

Gender Justice Through Musalihat Anjuman Project - Punjab

Standard Annual Progress Report

Year 2005

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1. Introduction

1.1. Background

Development of an Alternate Dispute Resolution (ADR) mechanism is the only way to lessen the burden of our miserably over burdened judicial system and to provide justice and relief to the people at their door steps especially the women in distress and victims of violence. Physical, psychological and sexual abuse suffered by women, otherwise termed, as ‘Gender Violence’ is a serious problem in all societies. United Nations Development Programme (UNDP) recently conducted a Social Audit on Abuse Against Women (SAAAW) which was sponsored by Department for International Development (DFID) and executed by the Ministry of Women Development (MoWD) Pakistan. The audit was conducted to provide information on the extent and form of violence afflicted on women. The findings of this study and the subsequent consultative process led to the recommendation to provide women victims of violence an alternative mechanism where they can obtain gender justice considering that the institutional safeguards offered by the formal justice sector institutions have also failed to perform their role. Partly, the problem is rooted in the over burdened justice sector institutions also discouraging women victims to approach these services with the required confidence which is reflected by the basic and underdeveloped Alternate Dispute Resolution (ADR) systems. It could be commonly observed that in cases of gender violence, prosecutions were rarely initiated by women themselves. The category of cases usually taken to courts by women is child custody, maintenance and divorce/khula. Women could not take their cases to courts of law for a variety of reasons including inability to pay court related costs and traveling, fear of repeated violence by perpetrators, fear of negative publicity, hostile and unfriendly attitude of police functionaries. There was very little difference in women’s perception of lady police station compared with ordinary police stations. Police is not forthcoming in registering the FIRs in the cases of domestic violence, terming them as

internal family matters. It is noticed that minor disputes among the individuals or groups/families result as gender violence. The perpetrators of rape cases usually exploited provisions of Hudood/ Qanoon-e-Shahadat laws for falsely implicating the women victims in Zina offences. This leads to reluctance amongst women victims of rape to approach formal court system for seeking justice. The procedures followed by police and medico legal functionaries typically delay and hence spoil the evidence in cases of rape and violence against women is also a hurdle to meet the ends of justice. Police usually complained that withdrawal by affected families themselves in cases of gender violence/rape etc (under so called social pressure) led to a less effective police response to such incidents. These are the major concerns over the provision of justice to women.

1.2. Alternate Dispute Resolution (ADR)

In these circumstances, it is important to look at the potentials of ADR systems as a mean to address disputes among individuals and gender violence issues for amicable settlement through mediation and conciliation. There is a great potential for ADR to work and resolve many gender issues at a local level if they are formed properly and carefully. It will save not only the courts' time but the time and money of the parties at dispute. In addition, it will save women from the difficulty of traveling long distances to attend court hearings/sessions or approach any relief forum.

1.3. Musalihat Anjuman

There is an important ADR platform provided in the Local Government Ordinance, 2001 (LGO) in the form of Musalihat Anjuman (MA), which is community based, informal and inexpensive and which can effectively dispense justice to victims of Gender Violence and resolve disputes among individuals amicably. The Chapter XI of LGO 2001 Sections 102 to 106 deal with the constitution and functioning of Musalihat Anjumans.

1.4. The Project

Ministry of Local Government and Rural Development and UNDP therefore planned a Project with title “**Gender Justice Through Musalihat Anjuman**” to fill the gape of an effective Alternate Dispute Resolution (ADR) system. The Project hence sets out a

comprehensive strategy for operationalizing ADR Framework for curbing gender violence through strengthening and capacity building of Musalihat Anjumans. The Project has initially been launched as a **Pilot Program** in all the four provinces of Pakistan selecting two Pilot Districts from each province. **The Pilot Districts are Attock and Bahawalpur in Punjab; Dadu and Shikarpur in Sindh; Lasbella and Sibi in Balochistan and Abbotabad and D.I. Khan in NWFP.**

1.5. Objectives of the Project

The Project aims to promote and safeguard the rights and entitlements of women and vulnerable groups by institutionalizing community supported dispute resolution mechanisms with a clear goal to assist women and other vulnerable sections of society in improving their conditions through safeguarding and promoting their rights and lawful entitlements.

The Project is designed to achieve its goal through implementation of four inter-related Project objectives. These objectives cover the areas of improved service delivery, capacity building, empowerment and sustainability.

These objectives are listed below:

- a.** To provide women victims of violence an alternative mechanism, whereby they can obtain gender justice;
- b.** To build the capacity of Musalihat Anjuman for dispensing gender-responsive justice
- c.** To enhance public engagement with utilization of the services of Musalihat Anjuman
- d.** To promote women’s awareness of their legal rights and men’s active participation in ending gender based violence.

1.6. Targets

In the light of its objectives the Project has set the following as its strategic out puts for making Musalihat Anjumans an effective ADR forum.

- a. To Constitute and mobilize of the Musalihat Anjumans in all Union Councils in the Pilot Districts
- b. To provide the women victims of violence an alternative mechanism where they can obtain gender justice;
- c. To build the capacity of the Musalihat Anjumans (MAs) to dispense gender-responsive justice;
- d. To develop partnerships between judiciary, police and Musalihat Anjumans for fair, accountable and equitable dispensation of justice;
- e. To launch a community advocacy to promote women’s awareness of their legal rights and the active participation of men in ending gender-based violence.

2. Performance Analysis of Program Activities

2.1. OUTPUT 1: “Project Management Arrangements, Monitoring and Evaluation”

1st Quarter (January – March 2005)

- Appointment of Director General Local Government Punjab as Provincial Project Director Punjab by Secretary LG & RD Department Punjab vide office order No. SO.D-III (LG) 2-44/2005 dated Feb. 16, 2005.
- Process initiated for the procurement of the Provincial Office Staff.

