

**Federally Administered Tribal Areas**

# **Women Empowerment & Protection Policy**



**Social Sectors Department, Directorate of Social Welfare,  
Women Empowerment Wing  
2014**





# Preface

The Social Sectors Department of FATA Secretariat established a Women Empowerment Wing in 2010 in order to promote equality between women and men in all spheres of life in FATA. The vision of the Women Empowerment Wing is to contribute to positive change especially for women in FATA. The Social Welfare and Women Empowerment Strategy of 2010 clearly defined the mandate of the Women Empowerment Wing which is to “improve the quality of life and social well-being of people of the FATA and to provide social protection services against all kind of vulnerabilities. We aim to create on a sustainable basis to deliver integrated and quality service in partnership with all those committed to building a caring society”. It is with the Women Empowerment and Protection Policy that this vision is put into concrete steps for action.

The Women Empowerment and Protection Policy for FATA is an integral part of the overall Women Empowerment Strategy and designed as a comprehensive, result-oriented policy. It is in alignment with the Post Crisis Needs Assessment for FATA, Khyber Pakhtunkhwa and Baluchistan, which is a long term peace building strategy. The Post Crisis Needs Assessment was developed by the Government of Pakistan with the support of different donors such as the Asian Development Bank, the European Union, the United Nations and the World Bank. One of its strategic objectives mentions “Counter Radicalization and Foster Reconciliation” and focuses on support/protection centres for children and women at risk.

This first Women Empowerment and Protection Policy was done in a series of consultations with different stakeholders. The first consultation was done with line departments of FATA Secretariat in December 2012, followed by a second consultation in January 2013 with non-governmental organisations which are registered with the Social Welfare Directorate and have a focus on women's protection in FATA. A third consultation was done with female students of FATA in February 2013. A focussed group discussion took place with internally displaced women from FATA in Jalozai camp in February 2013. We received supportive and positive feedbacks as well as valuable recommendations from the participants and incorporated those into the women empowerment and protection policy. We are thankful to all of them dedicating their time and human resources into these discussions. The development of the policy was financed by German Development Cooperation and implemented by GIZ (Deutsche Gesellschaft für Internationale Zusammenarbeit, GmbH).

The implementation of the policy will be coordinated by the Women Empowerment Wing of FATA Secretariat. An annual report will inform the government, non-governmental actors as well as the wider public on progress and achievements. It is a guiding document which invites other actors who have an interest in social development in FATA to take up its ideas and to support implementation in an efficient, gender and cultural sensitive way.





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# 1. Rationale

Although they play an important productive and reproductive role in their families and communities, women in FATA face all kinds of discriminations. Many women as well as men and their children are victims of the ongoing armed conflict and the continuous insecurity in FATA. Due to this, the number of internally displaced women in FATA is high.

Discrimination and violence have many dimensions. Although exact data on cases for FATA is not available in cases of discrimination, several studies indicate that the degree and the different forms of daily violence are increasing, often as a result of stress and trauma imposed on families and insecure future perspectives for male members of the families.

The impacts of the current crisis are severe and long-lasting be it for individuals, families or the community. The lack of safety and security in the public and traditional norms are amongst reasons for the restricted mobility of FATA women and girls. It limits even their access to basic health units, to schools and other social institutions. Vice versa, these institutions often lack female staff. In many areas of FATA, militancy and counter-insurgency efforts have resulted in damage to or even destruction of private houses and public infrastructure to a considerable extent.

Women from FATA have the least of possibilities to influence and change the situation they are living in. With a few exceptions, they are not part of local jirgas. Only recently there is a female representative in the National Assembly from FATA. As a result, men make decisions on behalf of women.

Women are born into an unfair legal system, which denies women's rights and legal protection. In recent years Pakistan has taken considerable steps for improving the legal framework for women, which however has not been extended to FATA so far.

Preventive and protective measures are proposed for implementation in this women empowerment and protection policy: it should improve the current situation women are living in and face on a daily basis as well as create an enabling environment for future generations in accessing their basic needs be it in health, education, economic or skill development issues.

## 1.1 Definition of Women's Protection

The UN Declaration on the Elimination of Violence against Women in 1993 defined the term violence against women as “Any act of gender-based violence that results in, or is likely to result in, physical, sexual or psychological harm or suffering to women, including threats of such acts, coercion or arbitrary deprivation of liberty, whether occurring in public or in private life” (Declaration on the Elimination of Violence against women, 1993, Article 1).



