

Female Youth Unemployment in Pakistan



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Disclaimer

The author conducted this study as part of the program of professional education at the Frank Batten School of Leadership and Public Policy at the University of Virginia. This paper is submitted in partial fulfillment of the course requirements for the Master of Public Policy degree. The judgments and conclusions are solely those of the author, and are not necessarily endorsed by the Batten School, by the University of Virginia, or by any other agency.

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List of Acronyms

Acronyms	Definition
EU	European Union
ILO	International Labor Organization
LFP	Labor Force Participation
NAVTEC	National Vocational and Technical Education Commission
NCSW	National Commission on Status of Women
NGO	Non-Government Organizations
NSS	The National Skills Strategy
TVET	Technical and Vocational Education and Training
TVETAs	Technical Education and Vocational Training Authorities
UN	United Nations

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Executive Summary

Pakistan is experiencing a wide gender gap in both employment and labor force participation. In 2015, the unemployment rate in Pakistan among male youth was 9.5 percent whereas the female youth unemployment rate reached 15.2 percent. The gap is even wider in labor force participation. Based on the Labor Force Survey 2014-15, the labor force participation rate among male youth was 41 percent and only 16 percent among female youth.

There are three main reasons explaining why female youth Labor Force Participation (LFP) is behind male LFP: limited access to education; lack of career services in educational institutions targeted at young women; and traditional socioeconomic values and religious norms which discourage young women from stepping out of home to look for jobs. In the long term, the gender gap in employment will increase if the Government of Pakistan fails to craft related policies. In addition to that, addressing prolonged female youth unemployment will cost far more time and money. In terms of young women, long-term unemployment will bring detrimental effects on their physical and mental health. Therefore, I propose several policy alternatives to address the female youth unemployment problem in Pakistan.

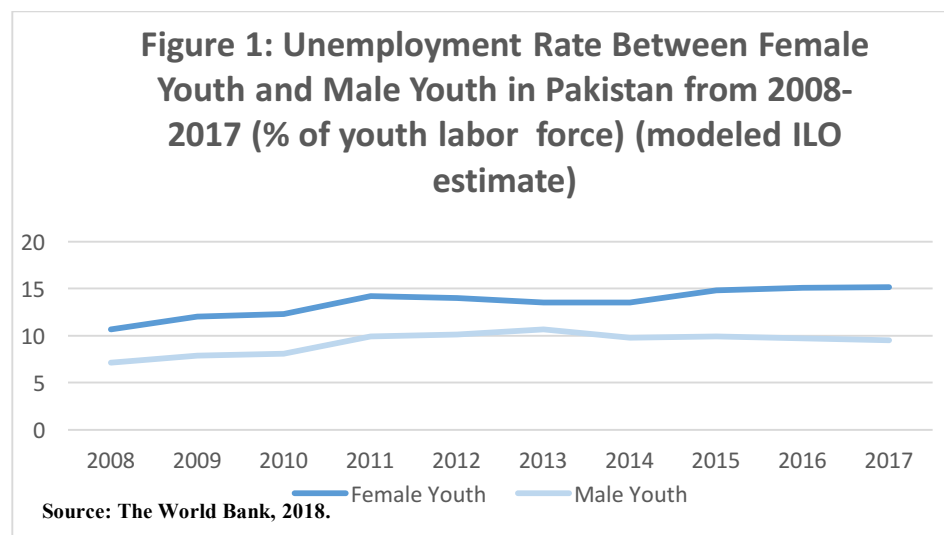
I will evaluate each alternative based on four evaluative criteria: 1) cost-effectiveness: the cost per job created; 2) equity: whether the targeted alternative will treat young women and young men equally, as well as each young woman regardless of their race, religion and socioeconomic background; 3) feasibility: the political feasibility of each alternative given the existing policy framework and administrative feasibility of implementation; and 4) supply and demand: whether each alternative will bring job opportunities to young women and whether the alternative will increase young women's labor force participation.

Based on these evaluative criteria, I propose four policy alternatives: 1) let present trends continue; 2) continue the One Belt One Road Project -- The China-Pakistan Economic Corridor; 3) customized policies toward female youth in each province and 4) improve the Technical and Vocational Education and Training (TVET) system.

I ultimately recommend improving the Technical and Vocational Education and Training (TVET) System. Among all policy alternatives, this option is the most cost-effective one with the funding from EU, costing Pakistan \$13.9 million and \$286.6 for each job created. The TVET system also promises to treat young women and young men relatively fairly. With the technical support of EU, the improvement of the TVET system in Pakistan would allow more young women to access to vocational education and equip them with necessary skills in the labor market. Although the TVET system improvement will not bring job opportunities to young women directly, this would enable young women to have more career choices and increase their willingness to participate in the labor market.

Problem Statement and Introduction

According to the World Bank, the unemployment rate in Pakistan in 2015 among male youth was 9.5 percent whereas the female youth unemployment rate reached 15.2 percent, and vulnerable employment, defined as unpaid family workers and own-account workers who are working on their own account or with one or more partners accounted more than half of total employment rate (The World Bank, 2018). The gender gap is even wider in labor force participation. Based on the Labor Force Survey 2014-15, the labor force participation rate among male youth was 41 percent and only 16 percent among female youth. These figures excluded young groups who drop out early from school and are not seeking jobs currently (The World Bank, 2011). Therefore, the actual labor force participation rate and unemployment rate were even higher.



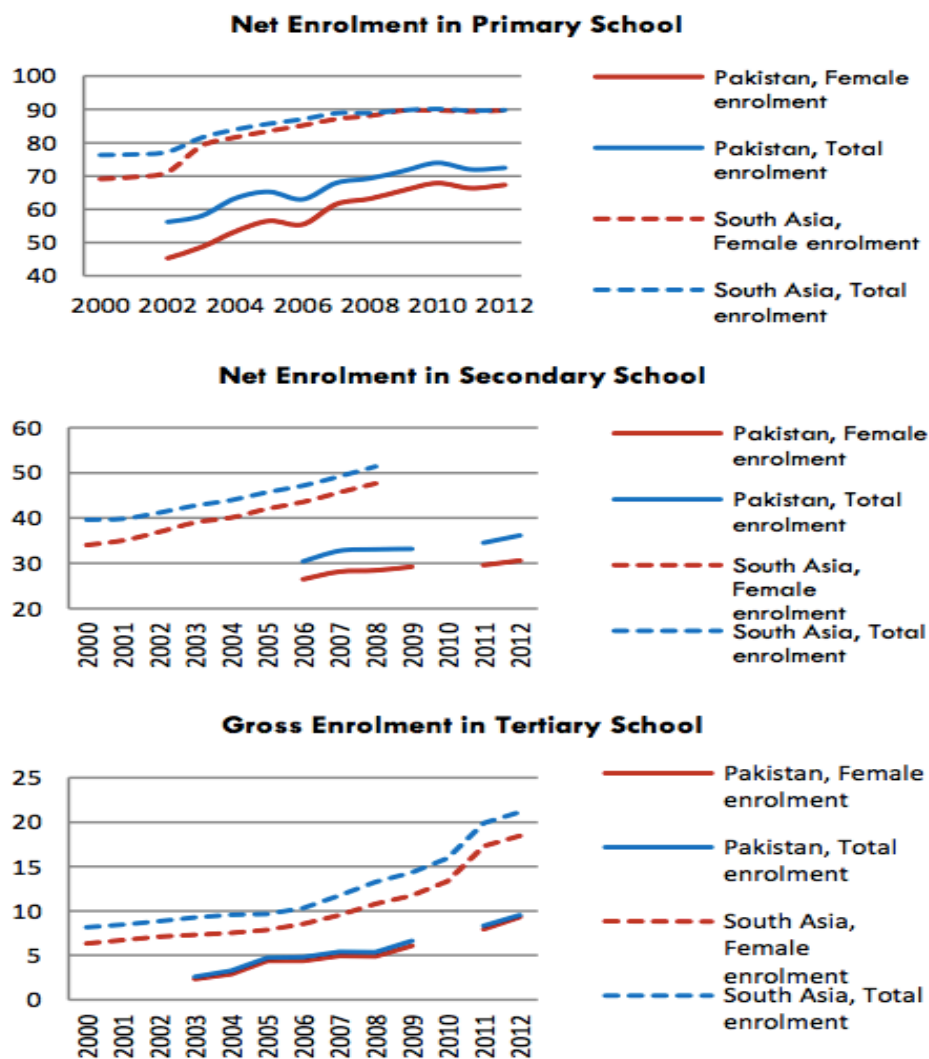
Based on the latest predictions of the Population Council (2016), in 2015 there were 191 million people in Pakistan. Young people (from 10 to 24 years old) accounted for 32 percent of the total population. Loprz-Calix (2013) estimated that young population of Pakistan will double by 2025 due to demographic transition. The demographic dividend offers Pakistan a huge incoming number of young population who will remain economically active for a long period and bring high economic returns on investment in education and training (The World Bank, 2011). However, youth unemployment, especially female youth unemployment, will be a huge obstacle for Pakistan to take advantage of the demographic dividend and accumulate human capital to accelerate economic growth.