2nd Quarter (April – June 2005)

- The Project Recruitment Committee according to the provisions of PCOM 4.0 had hired services of Mr. Khalid Mahmood Baig as Provincial Project Manager on

Service Contract basis. Mr. Khalid Mahmood Baig, PPM joined the Project on May 09, 2005.

- The Project Recruitment Committee according to the provisions of PCOM 4.0 had hired services of Mr. Muhammad Tanveer as Administration and Finance Assistant on Service Contract basis. Mr. Muhammad Tanveer, Admin. & Finance Assistance joined the Project on May 26, 2005.
- The Project Recruitment Committee according to the provisions of PCOM 4.0 had hired services of Mr. Muhammad Ilyas Ahmed as Driver on Service Contract basis. Mr. Muhammad Ilyas Ahmed, Driver joined the Project on May 16, 2005.
- The Project account had been opened according to the instructions of UNDP.
- The Project staff attended a two day **Staff Orientation Workshop** at NCRD, Islamabad on June 7-8, 2005. The Federal Project Management Unit (PMU) had organized the workshop. The workshop proved very helpful to coordinate the Project activities. Mr. Khalid Mahmood Baig, PPM made a presentation in the workshop on the topic “Legal and Social Aspects of Musalihat Anjuman” for academic and intellectual discussion on the issue.
- The following **hardware/ equipment** had been procured and supplied to this office by the Federal office.

S. No.	Item	Quantity
1	Computers	2
2	Printers	2
3	Fax machine	1
4	Photo copier	1
5	Scanner	1
6	Data Travelers	2
7	UPS	2

- For the procurement of the office furniture and equipment and other Project related procurements a **Project Procurement Committee** had been formed and notified in accordance with the provisions of PCOM 4.0 to review and supervise the procurement process. The committee consists of the following:
 - Provincial Project Manager Chairman
 - Director (T&E) LG&RD Department Member
 - Admin and Finance Assistant Secretary
- The office purchased the following office **furniture and equipment** after due approval and in accordance with the procedure provided in PCOM 4.0:

S. No.	Item	Quantity
1	Office Tables	2
2	Revolving Office Chairs	2
3	Visitor Chairs	12
4	Sofa Seats	4
5	File Cabinets Wooden	2
6	Conference Table	1
7	Computer Table	1
8	Box File Racks	2
9	Side Table	1
10	Notice Boards	2
11	White Boards	2
12	Digital Camera	1
13	Air Conditioner	1
14	Water Dispenser	1
15	Fan Heaters	2
16	Window Blinds	2
17	Carpets	2

- Federal Office of the Project had handed over a vehicle (Hyundai Van No. Islamabad X-68-3362) to this office for the Project activities.
- All the District Governments in Punjab had been requested to provide information about existing status of Insaf Committees and Musalihat Anjumans on a certain Proforma required for the selection of Pilot Districts.
- Director General SW & WD Department Punjab had been requested to provide list of NGOs registered with the department and working in the field of Human Rights/Women Rights/Gender Issues/Legal Aid/Capacity Building in all the Districts of Punjab.
- Inspector General Police Punjab had been requested to provide District wise information of the cases reported to the Police Department regarding violence and crime against women.

3rd Quarter (July – September 2005)

- Lt. col. ® Muhammad Shahbaz, DG (LG)/PPD and Khalid Mahmood Baig, PPM attended **Gender Support Programme (GSP) Workshop** at Islamabad on 28th July 2005. The workshop was aimed to enhance coordination and data exchange amongst the various Projects of the Gender Unit. The workshop was very useful and helpful to enhance coordination with other Gender Unit Projects.
- Mr. Muhammad Tanveer, AFA resigned from his job during the Quarter. He left the Project on 31st of August 2005. Mr. Muhammad Akram Khan was selected as new Admin & Finance Assistant in the course of recruitment. He joined the Project on 12th of September 2005.
- Lt. Col. ® Muhammad Shahbaz DG (LG)/ PPD participated in the **National Steering Committee Meeting** held on 7th September 2005 at Islamabad.

- Khalid Mahmood Baig, PPM attended the **Launching Ceremony cum Awareness Raising Workshop of Gender Responsive Budgeting Initiative (GRBI)** held on 3rd September 2005 at PC Hotel Lahore. It provided an opportunity to know a lot about the Project and also to develop coordination.
- A **Seminar** was organized by **Directorate General of Social welfare and women Development Department Punjab** on 14th September 2005. Khalid Mahmood Baig, PPM participated in the Seminar. It was a good opportunity to develop linkages and coordination with the Project running under the supervision of SW & WD Department Punjab. The Seminar was very informative and useful.

4th Quarter (October – December 2005)

- The Project has requested all the District Nazims in Punjab to constitute and functionalize Insaf Committees and Musalihat Anjumans. The District Nazims have responded the request very well and most of them have issued necessary instructions for the functionalizing Musalihat Anjumans in their respective Districts.
- Secretary Law and Parliamentary Affairs Punjab has been requested to request the Chief Justice Lahore High Court Lahore to instruct the District and Session Judges in Pilot Districts to provide necessary support and cooperation to Musalihat Anjumans and to depute at least one Civil Judge cum Judicial Magistrate to coordinate with Musalihat Anjumans at each Tehsil. It is expected that the appointment of Civil Judges cum Judicial Magistrates for the coordination of Musalihat Anjumans will help to streamline the functions of Musalihat Anjumans.
- The Project has collected data of Gender Violence cases reported to police and reported in Newspapers for the preparation of a comprehensive report on the situation of Gender Violence in Punjab. The report is under completion yet.