Although it is mainly the responsibility of the state to condemn violence against women and to protect women, many other actors have to share this responsibility: private sector, local and international non-governmental organisations, communities and individuals.

## 2. Goal

The overall goal of the Women Empowerment and Protection Policy is to create a safe and secure environment for women in FATA in all spheres of life.

## 3. Objectives of Women Empowerment and Protection Policy

In order to achieve the goal of the Women Empowerment and Protection Policy the following objectives are taken up:

- Establish a multi-response system of services for women's protection in the Agencies and Frontier Regions which is affordable and appropriate to the needs of women and accessible to them without any hinderance;
- Use the existing Community Development Centres for integrating Women Facilitation Centres for providing women related services and information to women;
- Develop a data base on women's protection on the basis of a decentralised data collection and monitoring system;
- Raise awareness on all levels on the need for women's protection;
- Strengthen the human resources of officers of FATA Secretariat, of non-governmental actors and of service providers through trainings on women protection;
- Establish a system for coordination and complementary of tasks and services between government and non-governmental actors;
- Promote ways to extend existing laws for women's protection to FATA;
- Highlight and promote positive cultural and customary values of the tribal society giving protection to women;
- Promote research on ongoing trends concerning women's protection in FATA;
- Create a system of accountability for the purposes of this policy, which is transparent and oriented towards its female and male citizens.





## 4. Concrete Steps of Action

### 4.1 FATA Council for the Empowerment and Protection of Women

Context: A council for the empowerment and protection of women has the mandate to monitor, guide and report on progress about the implementation of the protection measures as laid out in this policy. It acts as an overall umbrella and as an advocate for women's protection in FATA. Ideally it should represent different stakeholders involved who have linkages to the political, administrative and community level in order to enhance communication and visibility (Women Empowerment Wing, Non-Governmental Organisations, Senators, Members of National Assembly, maliks, academia). Once the relevant legislation is extended to FATA, a Commission on the Status of Women can be established in order to support FATA Secretariat in the promotion of gender equality and women's rights. Till that such a Commission can be considered as an administrative arrangement.

**Goal:** ToRs are finalized and the FATA Council for the Protection of Women is notified by the Government in 2014

#### *Steps for implementation:*

1. Written proposal based on international protocols, local culture and Islam explaining the mandate of the FATA Council for the Protection of Women;
2. In-house meeting regarding criteria for nomination and selection of members;
3. Nomination of members for the FATA Council for the Protection of Women;
4. Official inauguration of FATA Council for the Protection of Women and first meeting of the FATA Council for Women's Protection with setting of Terms of Reference.

In all steps inputs from women living in FATA will be incorporated.

*Responsible Actor:* FATA Secretariat.

*Supportive Actors:* Women Empowerment Wing; Non-Governmental Organisations; Donors.

*Financing:* Development Partners; Annual Development Plan.



### 4.2 Cooperation and Coordination on Women's Empowerment and Protection

*Context:* There is the need to build cooperation between different actors who can play a crucial and positive role in implementing the measures of the women's empowerment and protection policy. In order to strengthen the coordination, the Social Welfare Directorate will hold regular meetings with registered Non-Governmental Organisations, maliks, tribal elders and representatives from line departments. The political administration can play a critical role in support of the local elders, leaders and jirga members.

The Social Welfare Directorate will monitor activities of registered Non-Governmental Organisations on a quarterly basis.

Standard Operating Procedures/guidelines will be developed for cooperation and coordination with line departments. This ensures continuous communication and information about the women's empowerment and protection policy and coordinated efforts for implementation.

**Goal:** The Social Welfare Directorate will serve as a bridge between the community and the government and non government organisations to provide a platform for coordination and to mobilize resources for smooth implementation for women empowerment.

#### *Steps for implementation:*

1. Development of a standardized reporting format for monitoring activities of Non-Governmental Organisations by Social Welfare Directorate;
2. Regular meetings between Non-Governmental Organisations and Social Welfare Directorate at FATA Secretariat level;
3. Develop guidelines for other departments contributing to women's protection;
4. Meetings with maliks and elders for information sharing by Social Welfare Officers and Political Agents.

