

STATE OF PUBLIC SECTOR

# **JOBS FOR MINORITIES**

IN PUNJAB PROVINCE OF PAKISTAN







STATE OF PUBLIC SECTOR

# **JOBS FOR MINORITIES**

IN PUNJAB PROVINCE OF PAKISTAN



**Lead Author**

Waheed Yousuf

**PPI OVERSIGHT**

Ashraf J. W. Mall - CEO Pakistan Partnership Initiative (PPI)

Sebastian Justin - PPI Board member

Dr Rubina Feroze Bhatti - Member National Commission on the Rights of Child; Human Rights Activist; Leadership Consultant

Titus Prince - Senior Project Manager, Pakistan Partnership Initiative (PPI)

**EDITORIALS & LAYOUT**

Neeraj Siddiq, Shahzad Bhatti

**PUBLISHED BY**

Digital Ark Pvt.Ltd

**PUBLISH DATE**

August-2021

**COPYRIGHT NOTICE**

All rights reserved under the Copyright Ordinance,1962. No part of this publication is to be replicated, distributed, or transmitted in any form or by any means, including photocopying, recording, or other electronic or mechanical methods, without the prior written permission of the publisher/right holder at the address below. Users are granted to display, download and print portions of this report provided that all proprietary notices are kept in contact.

[ashraf.mall@pakistanpartnershipinitiative.org](mailto:ashraf.mall@pakistanpartnershipinitiative.org) | [titus.prince@pakistanpartnershipinitiative.org](mailto:titus.prince@pakistanpartnershipinitiative.org)

**PAKISTAN PARTNERSHIP INITIATIVE**

# Table of Content

<b>Message from Chair</b>	04
<b>Message from Minister for Minorities and Interfaith, Punjab</b>	05
<b>Acknowledgement</b>	06
<b>Executive Summary</b>	07

## **01 Introduction and Background** 08

Understanding Minority Employment Quota	09
Minority employment statistics	10
Employment Opportunities for Christians in Pakistan.	10
Socio-Economic Outlook of Christians in Pakistan	10
Christians in Public Sector Jobs	11
Christians in Business	11
Daily Wage Earners/Labors	12
Demographic Outlook of Christians in Punjab	12

## **02 Research Methodology** 13

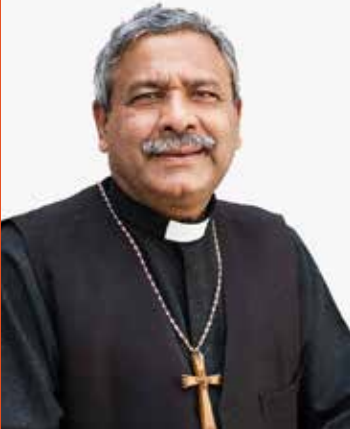
Specific Objectives of this Research	14
Guiding Questions of this Research	14
Methodology	14
Collection of job statistics of Christians from various departments and ministries in Punjab province.	14
In-depth Interviews with Christians in public sector	15
Representatives of concerned government and non-government institutions	15
Interviews with Civil Society members and Church representatives, to verify the data collected from interviews of respondents.	15
Geographical Scope of Study	15
Limitations	15

## **03 Discussion (Finding of the Study)** 16

Public Sector Jobs status for minorities in Punjab.	17
What is to be done?	25
Making Job Quota Work:	25

## **04 Conclusion, Recommendations and Suggestions** 28

## Message from Chair



Pakistan Partnership Initiative came into existence as a result of a research "The Pakistani Church: present day challenges and opportunities in 2017". To this date, I am observing that PPI is generating good researches, developing programs and projects on finding and recommendations of those researches. These are very pleasant facts that these researches are also helping other faith-based organizations and individuals to draw their strategies, programs and projects. The current research "State of Public Sector Jobs in Punjab Province of Pakistan" is very important as it's findings are eye opening for everyone that it has created first time the plight of minorities in Pakistan into evidence (s) for advocacy campaigners to make fresh efforts for unemployed youth of minorities. The very shocking fact of this research is that out of the reserved minority quota of 72 % (19,197 jobs) of the positions are still vacant while only 28% (7,324 jobs) of the minority reserved positions are filled.

I request all minority stakeholder and leaderships that now it's our responsibility to work together on multi-dimensional directions so we may get maximum minority youth out from unemployed brackets. Once again Ashraf W J Mall and Sebastian Justin must be given another credit for penning down this very useful research. Let me allow to give big credit to SANJHA, Pakistan's leadership for collection of this very useful data and one should remember that this task was not easy and our whole research is built on this data.

Lastly, whole hearted congratulations and our all kind of support to PPI and SANJHA Pakistan for this great effort. God bless you all.

### **The Rt Rev Humphrey Sarfaraz Peters**

Chair, Pakistan Partnership Initiative -PPI

Bishop of Peshawar and Moderator

"Church of Pakistan"

## Message from Minister for Minorities and Interfaith, Punjab



Minorities in Pakistan have suffered a lot over the years. Thankfully the Pakistan government allocated 5% quota on May-26, 2009 in public sector jobs in the government, this was the result of a long and peaceful political struggle. The Punjab Government took another good step and allocated 2% quota in higher education which was warmly welcomed by all stakeholders.

But I realized the gravity of complaints received from minorities that quota allocation in public sector jobs have not been implemented in true spirit. We initiated the study “State of Public Sector Jobs in Punjab Province of Pakistan” and facts and finding revealed in the study report forced me to re-shuffle my official and personal priorities. I am placing this quota issue in my top priorities and request all my friends and colleagues to take up this issue in their circle of influence. The collected data is very clear and showing us in detail including every ministry, department, institution and posts where 5% quota for minorities has not been implemented in true spirits. The data is very interesting and revealed the fact that out of the reserved minority quota 72 % (19,197 jobs) of the positions are still vacant while only 28% (7,324 jobs) of the minority reserved positions filled. I have verified the facts and it broke my heart that data is based on facts and feel the responsibility, that being a person who has power and authority to safeguard the rights of minorities in Punjab. I assure every Pakistani that I shall make all efforts to improve this unjust situation without any delay. I also assure and welcome all stakeholders and minority leaders that please come forward and join hands on this important issue. I also welcome any suggestions and I am ready to work with any person, group or organization as this is not a one person’s agenda and responsibility.

From the very core of my heart, I congratulate SANJHA Pakistan and PPI’s leadership for taking up this important task and assure that this heart-breaking data and research will be on the table of very highest authority in Punjab. Good luck and Blessings

**Ejaz Alam Augustine**

Minister for Minorities and Interfaith, Punjab

## Acknowledgement



This research “State of Public Sector Jobs in Punjab Province of Pakistan” is one of its kind in nature and result produced through this are astonishing. The data collection team have done a very challenging task and all credit goes to SANJHA Pakistan. The core research team [ Honorable Minister Ejaz Alam Augustine, Dr Robina Bhatti, Ashraf W J Mall, Sebastian Justin and Waheed Yousuf ] led the process and guided research team on every mile stone, made this research a very valuable document. I wanted to thank to Ashraf W J Mall , Sebastian Augustine and Mehnaz Alam for their meaningful support to research team. Let me thank to all nice and cooperative persons who provided the data and gave interviews for this research. Humble and Progressive leadership of Mr. Ashraf W. J Mall, CEO of Pakistan Partnership Initiatives (PPI) and Mr. Sebastian Justin who were always rescued me in every difficult situation. Here I thank both, for their continuous and support to me in conducting the research.

Especial thanks to Bishop Kaleem John and Bishop Samuel Robert Azariah for their interviews , suggestions and meaningful advice to me, time to time. There is long list of people who contributed to this research such as giving their precious time for interview(s), connecting to me with right persons, feedback on draft report, advices time to time to pen down very precise information, encouraging through positive comments, long and continued discussion on the topic for attaining the true picture.

I am sure that this research will definitely help people to set their directions very precisely in their future strategies and programs. This is not an end but beginning of new struggle and I am humble for to table this research for stakeholders and leadership of minorities.

**Waheed Yousuf**

Lead Author



## Executive Summary

In recognition of the constitutional provisions of the Constitution of the Pakistan, 1973, all citizens are entitled to equal protection of law including, equal educational and professional opportunities. Furthermore, the government is obliged to protect, empower and develop marginalized communities including women, religious minorities and persons with disabilities, through various measures, including a policy of preferential representation where required, and to adopt appropriate legislative and policy measures to achieve non-discrimination and equality of rights among citizens.

Lack of implementation of 5% Quota for minorities in public sector jobs is a major obstacle in individual minority citizen's access to quality life opportunities. Coupled with abject poverty and relatively lower literacy rates among minority communities, quota provisions provide the most direct form of compensation and relief to a highly marginalized segment of the society.

It is the duty of the federal and provincial governments to promote and facilitate the progressive realization of equality, as far as reasonably practicable, by recognizing that discrimination can cause social and economic inequities, and that access to opportunities is not equitably distributed throughout society. The issues regarding marginality of women, minorities and persons with disabilities require affirmative measures to address their exclusion from the national mainstream. Minorities face multiple forms of discrimination and marginalization in society; therefore, the question of empowerment should be seen in totality, urgency and utility for society. The government departments and institutions must watch over; from job advertisement of vacancies for minority candidates to a discrimination free environment at the workplace.

It is recommended that Government introduce more enablers for empowerment of minorities. An educational package (infrastructure, nutrition and motivation) to address low literacy rate among minorities, through a 5 % educational quota for admission in colleges, universities, professional and technical education for the students belonging to religious minorities. An educational quota is expected to build the capacity of individual minority citizens to avail the 5% job quota for minorities in the public sector.

