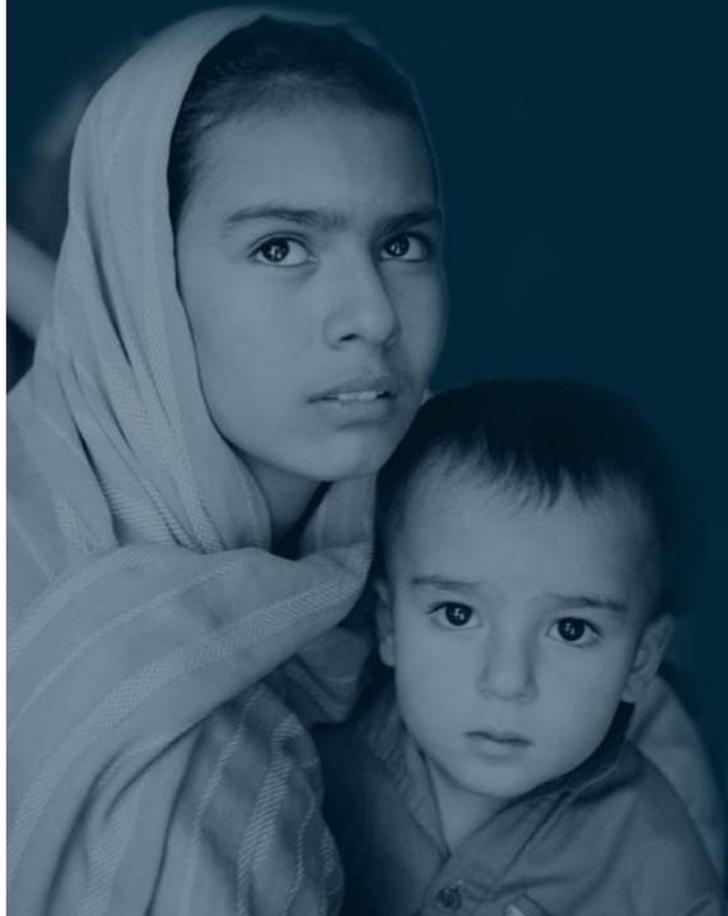


*National Commission on the Status of Women  
Government of Pakistan*

# *Impact Assessment Report*

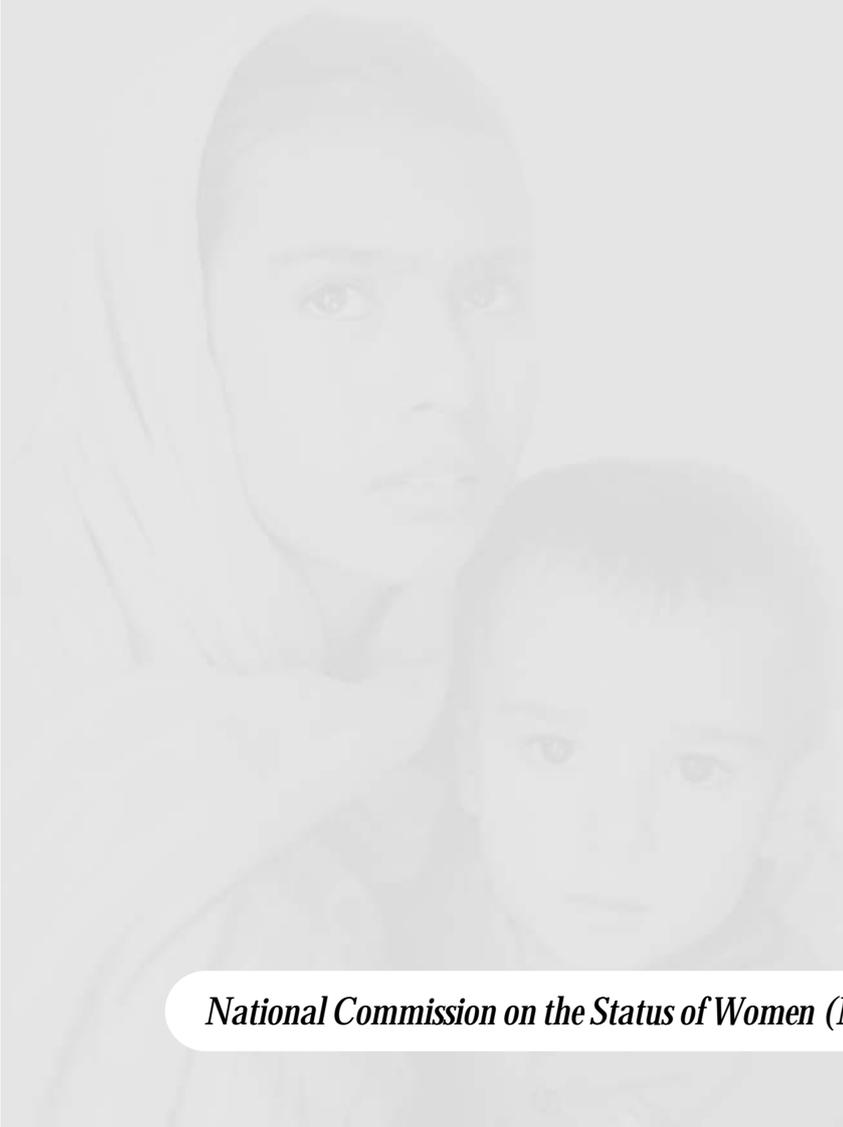
*Public Private Partnership to  
End “Honour Crimes” in Pakistan  
Through the implementation of  
Criminal Law (Amendment) Act 2004*



# *Impact Assessment Report*

*Public Private Partnership to  
End “Honour Crimes” in Pakistan*

*Through the implementation of  
Criminal Law (Amendment) Act 2004*



*National Commission on the Status of Women (NCSW)*

Rajan Pur (Punjab ) and Mir Pur Khas (Sindh )

Copyright © 2010 - National Commission on the Status of Women

*All rights reserved. No part of this publication may be reproduced, stored in a retrieval system or transmitted in any form or by any means electronic, mechanical, photocopying, recording, or otherwise, without the written permission of National Commission on the Status of Women, United Nations Trust Fund (UN Trust Fund) and National Rural Support Programme, Social & Rozan. The responsibility for opinions expressed in signed articles, studies and other contributions rests solely with their authors, and publication does not necessarily constitute an endorsement by the National Commission on the Status of Women.*