Compared to their male counterparts, young women in Pakistan are particularly vulnerable in employment, due to limited access to education as *Figure 2* indicates; lack of career services in educational institutions; and traditional socioeconomic values and religious norms that discourage young women from looking for jobs. While there has been increasing participation in political and educational activities for women, the female youth unemployment rate has still been increasing in last four years. Reasons of the increasing unemployment rate among female youth are multifold:

the skills that many young women have may not be appropriate or adequate for the jobs that do exist in Pakistan (The World Bank, 2011). Additionally, many young women, particularly those with little education, enter the labor market through the informal sector such as agriculture employment. But the share of agricultural employment is falling as economies grow and develop, and the pace of formal job creation has not been accelerated (The World Bank, 2011). Lack of access to land, technology, capital and productive inputs for young women in rural areas further exacerbate the problem.

In the long term, female youth unemployment in Pakistan will be especially worrying, for Pakistan would lose a large portion of talented, energetic and creative female labors and experience economic stagnation, as well as witnessing increasing gender inequality. The negative impacts of female youth unemployment may take different forms: decreased female enrollment in primary and secondary schools; lower levels of human capital; the reduced labor force participation rates in the future; and decreased wage rates (Mroz, 2013). If these adverse effects last for a long period of time, addressing the female youth unemployment problem would cost far more time and money (Mroz, 2013). As for young women, more evidence showed that long-term unemployment is associated with increased risk of mental health problems, especially at a time when the youth unemployment rates are higher, because prolonged unemployment can lead to feelings of hopelessness and low self-esteem among young women, as well as affecting their human capital accumulation and careers later in life (Them, 2017).

**Figure 2 Net Enrollment in Primary, Secondary and Tertiary schools from 2000-2012
Between Pakistan and the South Asia Averages**



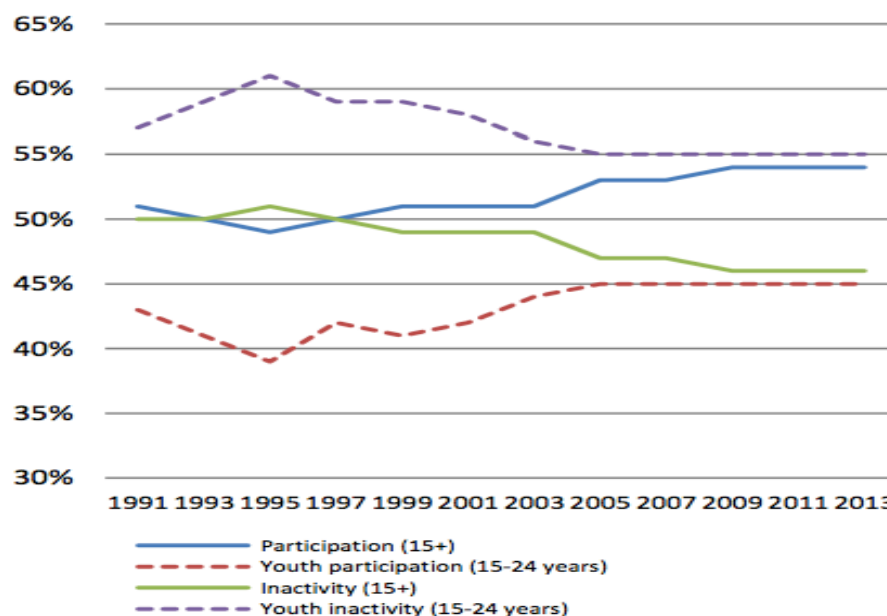
Source: Danish Trade Council for International Development and Cooperation, 2015.

Literature Review

Current situation

The United Nations defines youth as population from the ages of 15 to 24 undergoing transition from childhood to adulthood, which is the most energetic and active age group. As of 2016, Pakistan had 61 million young people, 32 million were male and 29 million were female (Population Council, 2016). The growth of youth workforce is 4.3 percent a year, well above the regional average of 2.7 percent, and the growth is expected to last for at least one more decade (Loprz-Calix, 2013). However, even though the number of jobs has increased rapidly with continuing economic growth, young people face multiple challenges in the labor market. As *Figure 3* shows, the youth participation rate in the labor market has remained stagnant since 2005. This can be explained by multiple difficulties young people facing in employment currently: the tough transition from school to the labor market; dysfunctional institutions and education; and poor-quality vocational programs and large-scale informal sector.

Figure 3 Labor Force Employment Rate and Inactivity Rate in Pakistan from 1991-2013

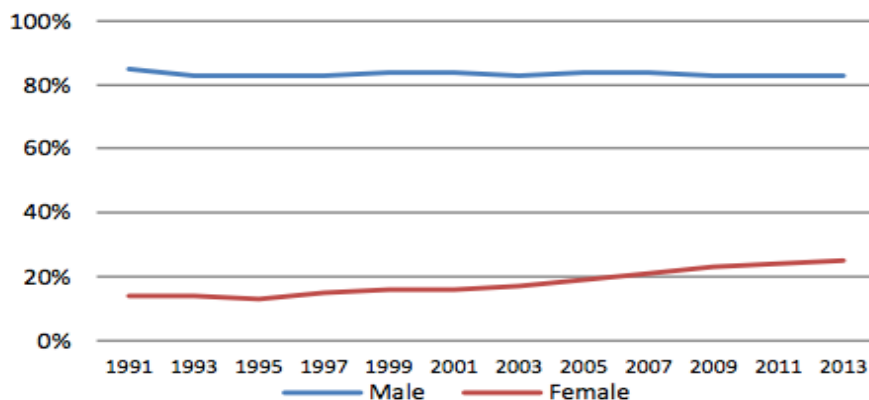


Source: Danish Trade Council for International Development and Cooperation, 2015.

