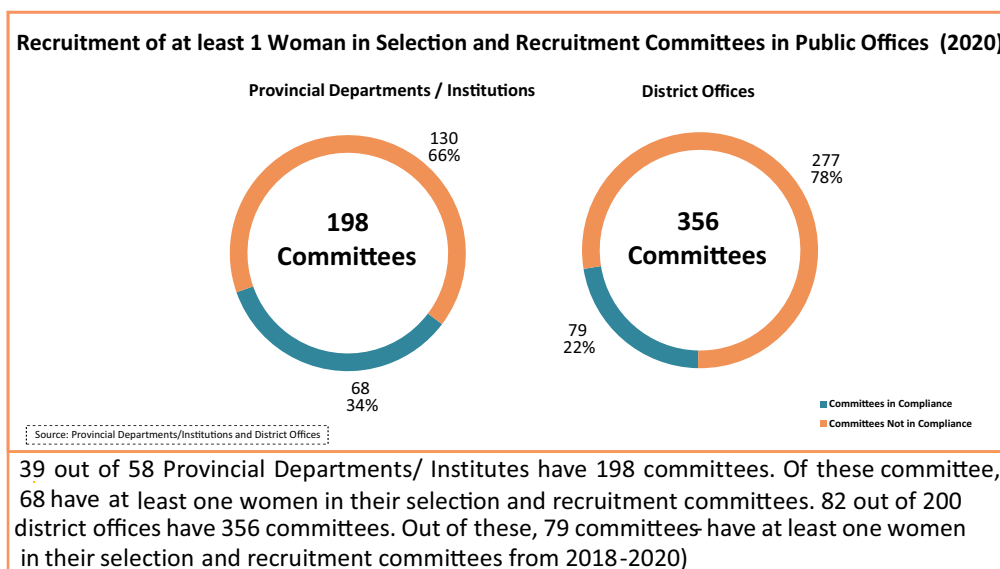


Figure 8.10

Age Relaxation:

Women Allowed Age Relaxation of up to 3 Years in Public Offices (2020).

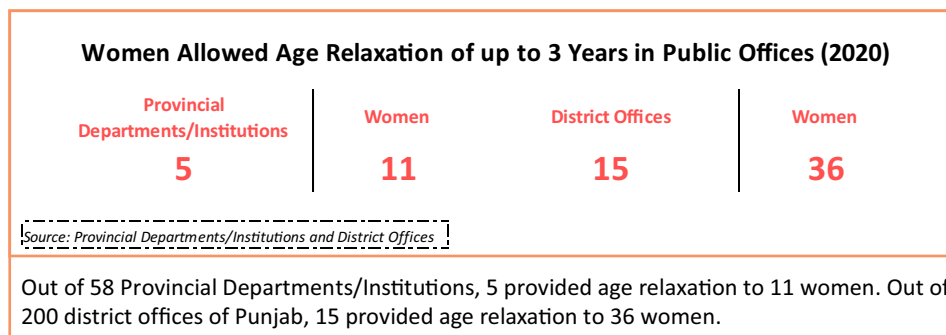


Figure 8.11

Women Friendly Public Amenities

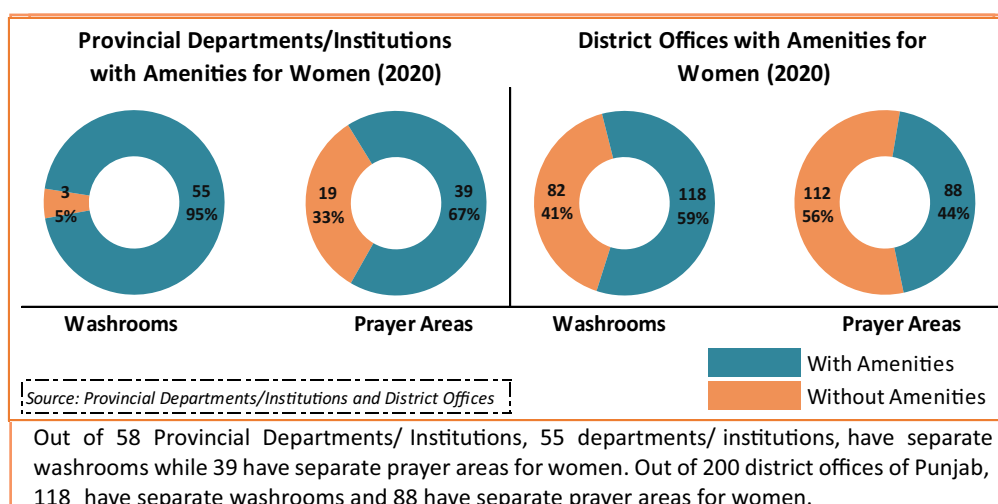


Figure 8.12

Maternity Leave

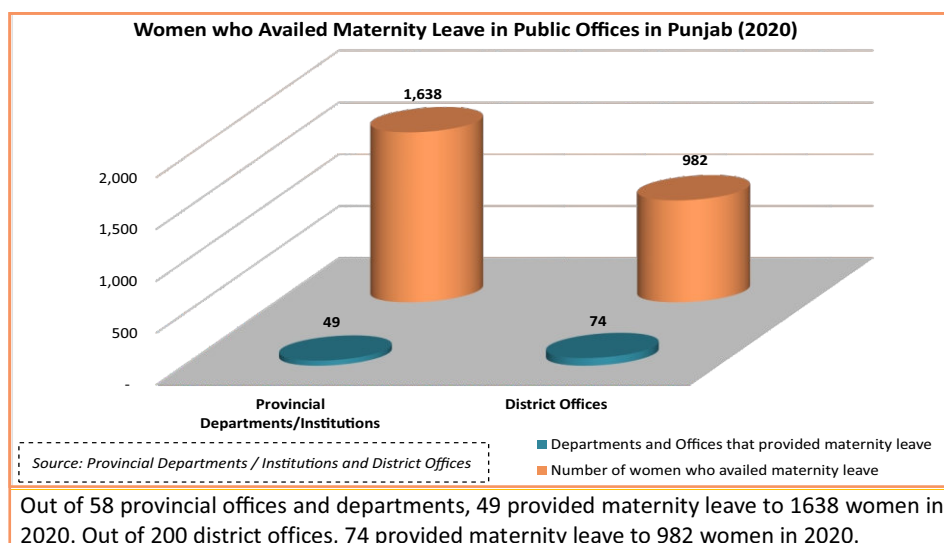


Figure 8.13

Paternity Leaves

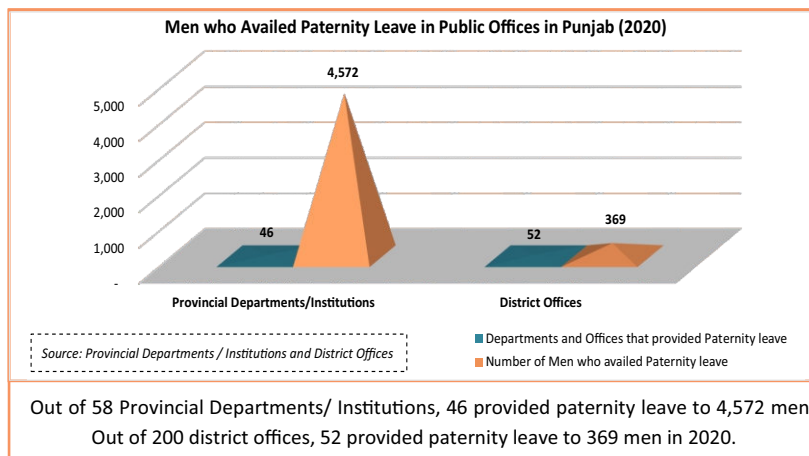


Figure 8.14

Men and Women Inducted on Contractual Basis

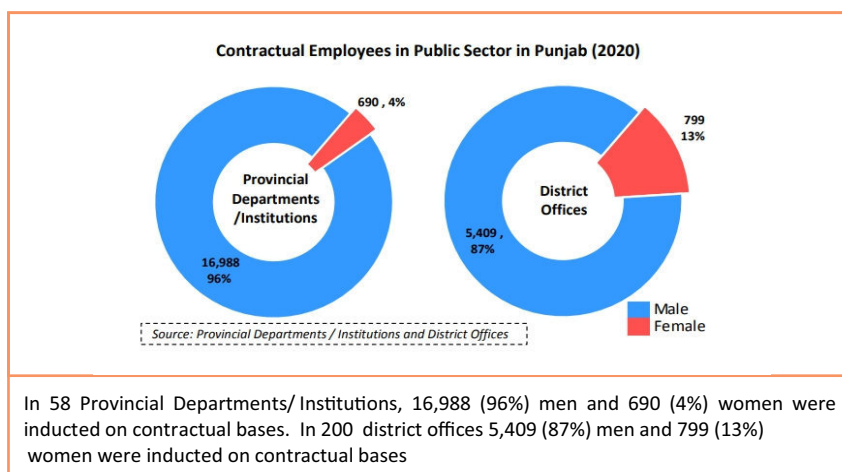


Figure 8.15

Gazetted and Non-Gazetted Employees by Provincial and District Offices

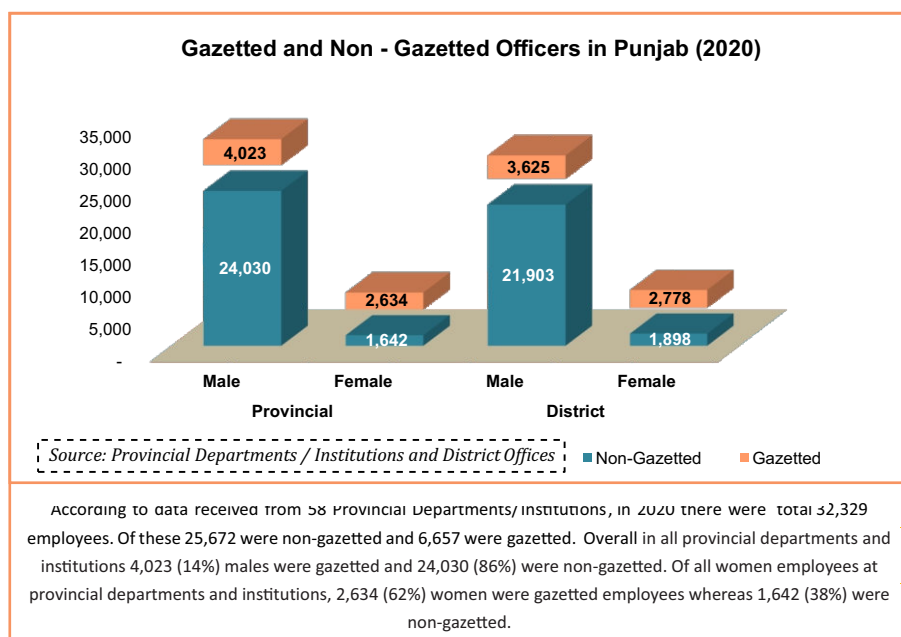


Figure 8.16

In 200 district offices, a total 30,204 people were employed (25,528 men and 4676 women). Of all male employees 3625 (14%) were gazetted and 21,903 (86%) were non-gazetted. In all district offices, 2778 (59%) female employees were gazetted and 1898 (41%) were non-gazetted.