*Responsible Actor:* FATA Secretariat, Directorate of Social Welfare/Social Welfare Officers of Agencies, Political Agent.

*Support Actors:* Line Departments; Political Administration.

*Financing:* Government; FATA Secretariat; Ministry of Finance; Development Partners.



### 4.3 Legislation for Women's Protection

*Context:* International conventions and national laws on women's protection have not yet been extended towards FATA which is a special area under the Constitution, although these exist in the provinces of Pakistan. The present system in FATA has two tiers: 1. The Frontier Crimes Regulation from 1901 and jirga system; and 2. customary laws. In 2011, the Frontier Crimes Regulations have been amended, thus women cannot be arrested or detained under the collective responsibility clause any longer. At the governance level the Frontier Crime Regulations have both positive and negative perceptions, however they have an impact on women. Thus, the aim is to further create a positive situation for women, based on positive aspects of the Frontier Crime Regulations, on common law and on the extension and implementation of pro-women laws to FATA.

**Goal:** To improve the legislation in order to bring women of FATA at par with the rest of the country

*Steps for implementation:*

1. Establish a team of legal experts for the studying of common law (riwaj) vis-à-vis national and international standards of human rights as well as national and international laws for advocacy;
2. Codification of riwaj regarding women issues;
3. Develop a strategy based on fieldwork on how to improve the legal situation for women's protection in FATA;
4. Organise a meeting with Members of National Assembly and Senate;
5. Give a presentation for the Governor and to Parliamentarians;
6. Implement the recommendations of the strategy.

*Responsible Actor:* Governor's House; Members of National Assembly; Senators.

*Supportive Actors:* FATA Secretariat; Women Empowerment Wing; National Non-Governmental Organisations working on women's rights; Development Partners.

*Financing:* Government of Pakistan, Development Partners.



### 4.4 Service Provision for Women's Protection in Women Facilitation Centres

*Context:* The provision of affordable and adequate services for women's protection is crucial for responding to and preventing violence. The Social Welfare Directorate has established Community Development Centres in six agencies. Within the Community Development Centres, Women Facilitation Centres will be established. These Women Facilitation Centres should become the main drop-in centres for the provision of services or for information where accessible services are offered. These services include health provision, legal advice, socio-psychological counselling and vocational training/skill development for income generating activities. Service providers can be government and non-government organisations, who will be coordinated along a referral mechanism.

**Goal:** To develop a protection system for women of FATA through improved service provision on sustainable basis, which leads to an improved standard of living.

#### *Steps for implementation:*

1. Meeting with all managers of community development centres and Social Welfare Officers from Agencies for capacity assessment of community development centres;
2. Developing a concept for the establishment of women facilitation centres;
3. Meeting with all managers of community development centres, service providers, Social Welfare Officers for discussing and finalising the concept;
4. Implementing the actions proposed by the concept for women facilitation centres;
5. Regular meetings of all involved actors at agency level; twice a year meeting of all involved actors at Federal level.

*Responsible Actors:* Social Welfare Directorate, Women Empowerment Wing.

*Supportive Actors:* Non-Governmental Organisations, International Organisations; Communities; Maliks, Line Departments.

*Financing:* Annual Development Plan; Development Partners.



### 4.5 Women Management and Information System

*Context:* There is a lack of accurate data, which can be used for the purpose of a baseline according to types and cases of violence. A Women Management and Information System should ensure that all relevant data necessary for monitoring and updating on progress for women's protection in FATA is available at Agency and Secretariat level. A coherent system should be established linking the level of Agency to the Secretariat level concerning data collection, consolidation and dissemination. The Women Management and Information System provides accurate information for policy makers and implementers on a regular basis.

**Goal: Establishment of Women Management Information System in the Women Empowerment Wing**

*Steps for implementation:*

1. Meeting for clarifying roles with Bureau of Statistics, Social Sectors Department, Social Welfare Officers, Women Empowerment Wing;
2. Development of standardized questionnaire and guidelines for data collection;
3. Capacity building through training of field staff for data collection;
4. Software development for processing data;
5. Data available for further computerized processing;
6. Existing baseline can be used for monitoring;
7. Regular monitoring and update of data by Social Welfare Department.

*Responsible Actor:* FATA Secretariat; Directorate of Social Welfare, Women Empowerment Wing; Line Departments.

*Supportive Actors:* Consultant; Bureau of Statistics.