Young women are particularly vulnerable in the labor market due to limited access to education, infrastructures and economic activities. *Figure 4* shows that the gap between the male youth and the female youth in the labor participation rate in Pakistan reached 51 percent in 2013, far above the regional average gap in South Asia of 35 percent (ILO, 2010). In addition to the wide gap between young men and young women in employment, “the mismatch between type of education and opportunities available in labor market” illustrated by Higher Education Commission (2010, p.10) further exacerbated the problem. The Ministry of Labor concluded it as a U-shaped curve, “with higher employment rates for the least educated followed by increasing rates for young women with a degree” (Ministry of Labor, 2008, p.60). Three main factors contribute to this trend:

dysfunctional tertiary education (Higher Education Commission, Pakistan, 2010): the large-scale informal economy (Higher Education Commission, Pakistan, 2010); and the dominance of female youth in informal economy (Naz, 2010).

Figure 4 Labor Force Participation Rate between Male and Female in Pakistan from 1991-2013



Source: Danish Trade Council for International Development and Cooperation, 2015.

Existing policy frameworks

Pakistan's national policy framework and legislation guarantee equal opportunities for both man and women, and existing labor laws do not allow any form of discrimination based on gender. So far the International Labor Organization (ILO) has signed two fundamental conventions including gender equality: (1) Convention 111 on non-discrimination in employment and occupation and (2) Convention 100 on equal remuneration (ILO, 2010). However, the current legal system failed to protect women from discrimination in employment, as there are several discriminatory laws exist to prohibit women working in some areas for "health and safety reasons" (ILO, 2010, p. 43). For example, women in Pakistan are not allowed to work at factories to clean or adjust any part of machinery while that part is operating (The World Bank, 2015). In addition, Pakistan drafted and adopted two conventions in the early 1950s, after that they made no further amendments.

The Government of Pakistan adopted its newest policy at the national level for youth development in 2008, delegating authority over crafting youth development policies to the provinces. Since then, provincial governments have crafted and implemented their own youth development policies (Population Council, 2016). These provincial youth policies did not specifically focus on gender but treat young people as a homogenous group. The more gender-focused policy initiative was the establishment of the National Commission on Status of Women (NCSW) in 2002, to review and amend current policies and legislations and to promote women's development and gender equality in all aspects of life (Ministry of Labor, 2009).

The existing policy framework reflects that the government has realized they should consider young people, especially young women into many spheres of policies in order to take advantage of demographic dividend (The World Banks, 2015). Although these policies did increase the

participation of young women in political and economic activities, young women has lagged behind in employment compared to their male counterparts (Mirza, 2014). Some weaknesses of the current youth policies include limited scope, which exclude life skills and financial support; limited responsiveness towards gender, geography and socio-economic background of young people; and the gap between the aims and the specific strategies of youth policies (Population Council, 2016).

Causes of female youth unemployment in Pakistan

Many factors explain the plight of unemployment young women are facing. First, there are only few institutions that provide career service and guidance for young women. A study conducted by Quayyum (2007) gathered data from labor force surveys (2003-2004) including different categories such as sex and education level and the relation with employment status. The study demonstrated a direct link between the employment rate and technical and vocational training along with proper career services. Arif (2017) also conducted a study in two private institutes of Korachi, including 500 students who were enrolled in high school program. The study found out that some 54.8 percent of students had knowledge of career counselling. Most of these students turned to their parents for help with limited career counselling schools offered (Arif, 2017). The two studies indicated that improper counselling is one of contributors of female unemployment. Young people need more skills catering to the current labor market. Moreover, both Quayyum (2007) and Arif (2017) argued that the educational system failed to provide female students with enough skills for the existing labor market.

While Quayyum and Arif addressed the cause of unemployment from educational level, Amjad (2013) argued that the root cause lies in the traditional sociocultural values and religious norms, which have constrained both mindset and economic activities of young women. As a patriarchal society, young women in Pakistan largely are not encouraged to step out of their homes to receive education and seek jobs to support themselves (Empower Pakistan, 2010). In addition, due to gender-based division of societal role, the responsibilities for housework, childcare and caring for the senior fall primarily on women, therefore a large number of young women end up being as unpaid family workers. Amjad (2013) conducted a research in the Balochistan and the Khyber Pakhtunkhwa provinces where the female youth unemployment rates were relatively high in both urban and rural areas compared to other provinces. The study found out that the girls had extremely limited mobility and some of them didn't even have access to primary schools (Amjad, 2013).

Marriage and child care are two additional factors hindering young women from entering in the labor market. The ILO in Pakistan conducted a detailed field research in the informal textile and garment sector in Karachi, Pakistan. The study found out the main purpose of working for many young women is to save money for their wedding dowry. Once married, most of them would quit their jobs and stay at home (ILO, 2017). Many young women continue working after marriage only if being permitted by their husband or other male family members (ILO, 2017).

Furthermore, there are structural constraints in the system to mainstream gender equality in employment. Amjad (2013) mentioned that most government agencies do not disaggregate data based on gender in terms of youth development. Without enough data support, both the public sector and private sector find it difficult to understand the challenges young women face in the employment sector. The World Bank (2016) also pointed out without gender disaggregated data,

it is difficult for government “to create the best policies on female youth unemployment and capitalize on the potential of young women and young men alike”.

Policy recommendations

Given the complexity of the female youth unemployment problem, the Government of Pakistan needs a variety of policies targeting at different levels, as the current youth policies are generally blind to the differences of gender, urban and rural areas, geography and ethnics (Population Council, 2016). First, with regard to that Pakistan can be roughly divided into three geographical parts: agrarian, conflict-affected, and urbanizing, the World Bank (2013) suggested that the government should craft comprehensive policies to promote female youth employment. As there are big differences among eight provinces in Pakistan in terms of population density and literacy rates. However, Ahmad (2010) argued that instead of focusing on geographical features, the government should pay more attentions to different ethnic groups. Since Pakistan is a multi-ethnic and multilingual nation with people belonging to different ethno-linguistic groups, young women have different needs in employment.

Table 1 Population, Area and Literacy Rate of Administrative Unites in Pakistan

Provinces	Population (2017)	Area (km2)	Population Density (per km2)	Literacy rate % (2014-2015) (ages 10 years and older)
Islamabad Capital Territory (ICT)	2,006,572	906	1,271.38	n/a
Punjab (PJ)	110,012,442	205,344	445.01	60
Sindh (SN)	47,886,051	140,914	392.05	63
Khyber Pakhtunkhwa (KP)	30,523,371	74,521	360.93	53
Azad Jammu and Kashmir (AJK)	4,045,366	13,297	223.55	n/a
Federally Administered Tribal Areas (FATA)	5,001,676	27,220	144.39	n/a
Balochistan (BL)	12,344,408	347,190	37.91	44
Gilgit-Baltistan (GB)	2,441,523	72,971	19.75	n/a

Source: The World Bank, 2017.

Rather than focusing on different female youth groups, Loprz-Calix (2013) argued that creating more jobs with decent payment and acceptable working conditions was the main way to figure out

the plight that young women face in Pakistan. Similarly, the Ministry of Labor (2008) also stressed that more decent work opportunities were critical to address female youth unemployment problem. Decent work opportunities protect women from sexual bias, discrimination and harassment in the labor market. However, until now there is no clear definition of “decent work opportunities” in Pakistan and not many studies give the answers on how to create more decent work opportunities under the current situation.