Day Care Centres

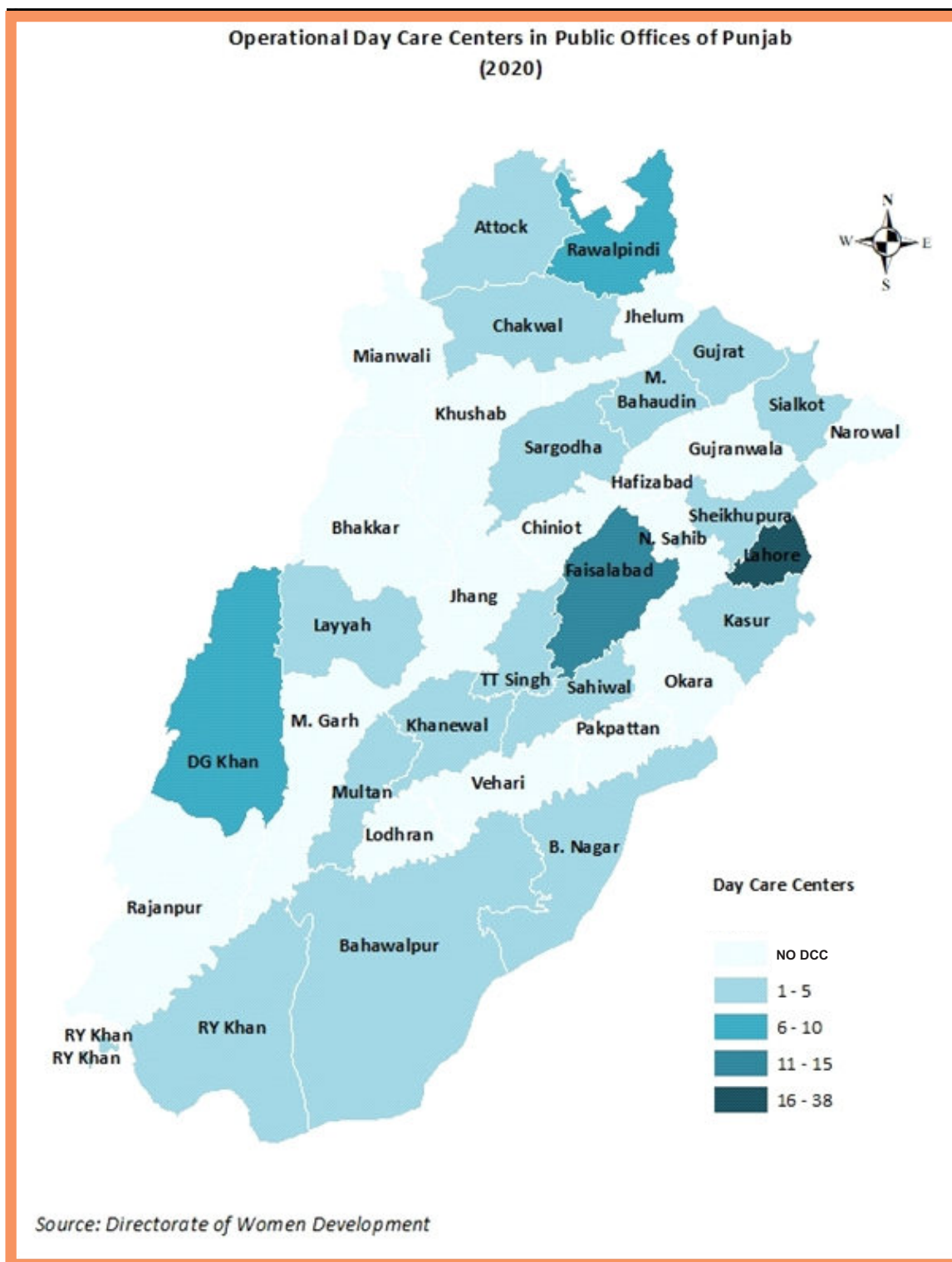


Figure 8.17

By the end of 2020, 107 Day Care Centers (DCCs) were operational in public offices of Punjab. Lahore has the highest number of operational DCCs (38) followed by Faisalabad (14) and Rawalpindi (9). Six districts of Punjab (Attock, Bahawalnagar, Khanewal, Layyah, Rahim Yar Khan and Toba Tek Singh) had only 1 operational DCC by the end of 2020. Figure 8.17 shows the district-wise number of operational DCCs in Punjab.

Status of Day Care Centres in 2020

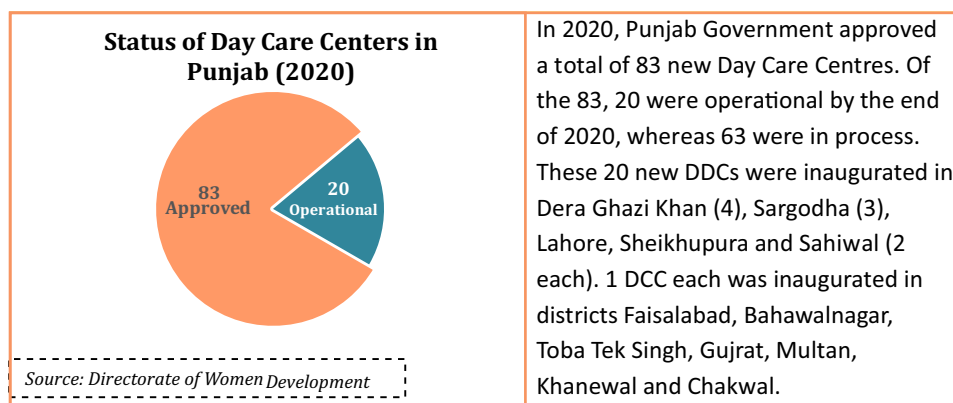


Figure 8.18

Beneficiaries of Day Care Centres in Punjab

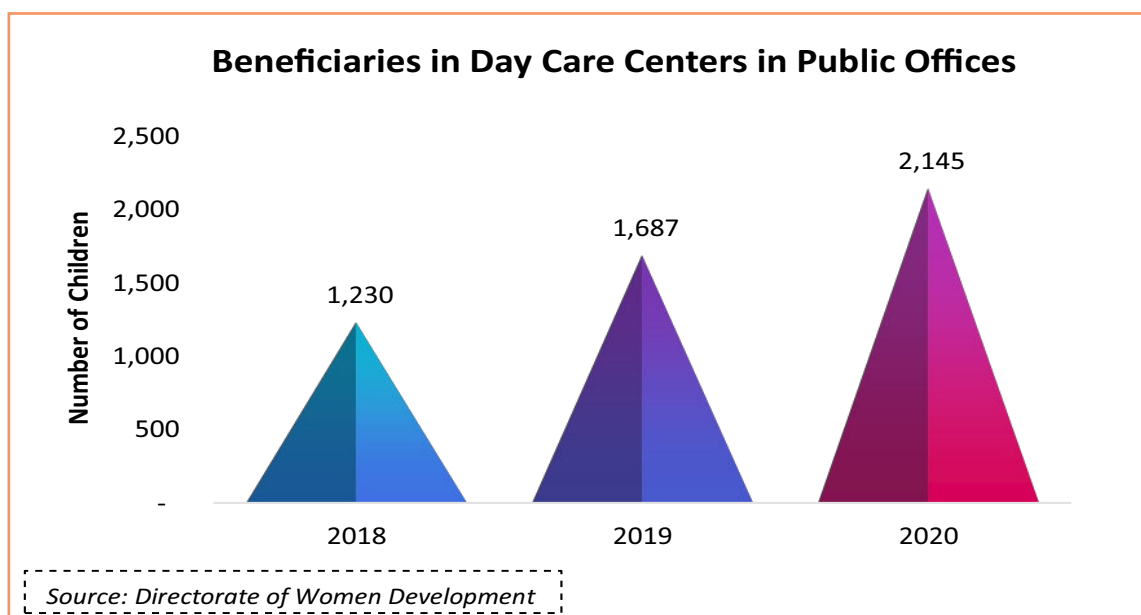


Figure 8.19

Figure 8.19 shows year wise number of beneficiaries of Day Care Centers in public offices from 2018 to 2020.

8.1.3. Education

Table 8.3 provides information about educational initiatives in PWEF 2012.

EDUCATION	PROVISIONS
1. Higher Education	<ul style="list-style-type: none"> → Career Development Centres in all public-sector women universities and counselling facility in post graduate colleges → Hostel facility in at least 1 district → Degree College for Women at District Headquarter → Women Degree College in uncovered Tehsils → All women colleges without adequate transport shall be provided buses
2. School Education	<ul style="list-style-type: none"> → All girl's schools shall be provided with toilet and boundary wall facilities (Refer to Figure 8.21) → At least 70% of jobs will be earmarked for women in primary education (Refer to Figure 8.22)

Table 8.3

School Education

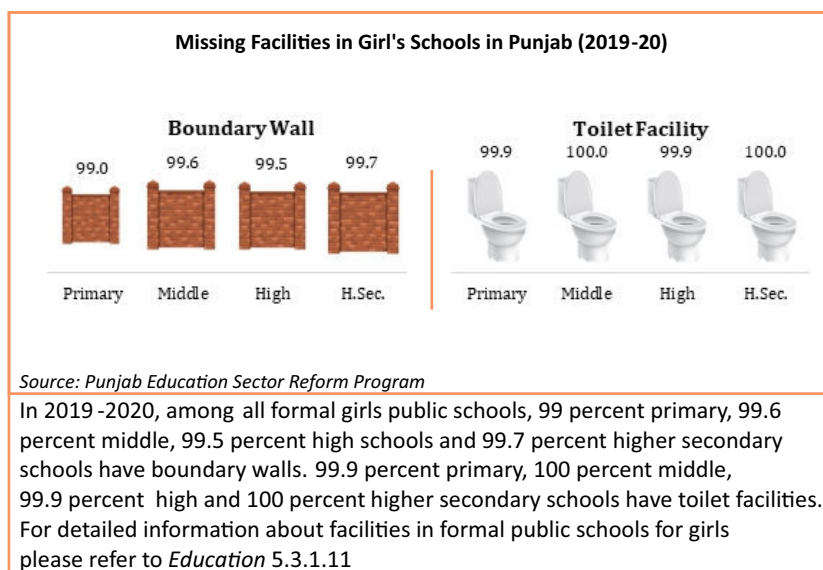


Figure 8.20

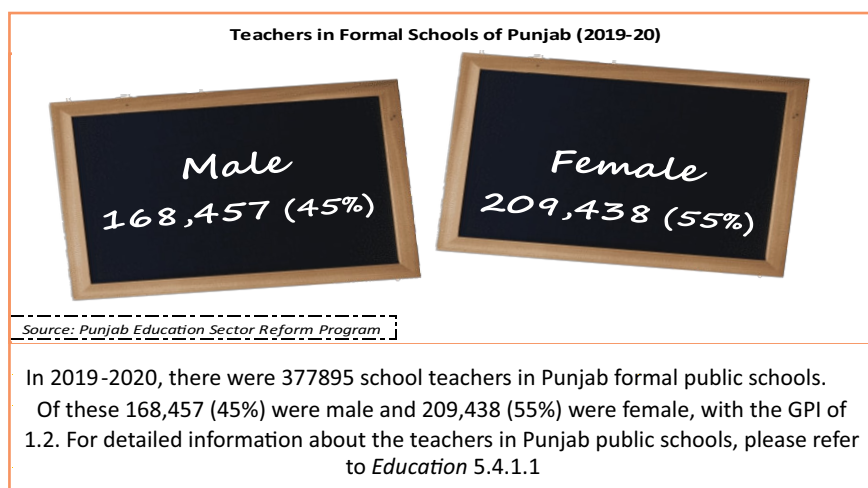


Figure 8.21

8.1.4. Health

Table 8.4 details the health initiatives introduced under PWEF 2012.

HEALTH	PROVISIONS
1.	<ul style="list-style-type: none"> → Punjab Government shall scale up Chief Minister's Health Initiative for Attainment and Realization of MDGs (CHARM Program) across Punjab. The first phase shall include basic EmONC services to additional 20 districts having poor health indicators → Punjab Government to announce a comprehensive Nutrition Program for Mother and Child that shall ensure availability of medicines and supplements to pregnant and lactating women at BHU level and calcium tablets for older women

Table 8.4

For health facilities with Emergency Obstetric and Neonatal Care Services in Punjab (2018-2020), please refer to Health 4.4.2 for details.

8.1.5. Political

Table 8.5 shares the political initiatives contained within PWEF 2012.

POLITICAL	PROVISIONS
1. Political	→ A Gender Mainstreaming Standing Committee shall be established in the Punjab Assembly

Table 8.5

Gender Mainstreaming Standing Committee⁹⁵⁴

Gender Mainstreaming Standing Committee was established in 2013 and has been chaired by Ms. Uzma Kardar since 6th March 2019

Figure 8.22

Members of Gender Mainstreaming Standing Committee of the Punjab Assembly

Name of Member	Date of Membership
1 Ms. Uzma Kardar	5th March 2019
2 Ms. Syeda Maimanat Mohsin	
3 Ms. Nasrin Tariq	
4 Ms. Umul Banin Ali	
5 Ms. Zainab Umair	
6 Ms. Sajida Begum	
7 Mr. Rai Haider Ali Khan	
8 Ms. Hameeda Mian	
9 Ms. Ishrat Ashraf	
10 Ms. Munira Yamin Satti	
11 Ms. Shazia Abid	

Table 8.6

954 (Provincial Assembly of the Punjab 2021)

8.1.6. Implementation and Administration

Table 8.7 details implementation and administration provisions contained in PWEI 2012.

EDUCATION	PROVISIONS
1. Implementation & Administration	Women Development Department led by a woman minister/advisor will be set up with immediate effect
	Status of Gender Parity Report shall be submitted annually by Women Development Department
	High-Level Gender Review Board for implementation of this Women Empowerment Package shall be set up. This will be headed by the Chief Minister and will oversee implementation of the package in three months.
	Gender Mainstreaming Committees to be formed in all Departments (refer to Figure 8.26)

Table 8.7

Women Development Department

Women Development Department was established on April 4, 2012

Figure 8.23

Gender Parity Reports Shall be Submitted Annually by Women Development Department

Punjab Commission on the Status of Women has published 4 Punjab Gender Parity Reports since 2016

Figure 8.24

Gender Mainstreaming Committees to be Formed in all Departments

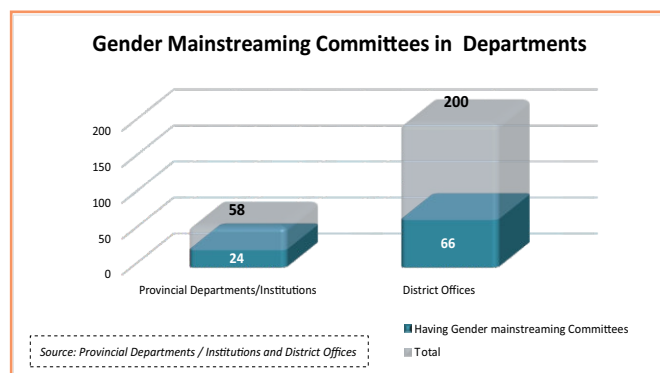


Figure 8.25

Out of 58 Provincial Departments/Institutions, 24 established Gender Mainstreaming Committees. Out of the 200 District offices, 66 had Gender Mainstreaming Committees by 2020.

8.2. Punjab Women Empowerment Initiative 2014

Punjab Government introduced PWEI 2014 wherein measures for economic and social empowerment of women were introduced. The implementation status of the provision under PWEI 2014 is provided in subsection 8.2.1 to 8.2.4. Measures overlapping with PWEI 2012 have already been mentioned in the previous subsection.