- The Project has procured a Laptop and Multimedia Projector for the Project activities. These will help in better reporting and awareness raising campaign.
- The Project has provided **Display Boards** to all the 179 Musalihat Anjumans of the Pilot Districts for their offices to enhance their visibility in the locality.
- Meetings with NGOs Aurat Foundation, CCHD and Shirkatgah had been organized and awareness raising, capacity building and gender sensitization programmes were discussed in length. The NGOs assured to cooperate fully with the Project team for the execution of the programme effectively.

2.2. **OUTPUT 2: “Constitution and Mobilization of the Musalihat Anjumans in all Unions Councils in the Pilot Districts”**

1st Quarter (January – March 2005)

- Process initiated for the procurement of the Project staff which was completed in 2nd quarter.

2nd Quarter (April – June 2005)

- A **Provincial Steering Committee (PSC)** for the Project headed by the Secretary LG & RD Department Punjab was formed in accordance with the guidelines set in the Project document for the over all supervision, guidance and support to the Project activities. All the Provincial and District level stakeholders have been given representation in the committee. Notification of Provincial Steering Committee after approval from Secretary LG & RD Department Punjab had been issued. Copy of the Notification is attached. Composition of the committee is given below:
 1. Secretary LG & RD Department, Govt. of Punjab (Chairman)
 2. Director General Local Government Punjab (Secretary)
 3. Director General, Social Welfare & Women Dev. Dept. (Member)

- | | |
|--|-----------|
| 4. S.P. (Investigation) Punjab, Lahore. | (Member) |
| 5. Zila Nazim, Attock | (Member) |
| 6. Zila Nazim, Bahawalpur | (Member) |
| 7. District Coordination Officers (DCO), Attock | (Member) |
| 8. District Coordination Officers (DCO), Bahawalpur | (Member) |
| 9. Provincial Project Manager, GJTMA Project-Punjab | (Member) |
| 10. Two Representatives from MASS | (Members) |
| 11. Two Representatives from MAJA | (Members) |
| 12. A member Musalihat Anjuman from District Attock | (Member) |
| 13. A member Musalihat Anjuman from Dist. Bahawalpur | (Member) |

- **Selection of Districts for the Pilot Phase** of the Project was very important. Following guidelines were provided in the Project document for the selection of Pilot Districts.
 - i) Whether or not Insaf Committees exist
 - ii) Whether, Conciliation Courts or other ADR mechanisms are already in practice
 - iii) Whether any similar form of Musalihat Anjuman (MA) already exists
 - iv) The number of reported gender violence cases
 - v) The number of active human/gender rights NGOs
 - vi) Willingness of concerned District Governments for launching the Project
- Keeping in view of the above guidelines **Attock** and **Bahawalpur** Districts had been selected as Pilot Districts for the Project activities and Secretary LG & RD Department Punjab had issued Notification in this regard.
- The Project office provided its support and assistance in the preparation of Model Rules of Business (RoBs) for Musalihat Anjumans. Comments on the Draft Rules of Business (RoBs) for Musalihat Anjumans have been submitted through Federal PMU.

3rd Quarter (July – September 2005)

- The PMU organized Three **Consultation Workshops on Rules of Business** for Musalihat Anjumans – One at **Lahore** on 16th August 2005 and one each at Pilot Districts **Bahawalpur** and **Attock** on 11th and 30th of August 2005 respectively. Participants from UNDP, Federal Project Office, other Gender Unit Projects, departments of Punjab Government including LG & RD Department, SW &WD Department, Law &Parliamentary Affairs Department and Police Department, Offices of District Government including District Coordination Officer, District Police Officer, EDO Law, EDO Community Development, EDO Education, Tehsil Municipal Officers and DO Social Welfare, representatives of NGOs/ Social Welfare Organizations, Bar Associations and Press Clubs had been invited who actively participated in the workshops.



A view of the RoBs Meeting at Lahore



Group discussion during RoBs Meeting at Attock

The participants discussed the draft Rules of Business for Musalihat Anjumans comprehensively during the group discussion sessions of the workshops and presented their

valuable comments and practical suggestions for the rectification and improvement of the Draft Model Rules of Business for Musalihat Anjumans. **A separate report had been issued regarding these Consultative Workshops.** The report reflects all the comments, views and suggestions of the participants. It significantly helped in the



Participants of RoBs Meeting at Bahawalpur

preparation of final draft of the Model Rules of Business for Musalihat Anjumans. A brief of the Suggestions/ comments is given below.

- 1- In the draft rules it was proposed that the academic qualification of the members of Musalihat Anjumans will be Matric. But it was suggested that there should be no condition of academic qualification for the members of Musalihat Anjumans.
- 2- Number of members should be five with at least two women among them.
- 3- Age of the members of Musalihat Anjumans should not be less than 45 years.
- 4- Musalihat Anjumans should be provided with facility of legal advisors.
- 5- Women representation in Musalihat Anjumans should be mandatory and at least one member out of three must be a female.
- 6- In matters where one party is a female; only the Musalihat Anjuman in which territory she resides should take up and proceed into the matter.
- 7- Term of Musalihat Anjuman should not be related to the term of Musalihat Anjuman. It may be one or two years.
- 8- It was pointed out that provision of Section 88 (n) in local Government Ordinance 2001 is in-sufficient and it does not constitute Insaf Committee as an independent body for the selection of members of Musalihat Anjumans. It was suggested to make necessary amendments in Local Government Ordinance 2001 to rectify the flaw.
- 9- To maintain the impartiality of Musalihat Anjumans, it is suggested that Insaf Committee for the selection of the members of Musalihat Anjuman should be an independent and impartial institution.
- 10- Definitions of “Offence”, “Mediation”, “Conciliation”, “Arbitration”, “Disclosure”, “Inadmissibility”, “Dispute” and “Claim” should be inserted in the Rules.
- 11- In procedure given in the rules for selection of members of Musalihat Anjuman, the word “applications” should be replaced with word “recommendations” and the recommendations should be invited through proper advertisement to maintain transparency and impartiality in the process of the selection of Musaliheen.
- 12- Convener of Musalihat Anjuman should be selected by the members of Musalihat Anjuman themselves.