In response to the lack of data disaggregation based on gender among most government agencies and reports, the ILO (2011) claimed government agencies should collect and maintain data based on the youth employment gender ratio in different perspectives including districts, race, religion and sectors. This requires more collaboration among agencies and NGOs working on youth development by maintaining and collecting data on youth employment and eliminating gender disparity in the employment sector. The Ministry of Labor (2008) recommended the government to improve labor market monitoring and gender analysis with more institutional coordination at federal, provincial and district level, as well as upgrading data collection, processing and dissemination skills. Pakistan’s labor force survey proved to be a great tool for monitoring the labor market, and the government can do more surveys in smaller scale targeting at each specific female youth group.

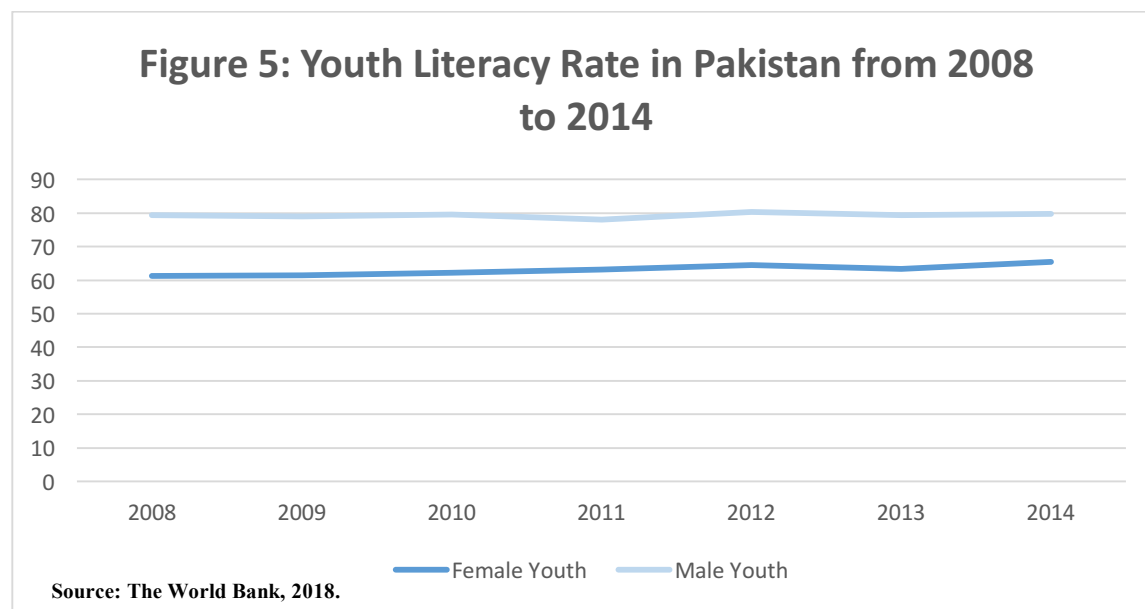
Furthermore, several studies also suggested that the sociocultural values and religious norms should be changed gradually to reduce bias and barriers targeted at young women in employment. The Government of Pakistan should set up more awareness raising and education campaigns to allow more young women to get quality education and decent jobs (Ahmad, 2012). Inviting more influential celebrities to advocate for behavioral change to larger audiences on popular channels may also be helpful (ILO, 2011). Despite that the changing of social values and norms do not have the easily identifiable characteristics and are difficult to measure, Khan (2014) did a nationwide research on non-government organizations and non-profit organizations. The study found out that the advocacy and popularization of these civil society organizations had strong associations with social movements which advocate more open-minded social values and norms. The study also stressed the importance of coalition-building, advocacy and awareness-raising in promoting social movements. But Khan didn't make evaluations on the efficacy of social movements and the impact on social changes, which bring more uncertainties on how specifically can we promote the changes of social and cultural values.

Policy Alternatives

1. Let Present Trends Continue

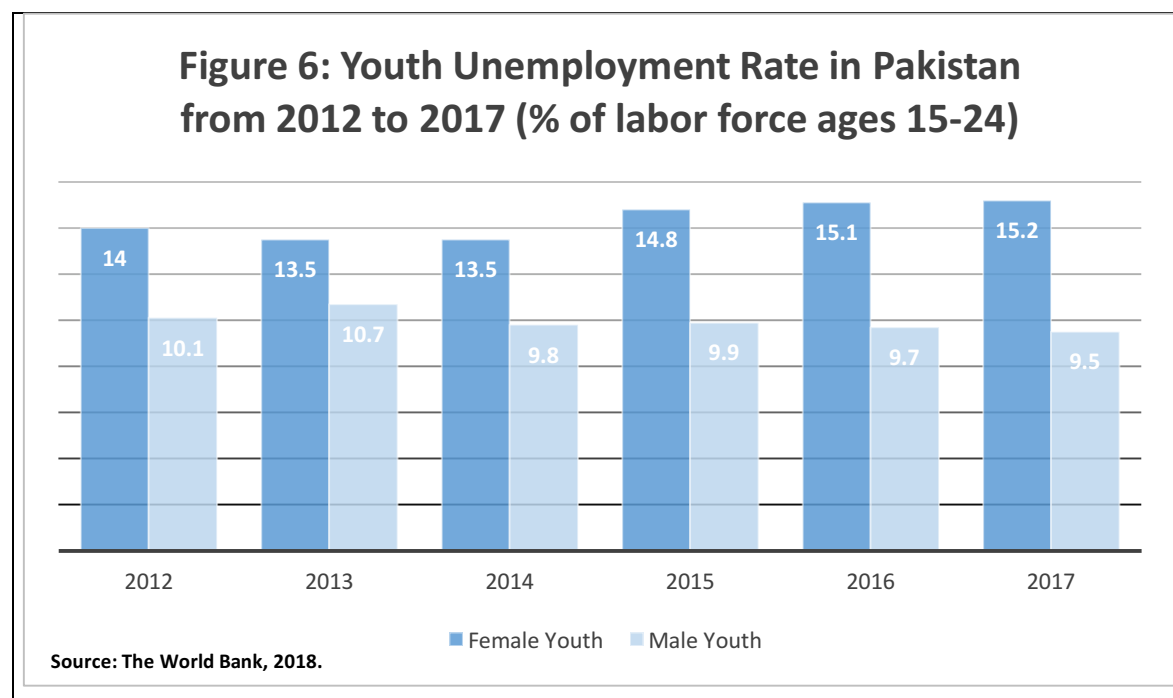
Pakistan's national policy framework and laws protect equal rights for both males and females, and existing labor laws prohibit any form of discrimination based on gender. In addition to the national youth development policy; corresponding provincial youth policies; and the establishment of the NCSW to promote women's development and gender equality, the country's development and growth planning framework, Vision 2025, also addresses the need to increase women's participation in employment, particularly in leadership and decision making (ILO, 2017).

The existing policy framework partly explains the increasing participation of young women in both economic and political activities. For example, there was a sharp increase of young women voters in Pakistan's 2013 election (UN Women, 2013). According to the World Bank (2015), the enrollment rates for girls in primary school increased from 48 to 68 percent from 2002 to 2014, and the enrollment rate for girls in secondary schools increased from 28 to 39 percent during the period of 2006 to 2015. Moreover, as *Figure 5* illustrates, the literacy rate for female youth also increased from 53 percent in 2005 to 66 percent in 2014 (UNESCO, 2015). In the long term, there will be continued growth of young women's participation in economic and political activities in Pakistan.



However, the legal system has failed to protect young women against discrimination in employment, as several discriminatory laws prohibit women working in certain areas (ILO, 2010). Furthermore, the Government of Pakistan has not crafted any female youth development policies that address specific obstacles young women face in finding employment, and government agencies do not disaggregate data based on gender. If the government allows the present trends to continue, young women would remain behind in employment and education compared to their male counterparts. Without new policy interventions, and the traditional values and social norms

unchanged, there will be an increasing gap in employment between young women and young men as *Figure 6* illustrates.