The government curbs discriminatory practices in public sector by ensuring that all government departments and institutions comply with the rules of service for issuing any job advertisement in order to avoid mentioning vacancy for sanitary workers reserved for minority candidates. A regulatory body must be established by statute to ensure proper implementation of job quotas. This authority should be equipped with adequate powers, resources and procedures for a referral and Redressal mechanism against any grievances, particularly cases of religious discrimination.

The government should work more closely in partnership with local minority communities, Civil Society Organisations and Community Based Organisations to address disparity of rights and opportunities, and implement projects aimed at economic empowerment, and provision of primary health care for minorities. An autonomous and independent statutory National Council or Commission for Minorities must be constituted with a mandate to monitor the implementation of rights of minorities, to oversee policies and give advice on policy matters. For details please see section 3 and 4 of the report.

Introduction and  
Background

01

## Introduction and Background

This report seeks to present a state of public sector jobs for minorities particularly Christians in Punjab province of Pakistan. It analyses current public sector jobs of minorities and suggests potential suggestions for inclusion of minorities particularly Christians in public sector jobs in Punjab.

Pakistan is a country populated by over 220,000,000 people, an amalgamation of various cultures, ethnicities, languages, religions, sects and sub-sects. Pakistan is overwhelmingly Muslim but Christians and Hindus make up the largest minority groups.

Introducing quotas to particular social groups is often a contested question to the extent of severe opposition in Pakistan. In case of job employment quota for religious minorities, the response has been, however, conciliatory if not welcoming. There are around **3.5 million non-Muslims** in Pakistan. But it took a good 62 years for the federal cabinet to approve a five per cent job quota for non-Muslims/minorities which it eventually did in May 2009. Following the federal cabinet, the Punjab government issued a notification on March 27, 2013, allocating a five per cent job quota for minorities which has, so far, not been implemented. Realizing the difficulties in implementing this quota, the Punjab government issued another notification on June 19, 2012 stating, "It has been observed that the administrative department neither properly calculates the total vacancies against the quota nor reflects vacancies against the quota in advertisements while recruiting". The notification directed that while making recruitment to various posts, the vacancies reserved for minorities must be calculated and published in advertisements clearly to allow all eligible candidates to apply against the quota. The Lahore High Court in 2010 and 2013 issued separate instructions to the Punjab Public Service Commission and Punjab chief secre-

tary respectively to implement a job quota for minorities but in vain.

The empirical evidence also shown in section-3 of the report, indicates that it has so far not shown due results. The minorities are still unable to take advantage of this affirmative action and minority jobs seats remain vacant. The data mentioned under section-3 reveals that after nine years in implementation, the minority job quota is still unmet. The number of minority employees are even below the proportion of minority population in Pakistan.

### 1. Understanding Minority Employment Quota

The government notified reservation of a minimum of five percent quota for minorities on May 26, 2009 in accordance with preamble and various articles of Pakistani constitution (Article 4, 20, 21, 22, 26, 27, 28, 37, 51 and 106) to protect minority rights and equal citizenship for all, while Article 36 is about protection of minorities. However, it's Article 27 of the Constitution (safeguard against discrimination in services) which endows job quota for minorities.

This administrative order defines a minority in the light of Article 260(3)(b) of the Constitution of Pakistan, signifying religious denomination and its allocation is similar to job quotas reserved for women and disabled persons. An important highlight of this quota is that it has to be carried forward if suitable candidates are not available.

Similar quota provisions for minorities have been subsequently replicated by the government of Punjab (notified on May 27, 2010 and further consolidated on February 9, 2015); by the government of Sindh (through a resolution on May 30, 2010); and

by the government of Khyber Pakhtunkhwa (initially reserving a 0.5 percent quota and then to one and three percent and ultimately to five percent in August 2015). The government of Balochistan also endorsed five percent job quota for minorities through resolution of the Balochistan Assembly on March 13, 2015.

## 2. Minority employment statistics

A comprehensive data on employment share of religious minorities in Pakistan is hardly available. Major official sources published on annual basis, i.e., Economic Survey of Pakistan, Labour Force Surveys, Pakistan Employment Trends, newspaper reports, and the provincial development statistics don't provide such data and the segregated figures for religious minorities in jobs are not available.

However, a publication of the federal establishment wing "Annual Statistical Bulletin of Employees of Autonomous/Semi-Autonomous Bodies/ Corporations under the Federal Government" provide partial information to indicate severity of the problem. According to its 2012-13 edition, there were a total of 446,816 federal government employees, out of which 10,388 belonged to religious minorities. This means that at the federal level, only two percent of the total employees are from religious minorities. It is not only far below the quota requirement but is also lesser than population ratio of religious minorities (3.72 percent) in Pakistan.

The federal government employees' data further reveals that in terms of Basic Pay Scale (PBS), the minority employees are largely placed at lower tier of the government positions. Forty percent are employed at the level of BPS-1 and another 35 percent do their jobs at BPS-2. The total number of gazetted officers (from BPS 17 to 22) is only 214 with no one working at BPS-22 and only two are employed at BPS-21. Another key feature is that both at gazetted and non-gazetted positions, the share of Punjab is far greater than its part of minority population in the country. In gazetted positions, Punjab occupies 58.82 percent share as compared with 31.86 percent of Sindh, while in total employees' positions this is respectively 57.00 percent and 18.64 percent.

1 Population distribution by religion, 1998-Census" Pakistan Statistical Year Book 2011. Pakistan Bureau of Statistics. 2011.

2 Population distribution by religion, 1998-Census" Pakistan Statistical Year Book 2011. Pakistan Bureau of Statistics. 2011.

3 Douglas Jacobsen (21 March 2011). The World's Christians: Who they are, where they are, and how they got there. John Wiley & Sons. pp. 112-. ISBN 978-1-4443-9729-1.

Another data, shared with the parliament in September 2015, informs that more than 70 per cent posts reserved for non-Muslims were lying vacant. This indicative case of the federal government employees clearly establishes to rethink about minority job quota in Pakistan and link it with allocation of minority quota in education.

## 3. Employment Opportunities for Christians in Pakistan.

Christianity is the third largest religion in Pakistan<sup>(1)</sup>. The proportion of Christians in Pakistan<sup>(2)</sup> is estimated as 1.6% of the population of Pakistan. Of these, approximately half are Catholic and half Protestant. A small number of Eastern Orthodox Christians and Oriental Orthodox Christians also live in Pakistan. Around 75 percent of Pakistan's Christians are rural Punjabi Christians<sup>(3)</sup>. Punjabi Christians are mainly Dalit Christians descendants of lower-caste Hindus who converted during the colonial era in India their dire socio-economic conditions facilitate religious discrimination.

## 4. Socio-Economic Outlook of Christians in Pakistan

Christians are an important minority group in Punjab. They play an important role in the economic and cultural life of the province. Social biases against Christian community in Punjab has manifested in different shapes during different regimes in the province. They are subject to severe physical, political, social, economic and cultural oppression as it experiences the violations of its rights particularly the right to jobs in the Punjab province.

Christians are also among the province most mar-

The Constitution of Pakistan guarantees **"fundamental rights, including equality of status, of opportunity and before law, social, economic and political justice, and freedom of thought, expression, belief, faith, worship and association, subject to the law and public morality"** to its citizens.

ginalized communities, with limited economic op-



opportunities and access to public jobs. Besides the constant threat of violence, Christians also experience many forms of everyday discrimination in areas such as employment, where they are typically relegated to the most menial tasks, such as cleaning and garbage collection. At the public sector level, job quotas for religious minorities in the public sector remain largely unfilled, despite a five percent minority quota in government jobs. In official government statistics from 2010-11, only 2.6 per cent of federal jobs were held by non-Muslims, and approximately 70 percent were in the two lowest grades. Those government jobs filled by minorities are largely designated for sanitary workers, so they do not present a substantial challenge regarding the nature of work available to the Christian community and others. In Lahore, for example, the Christian population accounts for the bulk of the city's sanitation workers and street-sweepers. Like other vulnerable minorities, Christians are especially at risk of even worse exploitation: significant numbers of Christians residing Punjab work under harsh conditions as bonded laborers in areas such as carpet-weaving and the brick kiln industry. Economically the Christians in Pakistan could broadly be divided into three main categories as mentioned below;

#### **A. Christians in Public Sector Jobs:**

Discussions with stakeholders revealed that Christians are subject to employment discrimination and work primarily in menial occupations. Christians are often "herded into low menial tasks" partly due to the high rates of illiteracy and poverty among Christians, and also because of societal attitudes that consider Christians to be "unclean". Discussions indicate that Christians typically work as street sweepers and sewer cleaners. In whole country 90 percent of sewer workers are Christians. Further, some job advertisements for cleaning jobs specify that the jobs are for Christians only, indicate that Christian cleaners are indefinitely employed as "temporary" workers with contracts that expire and are renewed every year. Because they are not considered permanent workers, they have no access to benefits, pensions, sick leave, and vacation time, even if they hold the same job over a period of decades. Christian girls often work as maids or nurses and are at risk of sexual assault in these jobs

Based on information collected in interviews with Christians in professional and menial occupations

in urban areas of Punjab, well-educated young Christians are unable to find employment. Government sources indicate that five percent of government jobs are reserved for religious minorities, however, other sources report that this policy has not been effectively implemented.

Building on the discussions with various stakeholders it can be concluded that in Punjab, as a whole the employment rate among Christians is less than 30% while around 60% Christians are unemployed. Discussions indicate that no doubt Christian population has higher value of labor force but has very less job opportunities as employment rate is just somewhere between 25-30%.