8.2.1. Legal Initiatives

Table 8.8 provides details of legal initiatives under PWEI 2014.

LEGAL INITIATIVES	PROVISIONS
1. Establishment of Punjab Commission on the Status of Women	→ A statutory body established by the Government of Punjab for the promotion and protection of women's rights governed by the Punjab Commission on the Status of Women Act, 2014
2. Toll-Free Women's Helpline	→ PCSW to establish a toll-free Helpline (1043) through which women will be provided information regarding their rights and referrals to services providers/institutes (refer to Figures 8.27-8.28)
3. Help desks for women in Police Stations	→ Female help desks to be established in every police station where only women may be posted for assisting women complainants (refer to <i>Justice</i> 7.3.1.1)
4. Land Revenue Laws	→ As discussed under PWEI 2012 (refer to Table 8.1)
5. Waiving of Birth Registration Fee	→ Prescribed fee for new and late birth registration of boys and girls waived
6. Family Court Complexes	→ Establishment of separate Family Court Complexes in all DHQs so that women and children are provided with a congenial atmosphere for resolution of family disputes in a less adversarial and more mediatory and reconciliatory manner
7. Family Law reforms	→ Government of Punjab emphasized the need to reform existing laws and passed the Punjab Muslim Family Laws (Amendments) Act, 2015 and the Punjab Family Courts (Amendments) Act, 2015

Table 8.8

Toll-Free Women's Helpline

The Punjab Women's Toll-Free Helpline 1043 is available 24/7.⁹⁵⁵ Managed and supervised by PCSW, the helpline team comprises of all-women call agents, three legal advisors, psychosocial counsellor, supervisors and management staff. The objective of the helpline is to enhance women's economic, social and legal status by providing them a platform where they can call to get information, discuss their issues, get help and referrals. It also coordinates regarding women's empowerment from departments of Government of Punjab, district coordination offices, district police officers and other concerned departments. It provides psychosocial counselling on workplace harassment, gender discrimination, property disputes and inheritance rights. The helpline provides information on hostels, day-care centres and other facilities for working women, increased women's participation in government decision making bodies, quota for women in public sector jobs, skill development, changes in employment policies and various other socioeconomic and legal issues.⁹⁵⁶ The helpline provides an avenue for disciplinary action against official authorities, including but not limited to, revenue offices.⁹⁵⁷

955 (Punjab Commission on the Status of Women 2020)

956 Ibid

957 Ibid

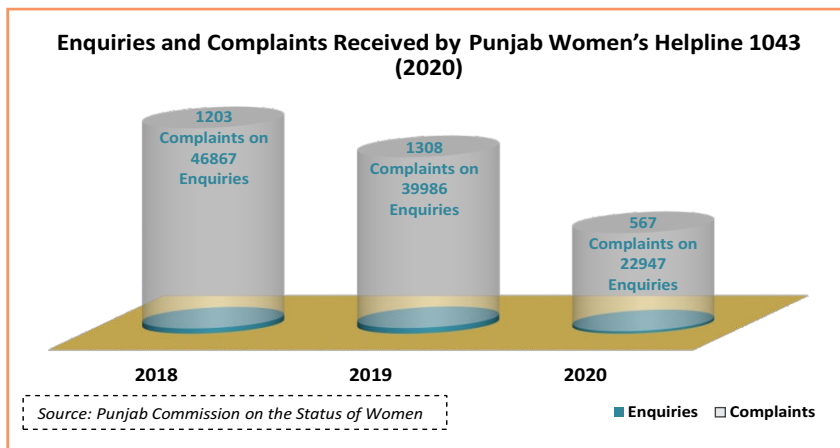


Figure 8.26

From 2018 to 2020, the Punjab Women's Helpline (1043) has received 3078 complaints and 109,800 enquiry calls. Over the years, the number of complaints and enquiries decreased. Details about complaints have been discussed in *Justice* 7.3.9.

In 2019, 39,986, enquiry calls were received by Punjab Women's Helpline which decreased by 15 percent from 2018 (46,861 enquiry calls). This number further declined 43 percent from 39,986 enquiry calls in 2019 to 22947 in 2020. Overall from 2018 to 2020, the number of enquiry calls decreased 51 percent.

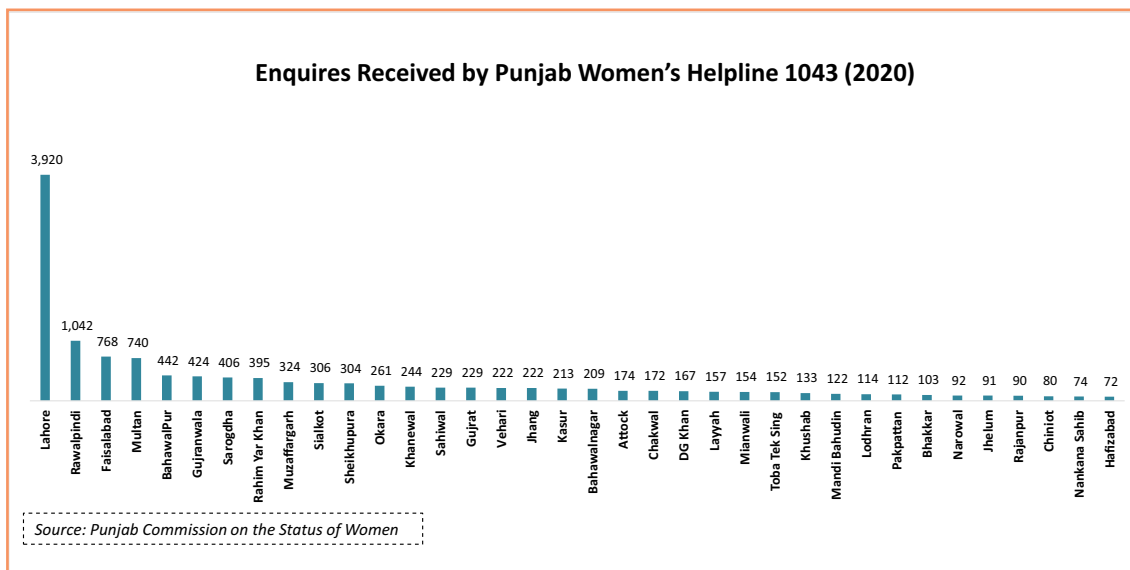


Figure 8.27

In 2020, the highest number of enquiry calls were received from Lahore (3,920), followed by Rawalpindi (1,042) and Faisalabad (768), whereas the lowest number of calls were received from Hafizabad (72), Nankana Sahib (74) and Chiniot (80). Figure 8.27 depicts the district wise status of enquiry calls received by staff of Women's Helpline in 2020.

Awareness Calls made by the Punjab Commission on the Status of Women's Helpline Team

No awareness calls were made by the Women's Helpline from 2018- 2020.

Punjab Commission on the Status of Women Helpline Related Complaints Settled to the Complainant's Satisfaction

All received calls were forwarded and followed-up on to the satisfaction of complainants.

PSCA Women Safety Mobile Application

Details about chat for consultations on PSCA Women Safety Application are given in *Justice* 7.1.1.8.

Family Law Reform

The Punjab Family Courts (Amendment) Act 2015 established a procedural framework for conducting proceedings in cases of maintenance, dissolution of marriage and arbitration. It provides a 14-days timeline for the payment of monthly maintenance for wife/child

Figure 8.28

The Punjab Muslim Family Laws (Amendment) Act 2015 contains provisions for the proper filling of Nikahnama as well as penalties in case of violation by the Nikah Registrar

Figure 8.29

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8.2.2. Economic Empowerment

Table 8.9 provides the implementation status of initiatives introduced for the economic empowerment of women under PWEI 2014. However, data on current status of various initiatives was not available.

ECONOMIC EMPOWERMENT	PROVISIONS
1. Training of female domestic workers	→ Training of 10,000 female domestic workers in Lahore, Faisalabad, Sialkot, Sargodha and Multan by Women Development Department
2. Veterinary Training of Women in Livestock and Poultry Management at Tehsil Hospitals Managed by Livestock & Dairy Development Department	→ Livestock Department to conduct livestock trainings at Tehsil Hospital instead of District hospitals to facilitate female trainees
3. Free of Cost Vocational Training of women belonging to minority communities in Punjab	→ Government to take measures for improving the socio-economic conditions of women belonging to minority communities through vocational training

Table 8.9

4. Technical training of workers' wives for earning a livelihood	→ Three vocational training and display centres in worker welfare schools for girls may be established
5. Rozgar Bank	→ Establishment of microfinance bank with an objective to provide small loans to at least 30% eligible women
6. Exclusive space in Sunday Bazars and Ramadan Bazaars for women	→ Exclusive space in existing Sunday Bazaars and Ramadan Bazaars for mini women bazaars where women can set up stalls
7. Establishment of Cottage Villages	→ Labour Department to provide suitable space in labour colonies to establish cottage villages for marketing and sale of products, such as handmade clothes, jewellery and handicrafts
8. Distribution of poultry and cattle	→ Distribution of poultry and cattle to women in rural Punjab to encourage their participation in livestock activities (refer to Figure 8.52)
9. Canteens in female educational and training institutions	→ All female educational and training institutes to hire female contractors to run all the canteens
10. Delegation of Powers	→ Delegation of Power to sanction medical leave to officials at divisional level
11. Affordable residential facilities, voucher schemes for women	→ Voucher scheme to facilitate low-cost accommodation to working women
12. Private Sector Employment Policies	→ Reform of private sector employment policies and a sum of Rs. 5.35 million allocated for the purpose
13. Punjab Day Care Fund	→ Please refer to Table 8.2 and Figures 8.17-8.19
14. Day Care Workers' Training	→ Training of women as day care workers so that certified workers could subsequently be employed by DCC established through PDCF Society
15. Provision of Scooties for Working Women	→ Punjab Transportation Department initiated a project to provide scooties for working women → Scooties to be provided to 1,000 working women in Lahore and paid for in easy instalments

Distribution of Poultry and Cattle

Please refer to section 8.5 (Women Development Policy) subsection 8.5.4 for the details.

8.2.3. Education

Table 8.10 provides details of education initiatives under PWEI 2014.

EDUCATION	PROVISIONS
1. Inclusion of gender equality and women empowerment issues curricula in school	<ul style="list-style-type: none"> → Inclusion of all women empowerment initiatives in textbooks compiled by Punjab Curriculum and Textbook Board → Review of school curricula to ensure gender sensitivity
2. Punjab Educational Endowment Fund	<ul style="list-style-type: none"> → 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
	<ul style="list-style-type: none"> → Special quotas for orphans, children of government employees of BS1-4, disabled children, minorities and widows

Table 8.10

Inclusion of Gender Equality and Women's Issues in School Curricula

A chapter on Protection of Women against Violence was included in Pakistan Studies textbook for Grades 9 and 10 through notification No. 796/D (M) on July 20, 2017

Figure 8.30

A chapter on Protection of Women against Violence (Urdu version) was included in the Pakistan Studies textbook for Grade 12 through Notification No. 785/D (M) on July 20, 2017

Figure 8.31

Punjab Educational Endowment Fund

In 2018-2019, 33,526 scholarships were awarded by Punjab Educational Endowment Fund. Rs. 4171 million was disbursed for these awarded scholarships.⁹⁵⁸ Gender disaggregated data was not available.

8.2.4. Health

Table 8.11 details health initiatives under PWEI 2014. However data on the implementation status of these initiatives was not available.

HEALTH	PROVISIONS
1. Health Insurance Policy	<ul style="list-style-type: none"> → Health Insurance cards will be issued to deserving families → Punjab Health Initiative Management Company established to improve access to health services for the underprivileged population of Punjab
2. Antenatal Clinic Services	<ul style="list-style-type: none"> → A Pilot Project to provide antenatal check-ups at Ganga Ram Hospital and Lady Willington Hospital Lahore
3. Ambulances	<ul style="list-style-type: none"> → 300 ambulances to be provided to reduce travel time to the hospital for women in underprivileged communities

Table 8.11

958 (The Punjab Educational Endowment Fund 2019)

4. Birth Waiting Rooms	→ Health authorities to provide birth waiting rooms to pregnant women in THQs and DHQs located in the remote and tribal area of Dera Ghazi Khan and Rajanpur
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Ambulances

Rural Ambulance Service (RAS) 1034 is serving in Rural Areas, alongside 24/7 BHUs to facilitate pregnant women and malnourished children in program covered areas

Figure 8.32

8.3. Punjab Women Empowerment Initiative 2016

The Government of Punjab introduced a third package, Punjab Women Empowerment Initiatives 2016 to further its goal of women's empowerment. The package focused largely on legal, economic, educational and social initiatives. The implementation status of provisions under PWEI 2016 is provided in section 8.3.1

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8.3.1. Initiatives

Table 8.12 details all provisions contained in PWEI 2016. However, data on the current implementation status was not available.