- 13- Musalihat Anjuman should be a non-political, impartial and independent institution.
- 14- Musaliheen should complete their term without any fear and the procedure provided in the draft rules for the removal of the members of Musalihat Anjuman should be deleted.
- 15- Parties at dispute should be allowed to appoint their representative other than lawyers to join the proceedings of Musalihat Anjuman on their behalf.
- 16- It should be mandatory for the applicants to Musalihat Anjuman to put their signatures/ thumb impressions on their applications and to provide a copy of their NIC and an affidavit about the correctness of the contents of the application.
- 17- Jurisdiction of Musalihat Anjuman must be mentioned specifically and a schedule of jurisdiction must be annexed with the rules to avoid any kind of confusion about the jurisdiction of Musalihat Anjuman.
- 18- It should be mandatory for the parties to sign and put their thumb impressions on the final settlement arrived at Musalihat Anjuman besides the signatures of the Musaliheen.
- 19- The members of Musalihat Anjuman should be asked to take oath to remain impartial and to decide the matters with their best understanding and wisdom.
- 20- A permanent supervisory forum should be formed for Musalihat Anjumans to look after their affairs
- 21- Certain reasonable amount of funds should be reserved for Musalihat Anjuman at Union Council.
- 22- The members and staff of Musalihat Anjuman should be given suitable honoraria for their services.
- 23- Musalihat Anjuman should be given some authority to implement and execute its decisions.
- 24- To give some legal authenticity to the decisions of Musalihat Anjumans. The final settlement arrived at Musalihat Anjuman may be treated as an Arbitration Award.
- 25- Musalihat Anjuman should be given authority to summon the parties to the dispute for the settlement of the issues between the parties amicably after hearing the parties.

- 26- In cases where both or all the parties to the dispute will be females, the female member of Musalihat Anjuman should be the convener of Musalihat Anjuman for those typical cases.
 - 27- There should be no appeal to the settlements arrived at the forum of Musalihat Anjuman and the parties should abide by the settlement agreed by them.
 - 28- Role of Musalihat Anjuman should be described in the rules when the Mediation/conciliation/arbitration efforts fail to achieve any settlement between the parties to the dispute.
 - 29- Sittings of Musalihat Anjuman should be in the village mosque to which the party/parties to the dispute belong or in some government premises such as schools etc.
 - 30- Musalihat Anjuman should also be assigned duty to advise and guide the people in getting justice especially to the women victims of violence and facing other gender based issues.
 - 31- A specific time frame should be given in the rules to settle the issues at the forum of Musalihat Anjuman that may be a period of three months.
 - 32- The rules must also give description of the way through which Courts, Police and Musalihat Anjumans will coordinate each other.
 - 33- The rules must contain a code of ethics for the members of Musalihat Anjumans.
 - 34- A time limit should be fixed for the exercise of fact finding provided in the rules.
 - 35- Musalihat Anjuman may have authority to ask the party/parties to take special oath on Quran if required.
 - 36- The authority to settle some family disputes under the Muslim Family Laws Ordinance 1961 presently vests with “Chairman” Union Council now being exercised by Union Nazims should be transferred to Musalihat Anjuman. It will help Musalihat Anjuman to tackle with the gender issues as majority of issues are directly related to the family set up. And it will also enhance the legal authority and sustainability of Muslihat Anjuman.
- First meeting of the Project’s **Provincial Steering Committee (PSC)** was held on 15th of September 2005



A view of 1st PSC Meeting at Lahore

at Lahore in the Committee Room of the Secretary Local Government and Rural Development Punjab. The meeting was chaired by Naguib Ullah Malik, Secretary LG & RD Department.

Following important points had been emphasized in the meeting.

- a- All the stakeholders especially the members of the Provincial Steering Committee should have strong coordination and interaction with each other.
- b- Coordination with NGOs having good track record in the fields of Women Rights, Legal Awareness and Free Legal Aid, Social Mobilization and Capacity Building etc. should also be developed to reinforce the Project activities.
- c- District Government of Pilot Districts especially the District Coordination Officers should play pivotal role in the implementation and execution of the Project in their respective Districts.
- d- District Police Officers (DPOs) of Pilot Districts should also be associated by the respective DCOs to provide better support to the Project.
- e- Police Department, Social Welfare and Women Development Department and the District Governments of the Pilot Districts should share all the information and data with the Project Management unit that could be helpful for the better implementation of the Project.
- f- Religious leaders and Pesh Imams of Masajid should also be motivated because there support will help to achieve the Project goal.
- g- Constitution of Insaf Committees and Musalihat Anjumans should be ensured till the end of November 2005.
- h- Nominations for the forums of Musalihat Anjuman Support Services (MASS) and Muslihat Anjuman Justice Advocates (MAJA) should be ensured as soon as possible.
- i- All the stake holders should support the Project to make Musalihat Anjumans functional and beneficial for the people.

The meeting was ended with the approval of the Project work plan and implementation strategy for year 2005.