The interviews with stakeholders revealed that working labor force of Christians in public and private sectors vary. Around 10% Christians are working in public sector while out of the total employed Christians 80% works in private sector. Reflecting less job opportunities provided to the Christian people by the government.

Further exploration addresses the nature of the jobs on which Christians are working in both private and public sector. Structural composition of private and public sector employment speaks out that in private sector majority of the Christians are employed in education, health and sanitation departments. While in public sector Christian's works under sanitation field having higher percentage as compare to other jobs.

#### **B. Christians in Business:**

Historically Christians in Punjab as well as Pakistan are not business oriented. Through discussions with various stakeholders it was revealed that only 5-10% of the total Christians in Pakistan are running their own business while rest of the Christians 85-90% are either working in private/public sectors or working as daily wage earners. The Christians who are associated with any form of business can broadly be divided into three categories;

- **Established Businessman/Investors:** These are established businessmen across Pakistan and have enough financial resources to invest in any business or idea. They make up around 2% of the total Christian businessmen. The established businessman/investors are mostly doing

their business and investing in real estate. In this research it was revealed that a small numbers of Christians are involved in business affairs so they have very less influence on the economic decisions of the region and country and have very less policy involvement.

- **Small Business Owners:** Most of the Christians associated with small businesses are those who are running beauty salons, departmental stores, clothing, fruit and vegetables and have mixed trend. Majority of these businesses are established in their own communities due to various reasons including fear of losing their business and sense of discrimination.

Majority of the Christians wanted to do business however due to lack of financial resources, human capital and social discriminations they are unable to do so. Financial, social and skilled constraints are appearing as hurdles in their way.

### C. Daily Wage Earners/Labors

Majority of the Christians in Punjab are working as daily wage workers or labors. In rural areas of Punjab, Christians are disproportionately victims of illegal bonded labor in the agricultural and brick-making industries. Brick kiln workers report being subject to physical abuse, forced into marriage by the kiln owner and denied pregnancy and maternity leave. It is also reported that Christian children are forced into bonded labor at kilns. Multiple generations of Christian families are often kept in bonded labor at brick-making kilns. In Urban areas of Punjab, the Christians are working as laborers in markets and taxi (cab) drivers.

## 5. Demographic Outlook of Christians in Punjab

This study took into account the analysis of demographic factors acquired through the secondary data from various sources and discussions with stakeholders. Important demographic variables discussed in this study are education and population structure. These factors/variables are discussed below individually.

- **Education:** The literacy rate of Christians in Punjab is low. Through discussions with various stakeholders it was revealed that literacy rate of

Christians in urban areas of the Punjab are higher than those living in rural areas. Christians are denied equal opportunity in education. Only 2% Christian students complete higher education<sup>(4)</sup>. Christian students face religious discrimination when applying to university or any educational institutes. Most Christian children must work instead of going to school, thus continuing the cycle of illiteracy and poverty, but that the children who do go to school face discrimination. Diverting the attentions that in the field of education Christians need to stimulate their attitude, they cannot progress without education. If literacy rate of Christians is specified on gender basis it is higher in males as compare to females.

- **Population Structure:** The population structure of Christians in Punjab indicates that average family size is comprised of six individuals. Male have greater share of Christian population across Punjab approximately 53% while female gender stands at 47%.

As per discussions, age structure of Christians in Punjab can be distributed in two categories; first category where the age is 35 and below while second category considers age above 35 years. The discussions show that Christian population in Punjab having age limit from 1- 35 years is almost 60-70% while just 30-35% of the population is above 35 years. These upshots indicate that Christians in Punjab has higher percentage share of young people and has greater potential to be explored. This highlight that Christian community of Punjab has tremendous amount of labor force which can be used in productive and effective way.

4. A Study by Pakistan Partnership Initiative.

02

Research  
Methodology

## Research Methodology

Pakistan Partnership Initiative (PPI) undertook this research study to understand the 'state of public sector jobs for minorities in Punjab Province of Pakistan' The aim of the study is to explore the ground realities in terms of Christian job status in public sector jobs of the province coupled with the challenges and opportunities that exist.

### 1. Specific Objectives of this Research

This research initiate was undertaken to;

- Explore the ground realities in terms of Christian's participation in public sector jobs in Punjab province.
- Learn from other chritian on how they have encouraged or strengthened the inclusion of Christians in public sector jobs in Punjab.
- Explore the solution to increase Christian's participation in public sector jobs in Punjab province.

### 2. Guiding Questions of this Research

To further elaborate on these objectives, Pakistan Partnership Initiative-PPI outlined a set of guiding questions seeking the research study to provide answers to. These guiding questions are responded/ explored in next sections.

### 3. Methodology:

Keeping in view the: research topic, rationale, specific objectives, guiding questions, indicated study settings, operational definitions, intended uses and users mix methodology was adopted to undertake this study. The primary information for this research was collected at various levels through employing appropriate methodology;

#### a. Collection of job statistics of Christians from various departments and ministries in Punjab province.

In totality the statistics from 40 departments across Punjab was collected. The name of departments are mentioned below;

1. Auqaf and Religious Department
2. Agriculture Department.
3. Board of Revenue Department
4. Cooperative Department.
5. Communication and Works Department
6. Environment Protection Department.
7. Energy Department
8. Excise, Taxation and Narcotics Control Department.
9. Food Department.
10. Forestry and Wildlife & Fisheries Department.
11. Finance Department.
12. Housing, Urban Development and Public Health Engineering Department
13. Human Rights and Minorities Affairs Department.
14. Home Department
15. Irrigation Department
16. Industries, Commerce and Skills Development Department.
17. Information and Culture Department
18. Labour and Human Resource Department
19. Law and Parliamentary Affairs Department
20. Literacy and Non-Formal Basis Education Department. Livestock and Dairy Development Department.
21. Live Stock and dairy Development



22. Local Government and Community Development Department.
23. Mines and Minerals Department.
24. Management and Professional Development Department.
25. Planning and Development Board.
26. Population Welfare Department
27. Public Prosecution Department
28. Punjab Public Service Commission.
29. School Education Department.
30. Services and General Administration Department.
31. Special Education Department.
32. Social Welfare and Bait-ul-Maal Department.
33. Tourism Department.
34. Transport Department.
35. Women Development Department.
36. Youth Affairs & Sports, Department.
37. Zakat and Ushr Department.
38. Higher Education Department.
39. Specialized Healthcare and Medical Education Department.
40. Primary and Secondary Healthcare Department

of human development/poverty. This diversity in various districts of Punjab has created distinctive conditions. These shape the unique social, economic and political situations in these districts of Punjab with internal variations and diversities. Broadly Punjab can be divided into thirty six districts.

This research demanded a provincial coverage. To give this research this coverage, efforts were made to collect data in terms of: sub-provincial administrative divisions of the province (districts), The data was collected from all districts of the Punjab.

## 5. Limitations

- Most of the departments across Punjab were reluctant to share information. This was mainly due to various fears including wrong use of the information given.
- Some of the Christians in public sector were reluctant to share any information because they think that during discussions they are giving away secrets which can create problems for them in future.
- To get information from the Christian community around the promoting inclusion of Christians in public sector jobs in public sector in Punjab at the beginning of the research seemed simple but it turned out to be a hurricane task.

### b. In-depth Interviews with Christians in public sector

The views of the *Christians in public sector* were collected to understand the issues hampering and affecting their participation in jobs.

### c. Representatives of concerned government and nongovernment institutions

The views of these representatives were collected through IDIs. The specific questions for these interviews were drafted in light of the specific objectives and relevant guiding questions as well as the review of the secondary information.

### d. Interviews with Civil Society members and Church representatives, to verify the data collected from interviews of respondents.

## 4. Geographical Scope of Study

Punjab is an extremely diverse province in terms of topography, climatic conditions, culture and levels

Discussion (Findings  
of the Study)

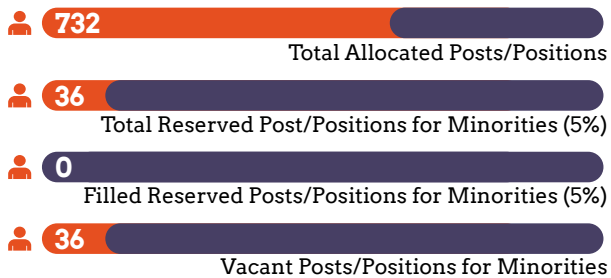
03

## Discussion (Findings of the Study)

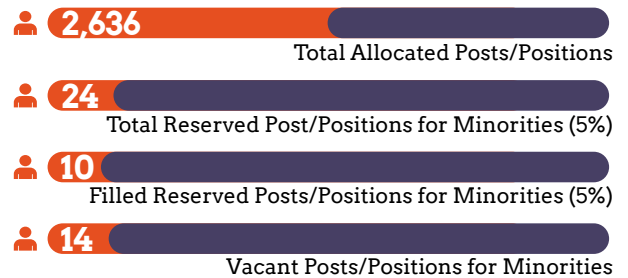
This section provides commentary on the findings of the study. This section is based upon the primary data collected from various departments across Punjab and the discussions with various stakeholders mentioned under the methodology section.