2. The One Belt One Road Project--The China-Pakistan Economic Corridor

The China-Pakistan Economic Corridor (CPEC), as a part of The One Belt One Road Project proposed by China, promises to bring more educational opportunities and decent jobs for young women in Pakistan. The CPEC is a 3,218-kilometer-long route project, connecting the west of China and north of Pakistan by highways, railways and pipelines. The actual estimated cost of the project is around \$75 billion, \$45 billion will be spent to ensure the corridor becomes operational by 2020 (CPEC, 2016). The remainder of the funds will be spent on energy generation and infrastructure development (Deloitte, 2017). Over \$11 billion worth of infrastructure projects, including motorways and pipelines and \$33 billion in energy infrastructure will be constructed to address Pakistan's energy shortages (Deloitte, 2017).

The CPEC also includes the Social Development Projects such as media and cultural exchanges, training workshops to transfer knowledge, and establishment of several Pakistan Academies in collaboration with the Chinese Academy for Social Sciences. Currently around 22,000 Pakistani students are pursuing bachelor or master programs at Chinese universities, majoring not only in medicine and engineering fields but also the social sciences (Notezai, 2018). These numbers are expected to grow with the implementation of knowledge exchange programs. Moreover, the Social Development Projects will increase communication between Pakistan and China at the cultural and educational level, which will encourage more young women in Pakistan to enroll in formal education and vocational programs.

Most collaborative projects of the CPEC focus on infrastructure construction, industrial development and socioeconomic development, such as railways, agricultural farms, energy-generating and special economic zones in all eight provinces in Pakistan (Farr, 2017). With an extensive transportation network and better infrastructure facilities, young women, especially those living in remote areas would find it easier to commute to school. Some of the CPEC projects are already being implemented with the on-going China-Pakistan cooperation on trade and social development (CPEC, 2016). Given the continuing improvement of social stability, and standards of living in Pakistan, the CPEC offers promising framework and set conditions for further economic cooperation and youth development between the two countries.

However, it is still uncertain whether the CPEC will increase job opportunities for young women in Pakistan. The Long Term Plan for the CPEC stated clearly that “China is responsible for planning, financing, building and operating projects within its territory, and for those in Pakistan” (CPEC, 2016, p.11). It’s possible that the Chinese will take most of the management and decision-making positions, and what is left for Pakistani workers would be low-skilled jobs like assembly workers (Farr, 2017). Moreover, since most cooperation happens in infrastructure construction and socioeconomic development sectors, new jobs will be in fields that men dominate such as engineering, construction and machine operation.

Figure 7 Cost estimation of the CPEC project in Infrastructure and Energy

Project	Total cost	China’s Share	Pakistan’s Share	China’s return to investment
Infrastructure	\$11 Billion	40-50%	50-60%	Not known
Energy	\$35 Billion	80%	20%	27.2%

Source: Indian Defense Review, 2016.

3. Customized Policies Toward Female Youth in Each Province

Given the complexity of the female youth unemployment problem, the Government of Pakistan needs a variety of policies in each province to meet the varying needs of young women. As a multi-ethnic and multilingual nation, young women in Pakistan are heterogeneous with different needs in employment and education. For example, the Punjab is the largest ethnic group accounting for 45 percent of the national population with relatively liberal social attitudes and higher socioeconomic level than other ethnic groups. Despite the relatively higher education levels of the Punjab women, their unemployment rate remains high. While the Muhajirs, the descendants of the Muslims in India, makes up about 8 percent of the total population. Many Muhajirs young women are struggling with their distinguished cultural identity by speaking Urdu instead of English (Farr, 2017).

Moreover, young women have different needs based on their geographical locations (agrarian rural areas; conflict-affected areas; and urbanizing areas) (The World Bank, 2013). As for young women in agrarian rural areas, the inequality starts from education. Poor remote areas are less attractive to effective teachers, and schools in these areas are low-performing. Furthermore, young women in rural areas face more barriers to employment such as poor sanitation facilities and unsafe transportation environment (UN-ESCAP, 2018). The geographical isolation brings many safety

concerns to young women, as they are more vulnerable to sexual harassment and sexual assault both in schools and the workplace.

However, the political and administrative feasibility of this alternative is low because of the lack of data relating both to young women and the whole population. Among eight provinces in Pakistan, several of them don't even have data on literacy rates, primary and secondary education enrollment rates and the total population of female youth. Moreover, most provincial government agencies do not disaggregate data based on gender. Therefore, it is difficult for provincial governments to draft reasonable female youth policies based on actual needs. Furthermore, for diverse provinces with different racial groups, it is hard for provincial governments to implement a single policy while gaining support and approval from all racial and religious groups as well.

4. Improve the Technical and Vocational Education and Training (TVET) System

The aim of Pakistan's Technical and Vocational Education and Training (TVET) system is to help young people secure skilled jobs through education, training and learning activity. Currently the TVET system faces multiple challenges such as limited access, poor quality, and inequity. In 2015, among 2.4 million young people who are about to enter the job market, the TVET system only covered 20 percent of them through 3,581 institutes across the country (Pakistan TVET Reform, 2016).

Most TVET training programs are poorly managed with outdated materials, and lack efficient communication with the related industries (The World Bank, 2011). Currently, many of TVET's vocational training programs still focus on technical skills, while soft skills are becoming increasingly important for employers in Pakistan. Moreover, the numbers of technical and vocational training institutes are far from sufficient, and many of them lack residential facilities and effective teachers (Hussain, 2015). To prepare more young women with essential skills and knowledge for their future careers, the Government of Pakistan should improve the TVET system and prepare for the long-term sustainability of the TVET programs.

In order to improve the access, quality, equity and relevance of the TVET system, the Government of Pakistan has already started a comprehensive reform in 2011 with the support and funding from the European Union (EU) and the governments of the Germany, the Netherlands and Norway (Pakistan TVET Reform, 2016). The first phase of the reform, which was based on the National Skills Strategy (NSS), ended in December 2016. The second phase of the TVET Sector Support Program began in January 2017 for another five years (Pakistan TVET Reform, 2016). The NSS provided three objectives of the reform: "provide relevant skills for industrial and economic development; assure quality of skills development and improve access, equity and employability of young people" (National Vocational and Technical Education Commission, 2009, P.26), as well as offering a strategic roadmap and a variety of measures that can facilitate effective implementation of the TVET reform agenda in Pakistan (TVET Reform Support Program, 2012).

At the end of the first phase, 30 percent of those enrolled in the TVET system were women (Pakistan TVET Reform, 2016). To increase the female youth employment rate and prepare more young women for the labor market, the TVET system should include more specific policies to increase young women's access in the system. To further improve the TVET system, curriculum should be revised and make it easier for young women to take advantage of the TVET system.

Additionally, local TVET institutions should provide necessary facilities and services for students from remote rural areas. Provincial governments can learn from other successful TVET programs nationwide. For example, the Government of the Punjab has specifically tailored vocational training programs for home-based workers, such as unpaid family workers or self-employed workers and most of home-based workers are young women who are struggling with their lives (Government of the Punjab, 2012).

In order to evaluate each policy alternative and choose the best one as the recommendation, each policy alternative will be evaluated by following criteria.

Evaluative Criteria

1. Cost-effectiveness

A cost effective analysis lends a quantitative analysis to each alternative, and project the net cost and outcomes. This criterion will measure two components of each policy alternative: cost and effectiveness.