*Financing:* FATA Secretariat; Development Partners.



### 4.6 Research on Cultural/Religious Practices and on Trends affecting Women's Protection

*Context:* Research on women's protection can support FATA Secretariat with comprehensive and updated knowledge on the situation in FATA. Studies can focus on the socio-cultural and religious context women and men live in and on the influence of different trends which affect women's protection in FATA such as on extremism. These studies can contribute to get a solid understanding of the actual living situation and can be a source of information about changing gender relations and trends in women's protection.

**Goal:** To have a solid understanding of trends on women's protection in FATA

*Steps for implementation:*

1. Meetings of Women Empowerment Wing with academia;
2. Memorandum of Understanding between Women Empowerment Wing and University of Peshawar;
3. Scholarships for female students of FATA;
4. Defining and selecting topics for research studies jointly between Women Empowerment Wing and University of Peshawar and conducting the research studies;
5. Studies will be presented and published with support of Women Empowerment Wing/University of Peshawar.

*Responsible Actor:* Women Empowerment Wing.

*Supportive Actor:* University of Peshawar; Research Institutes.

*Financing:* FATA Secretariat; Development Partners.



### 4.7 Competence Development of Stakeholders on Women's Protection

*Context:* Human resources demand the necessary knowledge and skills for appropriate activities in project design and implementation. It is assumed that not all actors involved in the Women Protection Policy have the same knowledge and skills required for efficient and result oriented implementation of the steps for action. The intensive and tailor made training on women's protection should provide actors with the necessary competencies in order to contribute in an efficient and effective way to women's protection.

**Goal:** To implement the women protection policy in a better way

*Steps for implementation:*

1. Identification of relevant actors;
2. Needs assessment with relevant actors (e.g. NGOs, Social Welfare Officers; focal persons from line departments);
3. Development of a training module on women's protection;
4. Application and selection of participants for trainings;
5. Conduct the training;
6. Evaluation of trainings.

*Responsible Actor:* Social Welfare Directorate.

*Financing:* Government; Development Partners



### 4.8 Awareness Raising on Women's Protection

*Context:* Awareness raising on women's protection and on the provision of services contributes to sensitise and mobilise on women's protection. Different forms of media can be used (radio station, private media, information centres, media cell) to spread information at agency and community level. Thus a large number of people get to know background information of the need for women's protection as well as on government and non-government activities and can disseminate this information further.

**Goal:** To raise awareness on women's protection in FATA

*Steps for implementation:*

1. Focus group discussion with relevant actors (maliks, prayer leaders, elders, religious leaders, focal persons in line departments, NGOs) for identifying possible messages, channels of communication and timings;
2. Develop an appropriate strategy of communication as well as tools and materials for example help lines for women; declamation contests, using boys/girls schools and colleges for raising awareness.male/female teachers;
3. Implement the strategy and evaluate its effect.

*Responsible Actor:* Women Empowerment Wing, Social Sectors Department; Media Cell of FATA Secretariat.

*Supportive Actors:* Line departments; Non-Governmental Organisations; private media; Community Based Organisations.

*Financing:* Finance department; FATA Development Authority; UN Agencies.





### 4.9 Accountability Mechanism through Internal/ External Reporting

*Context:* Reporting on progress of the women protection policy is a modus for informing all involved actors on achievements or loopholes. Internal reporting should be done by all responsible actors involved in implementing the Women Protection Policy once a year and discussed by the FATA Council for Women's Protection. Besides an external reporting mechanism can inform all involved actors about the perception on the outcome of their activities. This can be done through independent reporting which can directly get all the necessary information by beneficiaries about the impact of the activities. Thus reflection upon supports the steering and re-adjustment of steps for action, which is especially needed in sight of a changing environment. Both, internal and external reporting can be done on an annual basis.

**Goal:** The government should provide an effective accountability mechanism at grass root level and establish mechanism to address all complaints in case of non compliance in relation to women protection policy

*Steps for implementation:*

*External reporting:*

1. Formation of group of evaluators and design of questionnaire;
2. Fieldwork of evaluators;
3. Consolidating data of fieldwork and submission of report to Women Empowerment Wing.

*Internal reporting*

1. Develop a template for internal reporting for approval by FATA Council for Women's Protection;
2. Sharing of template for internal reporting with involved actors and consolidation of single reports into one report;
3. Discussion of internal and external report in the FATA Council for Women's Protection.