### 1. Public Sector Jobs status for minorities in Punjab.

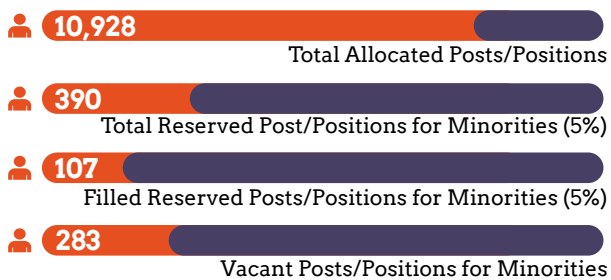
#### Auqaf and Religious Affairs



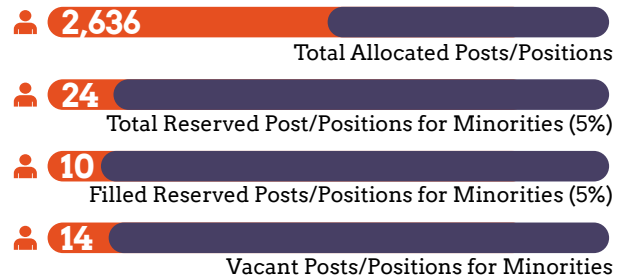
#### Cooperative Department



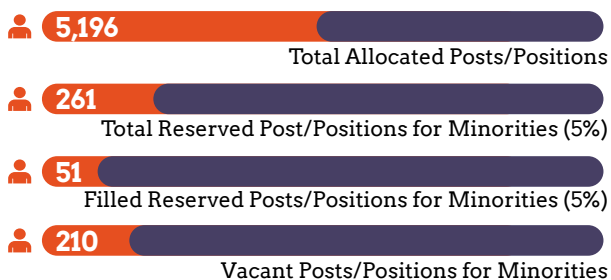
#### Board of Revenue Department



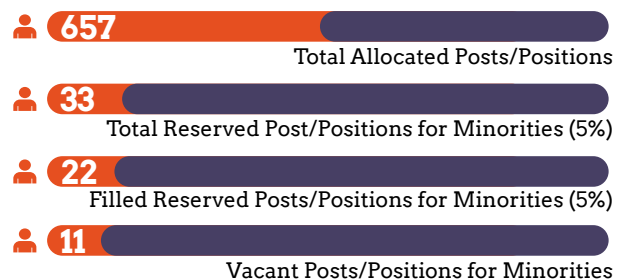
#### Cooperative Department



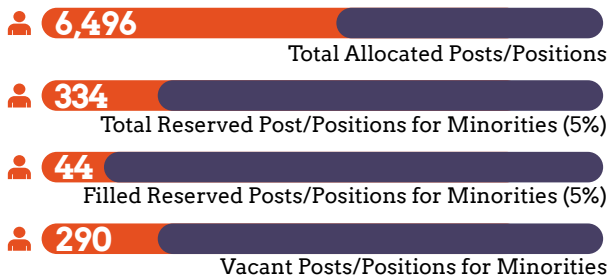
#### Cooperative Department



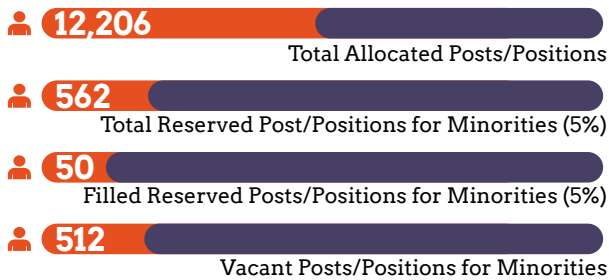
#### Environment Protection Department



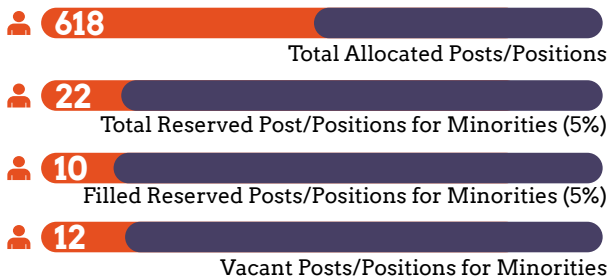
### Food Department



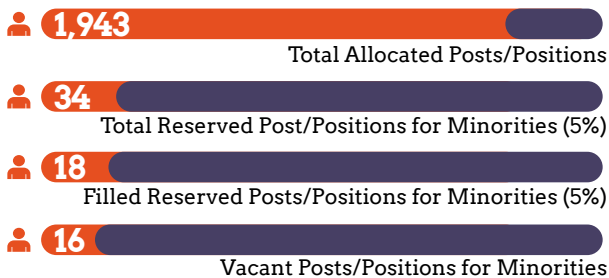
### Communication and Works Development



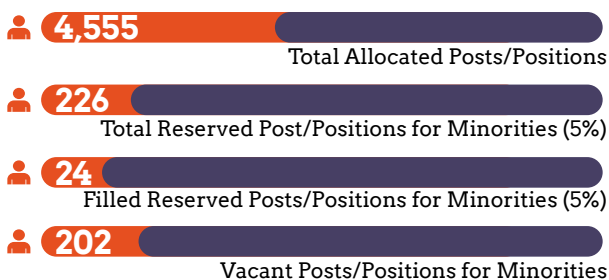
### Cooperative Department



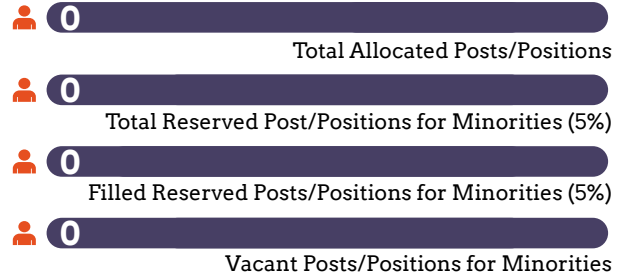
### Excise, Taxation and Narcotics Control Department



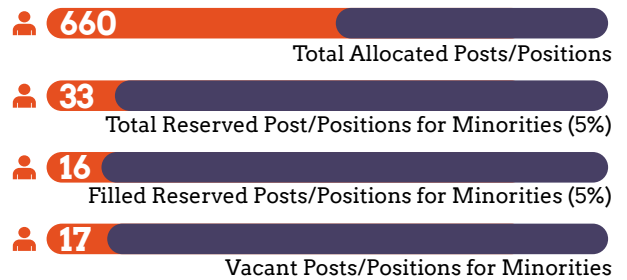
### Forestry and Wildlife & Fisheries Department



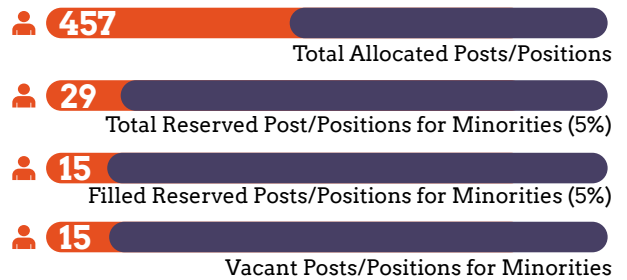
### Human Rights and Minorities Affairs Department



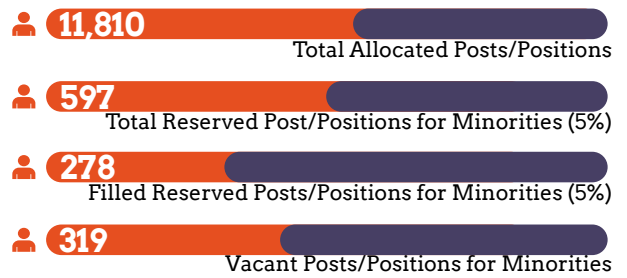
### Home Department



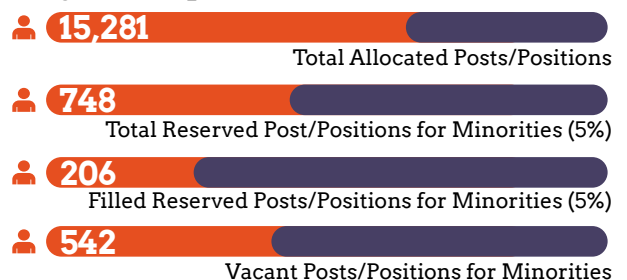
### Communication and Works Development



### Housing, Urban Department and Public Health Engineering Department

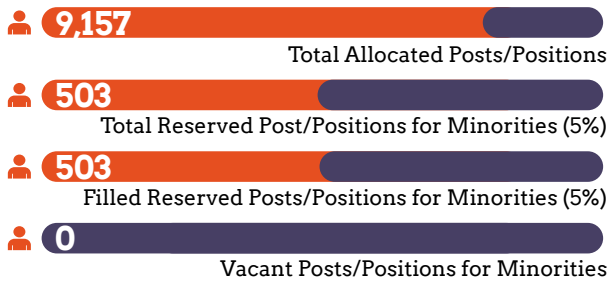


### Irrigation Department

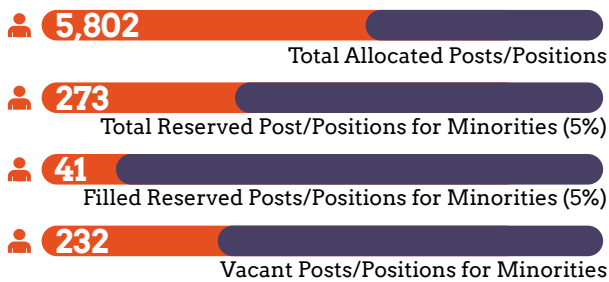




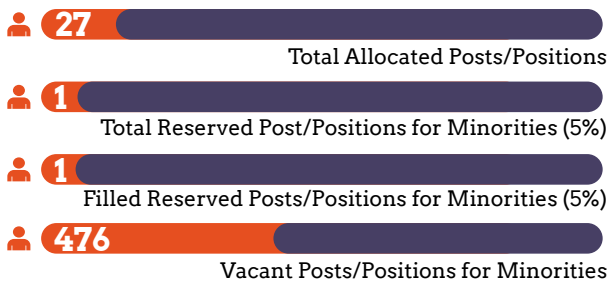
### Industries, Commerce and Skills Development Department