INITIATIVES	PROVISIONS
1. Legal aid at district Level	<ul style="list-style-type: none"> → Free legal advice to indigent women at district level through 2 focal persons (preferably females, subject to availability) → Establishment of legal aid cells for women in collaboration with bar councils
2. Institutional Mechanism for Prevention of Violence against Women	→ Implementation of various district level mechanisms provided for by the Punjab Protection of Women against Violence Act, 2016
3. Women Expo and Business Facilitation Centres	→ One Expo to be organized annually by the Industries, Commerce and Investment Department Punjab
4. Establishment of Working Women Hostels	→ Working Women Hostels to be built in all districts (refer to Figures 8.33 and 8.34)
5. Fatima Jinnah Awards	→ To appreciate the valuable contribution of women in the fields of education, arts, health, and legal rights, the government announced provision of these awards for accomplished women

Table 8.12

Punjab Working Women Endowment Fund Society

To provide support to working women so that they can compete in modern day challenges, establishment of an endowment fund titled "Punjab Working Women Endowment Fund (PWWEF)" has been approved in the Punjab Women Empowerment Initiatives, 2014.⁹⁵⁹ A PWWEF Society is registered under Societies Registration Act XXI of 1860, to execute the objectives set forth in the establishment of the fund.⁹⁶⁰

The objective of the PWWEF society is to provide safe, secure, and economical accommodation to working women across the province, promote and encourage retention of women in the economic sphere, and enhance their socioeconomic status in society. Furthermore, the PWWEF also provides funding for construction and upgradation of new and existing working women hostels.⁹⁶¹

Establishment of Working Women Hostels

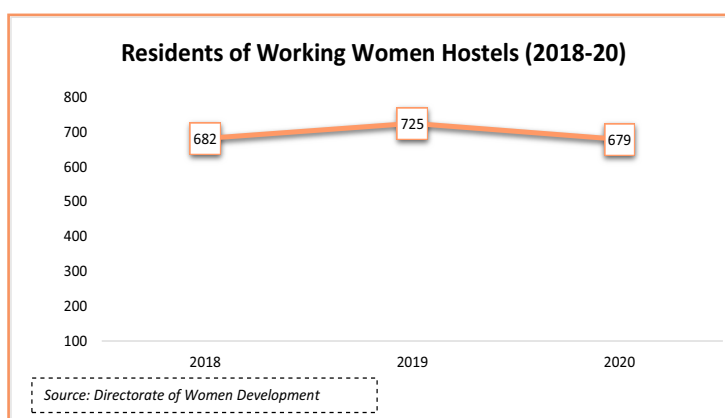


Figure 8.33

In 2018, and 2019, 682 and 725 women resided in 16 working women hostels of Punjab respectively, whereas, in 2020, 679 women resided in 16 working women hostels across Punjab. Figure 8.33 shows the number of residents of working women hostels in Punjab from 2018 to 2020. The highest number of working women hostels was found in Lahore (4), followed Rawalpindi (2) while the remaining 10 districts have 1 hostel each.

Figure 8.34 depicts districts with working women hostels and the number of beneficiaries of these hostels by the end of 2020. As per data, the highest number of working women were residing in Lahore (163) followed by Multan (76) and Faisalabad (57) in 2020. Muzaffargarh (20) and Rahim Yar Khan (31) has the lowest number of beneficiaries in 2020.

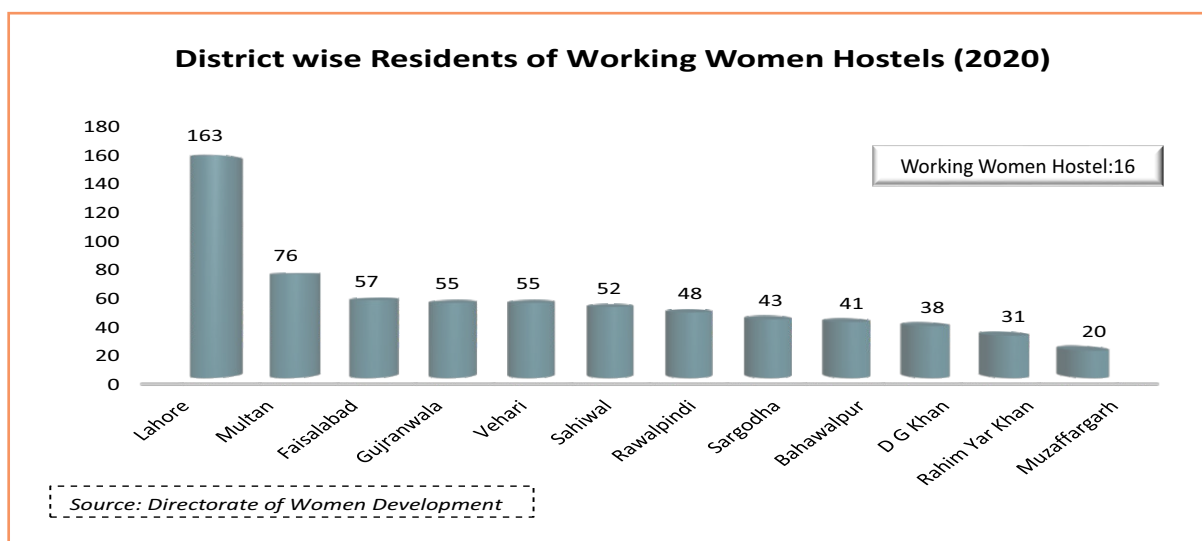


Figure 8.34

959 (Women Development Department, Punjab 2020)

960 Ibid

961 Ibid

8.4. Punjab Women Empowerment Initiative 2017

Punjab Women Empowerment Initiative 2017 was another step by Punjab Government for empowerment of women in Punjab. PWEI 2017, emphasises legal, economic and social empowerment of women. Implementation status of the provision under PWEI 2017 is provided in sub-section 8.4.1.

8.4.1. Initiatives

Table 8.13 provides details of all provisions contained within PWEI 2017. However, data on the current implementation status of these initiatives was not available.

ECONOMIC EMPOWERMENT	PROVISIONS
1. Formulation of Punjab Gender Policy	→ Formulation of Punjab Gender Policy
2. Mobile Units to be provided with Facilities for screening Breast Cancer	→ Existing Mobile units to be provided with all basic facilities for screening breast cancer in rural areas
3. Legal Reforms in Christian Family and Inheritance Laws	→ Legal Reforms in Christian Family and Inheritance Laws
4. SME Business Trainings	→ SME Business training to 18,600 women entrepreneurs
5A. IT Training by WDD through Punjab Information & Technology Board	→ IT trainings by WDD through PITB
5B. Skills Development of Female Students	→ Skill development of 40,000 girls students with a stipend of Rs. 1,000 per month
6. Interest-free Loans through Chief Minister's Self Employment Scheme	→ Interest-free microfinance to 300,000 females to start own business through Cm's Self Employment scheme in 2017-2018
7. Designated Spaces for Women at Bus stops	→ Provision of bus stops with designated waiting spaces for women in the urban and rural areas
8. Establishment of Women Business Incubator Centres	→ Establishment of WBICs in Chambers of Commerce and Industries in 8 cities and one-stop platform for women-led business

Table 8.13

Punjab Gender Policy

Punjab Women Development Policy was approved in February 2018. Subsection 8.5 discusses the policy in detail.

No. of Employees regularized to-date, under Regularization Act 2018

From 2018 to 2020, in 58 provincial departments and institutions, 2674 employees have been regularized under Regularization Act 2018. Of these, 458 are the female and 2216 are male employees. Of total 744 (27%) were gazetted and 73% are non-Gazetted employees.

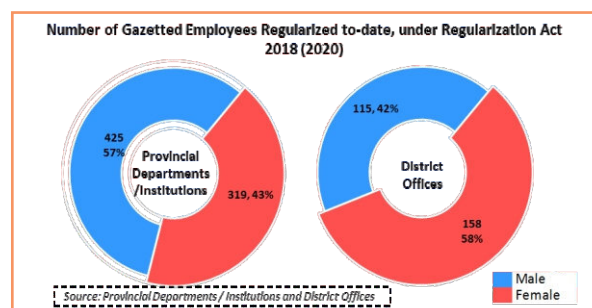


Figure 8.35

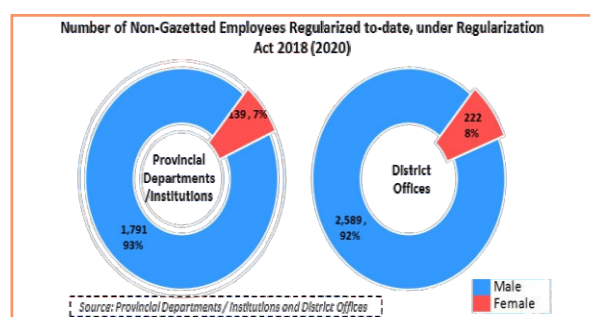


Figure 8.36

In 200 district offices total 3084 employees (380 female and 2704 male) have been regularized under Regularization Act 2018, from 2018 to 2020. Of these 9% are gazetted officers where as 91% non-gazetted employees.

8.5. Punjab Women Development Policy 2018

Punjab Women Development Policy 2018 is Punjab's main policy document governing all empowerment initiatives for women in the province.⁹⁶⁶

The purpose of this policy is to provide a package of actions and strategies that the government implements through institutional instruments to achieve Constitutional objectives.⁹⁶⁷ Despite an impressive resume of legislative reforms for women empowerment, the province of Punjab had not produced a coherent and comprehensive province-level Women Development Policy.⁹⁶⁸ This was identified as a crucial missing link and undertaken by national and international entities. Punjab Women Empowerment Package 2017 approved by Punjab Government required the Provincial Women Development Department to initiate urgent measures for putting in place a Women Development Policy in the province.⁹⁶⁹ As major advancements have already been made in the area of legislative reforms for furthering the cause of gender mainstreaming and women empowerment, it was vital to develop the "Punjab Women Development Policy" to address a wide range of women development concerns and challenges in line with the spirit of the Constitution, Pakistan's international commitments and priorities of the provincial government to pursue the goal of gender mainstreaming and women empowerment in Punjab.⁹⁷⁰

962 (Bangash 2019)

963 Ibid

964 (Bangash 2019)

965 Ibid

966 (PUNJAB WOMEN DEVELOPMENT POLICY 2018)

967 Ibid

968 (PUNJAB WOMEN DEVELOPMENT POLICY 2018)

969 Ibid

970 (PUNJAB WOMEN DEVELOPMENT POLICY 2018)

Punjab Women Development Policy aims to eliminate and systematically eradicate all manifestations of explicit and implicit gender discrimination across all spheres of society including governance, development and livelihood through continuing previous PWEI package and initiatives with the addition of new initiatives in line with the provincial government's social developmental agenda and roadmap.⁹⁷¹

8.5.1. Initiatives for Women Political Empowerment & Right Based Governance

Table 8.14 provides details of all the new provisions under Political Empowerment and Rights-based Governance initiatives in Women Development Policy 2018

Political Empowerment and Rights-based Governance	PROVISIONS
1. Expansion of Ombudsperson Punjab and capacity building of local governments	<ul style="list-style-type: none"> → Establishment of divisional offices and Hiring of women lawyers and investigation officers → Development of Training module → Training of local government officials → Data collection and transmission to Ombudsperson for all complaints
2. Inclusion of WDD in all survey steering committees for a gender perspective	<ul style="list-style-type: none"> → Gender-sensitive survey planning and data collection
3. Review of treaties by TIC and identification of gaps to be addressed	<ul style="list-style-type: none"> → Department wise commitments to be developed → Development of tasks list to be completed by WDD
4. Changing the Budget Circular Call (BCC) to add a new column for women beneficiaries of line department projects	<ul style="list-style-type: none"> → A consolidated understanding and quantification of Government of Punjab's spending on women related initiatives
5. Commission a study on gender budget analysis and train Government officials in collaboration with WDD Punjab	<ul style="list-style-type: none"> → Gender-responsive budgeting and mainstreaming in Punjab → Awareness regarding Government of Punjab's spending on women related initiatives
6. Gender disaggregated data collection	<ul style="list-style-type: none"> → Data of PSCA and Ombudsperson Punjab offices, activities and projects to be centralized through an MIS and gender-disaggregated data to be used for evidence based policymaking and SDGs reporting
7. Awareness and advocacy regarding the PSCA Women's Safety App	<ul style="list-style-type: none"> → Awareness sessions in colleges and universities in Lahore about Safety App → Highlighted areas in the app based on reported crimes

Table 8.14

Gender Disaggregated Data Collection PSCA

By the end of 2020, Women Safety app was updated with multiple features for the safety of women in Punjab. Urdu translation has been added to ensure greater outreach

Figure 8.37

Awareness and Advocacy Regarding the PSCA Women's Safety App

PSCA is organizing sessions in collaboration with National/International organizations for promotion of the App

Figure 8.38

Aggregate Data from 15 Complaints

Panic button and line chat features have been added in PSCA application so that women can get in touch with 15 Helpline

Figure 8.39

8.5.2. Education/Skills Development

Table 8.15 provides details of all new provisions under Education and Skill Development in PWDP 2018.

EDUCATION & SKILL DEVELOPMENT	PROVISIONS
1. Extension of <i>Zewar-e-Taleem</i> project	→ Provision of stipend to girls in Grades 6 to 10
2. Awareness for parents and female students regarding Technical, Vocational Education and Training career opportunities	→ Conduct awareness sessions with parents and students in high schools regarding TVET career opportunities
3. Introduction of non-traditional training programs for women	→ Increased enrolment of women in non-traditional training programs leading to better employment opportunities
4. Educational incentives to reduce secondary school dropout rate	→ Transportation improvement in areas with greater commutes → Provision of stipends to girls in Grades 6 to 10

Table 8.15

Zewar-e-Taleem Program

Under the ZTP Rs.3000/- is provided on a quarterly bases (Rs.1000/- per month) to girls students of public schools who maintain attendance rate of at least 80%. The stipend is distributed through "Khidmat Cards" after registration of girls' parents at their districts. For FY 2019-2020, a total amount of Rs. 5.265 billion and for FY 2020-2021, Rs.5.528 billion was allocated for ZTP.