### **Impact Assessment Report**

**Public-Private Partnership to end “Honor Crimes” in Pakistan  
Through the implementation of Criminal Law (Amendment) Act 2004**

*This work was carried out with the financial support of UN Trust Fund and executed by National Commission on the Status of Women, Government of Pakistan*

House 39, Street 56, Sector F-6/4, Islamabad.  
Tel: (92-51-9224875) Fax: (92-51-9224877)

*Data Collection, Data Analysis and Report: Zubaida Hussain*

*Consultation & Facilitation Committee: Chairperson NCSW, Project Steering Committee members Sofia Noreen (National Project Manager), Ms. Saima Ashraf (Rozan), Mr. Sohail Manzoor (NRSP), Mr. Tahir Waqar (NRSP) and Project Implementing Team including Naveed Anjum Buzdar, Haseena Baluch, Jhama Hirani, Ghulam Mustafa Jamro, Abdul Razzaque Sherani, N.M. Chandio, Gulshan Leghari, Fouzia Khasjehi, Khurram Shahzad, M. Imran Alvi, Muhammad Aamir, Nazma Siraj, Jublee Bano and Hasan Moiz Ansari*

*Layout & Design by: Mansoor Abid*

National Commission on the Status of Women  
House 39, Street 56, Sector F-6/4, Islamabad, Pakistan  
Tel: (92-51-9224875) Fax: (92-51-9224877)

## Table of Contents

Executive Summary	1
Background	3
Implementing Agency Profile	3
Context	3
Aims and Objectives of the Project	5
Development Objectives	6
Specific Objective	6
Activities	7
Expected Results	7
Indicators	7
Challenges	8
Stakeholders Analysis	9
Impact Assessment	10
Methodology	10
Limitations	12
Activities Undertaken	13
Training of Staff	13
Community Outreach	13
Training Manuals	15
IEC Materials	15
Trainings	16
Achievements	18
Sustainability	19
Social and Human Protection Programm	19
Training of Staff	20
Workshops	21
Rajanpur	21
Mirpur Khas	23
Community Meetings	25
Community Responses on the Intervention	25
Cases Referred	27
Media Coverage	28
Recommendations	31
Annexes	33
Annex 1: The Criminal Law (Amendment) Act 2004	34
Annex 2: Confronting Honor Killings ACHR Report	37
Annex 3: Basic Information on Mirpur Khas	39
Annex 4: Basic Information on Rajanpur	43
Annex 5: Questionnaire for Management	45
Annex 6: Questionnaire for Field	46
Annex 7: Checklist/Guidelines for Community interviews	47
References	48

## Acronyms

ASI	Assistant Sub Inspector
ACHR	Asian Centre for Human Rights
EAD	Economic Affairs Division
HRCP	Human Rights Commission of Pakistan
IEC	Information, Education and Communication
NCSW	National Commission on Status of Women
NGO	Non Government Organisation
NRSP	National Rural Support Programme
PP	Police Post
PPC	Pakistan Penal Code
PS	Police Station
SAP	South Asia Partnership
SHO	Station House Officer
SHPP	Social & Human Protection Programme
SMT	Social Mobilization Team
SO	Social Organizer
TOT	Training of Trainers
UC	Union Council
UNIFEM	United Nations Fund for Women
VAW	Violence Against Women
WAF	Women's Action Forum
WAR	War Against Rape

## Executive Summary

An impact assessment study was carried out in September 2010 to assess significant change within the project area of Public-Private Partnership to end "Honour Crimes" in Pakistan Through the implementation of Criminal Law (Amendment) Act 2004 project.

The project was carried out in two districts namely Rajanpur and Mirpur Khas. The implementation partners were National Commission on the Status of Women (NCSW) , National Rural Support Programme and Rozan. NCSW conceived the idea and negotiated the project with donors while at the implementing stage National Rural Support Programme (NRSP) and Rozan joined hands with NCSW in the field activities. Main field work was conducted by NRSP while Rozan provided the technical support. A number of stakeholders participated in the research and through interviews and questionnaires quantitative and qualitative data was collected.

At the first stage a bench mark survey was conducted to assess the existing prevalence rate of honor crimes in the project area. Then the situation analysis of the area was conducted and after that a Training Need Assessment was undertaken to assess the training needs of the stakeholders and community. The results of these reports were analysed and discussed with the stakeholders.

After this exercise an implementation plan was prepared and work started on the preparation of training manuals. Keeping in view the results from the field work it was decided to develop two training manuals instead of one. This was because the knowledge of the community members and professional groups differed to a large extent. As a result two types of manuals were prepared, one for community and the other for professional stakeholders.

Implementation team was also provided training opportunities to build their capacity. Three members attended training on "Tackling Discrimination at workplace" organized by ILO in Turin, Italy. The other staff members including the support staff got an opportunity in Pakistan where 5 day training was held on "Role of NCSW in elimination of Honour Crimes/Violence against Women and Importance of Team Work of NCSW Staff." in Abbotabad. The trainings in the field were planned and executed by NRSP after that. A Training of Trainers (TOT) was held in Islamabad while these participants then went to field and held workshops with communities and other stakeholders. A total number of 229 people were trained including men and women from amongst the stakeholders.

These trainings proved very useful not only for community members but also for other stakeholders. This was a small effort as it covered only two districts but people took it very enthusiastically and now we see great prospects to achieve a lot from this project.

IEC material was also prepared and distributed in the field. More than 9000 copies of IEC material have been distributed in the field. This essentially means that the job has not finished rather it has started.

Community was reached through fortnightly community meetings where the issues of honor crimes were discussed and amendments in law discussed. More than 13000 people have been reached through these meetings. Through Women's rights meetings 6800 women were reached

and the issue of honor crime was discussed. Women shared their experiences and were able to understand that there is a law which supports women victims of honor crimes.

The most significant finding of this impact assessment was the reported increased communication and collaboration between stakeholders as a result of the effectiveness of the community and stakeholders / government officials training program, regional and national interfaces. Most strikingly were the dramatic reports on the changing patterns of behavior and way of thinking by the police and local authorities in dealing with violence against women and the degree to which they collaborated with the volunteer networks and Community organizations.