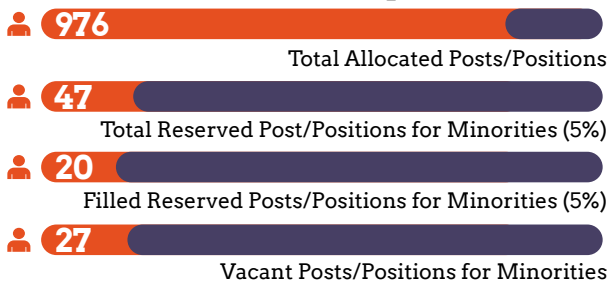
### Labour and Human Resource Department



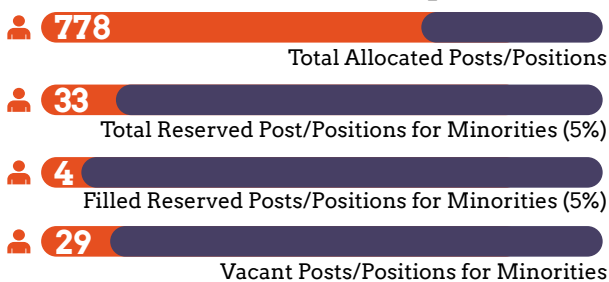
### Literacy & Non-Formal Basis Education Department



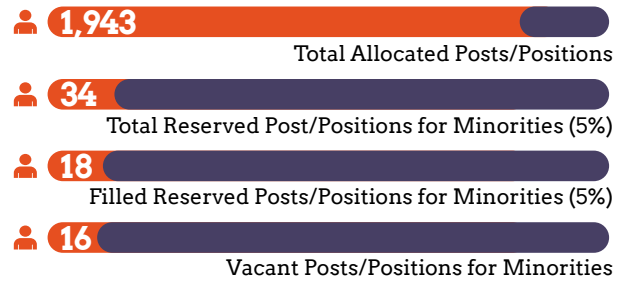
### Information and Culture Department



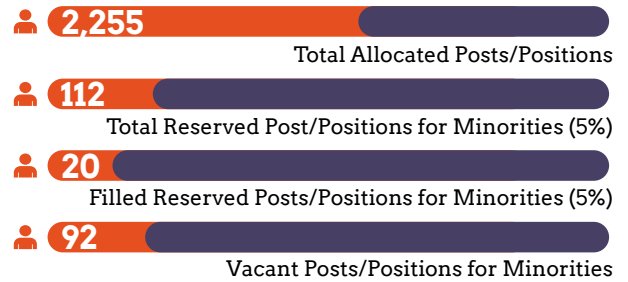
### Law and Parliament Affairs Department



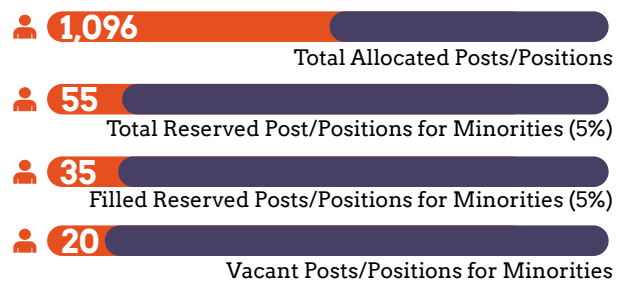
### Livestock and Dairy Department



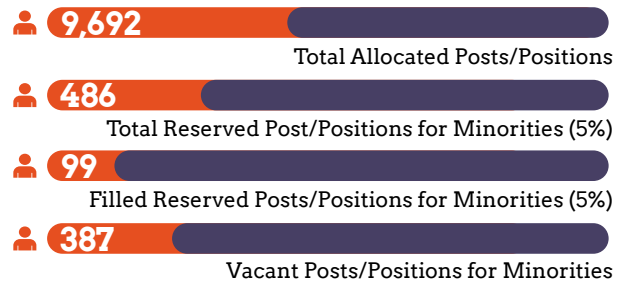
### Local Government and Community Development Department



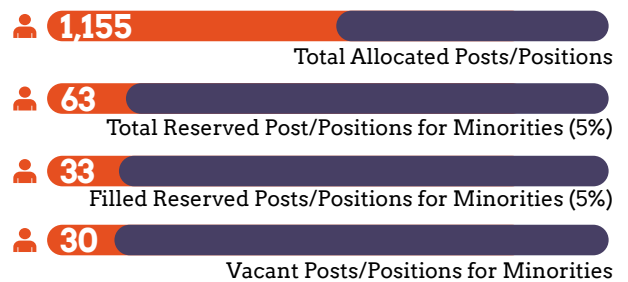
### Planning and Development Board



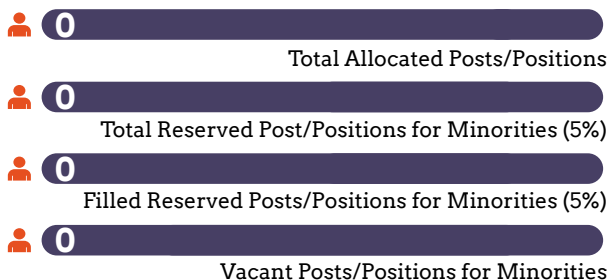
### Population Welfare Department



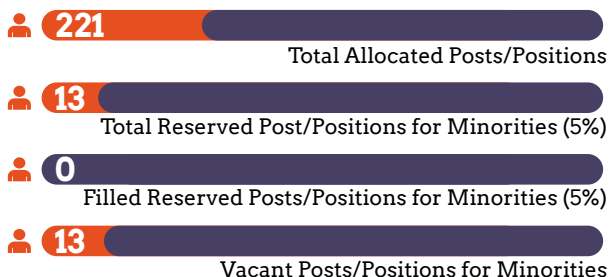
### Mines and Minerals Department



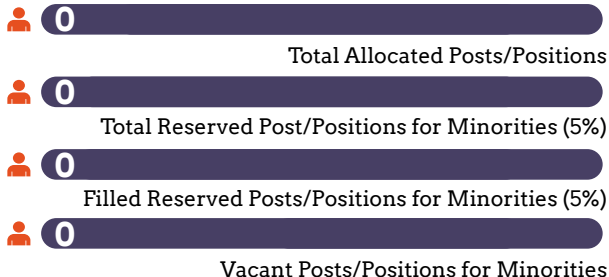
### Management & Professional Development Department



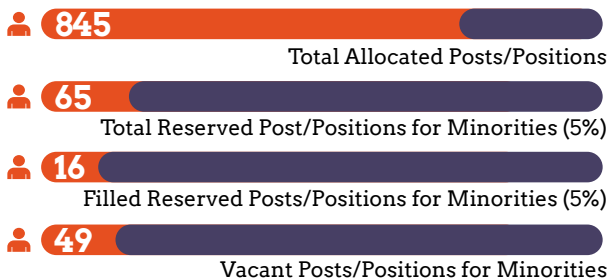
### Public Prosecution Department



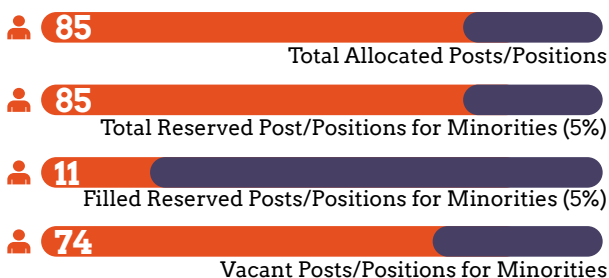
### Punjab Public Service Commission



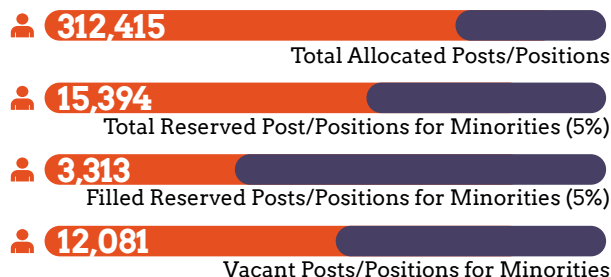
### Services & General Administration Department



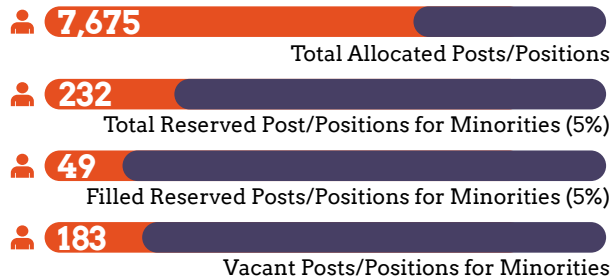
### Social Welfare and Bait ul Maal Department