Figure 8.40

8.5.3. Health

Table 8.16 provides the information about all the new provisions in health in WD policy 2018

Women & Health	PROVISIONS
1. Increased safety of patients availing ambulance services	<ul style="list-style-type: none"> → Ambulances for maternity care: These ambulances were launched by PSHD and lack Minimum Service Delivery Standards (MSDS) → Development of MSDS to reduce risk to the lives of mother and child.
2. Increased retention and satisfaction of female employees	<ul style="list-style-type: none"> → Day Care Centers in PSHD and SHCME facilities and separate washrooms/prayer area etc.
3. Health staff capacity building	<ul style="list-style-type: none"> → Capacity building of staff members from relevant organizations on the MSDS

Table 8.16

Patients Availing Ambulance Services

Rural Ambulance Service (RAS) 1034 is serving in rural areas alongside 24/7 BHUs to facilitate pregnant women and malnourished children in program covered areas.

Figure 8.41

Training of Female Health Staff

15145 females were trained from different institutions and communities on Basic Life Support (BLS) by Rescue 1122 in 2019-2020.

Figure 8.42

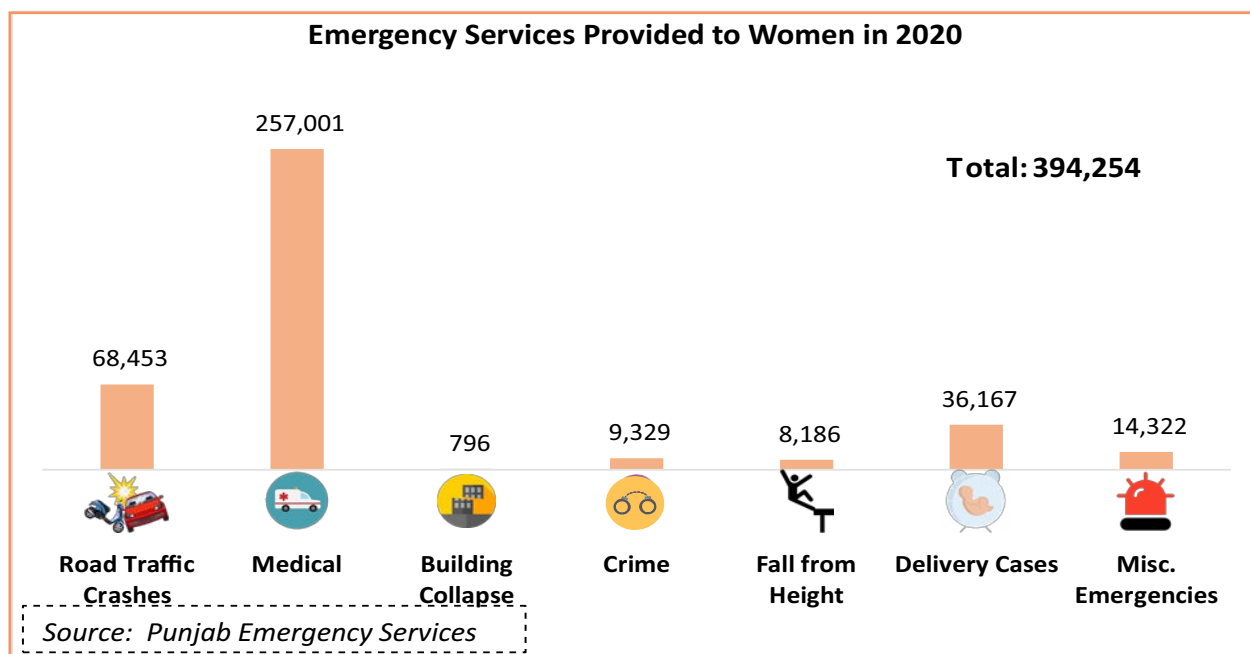


Figure 8.43

In 2020, Punjab Emergency Services provided emergency services to 394,254 women in Punjab. Of these highest number of emergency support was related to medical emergencies (65%) followed by road traffic crashes (17%). The lowest number of services for women was regarding rescue in case of a collapsed buildings (0.2%). Figure 8.42 depicts the details of services being provided to women in Punjab in 2020.

Construct of Toilets in Rural Areas:

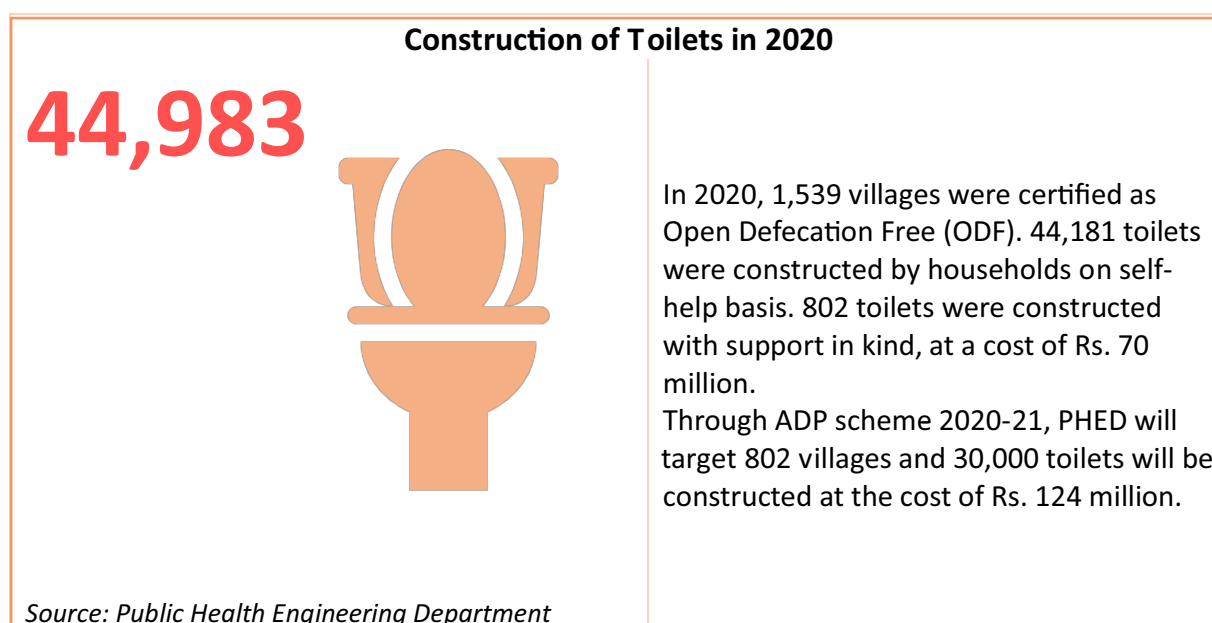


Figure 8.44

8.5.4. Poverty Reduction & Economic Empowerment

Table 8.17 describes the initiatives introduced for poverty reduction and economic empowerment of women in Women Development Policy 2018.

POVERTY REDUCTION & ECONOMIC EMPOWERMENT	PROVISIONS
1. Women empowerment through increasing knowledge and capacity for crop diversification	<ul style="list-style-type: none"> → Training for agriculture crop diversification (refer to Figure 8.47) → Kitchen gardening training (refer to Figure 8.47) → Conservation agriculture training (refer to Figure 8.47)
2. Updating knowledge and skills for efficient farming techniques	<ul style="list-style-type: none"> → Training of women in agriculture for effective input use and farming techniques (refer to Figure 8.47)
3. Lobbying to increase scope of exemption claims for divorced women and women with disabilities excluding women for UIPT (Urban Immovable Property Tax)	<ul style="list-style-type: none"> → Lobbying meetings with Women's caucus in Provincial Government
4. Increased linkages of women-owned businesses	<ul style="list-style-type: none"> → Hold exhibitions for women-owned and managed businesses. → Creation of linkages with other businesses & chambers for support, guidance and opportunities for expansion
5. Enhanced facilitation of SMEs for public service delivery	<ul style="list-style-type: none"> → Develop training module → Technical Training courses for women for employment opportunities (PTVC) → Training of officials from departments and field staff for sensitization and harassment laws
6. Poor and socially excluded women are able to generate sustenance/income through poultry	<ul style="list-style-type: none"> → Poultry project 5+1 extension must have a dedicated percentage of women beneficiaries → Training for poultry raising → Training for basic business skills
7. Increased understanding and knowledge of livestock husbandry	<ul style="list-style-type: none"> → Training on animal care and breeding → Training on animal feed → Linkages with local veterinary hospitals → Training of business management and financial literacy → Market linkages events

Table 8.17

Technical Training Courses for Women by PVTC

In all PVTC institutes, 51 percent female trainees have successfully completed training in FY 2018-19.

In FY 2018-19, 1738 female graduates were given a grant of Rs. 50,000 each to start their own business. Of these beneficiaries, 53 percent were women under Sustainable Economic Empowerment Program (SEEP).

Figure 8.45

JOB ASAN Program

In FY 2019-2020, PVTC under 'JOB ASAN' Program, has provided training on job search skills to 142 women in collaboration with PCSW.

Figure 8.46

Trainings on Crop Diversification, Effective Input Use and Farming Techniques; Kitchen Gardening and Conservation of Crops

In 2019-2020, Regional Agriculture Economic Development Centre (RAEDC) conducted 4028 agricultural training sessions. 80964 (81%) men and 19231 (19%) women participated in these training sessions. Among the four different training modules, there were 3978 (94%) women in Conservation of Agriculture Crops training, 9339 (35%) in Kitchen Gardening, 4728 (15%) in Agriculture for Effective Input Use and Farming Techniques 1186 (3%) in Crop Diversification.

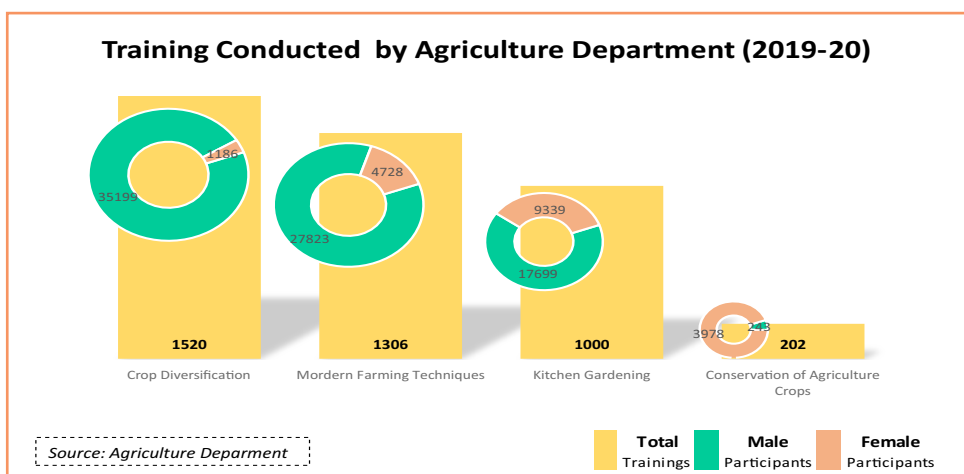


Figure 8.47

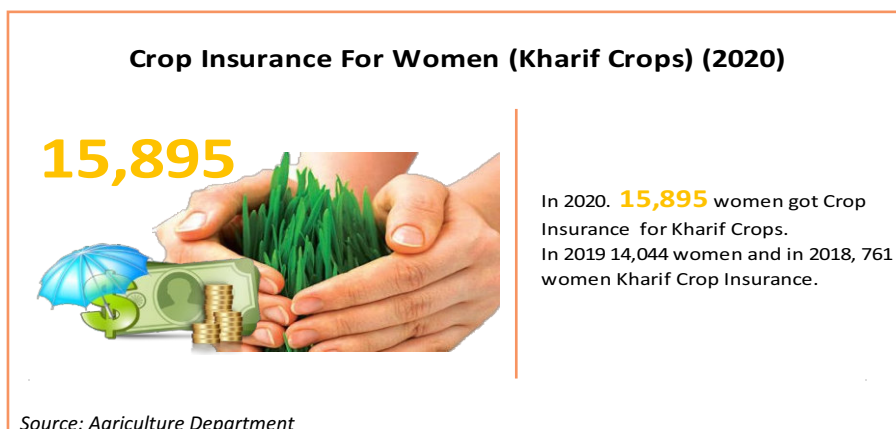


Figure 8.48

Figure 8. 49 details year-wise crop insurance for women in Punjab from 2018 to 2020.