4th Quarter (October – December 2005)

- The Project submitted its comments and suggestions in the light of feed back received from the consultation workshops on RoBs on the drafts prepared by Mrs. Justice Nasira Iqbal consultant for the framing of RoBs for Musalihat Anjumans.
- The Project team had several meetings with the Consultant Mrs. Justice ® Nasira Iqbal for the framing of Rules of Business for Musalihat Anjumans. The PMU gave its input for the preparation of the final draft of RoBs.
- Provincial Project Director Lt. Col. ® Muhammad Shahbaz and Provincial Project Manager Khalid Mahmud Baig attended an **Internal Meeting of the Project at Islamabad** on 11th November 2005 **for the approval of the final draft of the RoBs for Musalihat Anjumans.** It was very useful meeting because a consensus was arrived on the final draft of the RoBs in the meeting.
- Lt. Col. ® Muhammad Shahbaz Director General Local Government/ Provincial Project Director Punjab attended the meeting of **National Steering Committee (NSC)** held at Islamabad on 26th November 2005 for the vetting/ approval of the final draft of the RoBs. The meeting was a milestone in the history of the Project because it approved the final draft of RoBs for its notification.
- The Project has submitted the draft of the RoBs approved by the National Steering Committee (NSC) to Secretary LG&RD Department Punjab and Secretary Law and Parliamentary Affairs Department Punjab for its notification accordingly. It is expected that the notification will soon be issued.
- The Project conducted a **meeting with the Union Nazims and Secretaries** to speed up the process of the constitution of Insaf Committees and Musalihat Anjumans in District **Bahawalpur**. The Union Nazims and Secretaries were invited at Circuit House Bahawalpur for the meeting. The meeting worked effectively and all of the Insaf Committees and 75 Musalihat Anjumans have successfully been constituted in the District so far.

- The Project conducted a **meeting with the Union Nazims and Secretaries** to speed up the process of the constitution of Insaf Committees and Musalihat Anjumans in District **Attock**. All the Union Nazims and Secretaries from District Attock were invited to Zila Council Hall, Attock for the meeting. The meeting worked effectively and all the Insaf Committees and Musalihat Anjumans have successfully been constituted in the District.

- **Insaf Committees** and **Musalihat Anjumans** have been constituted in all the 72 Union Councils of District **Attock**.



- **Insaf Committees** in all the 107 Union Councils and **Musalihat Anjumans** in 101 Union Councils of District **Bahawalpur** have been constituted. The constitution of Musalihat Anjumans in the remaining 6 Union Councils is under process, they will also be constituted in a week.

- The Project office is also providing necessary assistance and support to Semiotics, the consultant firm for District Mapping and Bench Marking.
- The Project has got printed the following four formats for reporting and record keeping of Musalihat Anjumans.

- 1- Application form for Musalihat Anjuman
- 2- Affidavit to support the contents of the application
- 3- Register for the entry of received applications.
- 4- Register for the entry of settlement arrived at Musalihat Anjuman.

2.3. OUTPUT 3: “Musalihat Anjuman’s Capacity Built to Dispense Gender Justice at the Community Level.”

1st Quarter (January – March 2005)

- Process had been initiated for the procurement of Project staff which was completed in 2nd quarter.

2nd Quarter (April – June 2005)

- Data was collected regarding the existing status of Insaf Committees and Musalihat Anjumans from all the Districts of Punjab.

3rd Quarter (July – September 2005)

- The Project conducted **Two consultative meetings** at Lahore and Attock on the formation of an important forum of the Project i.e. **Musalihat Anjuman Support Services (MASS)**. The consultation at **Lahore** was held on 16th September 2005 and at **Attock** on 20th September 2005. Forum of Musalihat Anjuman Justice Advocates (MAJA) was also came under discussion during the meetings. The participants shared their views very actively and made many valuable suggestions. The brief of their Comments/ Suggestions is given below:

1. Trainings for Women Councilors at Union Council Level should be arranged for their orientation on Gender Violence and Discrimination.
2. Women Protection Centers should also be set up at Union Council Level.
3. Union Nazims should be motivated to support Musalihat Anjuman.
4. Local Bar and Judiciary support is also a necessary for the success of the Musalihat Anjuman.
5. The District Level Stakeholders should be given representation in the Forum of MASS.
6. Awareness raising literature should be developed in Urdu Language in substantial quantity for its widespread distribution.
7. Awareness raising campaign should also include Radio and TV Programmes on gender sensitization and awareness regarding gender violence and discrimination.



Participants MASS Consultation at Lahore



Participants of MASS Consultation at Attock

8. Trainings for the capacity building of the Members of Musalihat Anjuman should be arranged.
 9. Sufficient funds must be provided for the activities through MASS.
 10. Only the NGOs having proven track record in the field of gender should be added in the Forum of MASS.
 11. Musalihat Anjuman must be given some authority to enforce their decisions/settlement, especially regarding the gender issues.
- The Project conducted a **One Day Orientation Workshop on Gender Violence and Abuse at Attock** on 21st September 2005. The meeting was aimed to sensitize members of police and Local Government Department and others from Government functionaries about the gender discrimination and violence. The participants very actively shared their views and made good suggestions to eradicate gender based violence and discrimination from society.

The participants after detail discussions pointed out the following major reasons for the prevailing Gender based Violence and Abuse in our society:

- 1- Mismatch marriages and Forced marriages.
- 2- Marriages in pre-mature age.
- 3- Lack of Education and Awareness.
- 4- Economic Conditions especially Poverty and Greed.
- 5- Deviation from religious teachings.
- 6- Re-track from Positive social values.
- 7- Psychological problems.
- 8- Negative role of electronic media in provoking sexual emotions resulting in substantial increase in incidents of sexual abuse.
- 9- Addiction and use of excessive use of drugs.
- 10- Attitude of women and their inability to manage domestic affairs.