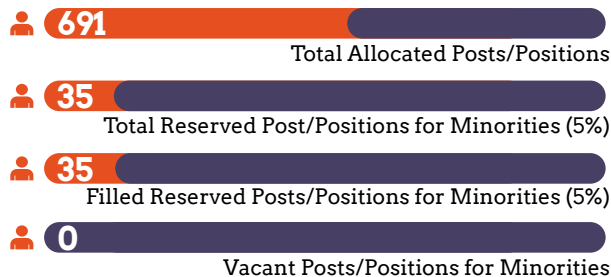
### School Education Department



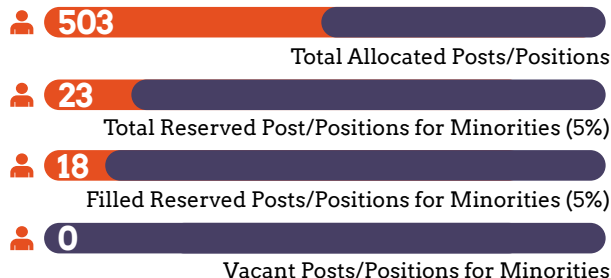
### Special Education Department



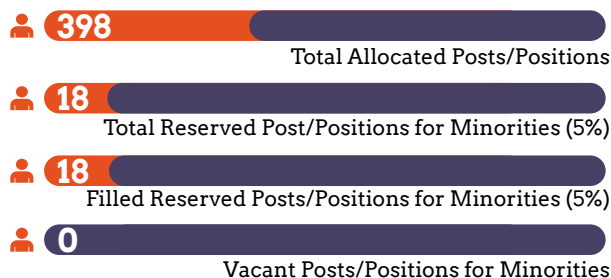
### Tourism Department



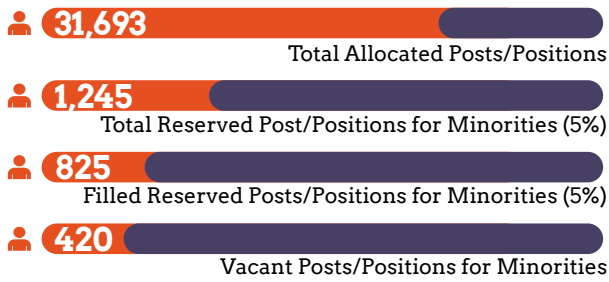
### Transport Department



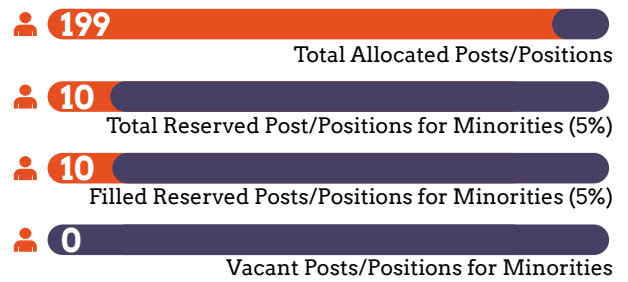
### Youth Affairs & Sports, Department



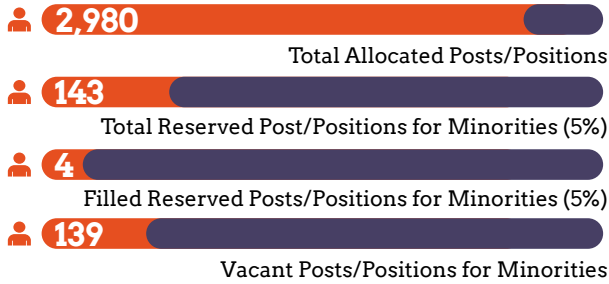
### Higher Education Department



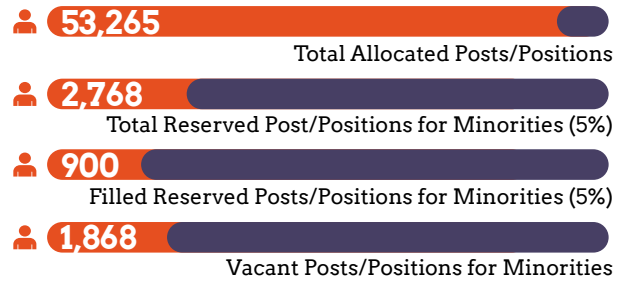
### Women Development Department



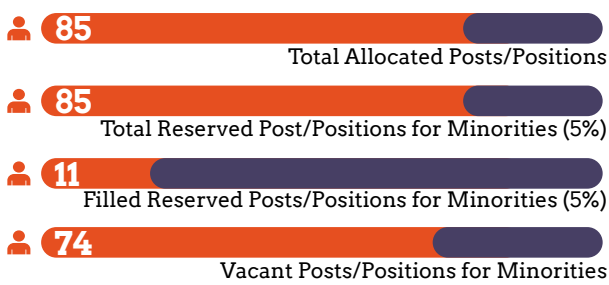
### Zakat and Ushr Department



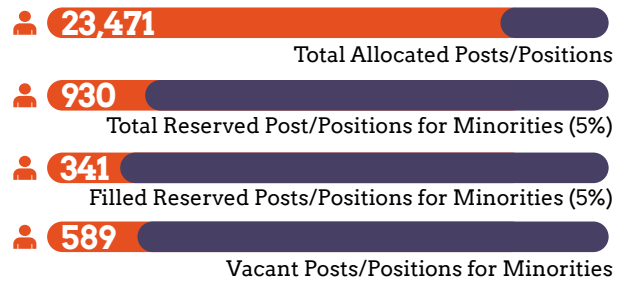
### Primary and Secondary Healthcare Department



### Social Welfare and Bait ul Maal Department

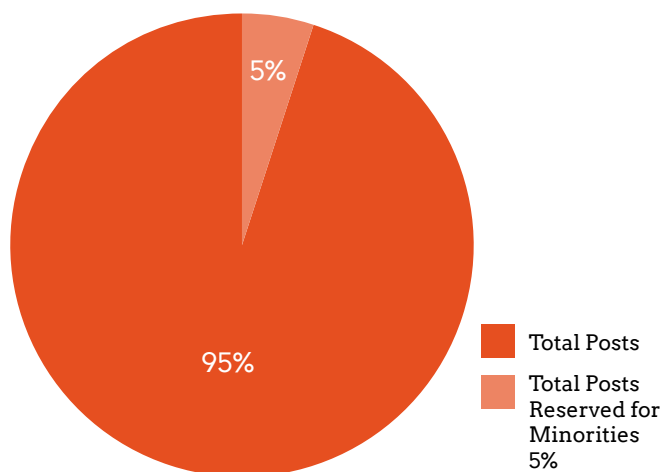


### Specialized Healthcare and Medical Education Department

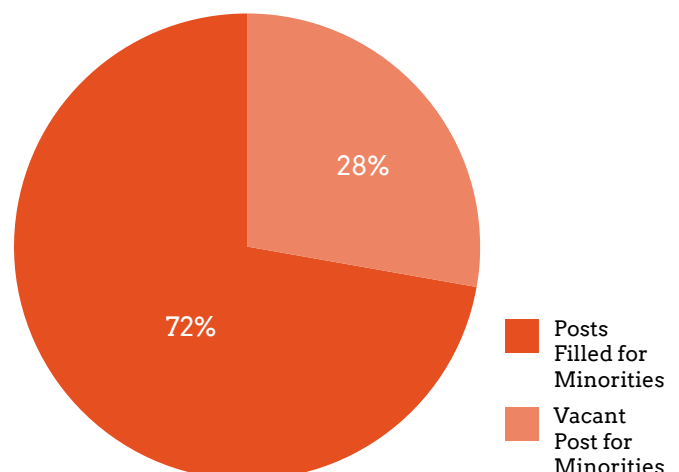


In totality there are 552,556 positions in 40 public sector departments across Punjab, out of which around 5% (26,521) are reserved for minorities. Out of the reserved quota only 72% (19,197) of the positions are still vacant while only 28% (7,324) of the reserved positions are filled. The details are mentioned in tables above and graphs mentioned below.

**Total Positions vs Minorities Position (5% Quota)**



**Filled Positions vs Vacant Positions (5% for Minorities)**



According to the data collected, most of the 43 government departments and institutions reported that the job quota reserved for minorities was not being met. While the quota system did help rectify minorities' underrepresentation in the public sector, the situation is still grim, with minorities particularly Christians still facing many challenges due to the professional and home life as well as cultural and religious issues that limit their roles.

This study also revealed that no mechanism for systematic evaluation existed in the public sector to

see how the quota regime for minorities was functioning. Representatives of minority organizations revealed that some minority community men and women did benefit from jobs quota, but there were others who faced double discrimination.

Perhaps the worst exercise of the five per cent job quota was that most of the municipalities fulfilled this by employing minorities only as sanitation workers, thereby establishing stereotypes and discriminatory behavior.

*"Discriminatory employment policies Supposedly to prevent discrimination in employment in the public sector, a quota system was put in place during the regime of General Zia Ul Haq, reserving five percent of public sector jobs for minorities, and the other 95% of jobs being on the basis of open merit including minority candidates. However, in practice this system does little for affirmative action, and in fact exacerbates social discrimination and stereotypes against minorities. This is because many municipalities fill their five percent quota by employing only minorities in undesirable positions such as sanitation workers. In some communities there have even been reports of announcements for such jobs indicating that Muslims need not apply.*

**Source: Minorities under attack: Faith-based discrimination and violence in Pakistan (HRCP).**

*"People applying for government jobs must declare their faith, and most private jobs require employees to do so. Jobs in the private sector are not offered to AMs [Ahmadis] mainly to avoid a potential backlash from other employees. Although the government has a 5 per cent quota reserved for minorities in government jobs, no Ahmadi has been offered a job as part of it. As previously explained, for Ahmadi people to be included in the quota for minorities, they would have to accept a 'non-Muslim' status; and even when Ahmadi people have disclosed their status on identity documents, automatically placing themselves in the 'minority' category, none of them have been offered a job under this quota."*

**(CREID, December 2020a, p. 46)**

*"Christians are severely inhibited in employment particularly by the government itself, which advertises for jobs in the sanitation sector which explicitly request non-Muslim applicants. A number of provincial advertisements specifically advertise for Christian or non-Muslim sanitation workers. Civil society has consistently raised this issue with the Punjab government, and the government service rules, namely the Punjab Health Department, Miscellaneous Posts Service Rules 2003, state that 'only non-Muslims/persons who belong to minorities will be accommodated'. The government of Punjab issued a notification in November 2015 that the rules needed to be amended due to their discriminatory nature and violation of Article 27 of the Constitution. The former government was slow to make any amendments."*