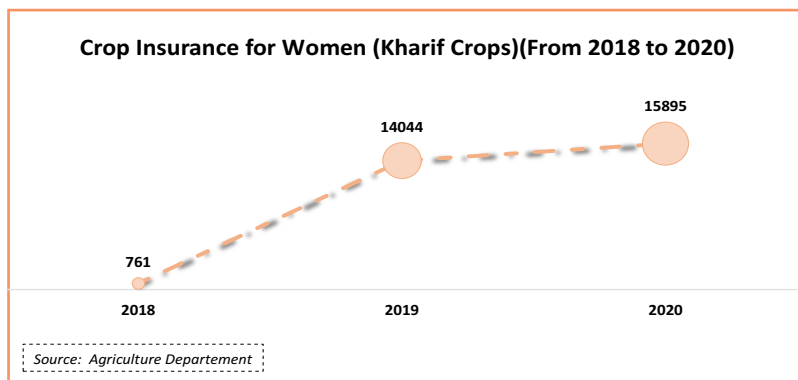


Figure 8.49

Trainings for Poultry Raising

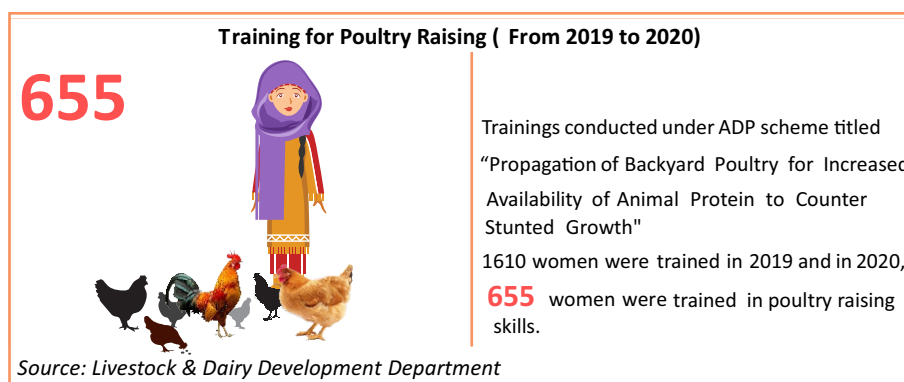


Figure 8.50

Distribute Poultry Animals to Identified Women Beneficiaries

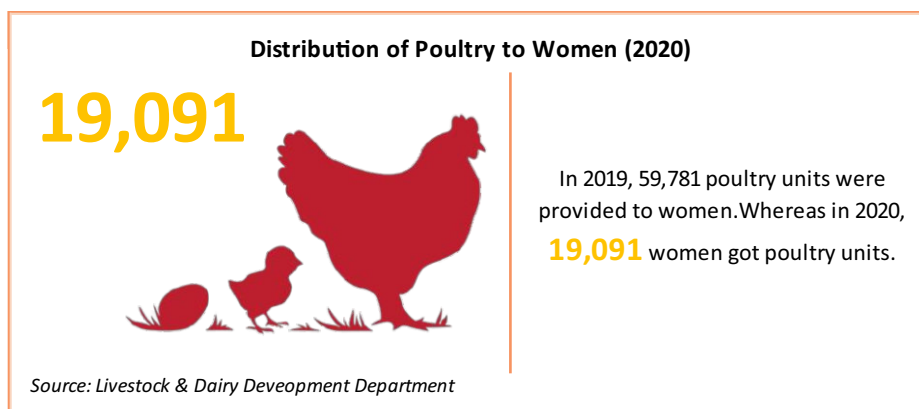


Figure 8.51

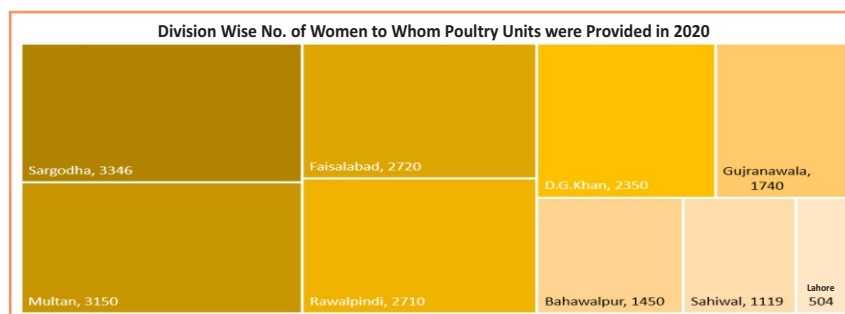


Figure 8.52

Increase scope of UIPT exemption

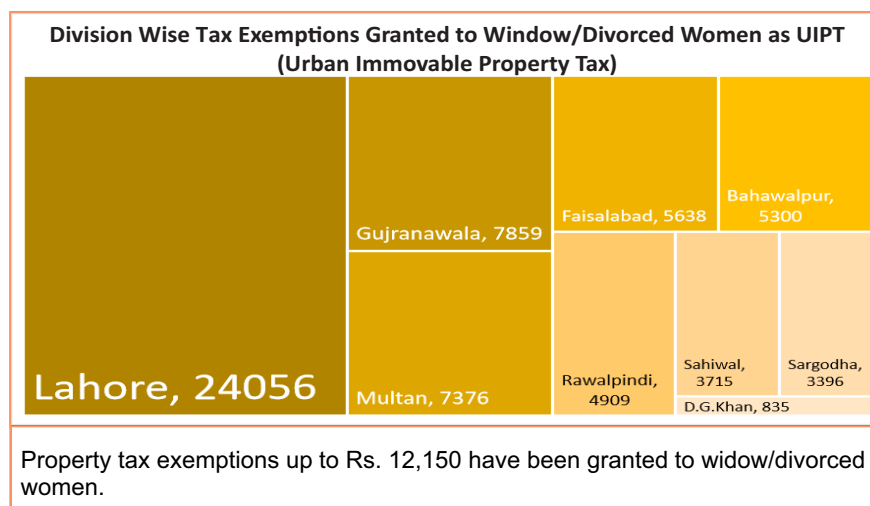


Figure 8.53

8.5.5. Women and Climate Change

	PROVISIONS	STATUS
1. PDMA to identify vulnerable areas/districts.	<ul style="list-style-type: none"> → WDD to communicate with NADRA for CNIC facilitation for women in these areas → Disaster affected women can receive a government support package 	
2. Increased safety of women in disaster-affected areas	→ Improvement of camp management protocols for women's safety and wellbeing	
3. Reduced vulnerability of women in disasters	→ Increased institutional capacity to address reproductive health needs and prevent VAW in disasters	

Table 8.18

In 2019, Punjab Emergency Services empowered 806 women from communities with Disaster Response Trainings and included them in community response teams of Rescue 1122 for management of emergencies and promotion of safety.

Figure 8.54

8.5.6. Women and ICT

	PROVISIONS	STATUS
1. Empower women through entrepreneurship to gain income and play an active role in society (PITB)	<ul style="list-style-type: none"> → Start intake for women-owned and managed start-ups/ideas → Allocated women-only workspace → Develop a customized graduation policy 	

Table 8.19

04

9.1 Legislation as a Source of Law

Legislation is one pathway to realizing citizens' rights.⁹⁷² It is one of the most important means of organizing society and protecting citizens; law provides a guide for minimally acceptable behavior in society, and lays down punishments for deviant behavior.⁹⁷³ It is one of the principle sources of law in any country.⁹⁷⁴ States manage to regulate behavior of individuals and organizations through laws and legal institutions, so that economic and social policies can become outcomes.⁹⁷⁵ Legislation also defines the structure of government by establishing and distributing authority and power among government actors, and between the State and citizens.⁹⁷⁶ Laws provide substantive and procedural

needed to realize full social and economic potential within a country. Studies have revealed the importance of law and legal institutions to improving the functioning of specific institutions, enhancing growth, promoting secure property rights, improving access to credit, and delivering justice in society.⁹⁷⁹ Legislation can however, be a double-edged sword; while it may serve to reinforce prevailing social and economic relations, it can also be a powerful tool of those seeking to resist, challenge, and transform those relations.⁹⁸⁰

Laws of a country reflect its civilization; often, diversity in legal systems may be attributed to differences in culture, philosophy, and social conditions.⁹⁸¹ Fundamental rights of citizens of Pakistan are defined in the Constitution of Pakistan 1973.⁹⁸² The Constitution consists of *inter alia* human rights of citizens, principles of policy to be applied by the Government, relationships between Heads of State and Heads of Provinces, duties of Federal and Provincial Assemblies, realm of power between the Federal and Provincial Governments, role of and between Courts across the country, and the electoral process. All Federal and Provincial laws passed by respective Assemblies, and international conventions adopted and later ratified by the Federal Government are in consonance with the Constitution of Pakistan.

Citizens of Pakistan are guaranteed equal treatment and no discrimination on the basis of sex (Article 25 of the Constitution). The Constitution also provides means for the Government and Assemblies to make provision for "special measures" to be adopted for women and children. In line with its mandate to enact special provisions for women and children, Government of Pakistan has enacted statutes for protection of women and children, speedy trials in cases of GBV, legal aid, rights of transgender persons, persons with disabilities, domestic workers and bonded labour. Specific laws that relate to education, health and socio-economic development are the jurisdiction of Provincial Assemblies, of which the Punjab Assembly will be discussed in this section.

A third category of laws albeit soft, international

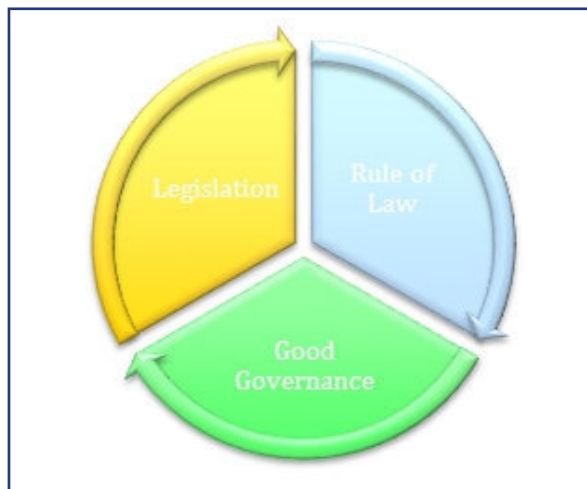


Figure 9.1

tools needed to promote accountability, resolve disputes peacefully, and amend rules to account for social and political changes.⁹⁷⁷ Additionally, one of the key purposes of legislation is to define human rights, translate rights into obligations for the Government, and stipulate punishments for violations of rights.⁹⁷⁸

The Rule of Law, which is the basis for good governance and requires Government officials and citizens to be bound by and act consistently with the law, cannot function without legislation. Strong linkages among legislation, the rule of law and governance are thus

972 (Center, 2019)
 973 (Jager, 2000)
 974 (Publications, 2020)
 975 (Acemoglu, 2003)
 976 Ibid.
 977 Ibid at 975.
 978 (Learning, 2020)
 979 (Center, 2019)
 980 (OHCHR, 2016)
 981 (Government, 2013)
 982 Articles 8 to 28, encompassed in Part II, Chapter I of the Constitution of Pakistan define the fundamental rights of citizens.

obligations of the Government of Pakistan stem from signing and later ratifying International treaties and conventions, all of which must be passed by the National Assembly to be enforced. Over the years, Government of Pakistan has signed and ratified a number of international conventions and treaties on varying subject matters; from protection of women and children, to drug trafficking and law enforcement mechanisms.

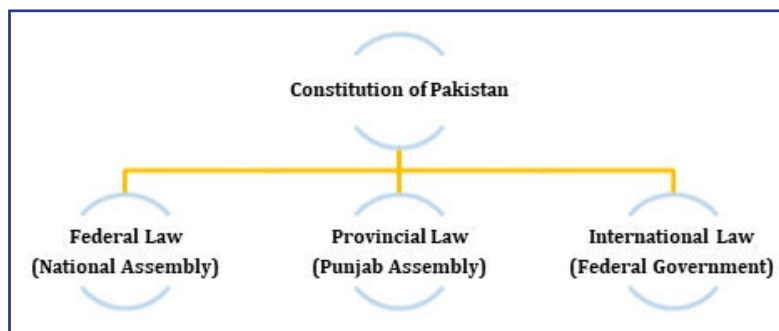


Figure 9.2

For the purposes of this section, Pakistan’s international commitments and legislation passed in 2018, 2019 and 2020 (Federal & Punjab) will be discussed and analyzed.

9.2 International Commitments

Being a dualist state, all international obligations signed by the Government of Pakistan must be passed through an Act of Parliament i.e. ratified in order to be enforced and implemented. Over the years, Pakistan has signed, adopted and ratified a number of international treaties and conventions, some of which pertain to human rights and more specifically to the rights of women and children. It is noteworthy that all international human rights commitments are reported on periodically by the Federal Government. Some conventions also require periodical reports to be submitted to relevant treaty bodies. 9 core human rights treaties and conventions applicable to and reported on by Government of Pakistan are enlisted as follows.

	Convention/Treaty	Year of Signing/Adoption	Ratification Status
1.	Universal Declaration of Human Rights (UDHR)	1948	1966
2.	UN Convention of the Rights of Persons with Disabilities (CRPD)	2008	2011
3.	International Convention for the Protection of All Persons from Enforced Disappearances (ICPPED)	2006	Not ratified
4.	Convention against Torture and Other Cruel Inhuman or Degrading Treatment or Punishment (UNCAT)	2008	2010
5.	Convention on the Elimination of All Forms of Discrimination against Women (CEDAW)	1979	1996
6.	International Convention on the Elimination of All Forms of Racial Discrimination (ICERD)	1966	1966
7.	International Covenant on Economic, Social and Cultural Rights (ICESCR)	2004	2008
8.	UN Convention on Rights of the Child (UNCRC)	1990	1990
9.	International Covenant on Civil and Political Rights (ICCPR)	2008	2010

Source: OHCHR

Table 9.1

9.2.1 Sustainable Development Goals

The Parliament of Pakistan adopted the sustainable development goals (SDGs) as its national development goals in February 2016. In 2018, the Government of Pakistan through the Planning Commission, devised the National SDGs Framework to contextualize local needs according to the severity, urgency and resource need to achieve the relevant target. The National SDGs Framework is based on five critical pathways (CPW) that converge to reduce provincial and regional inequality by fostering inclusive and sustainable development. It is noteworthy that the National Framework consists and accounts for all 169 SDG targets across the 16 goals. CPWs of the National SDGs Framework are enlisted in Figure 9.3 below.