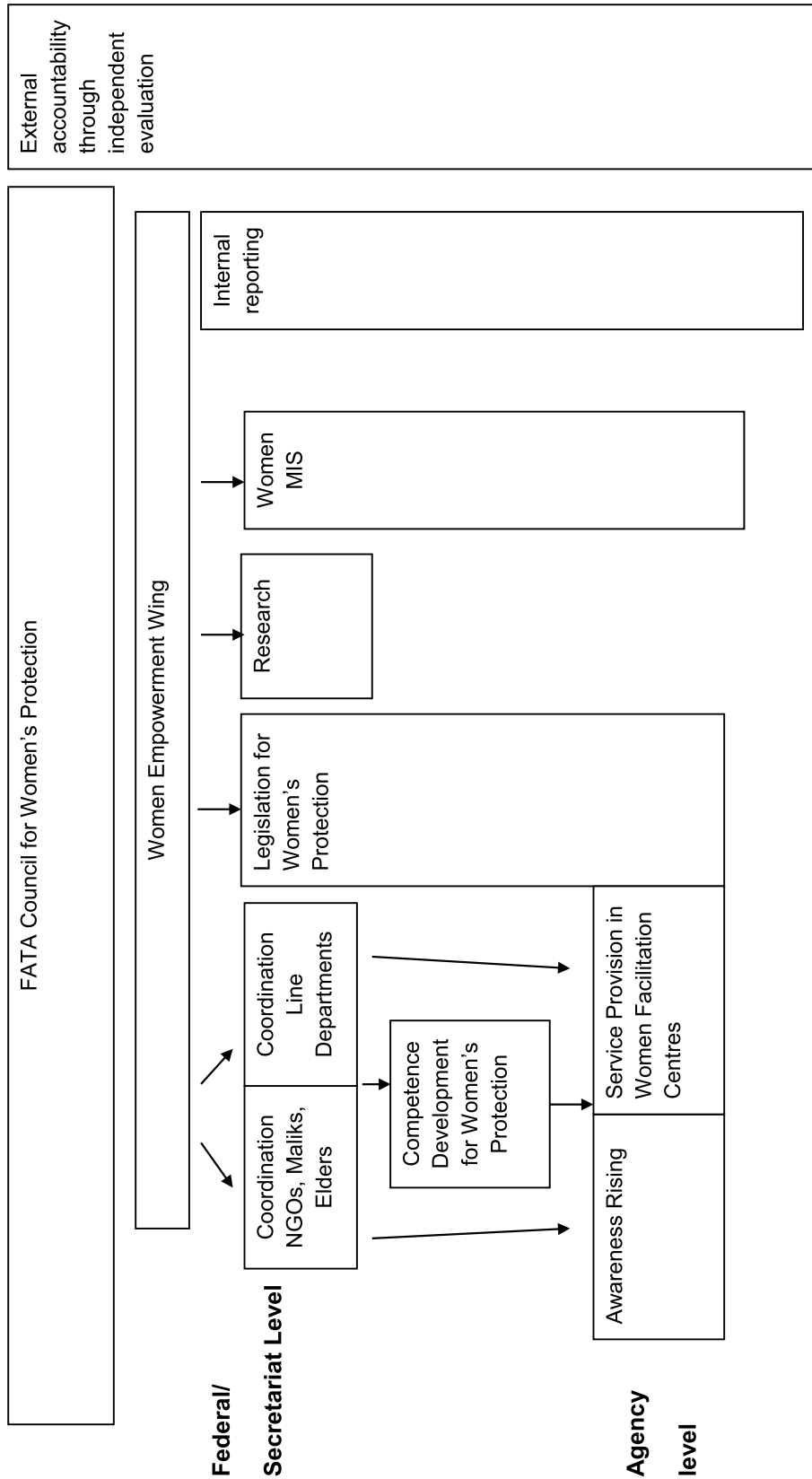
*Responsible Actors:* Social Sectors Department; Directorate of Monitoring and Evaluation FATA.

*Supportive Actors:* Political Agent and Government Agency officers; Women Empowerment Wing; Independent Programme Reporting (IPR) of FATA Department for Projects.

*Financing:* Government; Donors.



## 5. Overview of Steps for Action







FATA Secretariat  
WARSAK Road, Peshawar,  
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