**(CSW, December 2019, p. 20)**

Name of the Department	Total Posts	Total Reserved	Total Reserved Posts Filled	Vacant Post (Reserved Posts)
Auqaf and Religious Department	732	36		36
Agriculture Department.	5,196	261	51	210
Board of Revenue Department	10,928	390	107	283
Cooperative Department.	2,636	24	10	14
Communication and Works Department	12,206	562	50	512
Environment Protection Department.	657	33	22	11
Energy Department	618	22	10	12
Excise, Taxation and Narcotics Control Department.	1,943	34	18	16
Food Department.	6,496	334	44	290
Forestry and Wildlife & Fisheries Department.	4,555	226	24	202
Finance Department.	457	29	14	15
Housing, Urban Development and Public Health Engineering Department	11,810	597	278	319
Human Rights and Minorities Affairs Department				
Home Department	660	33	16	17
Irrigation Department	15,281	748	206	542
Industries, Commerce and Skills Development Department.	9,157	503	503	
Information and Culture Department	976	47	20	27
Labour and Human Resource Department	5,802	273	41	232
Law and Parliamentary Affairs Department	778	33	4	29
Literacy and Non-Formal Basis Education Department.	27	1	1	476
Live Stock and dair Development	12,967	642	166	
Local Government and Community Development Department.	2,255	112	20	92
Mines and Minerals Department.	1,155	63	33	30
Management and Professional Development Department.				
Planning and Development Board.	1,096	55	35	20
Population Welfare Department	9,692	486	99	387
Public Prosecution Department	221	13		13
Punjab Public Service Commission.				
School Education Department.	312,415	15,394	3,313	12,081
Services and General Administration Department.	845	65	16	49
Special Education Department.	7,675	232	49	183
Social Welfare and Bait-ul-Maal Department.	85	85	11	74
Tourism Department.	691	35	35	
Transport Department.	503	23	18	
Women Development Department.	199	10	10	
Youth Affairs & Sports, Department.	398	18	18	
Zakat and Ushr Department.	2,980	143	4	139
Higher Education Department.	31,693	1,245	825	420
Specialized Health care and Medical Education Department.	23,471	930	341	589
Primary and Secondary Health care Department	53,265	2,768	900	1,868
<b>TOTAL:</b>	<b>552,556</b>	<b>26,521</b>	<b>7,324</b>	<b>19,197</b>

- As per the data collected most of the allocations i.e 53,265 are made in primary and secondary healthcare department out of which 2,768 are reserved for minorities and around 900 minorities seats are filled and still 1,868 minorities posts are vacant.
- The other department with highest job allocations i.e 31,693 are made in higher education department out of which 1,245 are reserved for minorities and around 420 minorities seats are filled and still 825 posts are vacant.
- The other department with highest job allocations i.e 23,471 are made in specialised healthcare and medical education department out of which 930 positions are reserved for minorities and around 589 positions are filled while 341 positions are still vacant.

The data shows and as per communication with the members of civil society it was revealed that the minorities, in general, have to struggle in life for the acquisition of smallest of governmental jobs. However, their absolute poverty and a dismal lack of development opportunities continue to incessantly posit them at the bottom of the ladder. Recruitment advertisements, mostly sponsored by governmental institutions, have repeatedly reserved sanitation posts for minorities during the last several decades.

Whenever brought to light, discriminatory advertisements always spark heavy criticism from all corners. A similar advert published for vacant jobs in Sheikhpura during 2018 was condemned for its blatant discrimination even in the British parliament. With great dismay, Member of the Parliament Jim Shannon even wrote a letter to then Punjab chief minister. He raised serious reservations against the violation of minorities rights and said, "According to the constitution of Pakistan, all citizens are equal regardless of race, religion or any other differences, however, I have (recently) noticed a job advertisement... (which) skirted the government's allocation of 5% quota in employment sector to be reserved for the religious minorities; by reserving all the sweepers' jobs for the non-Muslims. The advertisement is blatantly discriminatory against the religious minorities because whereas the females and the disabled people's quota is widely spread among all the vacancies: The religious minorities' quota, on the other hand, has been limited to sweepers only."

Time and again, the political elite in Pakistan are

asked to work towards the provision of equal rights, as guaranteed by the constitution. However, the imperial law of "might is right" continues to orchestrate a societal chaos by infringing upon the rights of the religious minorities. This marginalisation can be well reflected by a decrease in their population share from 23 to a mere three percent in the last seven decades. It is largely because of their fragile situation that minorities continue to flee the country. Given the present state of affairs, they might soon be reduced to negligible numbers if not disappeared altogether.

Thus, Pakistan should at least try to provide them what is offered by its constitution, in true letter and spirit. Article 27 of the constitution, which safeguards them against discrimination based on work, states, "No citizen otherwise qualified for appointment in the service of Pakistan shall be discriminated against in respect of any such appointment on the ground only of race, religion, caste, sex, residence or place of birth."

As for job advertisements in Punjab, The UK All Party Parliamentary Group on Pakistan minorities Secretary General, Morris Johns, precisely summarized his concerns in these words, "To avoid allocating the required 5% jobs quota to the minorities, the advertisers often add all the vacancies together, e.g., in this case, the minorities' share of 14 vacancies out of total 271 have all been put in the sweepers' column. However, the female, disabled and the employees' children quotas have all been divided among various categories. These jobs are not skilled or well-paid jobs. They are gardeners, drivers, and lab attendants, but the hatred against the minorities is such that they are not given an opportunity to apply even for these lowly paid jobs. They want to confine the minorities to just one occupation."

In the absence of data, one can assume that an affirmative action of minority quota in educational institutions would practically serve as an instrument for filling the minority jobs and increase opportunities for socio-economic mobility of minority families. This would help their kids to join decent work which is currently reduced to mostly lower tiers of a selected range of fields.

The quota for minority students in education will be a subsequent effort to ensure that minority candidates are placed in allocated jobs with better qualifi-



cation and the employment quota is filled to obtain equity in public and professional sphere of Pakistani life. It will be a meaningful measure for mainstreaming religious minorities.

## 2. What is to be done?

The Higher Education Department in Punjab formed a committee during the previous regime (April 2018) and concluded its proceedings to fix religious minority quota for admissions to public sector universities and colleges. This was in line with the draft of a government bill that proposed a five percent quota for minorities to provide them equal opportunities in the 'admission policy' of higher education institutions. It was supposed to be extended to all public and private educational institutions, but is yet to be adopted.

It is, however, appealing that the present government has made minority quota in education as part of a Minorities' Empowerment Package announced on December 10, 2018.

The situation demands providing legislative cover to the employment quota supported by a quota in education. Moreover, the federal and provincial bureaus of statistics should be bound to provide segregated socio-economic data pertaining to minority households.

Moreover, the constitutional, legislative and policy guidelines on 'equity,' 'social protection' and 'social well-being' have to be clarified and backed up with subordinate legislation.

## 3. Making Job Quota Work:

This absence of minority employees is still open to many plausible interpretations varying from compliance and implementation of quota to hostile political environment, social resistance, practical neglect, and also lack of stringent constitutional and sub-ordinate legislation and rules to ensure its compliance.

Apart from these explanations, a sizable section of human and minority rights activists now have started holding that it is because the minority candidates generally do not fulfill criteria for jobs. They lack academic and professional qualifications and there are not enough suitable candidates available to fill

the jobs. This line of thinking argues that unless the job quota is complemented with minority quota in technical and professional education institutions the aim of mainstreaming minorities in public and professional life will remain unrealized.

So far there is no study done by the government to ascertain why the minority employment quota has not worked and how non-compliance could have been avoided.

The whole lot of the proponents of linking minority employment quota with education quota feels that there is no way out except to make another affirmative action.

According to Peter Jacob, renowned human rights defender who is a member of the Implementation Commission for the protection of the minorities' rights formed by the Supreme Court, the minority education quota is a due enabling idea for bringing minorities into the mainstream. However, this has to be supported by legislative back-up not just through an administrative order.

A representative of a civil society organisation, says the experience of working with youth shows that members of religious minorities are defensive in public sphere and this reluctance can only be removed if the system provides them a reliable environment to enjoy full citizenship rights. She says according to a policy brief on minority quota the link between employments with education quota is undeniable.

The National Lobbying Delegation for Minority Rights is also actively pursuing the quota case. Its member and civil society activist says, "the job quota is provided as an affirmative action. The state is considered as the protector of basic rights and the provider of livelihoods and basic services to its people. Affirmative action is a policy instrument, which is used to close the gap between majority and marginalised communities and upholds guaranteed rights and access to opportunities equally for all citizens."

The ongoing process of appointing dozens of staffers to the railway and police force pays no heed to the minority quota. Unfortunately, most members of the minority community themselves are oblivious to this quota. Barely any members of minority communities go to court against unjust appointments. Some

feel they have done the needful by organising rallies. Such a protest was organised by dozens of Christians two weeks ago in one of the district of Punjab. The protesters staged a sit-in in front of the regional police office for several hours against non-implementation of a five per cent job quota for minorities.

The United States Commission on International Religious Freedom, in report issued last year, recommended that Pakistan be designated as a country of particular concern for failing to protect rights of minorities. It had made the same recommendations several times. It is time for us to take some revolutionary steps to make the religious minorities realise that they are equal citizens of Pakistan.