The implementing partners especially NRSP was chosen by keeping in view their large set up in the field and discussing with them the sustainability of the project. Now they have made the activities of this project a part of their normal activities and the project activities will expand to 56 districts all over Pakistan.

In this way the project has become a great success for NCSW. It is suggested that more communication materials be prepared to support the activities of NRSP in the field and it could be best done by NCSW.

## Background

### Implementing Agency Profile

'National Commission on the Status of Women (NCSW) is a statutory body established under an ordinance in 2000 and having a mandate to review laws and policies to bring in a gender perspective. Advocacy with policy makers for gender sensitive policy recommendations is one of the major tasks assigned to the Commission. National Commission on the status of Women (NCSW) strives to fulfill the promise of a life of dignity and justice to women of Pakistan. Commission's mandate is to address the issues that affect the lives of women adversely by reviewing and analyzing the laws and policies and consequently formulating recommendations through dialogue and research to enable them to hold a position of equity. The discrimination expressed in social issues is to be eliminated for a life of fulfillment.

To end the harmful customary practices Commission has formulated policy recommendations in two important reports i.e. Report on 'Hudood Ordinances 1979' which was the basis for the promulgation of Women Protection Act 2006 and Concept of Justice in Islam: Qisas and Diyat to deal with the 'honor crimes. Criminal Law (Amendment) Act 2004 was based on the major recommendations given in the former report though some major recommendations are still not part of the legislation

Our religion and constitution safeguards women's rights. It is the implementation and practice that ignores the justice what is due. NCSW's basic concern is to create awareness at all levels and in all section of society. The contemporary issues of life demand a sensible understanding. This could be achieved by accepting rather than negating the realities. The Commission endeavors to resolve this conflict of myth and reality. Women rights are not something specific or alien, they are human rights as enshrined in our value system and they are not subjugated as individuals having a right to dignity.

NCSW advocates that the potential of half of the population cannot be left unattended. In order to bring women of Pakistan in the mainstream development it becomes mandatory to revisit policies and laws. The government of Pakistan has established this Commission to realize this end, in order to strengthen the national cause. All efforts of NCSW are consciously directed to achieve this goal and to minimize the roadblocks to justice and equity that refuse the women their natural rights.

This project was started in the wake of these reports by NCSW with support from UN Trust Fund.

### Context

Pakistan is a federal republic and consists of four provinces, Punjab, Sind, Khyber Pukhtunkhwa and Baluchistan. The estimated population was approximately 176 million in 2009. After the elections in 2008 democracy was restored in the country.

---

<sup>1</sup> [http://www.ncsw.gov.pk/more\\_msg.php](http://www.ncsw.gov.pk/more_msg.php)

The democratic government has taken some initiatives to make the human rights situation better but overall human rights situation is poor. Major problems included terrorism, extrajudicial killings, torture, and disappearances. The situation of women's rights has remained the same as the domestic violence, burn cases, acid throwing cases and many other types of violence including Crimes in the name of Honor have been prevalent throughout the country. Corruption is widespread within the government and police forces, and the government made few attempts to combat the problem. Rape, domestic violence, sexual harassment, and abuse against women remained serious problems. Honor crimes and discriminatory legislation affected women badly especially in the underdeveloped areas of Pakistan.

Statistics on 'honor' killings in the country are confusing and imprecise. Pakistan's Interior Ministry records more than 4,100 'honor' killings between 2000 and 2004. Non-governmental groups (NGOs) say there were 600 'honor' killings in 2004 alone. The website of Human Rights Commission of Pakistan shows a marked reduction in cases : 267 in the first 11 months of 2005, compared with 579 during all of 2004. In January 2007 alone, at least 36 women were murdered across Pakistan in the name of honor. In its annual report for 2006, released in February, the Human Rights Commission of Pakistan (HRCP) recorded at least 565 cases of honor killings.

The 2009 report of the Human Rights Commission of Pakistan (HRCP) revealed that there was a sharp surge in violence against women and 1,401 women were murdered during 2009. Out of these, 647 were murdered in the name of "honor", while 757 were killed for other reasons.

According to the report, 928 rape cases were reported last year and 563 women committed suicide, while 253 attempted it. It is also said that 135 women fell victim to burning, while cases of domestic violence, including torture, beating, murder attempts, increased from 137 in 2008 to 205 in 2009.

The other reports present the situation differently. So the actual number could be significantly higher because the reported lenient attitude of the law enforcement agencies towards the murders in registering cases of honor killing and even if registered, FIR is kept so weak to minimize the scope of deriving justice. Sometimes media glorifies the act of murder if reported as an honor crime. In this backdrop there is a need to create support systems (legal & protection to victims) and the possible fear of punishments (for perpetrators). This might help to decry 'honor' killing as a practice by establishing the fact that no one has the right to take any other person's life even in the name of honor.

2Pakistan is a religious society, where most of the times religion is interpreted by Moulvis, who neither have religious knowledge nor exposure to the wider society. They generally have traditional points of view and most of the rural people are affected by their views. In their view religion allows a man to beat his wife, and wife has to obey every command of her husband. They are (most of the times) not willing to discuss these issues in an open forum. Due to the setup of society and prevalent customs as many as 70 percent of women in Pakistan<sup>2</sup> experience domestic violence. This violence can range from beatings, to sexual violence or torture, to broken bones and very serious injury caused by pouring of acid or burning the victim alive.

---

<sup>2</sup> Ansar Burney Trust

Issues relating to violence against women in Pakistan are intimately bound up with the legal system, and more specifically with the Hudood Ordinances, which set out different legal statuses for women and men (Akber, 1992). The other major issue is that of family honor, which is felt to be violated if there is any suspicion that a woman has had sexual intercourse with a man she is not married to. Violated male honor may result in the murder of the offending woman, in some cases, purely on the suspicion of illicit sexual relations (Iqbal, 1990)

There are several women's organisations working on legal issues related to violence against women, and giving support to raped women and women imprisoned under accusations of zina. Women's Action Forum (Khawateen Mahaz-e-Amal), War Against Rape, Simorgh Collective in Lahore, The Centre for Social Science Research in Karachi, Sindhiani Tehrik, The Pakistan Women Lawyers Association, Fatima Memorial Hospital in Lahore, OXFAM, and many small organizations are working on these issues. Due to their efforts the issues related to VAW are highlighted and some action is taken.