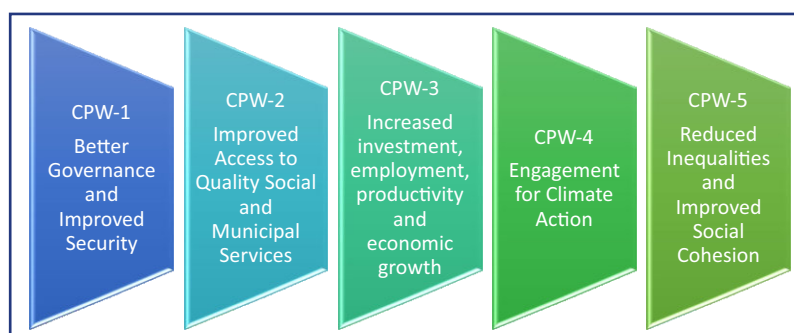


Figure 9.3

It is noteworthy that interventions required to achieve gender equality targets under SDG 5 are cross-cutting and have been included in all CPWs. Notable high priority targets related to women and gender equality, sourced from the Federal Government's Technical Guidelines for the National SDGs Framework are enlisted below in Table 9.2.

Critical Pathway	High Priority Targets	Medium-High Priority Targets
III: Increase Investment, Employment, Productivity in Key Sectors and Improve Economic Growth	T8.5, 8.6, 8.b: Achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities	
V: Reduce Inequalities and Improve Social Cohesion	T10.3, 10.4, 16.b: Ensure equal opportunity and reduce inequalities of outcomes through eliminating discriminatory laws and practices, and adopting policies to progressively achieve greater equality	T4.7, 12.8: Ensure that all learners acquire the knowledge and skills needed to promote sustainable development, including human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship and appreciation of cultural diversity
	T1.4, 1.b, 5.a, 5.b, 14.b, 15.6: Ensure that all men, women, in particular the poor and vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other property, inheritance, natural resources, new technology and financial services	

Table 9.2

	T5.1-5.3 & 5.c: End all forms of discrimination and violence against women and girls, eliminate harmful practices such as child, early and forced marriage, and adopt policies and enforceable legislation to promote gender equality and empower women	
	T5.5: Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic and public life	
	T5.4: Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and family	
Source: National SDGs Framework for Pakistan (Technical Guidelines) 2018		

Progress reported by the Government of Pakistan in the Voluntary National Review conducted in 2019 is detailed in Table 9.3 below. Measures mentioned in Table 9.3 are limited to those that benefit women in Punjab.

	National Development Goal/SDG	Initiatives Taken/Progress
1.	Goal 3: Good Health and Well-being	<p>National Health Vision Pakistan 2016-2025 (NHV) was launched, based on an intense consultative exercise at the national level. The National Health Vision enables provincial health departments to contextualize their policy frameworks with a view to achieving universal health coverage.</p> <p>Punjab Hepatitis Act 2018 was passed.</p> <p>Improvement in the percentage of deliveries attended by a skilled birth attendants, rising from 52 per cent in 2012-13 to 69 per cent in 2017-18</p> <p>Upgradation of 1,000 Basic Health Units (BHUs) to offer 24/7 services in Punjab</p> <p>Nation-wide Immunization Drives for children</p>
		<p>Sehat Sahulat Program for districts and populations living below poverty line.</p>

Table 9.3

2.	Goal 5: Gender Equality	<p>Legislation passed and workplace policies introduced to encourage more women to enter the labour market.</p> <p>Establishment of Provincial and National Commissions on the Status of Women.</p> <p>Dedicated efforts to ensure adequate representation of women on forums, boards, organizations and in leadership positions.</p> <p>Women's participation as voters has improved, with a 13 percent increase in the total number of women registered voters between 2013 and 2017.</p> <p>Establishment a toll-free women's helpline (1043) in Punjab.</p> <p>Legislation for prevention of domestic violence enacted.</p> <p>Protection against Harassment of Women at the Workplace Acts have also been passed.</p> <p>Collection and reporting of gender-disaggregated data</p> <p>Setting of quota for women's employment in the public sector</p> <p>Policy measure for at least 33 percent representation of women on the boards of statutory bodies and public sector organizations</p>
Source: Voluntary National SDGs Review, 2019		

Earmarking women-related targets and goals as part of Pakistan's development agenda is a welcome milestone for the current Government. Implementation of the National Framework and targets enlisted therein, in both letter and spirit will go a long way in ensuring women's well-being, economic and social empowerment and contribute towards Pakistan's achievement of SDG 5 by 2030.

9.3 Federal Legislation

2018	2019	2020
<ul style="list-style-type: none"> • NCSW Amendment Act • Transgender Persons (Protection of Rights) Act • Women in Distress and Detention Fund Amendment Act • Prevention of Trafficking in Persons Act • Juvenile Justice System Act 	<ul style="list-style-type: none"> • Legal Aid and Justice Authority Act 	<ul style="list-style-type: none"> • Enforcement of Women's Property Rights Act • Zainab Alert, Response and Recovery Act • ICT Rights of Persons with Disability Act

Table 9.4

9.3.1 National Commission on the Status of Women (Amendment) 2018

The statute that formed and governs the functioning of the National Commission on the Status of Women (NCSW) was amended in 2018. The Amendment added subsection 5 to section 4 of the Act, whereby the seat of Chairperson cannot stay vacant for more than 30 days.

This significant amendment was passed to ensure continuity and functionality of the NCSW and as such, will aid development of a stronger Commission.

9.3.2 The Transgender Persons (Protection of Rights) Act, 2018

Transgender persons in Pakistan constitute one of the country's most vulnerable, marginalized communities due to a plethora of interrelated socio-cultural, political, economic and legal barriers to their empowerment.⁹⁸³ Successful passage of the Transgender Persons (Protection of Rights) Act of 2018 is a welcome development for gender justice and rights of transgendered persons across Pakistan. The overall objective of passing this statute was "to provide for protection, relief and rehabilitation of rights of transgender persons and their welfare and for matters connected therewith and incidental thereto."⁹⁸⁴

Salient Features

- I. Recognition of transgender people as per their self-perceived identity, and granting of CNIC and drivers' licenses to them as per their CNIC.
- II. Prohibition against discrimination, including fair treatment in trade and employment, use of public transport, and renting or otherwise occupying property.
- III. Prohibition against harassment.
- IV. Government's obligation to provide safe houses and shelters, separate prisons and detention cells, sensitization to public officials, vocational training and small business opportunities.
- V. Protection of transgender person's rights to attain education, inherit property, employment, vote, hold public office, access health services, public places and property.
- VI. Right of aggrieved transgender persons to move complaints to the Federal Ombudsman, National

Commission on the Status of Women and National Commission of Human Rights (NCHR) if any of the rights guaranteed in the law are denied to him or her.

Since its passage, the Federal Ministry of Human Rights (MOHR) has been entrusted with the responsibility to ensure its implementation.⁹⁸⁵ Towards this end, in 2019 MOHR *inter alia* held consultations with transgender rights activists and civil society organizations, established the National Implementation Committee on transgender persons,⁹⁸⁶ made separate wards for transgender people in PIMS Islamabad, gave leadership opportunities to transgender women, delivered trainings and sensitization to police, and spread awareness through print and electronic media.

Critics have observed usage of the pronoun "his" in the Act, and as such have observed limitations of the Act to either male or female.⁹⁸⁷ Another drafting error noted has been the exclusion of intersex persons.⁹⁸⁸ The Act also visibly bounds the Government to provide free and compulsory education to transgender persons aged five to sixteen years. This limitation excludes persons older than sixteen years who may be eligible for vocational and educational trainings and economic participation.⁹⁸⁹ Lastly, human rights experts contend that addition of penal provisions for violent and hate crimes against transgender persons would make this legislation more effective.

9.3.3 The Women in Distress and Detention Fund (Amendment) Act, 2018

The Women in Distress and Detention Fund was established under the Women in Distress and Detention Fund Act of 1996, to provide financial and legal assistance to imprisoned women, and women who have faced extreme hardship across Pakistan.⁹⁹⁰ The 2018 Amendment gives effect to the 18th Amendment to the Constitution of Pakistan, which devolved the Ministry of Women Development to the provinces. The Amendment provides for inclusion of provincial members to the Board of Governors of the Fund, and is as such a positive step towards functioning of the Fund.

9.3.4 The Prevention of Trafficking in Persons Act, 2018

Government of Pakistan passed the Prevention of Trafficking in Persons Act (PTPA) in 2018 to respond to human trafficking

983 (MOHR, 2021)

984 (Pakistan, 2018)

985 *Ibid* at 983

986 This Committee includes one focal person from the transgender community in each province, and expert from the community to coordinate all efforts.

987 The pronoun 'his' has been used in sections related to the transgender persons' right to vote, right to employment, right of access to public places, and right to property. The Act states that any word which has not been defined in the definition clause of the Act "shall have the same meaning as assigned to it in the Code of Criminal Procedure, 1898 (Act V of 1898) or The Pakistan Penal Code (PPC), 1860 (Act XLV of 1860)" and the PPC stipulates that "the pronoun he and its derivatives are used of any person, whether male or female."

988 (Islam, 2019)

989 *Ibid*

990 (Pakistan, n.d.)

across the country through dire penal punishments for perpetrators, and protection and assistance for victims of trafficking. The Act calls for prison sentences ranging from two to ten years for labor and sex trafficking violations, as well as fines of up to Rs. 1 million. Prison terms prescribed are longest when the victim is a child.

As a result of this legislation, more than 1000 human trafficking investigations took place in 2019.⁹⁹¹ Furthermore, 161 convictions were awarded to perpetrators of trafficking-related offences, especially bonded labour.⁹⁹²

9.3.5 Juvenile Justice System Act, 2018

The Juvenile Justice System Act 2018 was passed to overcome the gaps observed in the Juvenile Justice System Ordinance of 2000.⁹⁹³

Salient Features

- I. Recognition of a child (juvenile) as under the age of 18 years
- II. Provision of legal aid for juveniles
- III. Establishment of juvenile courts
- IV. SOPs for arrest, release, bail and investigation in case of juvenile offenders
- V. Punishment for disclosure of juvenile offender's identity
- VI. Responsibilities of probation officers
- VII. Establishment and certification of observation homes and juvenile rehabilitation centers

The Act is a much awaited improvement on the 2000 legislation; ensuring access to legal aid for juvenile offenders, offering facilities such as observation homes, rehabilitation centers, determining treatment of a juvenile through the process of diversion, and separate trials for adult and juvenile offenders in the same case, are some positive premises of this legislation.

9.3.6 Legal Aid and Justice Authority Act, 2019

The Legal Aid and Justice Authority Act was passed in 2019 to improve access to justice by providing affordable and accessible legal aid, financial and other services (for

payment of bail, etc.) to the poor and vulnerable involved in criminal cases across Pakistan. This legislation prioritizes legal aid for women and children, especially in cases involving sexual offences.

Salient Features

- I. Legal Aid and Justice Authority to devise policies, regulatory frameworks, guidelines and mechanisms for provision of legal aid and financial or other assistance, conduct research and devise monitoring and evaluation frameworks for legal aid.
- II. Process of eligibility for legal aid defined.
- III. Panel of Advocates responsible to provide legal aid.
- IV. Legal Aid and Justice Authority Fund, budgets, audit and tax provisions.

9.3.7 The Enforcement of Women's Property Rights Act, 2020

The Enforcement of Women's Property Rights Act 2020, was passed to protect and secure women's right to own and otherwise possess property without facing harassment, coercion or fraud.⁹⁹⁴ Jurisdiction of this Act is limited to the Islamabad Capital Territory (ICT).

Salient Features

- I. Creation of the seat of Ombudsperson to assess complaints regarding women's property rights.
- II. Ombudsperson's powers to deliver possession and/or ownership of property to woman complainants.
- III. Reference to the High Court if the Ombudsperson concludes that detailed investigation, evidence and adjudication is required.
- IV. Ombudsperson's powers to direct payment of rent due to the complainant woman, if such as been denied by any person.

Effective implementation of this legislation will result in better delivery of property rights to women in the ICT. Government of Punjab has yet to pass this crucial legislation in the provincial Assembly.

991 (Department, 2020)

992 (Project, 2021)

993 (Pakistan N. A., 2018)

994 (Pakistan N. A., Enforcement of Women's Property Rights Act, 2020)

9.3.8 Zainab Alert, Response and Recovery Act, 2020

Zainab Alert, Response and Recovery Act of 2020 was enacted after the gruesome sexual assault and murder of 7 year old Zainab from district Kasur. This legislation was promulgated to make provision for rapid alert and response services to expedite recovery of abducted and missing children across the country.

Salient Features

- I. Establishment of the Zainab Alert Response and Recovery Agency (ZARRA) for missing children.
- II. Activation of alerts for missing children, and coordination with PTA and PEMRA for broadcasting of Zainab alerts.
- III. Establishment of a nationwide hotline (1099) for missing children reports and information offered by the public.
- IV. Coordination between police and ZARRA to ensure swift collective efforts to locate missing children.
- V. Prescribed punishments for public officials who do not undertake their duties under the Act.

While the ZARRA was formed by the Federal Government in early 2021, Punjab Police launched its pilot "Zainab Alert"; a centralized system for dissemination of information about missing children, essentially to expedite their recovery. Punjab Police is also working on an Application to track, monitor progress and recover missing, abducted or abused children.