1.1 Cost

How much will each policy alternative cost with regard to additional funding from foreign countries such as the One Belt One Road Project.

1.2 Effectiveness

By taking the total cost divided by the number of jobs, the cost per job created will be measured as cost-effectiveness of each alternative. The analysis will assign monetary values to the presumed outcomes of each alternative, and measure the economic benefit of increasing participation of young women in the labor force. For some alternatives that already have well-calculated estimated cost, such as the One Belt One Road Project, the analysis will focus more on projected outcomes for young women and economic benefits in a larger scope.

2. Equity

Each alternative will be weighed against equity: whether the targeted alternative will treat young women equally compared to their male counterparts, and whether the alternative would treat each young woman in Pakistan fairly and impartially, regardless of race, geography, religion and socioeconomic background. Given that young women in Pakistan are heterogeneous, and that there is a wide gap of education and infrastructure between rural and urban areas, each policy alternative should cover the different needs of different groups.

3. Feasibility

This criterion will assess both the political feasibility of each alternative and administrative feasibility of implementing them, such as whether the government agencies will be willing to craft certain policy given the existing policy framework. Furthermore, whether it is administratively feasible to implement each alternative with regard to cultural diversity and traditional social norms, as well as the acceptability among young groups.

4. Supply and Demand

As each alternative is supposed to solve the female youth unemployment problem effectively, this criterion will analysis the effectiveness of alternatives from both supply and demand sides.

4.1 Supply

Whether the alternative will bring job opportunities to young women in formal sector.

4.2 Demand

Whether the alternative will increase young women's participation in the labor force, and encourage more young women to step out of home looking for jobs instead of being as unpaid family workers.

Evaluation of Policy Alternatives

1. Let Present Trends Continue

Cost-effectiveness

This alternative poses no cost to the Government of Pakistan. Keeping the existing policy framework without drafting or implementing any new policies poses no additional financial burden.

Equity

Regarding that there are no customized policies towards young women, let present trends continue may further widen the gender gap in employment and education.

Feasibility

The alternative is both politically and administratively feasible given that it requires no further policy crafting and implementations.

Supply

The economic growth in Pakistan may bring more job opportunities for young women with the continuing economic growth, but it is uncertain how many jobs Pakistan will create and whether these job opportunities are offered to young women specifically.

Demand

If Pakistan keeps those discriminatory laws prohibiting women from working in certain fields and fail to craft new policies to increase labor participation of young women, there would be no incentives for young women to get out of the home and look for jobs.

2. The One Belt One Road Project- The China-Pakistan Economic Corridor

Cost

According to the estimation of both the CPEC report and the Deloitte, the CPEC projects in infrastructure and energy will cost \$45 billion (Deloitte, 2016). Pakistan shares \$12.5-13.6 billion.

Figure 8: Cost estimation of the CPEC project in Infrastructure and Energy in U.S. Dollars

Project	Total Cost	Pakistan's Share	Pakistan's Cost	China's Share
Infrastructure	\$11 billion	50-60%	\$5.5-6.6 billion	40-50%
Energy	\$35 billion	20%	\$7 billion	80%

Source: Indian Defense Review, 2016.

Effectiveness:

The CPEC news estimated that when all projects finished, the CPEC will generate over 2,320,000 jobs across Pakistan (CPEC News, 2016).

Total Cost of CPEC Projects / Total Job Creation=Cost Per Job

\$12,500,000,000~13,600,000,000 (constant value) /2,320,000=\$5387.8~5862/Per Job

Equity

Most job opportunities created by infrastructure and energy projects will provide to young men instead of young women, such as engineers and machine operators. But as the *Graph 1*

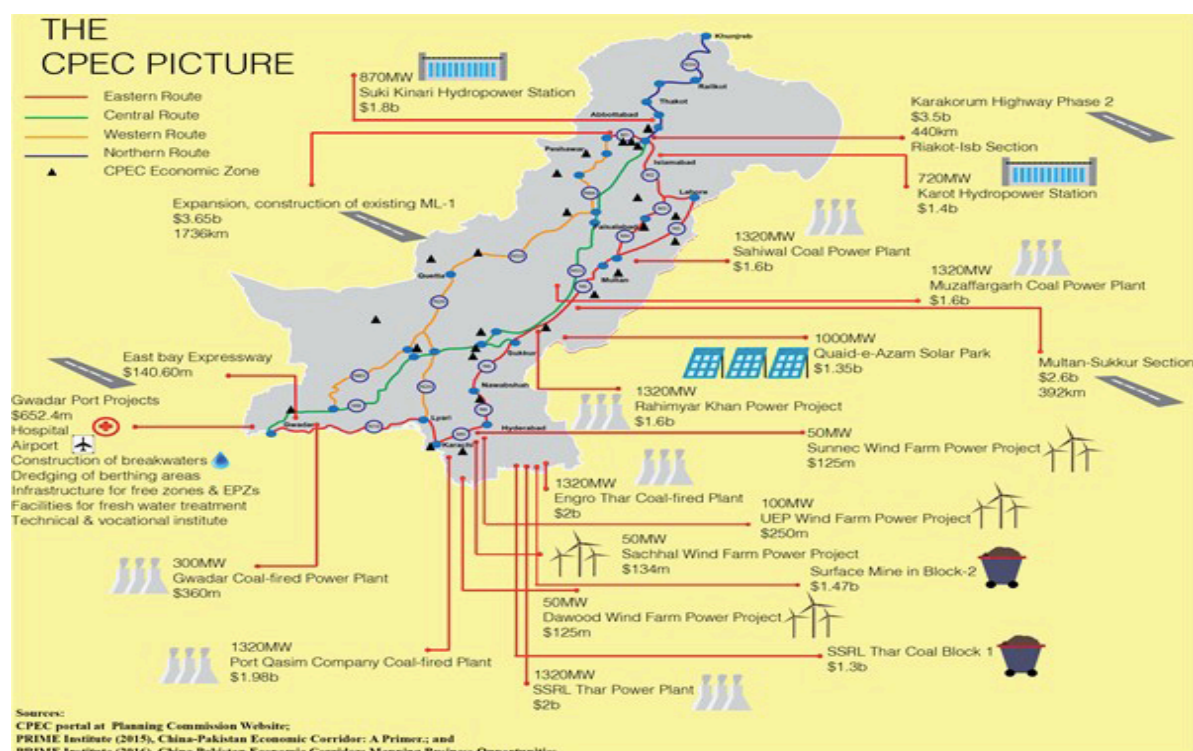
demonstrates, the CPEC projects will cover most provinces and offer job opportunities to locals in both urban and rural areas.

Figure 9: Job Creation of the Completed CPEC project in Pakistan

Project	Local Job Creation
Quiad-E-Azam Solar Park, Bahawalpur	Over 3,000 jobs and internships for university students
Thar Lignite Mining and Coal Fired Power Plant Project	Over 1,000 local jobs
Sahiwal Coal Fired Power Plant	3,000 jobs
Suki-Kinnari Hydropower Station Project	4,000 jobs
Dawood 50 MW Wind Farm Project	200 jobs
Peshawar-Karachi Motorway Project	9,800 jobs
Multan-Sukkur Motorway	8,000 jobs
1,320MW Sindh Engro Coal Mining	1,200 jobs
1,320 Sahiwal Coal Power Plant	3,000 jobs
1,320MW Port Qasim Coal Power Plant	3,000 jobs
Other Unfinished Projects before 2020	2,283,800 jobs
Total Jobs Creation	2,320,000 jobs

Source: CPEC News, 2016.