Interestingly another data shows that despite the 5% quota in place, only eight non-Muslims are employed at the State Life Insurance Corporation of Pakistan which works under the Ministry of Commerce. Four are employed in Karachi and four in Punjab. The corporation's offices in Khyber-Pakhtunkhwa (K-P) and Balochistan have no non-Muslim employees. Out of these eight, only Partab Rai Lakhani, a resident of Sindh, is employed as an assistant manager in the corporation's Karachi office, while the remaining seven occupy low-cadre posts.

Similarly, only four non-Muslims are employed by the National Insurance Company Limited. Out of these, only Adeel Patrick is posted as a deputy manager while the remaining three work as sanitary staff. No non-Muslim has been appointed in Pakistan Reinsurance Company Limited since 2011.

The Ministry for Textile Industry does not fare any better: All of the 16 non-Muslim staffers employed in various departments under the ministry's control work below basic pay scale-6 and are sanitary workers. The employees are from Punjab and Sindh, while no non-Muslims from K-P and Balochistan exist in the textile ministry's workforce.

In a separate report sent to the media, a human right activist, claimed that before partition a majority of the province's non-Muslim population was associated with the health and education sector. However, post-1947, non-Muslims were relegated to being "inferior citizens" and forced to work in the sanitation sector, Bhatti added. Furthermore, the available data also highlights the discrimination being practised in government departments. It reveals that despite

possessing a Bachelor's degree, several non-Muslims do not get selected for clerical positions and are instead appointed as sanitary staff.

A minority member, who works as a sweeper in a government department, told that he had completed his Bachelor's degree and despite his qualifications he was appointed as a sweeper. He claimed Muslims appointed as clerks in his office are less educated than him. "I write applications for them, most don't even know how to write their names. But here I am cleaning up after them."

Despite government's claims of leaving no stone unturned to protect the lives and property of religious minorities, the situation on ground seems at odds with these promises.

Conclusion,  
Recommendations  
and Suggestions

04

## Conclusion, Recommendation and Suggestions<sup>(5)</sup>

In recognition of the constitutional provisions of the Constitution of the Pakistan, 1973, all citizens are entitled to equal protection of law including, equal educational and professional opportunities. Furthermore, the government is obliged to protect, empower and develop marginalized communities including women, religious minorities and persons with disabilities, through various measures, including a policy of preferential representation where required, and to adopt appropriate legislative and policy measures to achieve non-discrimination and equality of rights among citizens.

Lack of implementation of 5% Quota for minorities in public sector jobs is a major obstacle in individual minority citizen's access to quality life opportunities. Coupled with abject poverty and relatively lower literacy rates among minority communities, quota provisions provide the most direct form of compensation and relief to a highly marginalized segment of the society.

It is the duty of the federal and provincial governments to promote and facilitate the progressive realization of equality, as far as reasonably practicable, by recognizing that discrimination can cause social and economic inequities, and that access to opportunities is not equitably distributed throughout society. The issues regarding marginality of women, minorities and persons with disabilities require affirmative measures to address their exclusion from the national mainstream. Minorities face multiple forms of discrimination and marginalization in society; therefore, the question of empowerment should be seen in totality, urgency and utility for society. The government departments and institutions must watch over; from job advertisement of vacancies for

minority candidates to a discrimination free environment at the workplace. It is recommended that:

- Government introduce more enablers for empowerment of minorities. An educational package (infrastructure, nutrition and motivation) to address low literacy rate among minorities, through a 5% educational quota for admission in colleges, universities, professional and technical education for the students belonging to religious minorities. An educational quota is expected to build the capacity of individual minority citizens to avail the 5% job quota for minorities in the public sector.
- The government curbs discriminatory practices in public sector by ensuring that all government departments and institutions comply with the rules of service for issuing any job advertisement in order to avoid mentioning vacancy for sanitary workers reserved for minority candidates.
- A regulatory body must be established by statute to ensure proper implementation of job quotas. This authority should be equipped with adequate powers, resources and procedures for a referral and Redressal mechanism against any grievances, particularly cases of religious discrimination.
- The government should work more closely in partnership with local minority communities, Civil Society Organisations and Community Based Organisations to address disparity of rights and opportunities, and implement projects aimed at economic empowerment, and provision of primary health care for minorities.
- An autonomous and independent statutory National Council or Commission for Minorities must be constituted with a mandate to monitor

5. This section also includes the recommendations from the reports of various organizations on similar theme.

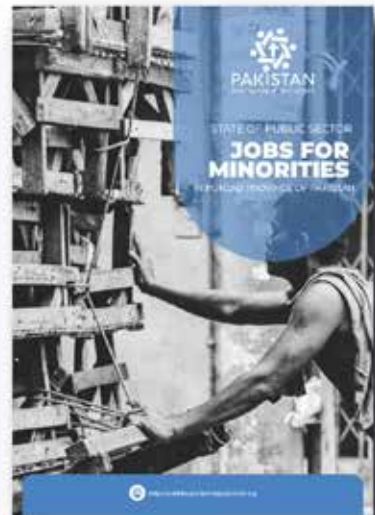
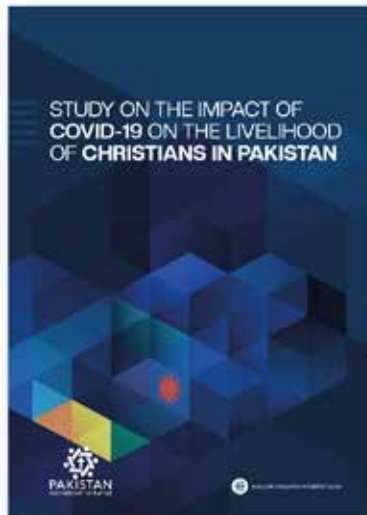
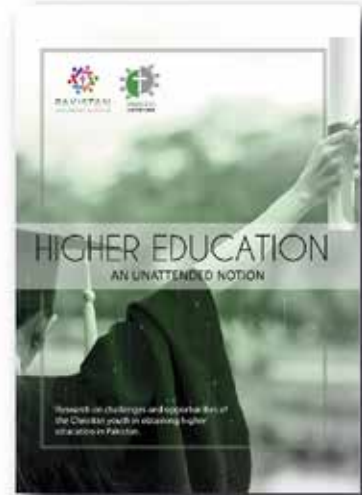
the implementation of rights of minorities, to oversee policies and give advice on policy matters.

- Five percent quotas be implemented and gender-balanced and diverse faith composition be made between men and women during the recruitment process by the selection boards.
- Incorporating the representation of minorities into these bodies will help to improve the status of implementation of job quota. The government should promulgate minorities friendly laws and encourage more minority -friendly working conditions, while also encouraging the minority community and disabled people along with other marginalized people to acquire qualifications and competence to pass exams and be held eligible for various posts on the quota basis.
- Accountability mechanisms for tracking minorities job quota initiatives across and within government bodies must be strengthened. The government should apply the diversity principle entailing equity needs between the majority and minorities, and to the benefit of the most marginalised within the minorities.
- The members of CSOs and minorities appreciate that the Federal and Provincial governments reserved five percent quota for minorities and women since 2009 and 2010 respectively, for government services, though the governments relied on executive orders (notifications) which failed to produce desired results. Therefore, different litigants from the minority communities approached the Supreme Court of Pakistan to which the Court responded in June 2014. Hence, the order six of the aforesaid judgment required the governments to “Ensure enforcement of relevant policy directives regarding the reservation of quota for minorities in all services”.
- During follow up hearings at Supreme Court (September 2014-October 2015), more complaints were brought which reveal that the job quota was in dire need of effective implementation. The federal and provincial governments failed to present any data or record in the court regarding implementation of job quota despite several orders issued by the Court.
- In the meantime, several advertisements issued by government departments appeared in the newspaper describing that jobs for sanitation workers/ sweepers were particularly reserved for minorities, showing that government had paid little attention to remove discrimination in

jobs besides introducing measures to enhance job opportunities for religious minorities in government service.

- The lack of implementation in job quota is also manifest in government’s lack of response on questions particularly asked about comparative and segregated data showing representation of religious minorities in civil services, judiciary and foreign services of Pakistan.
- The job quota policy measure has a weak legal basis, because it rests on administrative orders (notifications) rather than legislation, which results in practical difficulties. A lack of regulatory, referral, monitoring and remedy procedures/ mechanisms hampers positive results in this regard.
- The discriminatory practices in employment have not ended yet, therefore the government departments and institutions must follow the rules of service for issuing any job advertisement to avoid mentioning vacancy for sanitary workers reserved for minority candidates.
- Institution of a regulatory body through enactment is utterly necessary and recommended to ensure defining the purpose, procedures; grievance redress and referral mechanism for proper implementation of employment quota reserved for religious minorities beyond discrimination.

# READ MORE PAKISTAN PARTNERSHIP INITIATIVE PUBLICATIONS





### **Legal Status:**

Pakistan Partnership Initiative (PPI) registered under the Societies Act 1860 in 2019 and signed a Memorandum of Understanding (MoU) with Economic Affairs Division (EAD) Government of Pakistan in December 2020



**PAKISTAN**  
PARTNERSHIP INITIATIVE



**Pakistan Coordination Office:**

House No. 08, Street 158,  
G-13/4, Islamabad - Pakistan



+92 51 848 0848



[info@pakistanpartnershipinitiative.org](mailto:info@pakistanpartnershipinitiative.org)



<https://pakistanpartnershipinitiative.org>



[PakistanPartnershipInitiative](https://www.facebook.com/PakistanPartnershipInitiative)



[PakistanPartnershipInitiative](https://twitter.com/PakistanPartnershipInitiative)