9.3.9 ICT Rights of Persons with Disability Act, 2020

The ICT Rights of Persons with Disability Act for Islamabad Capital Territory (ICT) was passed by the National Assembly in 2020. The Act outlines its objectives as promoting, protecting and effectively ensuring rights and inclusion of Persons with Disabilities (PWD), recognizing their respect and dignity in society, and giving effect to the UN Convention on the Rights of Persons with Disabilities and other human rights treaties to which Pakistan is party.

Salient Features

According to the Act, the Government must:

- I. Ensure right to dignity, equal opportunity and non-discrimination for PWDs.
- II. Take extraordinary steps to ensure inclusion of PWDs in society, including education, health, skill development, training, and placement against appropriate positions in government departments and entities in the private sector.
- III. Initiate necessary legal and administrative steps including amendments in legislation, to ensure equality before the law for PWDs.
- IV. Safeguard rights and give full protection to women, children, senior citizens and transgender PWDs.
- V. Modify public places, including public buildings, bathrooms, hospitals, recreational facilities, public transport, streets and roads for improved access for PWDs.
- VI. Protect PWDs from all forms of abuse, violence and exploitation at the hands of any person, institution or authority⁹⁹⁵ and provide for legal aid of affected persons.
- VII. Undertake initiatives to promote support and implement community-based rehabilitation and research initiatives' for PWDs.
- VIII. Guarantee that PWDs have full freedom of speech, expression and information, and take necessary measures through the Council on Rights of PWDs, constituted under the Act.
- IX. Ensure right of PWDs to participate in electoral processes through voting and appointment to an elected body.
- X. Provide for PWDs in times of disasters and high risk situations.
- XI. Reconstitute and strengthen the National Council for the Rehabilitation of Disabled Persons, to implement the Act, cultivate a legal and social environment and to help PWDs claim their rights.

Successful passage of this Act is not only a victory for the human rights' movement in Pakistan, but also a praiseworthy step towards the Government's commitments to the UNCRPD. Since it was enacted, the Federal Government⁹⁹⁶ launched the Sehat Sahulat Program for PWDs and their families,⁹⁹⁷ constituted the National Committee for Implementation of UNCRPD;

⁹⁹⁵ The Act specifies that violence against PWDs would be prosecuted under section 335 of the Pakistan Penal Code, 1860 (Act XLV of 1860).
⁹⁹⁶ (MOHR, 2019)

⁹⁹⁷ The Sehat Sahulat Programme for PWDs and their families was launched in Pakistan in order to ensure their access to health facilities. Through this social health protection initiative, all PWDs and their families would be provided free-of-cost health insurance to secure indoor health care services worth PKR 720,000 from specific hospitals.

arranged capacity building workshops for Provincial and Regional Governments (GB and AJK); reserved a quota in public jobs; designed manuals and guidelines for accessibility of public spaces for PWDs; installed elevators, lifts and ramps at entrances of public places in Islamabad;

ensured equal opportunity for PWDs in the Pakistan Bait-ul-Maal Fund; and moved plans to undertake a Disability Impact Assessment as part of all Environment Impact Assessments.

9.4 Provincial Legislation

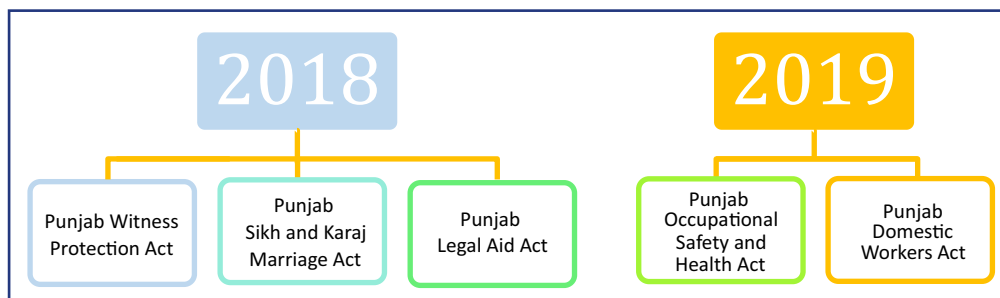


Figure 9.4

9.4.1 The Punjab Witness Protection Act 2018

Punjab Assembly enacted the Punjab Witness Protection Act in 2018, to protect witness elimination, intimidation and winning over, when connected with investigation, prosecution and trial of terrorism, sexual offences or other serious criminal offences.

Salient Features

- I. Establishment of a witness protection unit.
- II. Risk assessment of protected persons.
- III. Non-court measures for protection of witnesses, such as safe houses, permanent relocation or change of identity.
- IV. SOPs for trial, evidence and cross-examination of witnesses.
- V. Anonymity and confidentiality of witnesses.

Following passage of this legislation, the Home Department, Government of Punjab also constituted the Witness Protection Board. Importance of this legislation and the Board cannot be underscored; a major chunk of cases that involve terrorism and sexual offences are not tried due to witnesses who are unwilling to testify. Implementation of the Act will ensure testimony by credible eye witnesses, pushing up the overall rate of convictions and consequently improving access to justice especially in cases of GBV.

9.4.2 Punjab Sikh and Karaj Marriage Act 2018

This Act, passed to repeal and replace the Anand Marriage Act of 1909, provides for solemnization and registration of

marriages ("*anand karaj*") within the Sikh community in Punjab.

Salient Features

- I. Sikh marriage may be contracted between two Sikh individuals who are of sound mind and above 18 years of age, give their free and full consent, and are not related to each other in a manner unlawful for marriage within the bounds set by the Sikh religion.
- II. Registration of marriages to be completed through marriage certificates granted by licensed *Anand Karaj* Registrars.
- III. Dissolution of marriages to be affected through submission of (intention) in the form of notices in writing to the Chairman Union Council. Following 30 days of receipt of notice, the Chairman is mandated to constitute an Arbitration Council to enable parties to reconcile their differences. However, if reconciliation not effected within 90 days, the Chairman shall declare the marriage dissolved.

This much awaited legislation is a welcome development in personal laws for minority communities residing in Punjab. Through promulgation of this Act, members of the *Sikh* community can benefit from registration procedures already in place for marriages and divorce.

9.4.3 Punjab Legal Aid Act 2018

Punjab Legal Aid Act of 2018 was promulgated to establish a legal aid agency mandated to provide legal aid to persons involved in the commission of an offence, or a woman involved in a family dispute, given that they do not have the financial capacity to engage legal representation on their own. The Act mandates provision of legal aid to these "indigent persons" across Punjab.

Salient Features

- I. Establishment of Punjab Legal Aid Agency, consisting of a Director General and other appointees prescribed by the Government.
- II. Agency entrusted with formulation of guidelines for provision of legal aid.
- III. Specified statutory process of attaining legal aid through the agency and a panel of Advocates.
- IV. Furnishing false information through a declaration/affidavit punishable with imprisonment of up to six months.

It is noteworthy that the definition of "legal aid" in the Act does not include the phrase "free of cost" or "minimal cost". The concept of legal aid is globally accepted to imply "free-of-cost" legal services and representation in situations where accused persons cannot afford legal representation. Through this Act, while indigent persons will not be paying legal fee themselves, professional fee will be paid by the Punjab Legal Aid Agency. This unwarranted and undue pressure on a public institution could have been avoided by institutionalizing and mandating creation of a greater number of Legal Aid Committees of the Punjab Bar Council.

Additionally, the definition given to indigent persons under the Act is incomplete; it fails to mention other categories of vulnerable people, including poverty-stricken people, sick people, transgender community, disabled people, etc. It also limits provision of legal aid to women engaged in family disputes, while ignoring women survivors of GBV, women with property and inheritance disputes, and those with other legal issues.

9.4.4 The Punjab Occupational Safety and Health Act 2019

The 2019 Occupational Safety and Health Act was passed to consolidate legislation for occupational safety and health of all workplaces, protect workers against occupational hazards, physiological and psychological risks, and provide for overall safe and healthy workplaces in Punjab.

Salient Features

- I. The definition of employee is comprehensive, and includes any person employed or engaged to perform skilled or unskilled, professional, technical, clerical, manual or other work payable against direct or indirect wages.
- II. The Act applies to all establishments of work, including businesses, trades, professions, services, offices, firms, factories, etc.

- III. "Harm" includes illness, disease, mental or physical injury or a combination of these.
- IV. Employers to take all possible and reasonably practicable measures to ensure safety and health of all employees, including systematic and effective identification of measures, hazards, training of staff, vaccination, and application of safe and risk free systems of work.
- V. Employees to ensure reasonable care for their own safety through proper protective clothing and equipment, correct use of equipment to minimize occupational hazards, and report injuries or health concerns to the Occupational Safety and Health Council.
- VI. Self-employed persons and employers to ensure safety and health of persons other than employees, and take reasonable steps for awareness of measures taken.
- VII. Manufacturers to ensure that assembly, installation and storage of substances, equipment and machinery be safe as far as is possible.
- VIII. Occupational Safety and Health Council to be created and include Chief Inspector Labour, Director General Labour Welfare, persons representing employers, employees, the Labour Department, and persons (experts) whose professional work is related to occupational safety and health.
- IX. Display of essential safety and health information at the entrance of workplaces.
- X. Penalties for violation of the Act include, in addition to compensation for employees effected, fine of up to Rs. 100,000/-.
- XI. Violating provisions of the Act is a cognizable offence which can be notified to the police in writing by the Chief Inspector, Inspector or aggrieved person.

This useful piece of legislation can prove effective to secure health and safety of employees and self-employed persons across Punjab, if implemented rigorously. Given the large volume of economic activity, trade and businesses ongoing in the province, the Government of Punjab's relevant district and tehsil-level offices must also be made cognizant of reporting and monitoring mechanisms under the Act. This includes local government institutions across the province.

It is commendable that membership of the Punjab Occupational Safety and Health Council includes "at least one woman professional in the field of occupational safety and health". This provision ensures compliance of the Act with the requirement of female representation on institutional bodies in the public sector, as outlined in Punjab Women Empowerment Package 2012.

9.4.5 The Punjab Domestic Workers Act 2019

The Punjab Domestic Workers Act was passed in 2019 to provide for regulation of employment of domestic workers across Punjab. The Act particularly enables workers to regulate the terms of their employment, including working conditions, hours and holidays; includes them in social protection nets; and ensures a minimum age of employment to eliminate child and bonded labour in the province.

Salient Features

- I. Minimum age for domestic employment of children fixed at 15 years.
- II. Prohibition against forced employment of domestic workers under the bonded labour system, or otherwise.
- III. Non-discrimination in recruitment, continuance of employment, wages, benefits, rights on the basis of religion, race, caste, creed, sex, ethnic background, place of birth/residence, domicile, migration or any other reason.
- IV. Prohibition against assignment of extra work without extra remuneration.
- V. Employer to ensure dignified working conditions and occupational safety for domestic workers.
- VI. Sickness, medical care, injury-related benefits, disablement pension and survivors' pension for workers and their dependents to be provided by Punjab Employees Social Security Institution (PESSI).
- VII. Issuance of letter of employment with terms and conditions, including nature of work and wages. Employers to also ensure timely issuance of complete monthly wages.
- VIII. Any work done by a domestic worker in excess of 48 hours to incur overtime wages/rates agreed in terms of employment.
- IX. All workers to be granted at least 1 whole day off within 1 week, apart from sick days, festival holidays, which shall be agreed upon between the employer and domestic worker. Additionally, a total of 8 days leave in one year can be granted to the worker. Female domestic workers to be guaranteed 6 weeks paid maternity leave.
- X. All domestic workers to be paid wages as per minimum wages set by the Government. Gender-based wage equality to be ensured by employers.
- XI. Employers to ensure accommodation for live-in domestic workers, and include provision of accommodation in terms and conditions of employment.
- XII. Employers to ensure medical examination and vaccinations of domestic workers, and bear costs thereof.
- XIII. Termination of employment to be subject to one month prior notice in writing, with wages. Upon termination, the domestic worker shall be entitled to personal belongings and identification documents if previously retained by the employer. Penalties for failure to return property to the domestic worker have been prescribed in the Act.
- XIV. All matters concerning domestic workers shall be dealt with by the Governing Body for PESSI (under the PESSI Ordinance 1965).
- XV. Matters and disputes related to wages shall be dealt with in accordance with the Minimum Wages Ordinance, 1961. Disputes related to wages shall be dealt with by the Minimum Wages Board.
- XVI. Registration of domestic workers mandatory for them to benefit from the Domestic Workers Fund, established under the Act to provide social protection, safety and welfare measures to domestic workers.
- XVII. Employers to register in the manner prescribed by the Governing Body of PESSI.
- XVIII. Resolution of disputes brought forth by domestic workers to be resolved by a Committee of the local government, to be called the Dispute Resolution Committee under the Act. The said Committee is to be constituted with powers vested in a Civil Court under the Code of Civil Procedure 1908.
- XIX. The Government of Punjab may also notify Labor Inspectors of specified jurisdiction, to ensure compliance with provisions of the Act.

While the provisions of Punjab Domestic Workers Act 2019 are all encompassing and comprehensive, enforcement mechanisms for the Act are dependent on various bodies of the Government of Punjab, including PESSI, the Minimum Wages Board, and a Committee of the Local Government Department. Inclusion of multiple fora within one subject matter may create problems for enforcement of provisions, and eventually affect the rights of domestic workers in Punjab. Furthermore, the Act provides for 6 weeks maternity leave, which is half of the 12 week duration prescribed the Punjab Maternity Benefits Ordinance of 1958.

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