### Aims and objectives of the Project

National Commission on Status of Women (NCSW) desired to assess the levels of awareness of the key actors in the district where the prevalence of the 'honor crimes' is considerably high and also to build the capacities of the actors in the field with the help of partners like Rozan and National Rural Support Program (NRSP).

Rozan is Islamabad based advocacy and capacity building organization focused on the gender issue generally and Violence Against Women in particular. National Rural Support Program is one of the leading NGO in Pakistan with a vast network and with a presence even at the village level. Formulation of the proposal was undertaken jointly by three partners i.e. NCSW, Rozan and NRSP as they all agreed on the concept of the intervention. The idea is to undertake a benchmark and capacity assessment to see the prevalence of the crime and perceptions of each key actor especially identify their knowledge gaps so to impart customized training sessions through local trainers. And at the end come up with further policy recommendations to improve the law through consultative process. It was felt that wherever need arises leading organizations working on women issues would also be involved in the due course of the project.

The project activities were undertaken in two provinces i.e. Sind and Punjab. One district was chosen from each province to implement the project. District Rajan Pur was chosen from Punjab province and District Mirpur Khas from Sind Province.

Project proposes to fill the gaps of comprehensions of key actors for implementation of laws related to 'honor killing'. The gaps will be identified through benchmark survey and capacity assessment exercises in two selected districts in two provinces. Based on the analytical reports capacity building exercises and IEC material will be developed and delivered/ disseminated for key actors at local level with the help of other partners. Benefits of gender sensitive changes in the laws could only be translated for citizens in the true sense of the word if police, lawyers, political workers, religious leaders and media understand their obligations better so to protect vulnerable and thereby reduce the vulnerability of these women.

Project also intends to formulate further policy recommendations to eliminate harmful

customary practices through provincial and national consultative processes. Action research will not only generate reliable data but will also involve key actors in different stages of project implementation as well as for policy formulation. New knowledge and participatory methods involving stakeholders at provincial and national level will empower women and weaker sections of the society to bring changes in policy and legislation.

The proposed interventions have been logically designed to ascertain the envisaged results. This whole exercise would help Commission documenting lessons learnt through the consultative, capacity building and advocacy process. The lessons learnt and the systematic documentation would help design comprehensive impact assessment study upon completion of the project. The key learning of the impact assessment process would help in generating the policy recommendations for effective and improved implementation of the law on a larger scale.

This project will not only help in facilitating proper implementation of gender sensitive legislation but will also strengthen the capacity of key local and national players/ institutions to effect and implement national EAW legislation i.e. Criminal Law (Amendment) Act 2004. This intervention will also build the capacity of the religious groups, media and civil society organizations to advocate against gender based violence against women.

This intervention will add knowledge and depth to similar kind of initiatives that have already being undertaken by UN Trust Fund and UNIFEM partners in India, Bhutan, Bangladesh and Nepal in 2006, 2005, 2000 and in 1999. Lessons from those initiatives could be incorporated while some new dimensions will be added by involving religious groups. Training manuals developed by Indian, Bhutani, Bangladeshi and Nepalis will be useful while developing manuals for the key actors in Pakistan. At the same time some new manuals will be developed to upgrade the knowledge of the religious leaders as well as to sensitize them about the gender based violence against women in the name of custom and tradition.

## Development Objectives

An overall development goal of the project will be to Eliminate Violence Against Women in the name of 'Honor' in the selected districts.

Following immediate objectives would contribute to attain the overall objective and the development goal set for the project;

### Specific Objectives:

- Bench Mark survey of identified and selected districts in all provinces to assess the prevalence levels of the violence and perceptions of the communities and other key stakeholders.
- Capacity Assessment of key stakeholders i.e. Police, Lawyers, Political Workers, Local Media, Religious Leaders and Community before devising a capacity building strategy
- Capacity Building Plan to raise awareness among the masses in general and in key stakeholders in particular with regard to the amendment in law
- Impact Assessment of this consistent exercise to assess the change in the behaviors of the key stakeholders in the selected districts

Formulation of further policy recommendation through consultations to improve the implementation potential of the criminal act.

### Activities

- Bench Mark survey of identified and selected districts in all provinces to assess the prevalence levels of the violence and perceptions of the communities and other key stakeholders
- Capacity Assessment of key stakeholders i.e. Police, Lawyers, Political Workers, Local Media, Religious Leaders and Community before devising a capacity building strategy
- Capacity Building Plan to raise awareness among the masses in general and in key stakeholders in particular with regard to the amendment in law
- Impact Assessment of this consistent exercise to assess the change in the behaviors of the key stakeholders in the selected districts

Formulation of further policy recommendation through consultations to improve the implementation potential of the criminal act

### Expected Results

- Reduction in the number of 'honor crimes especially killings' in the selected districts
- Increased use of amended law addressing 'honor killing' in the districts
- Inclusion of this information in the formal training of Police, Lawyers and Religious Leaders
- Provision of free legal aid by local lawyers for victims
- Capacity of police is supported to ensure the implementation of amended law
- Capacity of media is supported to mobilize the public opinion against 'honor crimes'
- Capacity of religious leaders is supported to mobilize masses against harmful customary practices in the name of honor and religion
- Capacity of political workers is supported to ensure the recognition of women's rights as human rights and timely reporting of the crime
- Availability of reliable data
- Development of 2 training modules for Police, Lawyers, Political Workers and Religious Leaders

### Indicators

- Prevalence rate of 'honor crimes/ killings' is reduced by 25 %
- Prevalence rate of registration of cases against perpetrators in 'honor crimes' is increased by 25 %
- Further amendments suggested in the Law are included at the national level
- Gender inequality provisions are highlighted in the training modules of police, lawyers and religious leaders
- Availability of more free legal aid cells at the district level for the victims of 'honor crimes'
- Positive images of women and persons exercising their right of choice is increased
- Substances of the 'khutbas' becomes more gender sensitive and women friendly and condemning the customary practices in the name of 'honor and religion'

- More women are given space in the decision making bodies of the political bodies and more politicians are helping victims in timely reporting of 'honor crimes'
- No. of articles appearing in favour of women /victims
- Quality analysis of gender discriminatory customary practices in newspapers
- Timely development of modules, training guide and IEC material
- Timely conduction of bench mark survey, capacity assessment, training workshops, interfaces and impact assessment

## Challenges

The project itself was a challenge as to date no project has been undertaken for the purpose of ending honor crimes in Pakistan. This project was the first of its type, and as the issue is sensitive and areas where the work was started are also very sensitive, so we must acknowledge the courage of the project staff and implementers in undertaking the activities planned in the project.