Participants of Workshop on VAW at Attock

The participants made the following suggestions to eradicate Gender based Discrimination, Violence and Abuse from the society:

- 1- A comprehensive awareness campaign should be launched to educate the people on gender issues.
- 2- Literacy rate should be enhanced by ensuring 100 percent enrolments of all the male and female children of school going age in schools.
- 3- Education at least up to matriculation should be mandatory for all the girls and boys.
- 4- Law to check premature age marriages should be enforced strictly.
- 5- Law related to dowry should also be enforced strictly.
- 6- Measures should be taken for the economic empowerment of women.
- 7- A code of ethics should be for Cable Television Operators and other Electronic Media as well as for Internet Service Providers.
- 8- People involved in sexual abuse cases should be punished properly.
- 9- Rehabilitation centers should be setup for the victims of gender violence & abuse.
- 10- Musalihat Anjumans should be empowered enough to resolve gender and domestic issues besides the other disputes and these Anjumans should also work as reporting centers & support units for the victims of gender violence and abuse.

4th Quarter (October – December 2005)

- The Project organized a **Consultation Meeting on Formation of Musalihat Anjuman Support Services (MASS)** at Four Seasons Hotel **Bahawalpur** on 11th October 2005. The Project invited 70 Participants from NGOs & Civil Society Organizations, Stakeholders from District Government and some experts, who actively participated in the Consultation Meeting. The meeting achieved its objectives.

The participants made the following suggestions:

- 1- The District Level Stakeholders should be given representation in the Forum of MASS.
- 2- More Orientation Meetings should be organized for the District Level Stakeholders.

- 3- Support of School Teachers and Imams of Masajid should also be ensured for an effective awareness raising campaign.
 - 4- Awareness raising literature should be developed in Urdu Language in substantial quantity for its widespread distribution.
 - 5- A MASS and MAJA like Forums should also be constituted at Union Council Level to provide prompt and effective support to Musalihat Anjuman.
 - 6- Reasonable funds should be allocated for the Forum of MASS and MAJA.
 - 7- Training and Gender Sensitization Workshop should be organized for the members of MASS & MAJA and other Stakeholders from gross root level.
 - 8- The Musalihat Anjuman should be continuously provided support by the Project up till they become fully functional.
- Forum of **Musalihat Anjuman Support Services (MASS)** has been formed and a notification regarding its constitution has also been issued. Copy of the notification is attached as **Annexure-II**. The following NGOs have been nominated as partners in the forum of MASS after scrutiny of 25 Lahore based NGOs.
 - 1- Aurat Foundation
 - 2- Citizen Commission for Human development (CCHD)
 - 3- Shirkatgah

The selected NGOs have proven track record of working on Gender Issues, Legal Awareness, Capacity Building and Awareness Raising.

- The **First Meeting of MASS** was held at 8th December 2005. The member NGOs were briefed about the functioning of MASS and asked to prepare work plan for Mobilization and Capacity Building of Musalihat Anjumans, Gender Sensitization of the stake holders and to launch a comprehensive awareness raising campaign. The MASS



A view of first MASS Meeting at Lahore

will finalize the work plan in its next meeting. The following important decisions were taken in the meeting:

- 1- CCHD will plan and execute activities for the Capacity Building of the members of Musalihat Anjumans.
 - 2- Shirkatgah will plan and execute activities for a comprehensive awareness raising campaign regarding legal rights of women and the availability of the forum of Musalihat in Pilot Districts.
 - 3- Aurat Foundation will plan and execute activities for Gender Sensitization of the District level stakeholders in Pilot Districts.
 - 4- Nomination for National Steering Committee (NSC), Provincial Steering Committee (PSC) and Musalihat Anjuman Justice Advocates (MAJA) in Pilot District Attock and Bahawalpur will be made by the Chairperson as and when required.
 - 5- The Project Office will provide all necessary information and assistance to the member NGOs for the planning and execution of the activities.
 - 6- The member NGOs will submit their plan of activities along with the budget required for the execution of the planned activities for approval of MASS in the next meeting of MASS expected to be held in the first week of January 2006.
 - 7- MASS will consider allocation of budget and activities planned by the member NGOs in the next meeting of MASS.
- The Project in coordination with the Federal Office of the Project organized **Four Days Training Workshops for elected representatives including Union Nazims, Naib Nazims and Female Councilors on “Gender Sensitization and Violence Against Women”** at Attock and Bahawalpur. The workshops were held on 13th – 16th December 2005 at **Bahawalpur** and 21st- 24th December 2005 at **Attock**. The Federal Office of the Project signed an MoU with a leading NGO, Rozan working on violence against women



Certificates Distribution among Trainees at Attock

and children for preparation a suitable module for the purpose and conducting the trainings keeping in view the geographical conditions and cultural values and social norms of the Pilot Districts of the Project.

Rozan prepared the module and the facilitators, Mr. Abdul Malik, Mr. Babar Bashir, Ms. Saima Ashraf and Ms. Sadia from Rozan conducted the workshops at Attock and Bahawalpur. Twenty Five Union Nazims, Naib Nazims and

Female Councilors in each District had attended the workshops. They had been sufficiently trained through comprehensive activities during the workshops.



Group Work during training at Bahawalpur

2.4. OUTPUT 4: “Partnerships Between Judiciary, Police and Musalihat Anjuman for Accountable, Fair and Equitable Dispensation of Justice.”

1st Quarter (January – March 2005)

- Process had been initiated for the procurement of Project staff which was completed in 2nd quarter.

2nd Quarter (April – June 2005)

- Letters were written to Inspector General Police Punjab, District Bar Presidents and Executive District Officers (Law) with request for their support to the Project activities. They all responded positively and pledged for their support for the implementation of the Project.

3rd Quarter (July – September 2005)

- The **Launching Ceremony** of the Project was held **at provincial headquarter, Lahore** on 15th September 2005 to create awareness among masses and government functionaries about the



A view of Launching Ceremony at Lahore chaired by the Secretary LG & RD Department

forum of Musalihat Anjuman. 100 participants including all the stakeholders, civil society organizations and notables attended the Launching Ceremony.