Graph 1: The Geographical Locations of the CPEC Project



Source: Nelson. J, 2016.

Feasibility

Overall, the CPEC Project is both politically and administratively feasible. The long-term stable partnership between China and Pakistan provides a solid base for further developments of projects. The funding from China is sustainable since the One Belt One Road Project is a long-term initiative. Moreover, China has invested a huge amount of money in projects designing and operation which removed a large financial burden for Pakistan. To date, several infrastructure and energy projects have completed and being formally operated.

However, given that the majority of the investment in the energy sector has been allocated to coal projects (Evo News, 2016), producing electricity from coal is very harmful for the environment and has adverse effects on the health of people. Furthermore, building new roads and railway networks not only requires the displacement of local people, but also a large amount of deforestation as well. The implementation of projects may raise opposition and protests of local people. To maintain the long-term sustainability and realize the maximum advantages of the CPEC, both Pakistan and China have to execute a long-term strategic engagement.

Supply

The CPEC projects bring many job opportunities directly to local people, but it is uncertain whether young women will benefit directly from the CPEC projects.

Demand

Although the CPEC projects in infrastructure and energy bring no real incentives for young women to find jobs, the Social Development Projects and knowledge exchange programs of the CPEC such as media and cultural exchanges between China and Pakistan will offer more professional training opportunities to young women in Pakistan and encourage them to pursue future careers.

3. Customized Policies Targeting Different Groups of Female Youth

Cost

Pakistan has eight provinces and the province of Punjab is the most populous one with most developed youth policies. Given that Punjab keeps empowering youth and provides a comprehensive policy framework for policy implementation and coordination in most government departments as well as public-private partnership (Government of Punjab, 2012), I will take the Chief Minister Youth Development Program as an example to analysis the cost effectiveness of this alternative.

The Chief Minister Youth Development Program provides infrastructural facilities and transportation services, as well as building science and I.T. Labs and the establishment of libraries (Government of Punjab, 2012). The Punjab Educational Endowment Fund (PEEF) is the main funding source of the program to provide scholarships to talented students so that they can pursue higher education. The whole program will cost \$115,600,000 and estimate to help 1.1 million students receive the college education, and at least 70 percent of them will get job opportunities (Government of Punjab, 2012).

Table 2: Cost of the Chief Minister Youth Development Program

\$43,000,000	Transportation facilities for girl students and computers in 367 colleges of the Province
\$50,000,000	Completion of 87 new Degree Colleges (mostly Girls Colleges)
\$8,600,000	Grant-in-aid to 16 autonomous bodies/universities for quality education to lower-middle class students
\$14,000,000	Establishment of Medical Colleges at DG Khan, Sahiwal, Sialkot, Gujranwala and Gujrat
Total Cost	\$115,600,000

Source: Government of Punjab, 2012.

Effectiveness:

Total Cost of the Chief Minister Youth Development Program in 2012 are \$115,600,000, transferred to 2018 value are \$25 billions.

$\$115,600,000 \times 220.27 \text{ (CPI in January 2018)} = \$25,463,212,000$

Total Cost of the Chief Minister Youth Development Program / Total Job Creation=Cost Per Job
 $\$25,463,212,000 / 700,000 = \$36,376/\text{Per Job}$

Equity

This alternative will treat young women fairly relative to their male counterparts, and customize policies toward the female youth group in each province fairly and impartially.

Feasibility

Although customized policies will allow each provincial government to craft their own policies, it is both politically and administratively difficult to design and implement policies with limited data, as well as satisfying a variety of needs from different racial and religious groups.

Supply

The alternative will not bring job opportunities directly to young women.

Demand

By increasing young women's access to education and infrastructure, this alternative will increase their labor force participation. For example, providing school transport services in remote rural areas would encourage girls to attend school on time and get skills for future jobs.

4. Improve the Technical and Vocational Education and Training (TVET) System

Cost

The TVET Sector Support Program from 2017 to 2021 will cost \$70.7 million, and the EU will provide \$55.6 million to the ongoing reform in the TVET sector. The program will support the provision of the TVET training to 48,500 people of which 30 percent will be women (Delegation of the European Union to Pakistan, 2016).

Table 3: The Details of the TVET Sector Support Program

Duration	5 years (2017-2021)
Estimated Budget	\$70.7 million
Funding from EU	\$55.6 million
Pakistan's share	\$15.1 million
Geographical Spread	Punjab Sindh Khyber Pakhtunkhwa Balochistan Federally Administered Tribal Area Azad Jammu& Kashmir Gilgit Baltistan
Donors	European Union Federal Republic of Germany Royal Norwegian Embassy

Source: Pakistan TVET Reform, 2016.

Effectiveness:

Future value of total cost \$70.7 million transfer to current value are \$64.9 millions.

Present Value = $\$70.7 \text{ million} / (1+3\%)^3 = \64.9 million

Future value of cost shared by Government of Pakistan \$15.1 million transfer to current value are \$13.9 millions.

Present Value = $\$15.1 \text{ million} / (1+3\%)^3 = \13.9 million

Total Cost of the TVET Sector Support Reform Program (without funding from EU) / Total Job Creation=Cost Per Job

$\$64,900,000/48,500=\$1338.1/\text{Per Job}$

Total Cost of the TVET Sector Support Reform Program (with funding from EU) / Total Job Creation=Cost Per Job

$\$13,900,000/48,500=\$286.6/\text{Per Job}$

Equity

The improved TVET system will treat young men and young women relatively fairly, and encourage more young women to enroll in vocational training programs regardless of race, geography, religion and socioeconomic backgrounds. More high-quality vocational programs will ensure young women have equal access to vocational education, and narrow the gender gap in the

employment sector. From 2017 to 2021, the TVET Sector Support Program will cover all seven provinces except Islamabad Capital Territory, which has relatively more developed TVET institutions and programs.

Feasibility

The three main objectives included in the NSS and the National TVET policy launched in 2015 outline various measures to achieve these objectives (Pakistan TVET Reform, 2016). Both the NSS and The National TVET policy provide a great framework to ensure political and administrative feasibility of the TVET improvement policies.

Supply

The alternative will not bring job opportunities directly to young women.

Demand

The improvement of the TVET system would increase quality of the training and vocational programs, which would equip young women with necessary labor skills and increase their labor force participation. The training fund in both Sindh and Balochistan provinces also give local females direct financial supports in education and assist them in finding employment after graduation.

Table 4: Tradeoffs Posed by Each Policy Alternative

Policy Alternative	Pros	Cons
#1 Let Present Trends Continue	(+) Low Cost (+) Highly Feasible, both in political and administrative way	(-) Would widen the gender gap of youth employment (-) Would not bring jobs to young women directly (-) Would not increase the demand of jobs among young women
#2 The One Belt One Road Project-The China-Pakistan Economic Corridor	(+) Large funding from China (+) Bring jobs directly to local community (+) Better transportation network and infrastructure would increase young women's access to education (+) Address the unemployment problem from both supply and demand sides	(-) Most high-skilled jobs may be taken by Chinese (-) Most jobs generated are male-dominated (-) Most expensive of any alternative
#3 Customized Policies Toward Female Youth in Each Province	(+) Ensure equity for young women who are living in remote rural areas (+) Provincial governments are entitled to craft their own youth policies	(-) Low feasibility in both political and administrative ways (lack of data in provincial level and no data disaggregation in the government agencies) (-) Would not bring jobs to young women directly
#4 Improve the Technical and Vocational Education and Training (TVET) System	(+) Most cost-effective of any alternative (+) Large funding and supports from EU (+) Extended to all provinces except the capital city guaranteeing the geographical equity (+) Highly feasible given the ongoing TVET system reform and involvement of multiple government agencies (+) Increase young women's demand for jobs and increase their labor participation	(-) Would not bring jobs to young women directly

Conclusion

Policy Recommendation: Improve the Technical and Vocational Education and Training (TVET) System

The outcome projections and comparisons of the policy alternatives are summarized in the following Outcome Matrix. As demonstrated in the Outcome Matrix, the Government of Pakistan should pursue Alternative 4: Improve the Technical and Vocational Education and Training (TVET) System. Compared to the other three options, improving the TVET system is the most cost-effective option to address the female youth unemployment issue. With the funding and support from the EU, which has extensive experience in building similar systems, reform of the TVET in Pakistan is likely to enhance young women's access to quality skills development that meets the demands of the labor market in Pakistan.