On the other hand project faced many challenges not only on implementation level but also at the start. Initially the project was planned for two years but due to the lengthy procedures in fulfilling some basic requirements of the donors the project was delayed and then was converted into a 15 month project.

It was the requirement of UNIFEM that a separate account for the project should be maintained. NCSW has to take permission of Economic Affairs Division (EAD) to open a separate account for the project. Completion of this process and all the formalities took almost seven months. Due to the delays and the high inflation rates in the country stakeholders were forced to take account of the situation and come up with the revised budget and work plan. This again took almost another seven months on the donor's end to finalize and agree on the revision. Consequently, this project which was originally planned for 24 months was reduced to 15 months duration.

Another challenge was loss of funds due to exchange gain and loss rates. The project was signed in year 2007 and first installment of the project was issued after converting it into local currency. Due to the fluctuation in PK Rs rate there was a loss of US \$25,000.00. This loss was detected by the UNIFEM New York by the end of Feb, 2010 when project demanded its due second installment. This information was not shared with the project till mid March and project was implementing its planned activities by mobilizing resources on credit basis from various vendors.

It was conveyed to the project that donor is not responsible or liable to replenishing the funds and the loss has to be borne by the implementing agency. It meant that the NCSW has to revise its work plan to cut the budgeted costs. Commission revised it after bringing all implementing partners on board and submitted the revised work plan and budget to the UNIFEM India in first week of April, 2010. For developing revised agreement and release of funds donor again took almost three more months. The funds were released in the last week of June and the end date of the project was 30th June. Planned activities were not being implemented due to lack of funds. In this backdrop a no cost extension of three months was sought by the project which was granted. Consequently again to cover the management cost for one quarter reallocation of funds would need to be shifted from program to management budget lines.

Due to all the delays in streamlining process the project was also delayed. But the project

manager and implementation team did not change the number of activities which were to be undertaken under this project.

This is a great success of the project team that project has been completed successfully and all the activities have been undertaken according to the revised plan.

## Stakeholders Identification

Taking stock of stakeholders and managing them and their concerns well is crucial to the success of every project. We cannot neglect any of them as they are the ones who impact the project positively or negatively. A stakeholder is anybody who is affected by the project. They can be internal or external and they can be at senior or junior levels. Stakeholder identification in this case was done through the use of expert knowledge, literature review and brainstorming.

This is the kind of project which affects all the society in general and the women in particular. So the stakeholders were identified through a logical chain of question. The questions were:

1. *Who is the victim?*
2. *Who is affected by this crime directly?*
3. *What is needed when the crime is committed?*
4. *Who will handle the case?*
5. *Who will be the parties to the case?*
6. *What kind of support will be needed?*
7. *Who will be involved in the support system?*
8. *What is the role of society in this crime?*

By asking these and similar type of questions the following stakeholders were identified:

1. *Women*
2. *Public in general*
3. *Law enforcing agencies*
4. *Justice providing agencies*
5. *Media*
6. *Local Politicians*
7. *Civil Society organisations*
8. *Government agencies at different levels*
9. *Doctors, Psychologist*
10. *Religious Leaders*
11. *Parliamentarians*

All these stakeholders were then brought on one platform to discuss the issue and impart knowledge related to the issues to enhance their capacities. In this case the trainings provided the platform for discussion and sharing experiences.

These trainings proved very useful for the stakeholders as most people who attended the training were not aware of all the aspects of honor killings/crimes. These trainings proved to be the eye opener for the stakeholders.

## Impact Assessment

An impact assessment study is undertaken to determine the significant or lasting impacts on a community resulting from interventions such as this project. This particular study takes the view that impacts, both positive and negative, are important for the design of future projects and to further understand the reasoning behind the change which could be brought through this kind of projects. This requires an examination of a wide number of indicators at all levels and such a broad examination allows for an exploration of both intended and unintended impacts which may or may not be attributable to the project activities. Where direct impacts are difficult to determine, change in the community in general is considered. The areas in which impacts are assessed are mostly change in attitudes, social interactions, and advocacy efforts.

## Methodology

This study draws on interviews and open ended questionnaires to determine significant change by asking specific questions relating to before and after situations. Indicators used to determine change are in the form of attitudinal change, awareness and outreach, referral of cases etc. While the majority of this impact assessment relies on qualitative data from the project participants and beneficiaries, quantitative data is also used to reinforce qualitative data findings. The methodology for this assessment entails recording community views on their perceived significant impacts resulting from this project.

A ten percent sample of the people trained was selected for data collection which comes to about 24 people. Details of the trained are as under:

<i>Districts</i>	<i>Women</i>	<i>Men</i>	<i>Total</i>
<i>Rajan Pur</i>	<i>48</i>	<i>51</i>	<i>99</i>
<i>Mir Pur Khas</i>	<i>50</i>	<i>65</i>	<i>115</i>
<i>Districts</i>	<i>98</i>	<i>112</i>	<i>214</i>

These 24 people including 3 from the management team were interviewed as per tool.

Breakdown of the people interviewed is as under:

<i>Interviewees</i>	<i>Project Area</i>	<i>Number</i>
<i>Management Team</i>	<i>Islamabad (one each from NCSW, Rozan, NRSP)</i>	<i>3</i>
<i>TOT Participants</i>	<i>Rajan Pur</i>	<i>2 (1m, 1f)</i>
<i>TOT Participants</i>	<i>Mirpur Khas</i>	<i>2 (1m, 1f)</i>
<i>Training Participants</i>	<i>Rajan Pur</i>	<i>8 (4m, 4f)</i>
<i>Training Participants</i>	<i>Mirpur Khas</i>	<i>9 (4m, 5f)</i>

*Hint: f stands for females & m stands for males*

It is added further that 4 people interviewed from TOT participants were staff members of NRSP, while in Rajanpur and Mirpur Khas researcher was able to interview 1 police officer, 1 lawyer, 2 civil society members (women), 1 teacher, 1 media person (local newspaper reporter), 1 local political leader, 1 religious leader. In Mirpur Khas 1 interview was conducted with a woman who represented a darulaman.