- The **Launching Ceremony** of the Project was held **at Attock** on 20th September 2005 to create awareness among masses and government functionaries about the forum of Musalihat Anjuman. 200 participants including all the stakeholders, civil society organizations and notables attended the Launching Ceremony.



Participants of Launching Ceremony at Attock

- The Project got printed a multi colour folder file and two multicolour Brochures/pamphlets (One in English and the other in Urdu) having information regarding the Project and the forum of Musalihat Anjuman and distributed that literature amongst the participants of the Launching Ceremonies and other events.

4th Quarter (October – December 2005)

- The **Launching Ceremony** of the Project was held **at Bahawalpur** on 11th October 2005 to create awareness among masses and government functionaries about the forum of Musalihat Anjuman. A good number of people including all the stakeholders, civil society organizations and notables attended the Launching Ceremonies.



A view of Launching Ceremony at Bahawalpur

- The District and Session Judges and the District Police Officers in the Pilot Districts are being informed about all the Project activities regularly to ensure their cooperation and Support for the success of the Project.

2.5. OUTPUT 5: “Community Advocacy for Legal Rights of Women and Men’s Role in Ending Violence.”

1st Quarter (January – March 2005)

- Process had been initiated for the procurement of Project staff which was completed in 2nd quarter.

2nd Quarter (April – June 2005)

- Contacts were made with NGOs working in the field of Legal Rights of women and free legal aid to learn from their experience and to ensure their support for the Project activities.

3rd Quarter (July – September 2005)

- Contacts with civil society organizations in Pilot Districts had been established.
- Contacts with members of the Bar Associations in the Pilot Districts had been established.
- Contacts with newly elected members of Union Councils in Pilot Districts had been established.
- A pamphlet in the form of a letter had been sent to all the Union Nazims in Pilot Districts describing their role regarding the constitution of Musalihat Anjumans.
- All the stakeholders at the Pilot Districts had been comprehensively briefed about the Project and forum of Musalihat Anjuman and their support to the Project activities has been ensured.
- Support of the prominent NGOs has been ensured for Project activities.
- Wide coverage of information about the Project and the forum of Musalihat Anjuman in press/media had been ensured.

4th Quarter (October – December 2005)

- **Musalihat Anjuman Justice Advocates (MAJA)** is a District level forum to promote and support the activities for the constitution and functionalizing of

Musalihat Anjumans. This forum is responsible for the execution and effective implementation of the Project activities at District level. Musalihat Anjuman Justice Advocates (MAJA) consisting of all the District level stakeholders has been formed at District Attock and Bahawalpur and notified according to the Project Document. The composition of MAJA is given below:

1. Zila Nazim
2. District Coordination Officer (DCO)
3. Female Councilor from Union Council
4. Female Councilor from Union Council
5. Female Councilor from Union Council
6. Tehsil Naib Nazim
7. Union Naib Nazim
8. Representative from the office of EDO Community Development
9. Representative from the office of EDO Law
10. Representative from the office of EDO Education
11. Member of MASS
12. Secretary Union Council
13. Secretary Union Council
14. Representative of an NGO working on Human Rights & Free Legal Aid
15. Representative of an NGO working on Gender Issues
16. Representative/ President Bar
17. Representative/ President Press Club
18. Representative of Police Department
19. Representative of Social Welfare Department
20. Member Musalihat Anjuman
21. Member Musalihat Anjuman
22. Representative of District Public Safety Commission
23. Representative from a Women College
24. Assistant Director Local Government

The **First Meetings of Musalihat Anjuman Justice Advocates (MAJA)** of District Attock was held on 19th December 2005 at **Attock**. The participants made the following suggestions.

- 1- Coordination should also be established with judiciary for better opportunities of Musalihat especially in family cases.
- 2- A Free Legal Aid Committee should be formed with the support of the Bar Association.
- 3- The facilities of Shelter Homes and medical treatment for women in distress available with the Social Welfare Department should be availed to strengthen the role of Musalihat Anjumans.
- 4- Good relationship should be established with police department to get its support for Musalihat Anjumans in settling disputes amongst people.
- 5- Seminars and workshops should be organized for Awareness Raising at Union Council Level.
- 6- Members of Musalihat Anjumans and MAJA as well should be given necessary Orientation and Training so that they could be able to perform better roles.
- 7- MAJA should also be given reasonable budget for its activities.



A view of MAJA Meeting at Attock

- The **First Meetings of Musalihat Anjuman Justice Advocates (MAJA)** of District Bahawalpur was held on 17th December 2005 at **Bahawalpur**. The participants made the following suggestions.

- 1- Retired Justices residing at Bahawalpur may be invited to join the meetings of MAJA to share their experience.
- 2- Training should be arranged for the members of Musalihat Anjuman and MAJA as well so that its members could be able to perform better roles.



A view of MAJA Meeting at Bahawalpur

- 3- A Free Legal Aid Committee should be formed with the support of the Bar Association.
- 4- Strong coordination should be developed with the Social Welfare Department to provide shelter and medical treatment to women in distress.
- 5- Coordination should also be developed with judiciary for better opportunities of Musalihat especially in family cases.
- 6- Police Department should provide all necessary support to Musalihat Anjumans in settling disputes amongst people.
- 7- Awareness raising Seminars and Workshops should be organized at Union Council Level.
- 8- Sufficient funds should be allocated for the activities of MAJA.

- The Project organized a **One Day Workshop on “Gender Issues and Women Rights”** for Nazims, Naib Nazims, members of Union Councils and representatives from the Police Department, Local Government Department, District Government Offices, Bar Members, Press/Media to sensitize them on Gender Issues and Women Rights at District **Attock**. The workshop was held on 20th December 2005 at Attock. The Project invited 115 persons from the District who actively participated in the Workshop. The participants emphasized the following points in the workshop:



Participants of Workshop on Gender Issues and Women Rights at Attock

- 1- All the members of Union Councils and the members of Musalihat Anjumans should also be invited for such Orientation Workshops on Gender Issues and Women Rights.
- 2- An awareness campaign regarding the availability of the forum of Musalihat Anjuman should also be launched immediately at the Union Council level.
- 3- Copies of Rules of Business for Musalihat Anjumans in Urdu language should be provided to all the Union Nazims and the members of Musalihat Anjumans as soon as possible.