This alternative will treat young women relatively fairly compared with their male counterparts. The second phase of the TVET system reform extends to all eight provinces except the capital city, allowing more young women from different provinces, especially those living in remote areas, to enroll to the TVET institutions and programs.

With regard to the existing second phase of the TVET system reform, it is both politically and administratively feasible for the Government of Pakistan to make further improvements. The second phase of TVET reform has both national and provincial dimensions (Ministry of Federal Education and Professional Training, 2015). There is national responsibility for standards and quality assurance. Provincial governments have more clear responsibilities to implement and manage the TVET system at provincial level and work with the local TVET institutions.

Although improving the TVET system will not bring job opportunities to young women directly, providing them with more vocational education opportunities will enable young women to have more career choices instead of being trapped in the informal sector. Increasing young women's skills will also increase their labor participation, which would reduce the unemployment rate of female youth in the near future. Furthermore, by empowering female youth and increasing their engagement in the labor market, the TVET system promises to gradually change the traditional social values and religious norms that currently discourage women from working outside of the home.

Outcome Matrix

Options	Criteria					
	Cost-Effectiveness		Equity	Feasibility	Supply	Demand
	Cost	Effectiveness				
#1 Let Present Trends Continue	\$0	--	Low	Political: high	low	low
				Administrative: high		
#2 The One Belt One Road Project- The China-Pakistan Economic Corridor	\$12.5-13.6 billion	\$5387.8~5862/Per Job	Moderate	Political: high	moderate	moderate
				Administrative: moderate		
#3 Customized Policies Toward Female Youth in Each Province	\$25.5 billion	\$36,376/Per Job	High	Political: low	low	high
				Administrative: low		
#4 Improve the Technical and Vocational Education and Training (TVET) System	\$13.9 million	\$286.6/Per Job	High	Political: high	low	high
				Administrative: high		

Implementation

Enhance the Capacity of the TVET. In 2008, total enrollment in the TVET courses is only about 3 percent of secondary and postsecondary enrollment in general education (EuropeAid, 2008). Given the increasing needs of young women in the labor market, training provision must be expanded further with more TVET institutions. In addition to that, enhancing capacity also requires more effective teachers and more teacher training programs. Furthermore, the government should conduct research and analysis to collect labor market information, and determine in which sector should the TVET system open more programs.

Increase the Access of Female Youth. Many TVET institutions are located around the urban areas, which poses difficulties for young women living rural areas to enroll the programs. Moreover, most of these institutes do not have residential facilities, making the access even more limited of young women (EuropeAid, 2008). To increase young women's access in the system, the TVET institutions should offer transportation services and build more residential facilities for young women.

Increase the Quality of the TVET Programs. Outdated curriculum and materials are two additional contributors of the low coverage of the TVET programs. The mismatch between training programs and the necessity of industries and labor markets further decrease the efficiencies of the TVET system. Accordingly, the TVET programs should be competence-based and equip young women with skills and knowledge to obtain and perform jobs. To achieve the objectives of the TVET system, each program provider should make more communications and keep regular contacts with the employers in the market, so as to get more labor market information that informs the trainers on both the supply and demand side.

Efficient Governance and Management. Currently there are several federal authorities administer the TVET system: The Ministry of Labor and Manpower, the Ministry of Education, the Ministry of Industry. In provincial level, the Technical Education and Vocational Training Authorities (TEVTAs) and Skill Development Councils are also responsible to manage and monitor the local TVET institutions and programs. Although the National Vocational and Technical Education Commission established in 2006 (NAVTEC) provides a far more centralized governance and management. There are still overlapping functions and the government should further clarify roles and responsibilities among these agencies.

Efficient governance and management require monitor systems and performance-based plans to hold the TVET institutions and programs accountable. To enhance the quality and efficiency of the TVET institutions and programs, the NAVTEC should undertake regular evaluations with the collaboration of other stakeholders. In addition, the working relations between national and the provincial TVET bodies need to change from the traditional hierarchical approach to a more collaborative and consultative style of working (Ministry of Federal Education and Professional Training, 2015).

Increase Engagement of the Private Sector. An active role of the private sector in planning, designing and delivery of technical and vocational education and training is significant for the TVET system improvement. In many European countries with the similar system, the private

sector engagement is essential to ensure that young women have access to quality skills training through various training programs and models. The improvement the TVET system should involve those who create jobs and who understand the skills that are required currently and in the future, as the generation of future jobs will depend largely on the private sectors (TVET Reform Support Program, 2012). Moreover, the involvement of private sectors will support the adoption of a more updated and pragmatic curriculum and materials within the TVET programs.

Raise Public Awareness of the TVET. One of the barriers to increase the access to the TVET system is that many young people are unaware of their eligibility and the training opportunities that are available in their local community. It is necessary to raise awareness among young women and give them a sense that skill development is an available path to get a decent job. The government agencies should use awareness raising campaigns to inform young women the availabilities of TVET institutions in their communities and how they can benefit from the TVET system, as well as persuading private sectors that the economic benefits of a skilled workforce are worth the investment (TVET Reform Support Program, 2012).

Limitations

I address the female youth unemployment problem in Pakistan from two sides: limited access to education and lack of career services in educational institutions. However, with traditional socioeconomic values and religious norms unchanged, there are still some young women resist getting an education and participating in the labor market. I did not directly address making changes of traditional values and social norms because doing so will cost a long period of time, and also require extensive efforts from both public sector and private sector. But the growing trend in literacy rate and primary and secondary education enrollment rate demonstrated that the cultural change is happening gradually, and there are more and more youth campaigns addressing the issue of gender inequity and advocating equal rights for female in Pakistan. In the near future, more and more young women will be willing to get education and participate in the labor market.

I recommend the improvement of the TVET system as the best option among other alternatives. However, the recommendation will not directly increase job availabilities for young women and cannot fully solve the female youth unemployment issue without other useful tactics and policies. Moreover, certain aspects of cost-effectiveness analysis and outcome projections are based on limited data. The cost-effectiveness analysis of the policy alternative: Customized Policies Toward Female Youth in Each Province is based on the available data in the Province of Punjab, as there are limited resources and data available on youth policy and female youth employment in other provinces.

Overall, although young women in Pakistan lag behind in literacy, education, employment and labor force participation compared to their male counterparts temporarily, their participation in education, political and economic activities continue to increase. By improving the TVET system and continuing the second phase of system reform, more young women would be equipped with critical labor skills and enter into the labor market in the near future, which, would hopefully at least partially address the female youth unemployment problem in Pakistan.

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