Interviews with the 35 community members were also conducted. Among these 15 were conducted in Mirpur Khas (8f, 7m) and 20 were conducted in Rajanpur (10m, 10f). All these people were who had attended the community meetings or were the representatives of their communities. A checklist/guideline was prepared to interview the community members (Attached as Annex) Random sampling was done but we could not follow the plan due to the devastating floods in the project area. The main reasons are as under:

- Due to the floods most people were not available, either they moved to other areas, or had lost their telephonic contacts as while running from the houses they were unable to take their phones or chargers with them, and had no money to buy the new ones;
- Tens of people when contacted on phone for interviews were so busy in relief activities that they could not get time even for telephonic interviews



Given the situation with the community members no focus groups were held rather the interviews were done on the availability basis. The impact assessment was done through interviews with implementers, trainers, trainees, people who attending meetings and workshops and community members.

Following qualitative methods were used to ascertain the quality of data.

**Triangulation:** Triangulation between information from three or more sources or types of information (including from secondary data) is an important part of the research process, allowing for information from one tool to be confirmed or refuted by, or probed further with, other tools. In this case the interviews with field staff, implementers and community members and research reports of the project are the triangulation tools. The visits to the field would have been very beneficial but due to the drastic floods in the project areas it is not possible to interview the local people as most communities have been displaced.

**Reflexive comparison:** This is a form of 'with/without' comparison in which respondents are asked direct questions about what kinds of impacts the intervention has brought about. It relies on the ability of the respondent to imagine (or think back to) a 'without project' scenario. This

was the approach taken by the researcher by asking questions on "Most Significant Change" which mostly generated qualitative data or field stories. The disadvantage of such methods is that they are considered subjective and anecdotal by critics and are often confined to use with 'affected' populations. However, direct questions about how people perceived impacts were also incorporated into the interviews and open ended questionnaires.

Questionnaires also form part of this impact assessment. There are two types: one for the field trainers (Attached as Annex) which is aimed at participants and/or beneficiaries of the project and one for implementers and the participants of trainings (attached as Annex) of the project. A checklist/guide line was prepared for the community interviews (attached as annex). The community checklist attempts to establish what the community sees as the most significant change in their lives as a result of this project as well as future impacts.

### **Limitations**

The year 2010 has faced Pakistan's worst flooding in 80 years. In a televised address on August 14, Prime Minister Yousuf Raza Gilani said that 20 million people, about one-ninth of the population, had been displaced by the disaster. Millions were left without food, shelter and clean water. Flooding began on July 22 in the province of Baluchistan due to the excessive rains in the hilly areas. The waters then poured across the Khyber-Pakhtunkhwa Province in the northwest before flowing south into Punjab and Sindh. The situation became worst when these water broke the bunds and rushed into the houses and fields. Rajanpur and Mirpur Khas were among the affected areas. The people were displaced, or rescued to safer places. Most people have still not been able to return to their houses. Many people have lost their houses and have no where to go to.

Due to this devastating flood situation researcher was unable to hold focuss groups with the community as most people were displaced. We could not get access into the field due to the non availability of transport facilities and flooding of waters.

Even then we tried to reach quite a number of beneficiaries in the field through telephone and through the help of NRSP staff.

The other limitation was the time availability. We had to complete this work in a certain time so no detailed survey was undertaken. We recommend that at a latter stage detailed survey be conducted to ascertain the benefits of the project in more detail.

## Activities undertaken

### Training of Staff

Trained staff is always an asset for implementation of a project. Keeping in view the benefits of trained staff two kinds of trainings for the project staff were included in the project activities.

An International "Training on Tackling Discrimination at Work Place" in Turin, Italy was attended by three people from the management team. It was made possible with the help of scholarships to pay tuition fee, boarding and lodging. Credit goes to the skill of successful negotiation on the part of management of the project.

This training helped the team to gain theoretical knowledge on the issues related to discrimination at the workplace.

Support staff and management team was trained in a workshop held in Abbotabad on "Role of NCSW in elimination of Honour Crimes/Violence against Women and Importance of Team Work of NCSW Staff.". All the support staff and management team attended this workshop. This was the first opportunity for support staff where they could interact freely with each other and could understand the problems of their fellow staff members.

### Community Outreach

Two exercises were conducted to reach and involve the community in the project directly. These two exercises included the community at large and helped the project in identifying information gaps and understanding of the community on the related issues. Situation analysis exercise helped understand the existing situation in the project areas and also created a general understanding about the attitudes of people at large. It also helped in providing an outline for the training manuals. Main findings of this exercise are as under:<sup>3</sup>

- People attribute "honor" crimes to religious customs and 'traditions' and assume that they are not criminal acts. Even if an "honor" crime is acknowledged as a punishable crime, the assumption is that the perpetrator will go unpunished, because society sanctions the act. This is in part because of the mistaken but socially sanctioned idea that Islam condones and even requires this response.
- Honor crimes are part of the pervasive 'culture' of violence against women and the resultant 'requirement' that violence should not be made public. This culture of violence can be attributed in part to illiteracy, extreme poverty, a feudal socio-economic system and a lack of awareness of women's human and civil rights. However, violence is not limited to the poor underclass. There is a widespread assumption that violence against women is acceptable: that it is in fact not a form of violence and that it is easy to avoid being held to account for it.
- The culture of violence against women arises from women's vulnerability resulting from

<sup>3</sup> *Situation Analysis Report, district Rajan Pur and Mirpur Khas, Public Private partnership-End Honor Crimes*

their exclusion from decision making in their families; this social deprivation results from the perception that women make no financial contribution to their households' incomes. The poor as a class also suffer from a lack of control over their own lives, especially in areas where feudal traditions still prevail.

- Weak legal and judicial responses usually ensure that perpetrators are not punished. Offences against women are usually not reported: less than 2% of cases in Mir Pur Khas were reported to the police. Women do not report violence because their families will be shamed; they fear additional violence and they know that there is little chance of receiving justice. Most "honor crimes" are not reported. Most victims' families prefer to remain silent or go to customary jirga or panchayat for help.
- Respondents were reluctant to share their knowledge of violence or honor killing with the NRSP study team. Some respondents were under the impression that reporting would only increase the trouble for the victim and her family. Community estimates show that more a hundred cases occur annually which are never reported to the authorities or brought to attention of the media.