- 4- Members of Musalihat Anjumans and the Union Council Secretaries should be given necessary training to manage the affairs of Musalihat Anjumans in a better way.
- 5- Some forum should also be established to provide Free legal Aid for needy women.
- The Project organized a **One Day Workshops on “Gender Issues and Women Rights”** for Nazims, Naib Nazims, members of Union Councils and representatives from the Police Department, Local Government Department, District Government Offices, Bar Members, Press/Media to sensitize them on Gender Issues and Women Rights at District **Bahawalpur**. The workshop was held on 12th December 2005 at Bahawalpur. The Project invited 115 persons from the District who actively participated in the Workshop. The



Participants of Workshop on Gender Issues and Women Rights at Bahawalpur

- participants emphasized the following points in the workshop:
- 1- Such workshops on Gender Issues and Women Rights should also be organized at Union Council level.
 - 2- Copies of Rules of Business for Musalihat Anjumans in Urdu language should be provided to all the Union Nazims and the members of Musalihat Anjumans.
 - 3- An awareness campaign regarding the availability of the forum of Musalihat Anjuman should also be launched at the gross root level.
 - 4- Free legal Aid Committees should also be formed to provide legal assistance for needy women.
 - 5- Training should be arranged for the capacity building of the members of Musalihat Anjumans and the Union Council Secretaries.
 - The Project got published the following awareness raising material regarding the Project.
 - 1- Eight pages multicolour Introductory Brochure
 - 2- Multicolour file folder
 - 3- Multicolour leaflet about Musalihat Anjumans
 - 4- Multicolour Planner year 2006
 - 5- Writing Pads
 - 6- Dairies.

- Wide coverage of information about the Project and the forum of Musalihat Anjuman in press/media have been ensured. More than 150 News Items/ Stories regarding the Project and its activities have been published in various English and Urdu Newspapers during the year.

3. Lesson Learnt and Challenges

- The first two quarters of the year 2005 had been consumed in hiring the Project staff and setting up the Project offices which delayed the Project activities planned for the this year.
- The dissolution of Local Bodies and their fresh elections which took a long time were also a main reason for the delay in the constitution of Insaf Committees and Musalihat Anjumans.
- The Project has nominated Assistant Directors Local Government (ADLGs) as the focal persons for the Project activities at the Pilot Districts and the Project is receiving good support from the offices of ADLGs so far but despite that the Project feel the need of a permanent office at District level for reporting and support of the Project activities.
- Data collection from the Union Councils regarding the activities of Musalihat Anjumans would be an important task for the Project and this could not be properly done with the help of District level office for constant monitoring of the reporting.
- Union Secretaries could play very important role in the smooth functioning of Musalihat Anjumans and also in reporting the Musalihat Anjuman activities. So to get their interest maintained in Musalihat Anjuman activities they should be given some honoraria.
- The Union Councils have very limited resources and there is no allocation of funds for the functioning of Musalihat Anjumans at present. So the Musalihat Anjumans should be provided with necessary support by the Project to run its affairs smoothly till the allocation of funds by the Union Councils for them.

- Most of the gender issues directly relate to family problems and domestic violence, so to tackle with the situation it would be better to shift the authority delegated to Chairman/Nazim of Union Councils by the Muslim Family Laws Ordinance 1961 to deal with family matters like divorce, maintenance etc. to Musalihat Anjumans so that they could be able to deal the gender issues in a better way.
- Most of our villagers are quite unaware of their legal rights and also about the forum of Musalihat Anjuman. So the Awareness Raising Campaign of the Project should trickle down up to the village level.
- Some honoraria should be given to the members of Musalihat Anjumans for their services because the work for Musalihat Anjumans will consume a lot of their time and energies.

4. Future Work Plan

Work Plan Priorities (October 2005 – December 2005):

The Project has set the following work plan priorities for the next Quarter.

- Support to Musalihat Anjumans in maintaining the records and the reporting formats etc.
- Support to Musalihat Anjumans to enhance their visibility, so that people could approach the forum of Musalihat Anjuman easily.
- Orientation of the members of Musalihat Anjumans and staff of the Union Councils regarding the functions of Musalihat Anjumans.
- Capacity Building and Training of the Members of Musalihat Anjumans on Dispute Resolution Mechanism.
- Sensitization of members of Musalihat Anjumans, staff of the Union Councils, representatives of Government Functionaries including Police and Judiciary and other Stakeholders on Gender Violence and Abuse.
- Awareness raising campaigns to motivate the people to contact the forum of Musalihat Anjuman for dispute Resolution.

5. Budgetary Information (January – December 2005)

Activities		Advance/Expenditure Details	
		Advance	Expenditure
Contractual service-individual Total	71405	18375.00	18365.02
Contractual services – Companies Total	72155	17591.00	17589.04
Office Equipment – Total	72200	3000.00	2999.67
Travel/Professional services – Total	71600	13543.00	1341.69
Audio Visual & Print Production Costs - Total	74205	5000.00	4998.78
Miscellaneous Expenses – Total	74525	5420.00	5419.98
	Total	62,929.00	62,844.18

An amount of **62929 US \$** was received for the planned expenditures of the Project during the year. Out of which, the PMU spent an amount of **62844.18 US \$** whereas an amount of only **84.82 US \$** remained as unspent. The Project financial delivery is **100 percent (99.865%)**.

ANNEXURES