Although journalists have played an increasingly significant role in publicizing social issues such as violence against women and 'honor crimes', some journalists sensationalise the stories and defame families on the basis of rumour.

Multiple forms of physical violence occur as a result of allegations stemming from family disputes, both personal and economic. Women face many kinds of gross physical and mental violence and abuse at the hands of the male perpetrators, family members and other influential figures. Ritual honor killings, custodial abuse and torture are the areas to be explored, addressed and take it way out.

Despite different stories and circumstances leading up to such violent acts the need to control the body and behavior of women remains a central concern. The reason is that the primary constructs of this society remain embedded in patriarchy. In both of the Districts where the study was conducted, rural women are considered a commodity and therefore owned and controlled by the men and boys of her family. Her worth is defined solely by her conduct and her position in the family.

The second exercise conducted with the community at large was training need assessment. This was important not only for planning future interventions but also the detailed analysis is the only way to plan the trainings. This exercise helped plan the training manual, make a training plan, and then conduct the trainings. It also provided an opportunity to interact with the community at large which otherwise would not have been possible. On the other hand these exercises prepared the communities to talk on these issues and demand for further understanding of the issues. The following were the major findings of this exercise:<sup>4</sup>

- Detail training for the stakeholders to be organized according to their level of understanding and profession.
- Separate training for the community participants should be organized based on their

<sup>4</sup> *Training Need Assessment, Public, Private Partnership – End Honour Crimes, Funded by UNIFEM and NCSW*

- understanding level and perception
- For police, lawyers, media and civil society joint training sessions should be organized with the resource persons having expertise on state laws, and be adept in bringing change in attitudinal and behavior.
- Overall 78% respondents required orientation about criminal law amendment act 2004 and government policies on women protection
- Almost 90% respondents required training on basic human rights and women rights
- Almost 89% respondents required to know their role regarding ending honor crimes

## Training Manuals

The NRSP developed the training Manuals to impart the planned trainings in the project. It defines the training criteria for the program and furnishes complete guidelines for all Training providers and Managers involved in the project.

This training is a complex programme due to the sensitivity of the topic and project area. The goal of the trainings is to improve the project's overall effectiveness and efficiency.

The training manual is designed for use in training and further training courses for professionals working on honor killings. Special importance was given to training and consciousness-raising of professionals dealing with the victims of honor crime like police, lawyers, media people. Confidence and professionalism in handling appeals for help and the provision of fast and efficient support can alleviate the hardships and in some case avoid further violence (tertiary prevention).

It explains the law, and what are different clauses of law and how they could be used for the benefit of the affectees of honor crimes. It also highlights the duties of different stakeholders whether they are from law enforcement agencies or other related organization. It also explain the steps to be taken by the victims and how law could help these victims.

These manuals were developed separately for community and for law enforcing agencies. It was considered that the needs of the community differ from that of professionals, so the two manuals were developed instead of one.

These training manuals were then used in TOTs and other trainings held in the field for community and for professionals. According to the participants of these trainings, the manuals proved very helpful and useful and they intend to keep them handy for use in their professional and personal life.

## IEC Material

Information, education and communication (IEC) is a bundle of strategies, approaches and methods that enable individuals, families, groups, organisations and communities to play active roles in spreading the message. IEC materials provide a process of learning that empower people to make decisions, modify behaviours and change social conditions.

IEC material distribution needs activities which not only have an appropriate context in which they are shaped, but it is crucial that [people who are dealing with such material are

knowledgeable and could handle the situations, which may occur in the field. It is essential that the people who are using the material have knowledge about the influence of underlying social, cultural, economic and other conditions, so that they are not misunderstood. Behaviours are usually affected by many factors including the most urgent needs of the target population and the risks people perceive in continuing their current behaviours or in changing to different behaviours. So the field workers have to be conscious, able to act according to the situation and have full support of the organization for which they are working.

When working on the project and reaching out people with the IEC materials prepared for "End Honor Crime" project, all the above conditions were fulfilled by the management. The field workers had full support of the organization, they were aware of the culture, customs and needs of the people and as people also had good networking relationship with them so they responded them well. The message was given verbally and then was supported by provision of IEC material.

This was a very useful exercise and more than 9000 copies of this material have been distributed in the field in different meetings and workshops.

## Trainings

Training plan was prepared and trainings were held at two levels. A training of trainers (TOT) was held in Islamabad and then these trained people went back in the field and held trainings for community, and other stakeholders. These trainings were focused and based on the Training Manuals prepared in this project. These training manuals were used and shared with the trainees. These trainings were held in Rajan Pur district in Punjab and Mir Pur Khas district in Sindh. Trainings were held separately for community members and other educated stakeholders to keep the level of understanding stable. It was also important so that uneducated people should not feel left out.

These trainings were not ordinary trainings due to the following reasons:

- Topic was very sensitive and could be considered a challenge by the landlords or the area;
- People of Rajan Pur and Mirpur Khas are living in tribal environment for ages and it was a new for them to talk on these issues which they have never been able to analyse before;
- The honor attached with women is an old and primitive viewpoint and people attach it with religion rather than customs
- Women themselves have got used to the idea of submissiveness and they hardly dare to challenge the customs prevalent in the area;

Two types of training activities were conducted under this project as mentioned below;

- Training for community members ; which includes community members, religious leaders, local school teachers, opinion makers, councilors and women.
- Training for public and private officials; which includes police officials, doctors, advocates, civil society representatives, district administration, teachers of local colleges and media officials

Men and women both were encouraged to attend the trainings and the gender distribution of participants is as under:

The effort was made to attract the people from all sectors of life and due to these efforts people from different walks of life attended the workshops. Stakeholders percentage is shown in the following graph.

<i>Districts</i>	<i>Women</i>	<i>Men</i>	<i>Total</i>
<i>Rajan Pur</i>	<i>48</i>	<i>51</i>	<i>99</i>
<i>Mir Pur Khas</i>	<i>50</i>	<i>65</i>	<i>115</i>
<i>Districts</i>	<i>98</i>	<i>112</i>	<i>214</i>

## Achievements

Achievements are measured against the indicators one sets for monitoring and evaluation of the project. This is a unique project, and many of the indicators set could not be measured through this impact assessment. The details are as under:

<i>Indicators</i>	<i>Status</i>
<ul style="list-style-type: none"> <li>• Prevalence rate of 'honor crimes/ killings' is reduced by 25 %</li> <li>• Prevalence rate of registration of cases against perpetrators in 'honor crimes' is increased by 25 %</li> </ul>	Not measured at this stage Could not be assessed
<ul style="list-style-type: none"> <li>• Further amendments suggested in the Law are included at the national level</li> </ul>	In the process
<ul style="list-style-type: none"> <li>• Gender inequality provisions are highlighted in the training modules of police, lawyers and religious leaders</li> </ul>	Done successfully
<ul style="list-style-type: none"> <li>• Availability of more free legal aid cells at the district level for the victims of 'honor crimes'</li> </ul>	Not measured due to floods crisis
<ul style="list-style-type: none"> <li>• Positive images of women and persons exercising their right of choice is increased</li> </ul>	Unachievable in short span of the project
<ul style="list-style-type: none"> <li>• Substances of the 'khutbas' becomes more gender sensitive and women friendly and condemning the customary practices in the name of 'honor and religion'</li> </ul>	Measured while interviewing the religious leaders
<ul style="list-style-type: none"> <li>• More women are given space in the decision making bodies of the political bodies and more politicians are helping victims in timely reporting of 'honor crimes'</li> </ul>	Measured while talking to the political leaders of the area
<ul style="list-style-type: none"> <li>• No. of articles appearing in favour of women /victims</li> </ul>	Media coverage has been very low
<ul style="list-style-type: none"> <li>• Quality analysis of gender discriminatory customary practices in newspapers</li> </ul>	No case has been found
<ul style="list-style-type: none"> <li>• Timely development of modules, training guide and IEC material</li> </ul>	Done successfully
<ul style="list-style-type: none"> <li>• Timely conduction of bench mark survey, capacity assessment, training workshops, interfaces and impact assessment</li> </ul>	Done successfully

These indicators which have not been measured need a detailed survey, for which time and resources will be required separately. These indicators should not have been the part of the indicators for this specific project.

Social change is a long term process and we cannot achieve this kind of change which is needed

to eliminate the "honor crimes". High level interventions are required to achieve these indicators.

I would say that this project has been able to achieve more than what was required of the project. The achievements are given below:

### **Sustainability**

The biggest achievement of this project is that by selection of working partners NCSW has been able to make the project sustainable. Even if there is no funding available with NCSW, the work will continue in the two districts which have been chosen for the activities. NRSP has their own programme in these districts and they are in constant contact with the community for their own work. At the same time they are working on women's rights in these area and they could include these issues in their discussion when holding meetings on women's rights.

Selection of the districts and partners in the project was done by keeping in view the sustainability of the project, access to the project area and outreach to the communities.

Generally, sustainability of a project is not considered at the start of a project but the positive point of this project is that the issue of sustainability was considered at an early stage in implementation of the project. The implementation plan was well thought out in the beginning and NRSP was asked to join hands in the implementation of project as it has a programme running in the districts chosen for the implementation of the project. This positive point made the access to the area easy and interaction with the communities was possible from the first visit.

Not only the access to the area was needed but it was also needed that there should be an organization with deeper roots in the community and community should have faith in that organisation's work. All these elements were available in this partnership through NRSPs work in these districts. So it was a wise choice to make NRSP an implementation partner.

### **Social and Human Protection Programme**

After NRSP agreed to work on this project they were so much inspired that they started a whole new section to continue this project. This programme was named as "Social and Human Protection Programme". This programme is to enhance the capacity of poor and vulnerable persons to manage economic and social risks, such as unemployment, exclusion, sickness, disability, violence and old age.

Policy interventions can improve well-being of the poor by, among other things, lessening the impact of shocks causing sharp reductions in their income or consumption. Social protection and provision can also enhance the productive capabilities of poor men and women, reducing poverty and inequality and stimulating pro-poor growth.

NRSP plans to spread the activities of this programme to all the districts where they are already working. NRSP has included in its mandate to continue their work on "End Honor Crime" project through this programme as they think that violence whether against men or women is the biggest source of misery. They are going to expand their work to all 56 districts where their regular programmes are running and this work will be included in their regular activities.

This will not only help sustain the efforts undertaken under the "End Honor Crime" project but also counts as a big success of the project. The sustainability of the work has been ensured through this programme whether NCSW has funds to continue work or not.

NCSW will continue to support the work of NRSP through the provision of technical support and providing information and printed material on violence against women and other related laws. NCSW plans to enhance and support NRSP work by providing information on existing and future laws about women, so that they are able to further their work through the introduction of these materials in their programme activities.

It will help NCSW in reaching its goal of policy improvements and updating the knowledge of existing situation through NRSP's regular reports and situation updates in the field. This also reflects on the positive role NCSW is playing for the betterment of women.

### **Training of Staff**

An International "Training on Tackling Discrimination at Work Place" in Turin, Italy was attended by three people from the management team.

This training helped the team to gain theoretical knowledge on the issues related to discrimination at the workplace. During the training a session was held on the international conventions. All the conventions which government of Pakistan has signed were discussed in detail.

Team also realized the meaning of collective bargaining and principle of freedom of Association. A sound legal basis is required on global level to enforce the principle of collective bargaining and freedom of association. It was realized that workers, employers and government institutions will have to work collectively to end all forms of discrimination.

Mr. Sohail Manzoor who participated in the training held at ILO ITC Turin center. He as senior member of NRSP Management team and Program Manger NRSP Social and Human Protection Programme, took the following steps to enhance the impact of training:

- Designed and conducted a workshop with the NRSP Staff on "Tackling discriminations at workplace"
- Reviewed some of the projects and made appropriate changes in the design in the light of women protection issue and "Tackling discriminations at workplace"
- Nominated focal person at all project districts (Family Support Project in five urban districts of Punjab) for women protection and development
- Incorporated guidelines in the staff recruitment policy which will ensure staff recruitment without any discrimination.
- Working on the policy formation for the NGOs sector regarding "Tackling discriminations at workplace"
- Working on the design of situation analysis in public and private sector regarding discriminations at workplace.

NCSW also held meeting of staff and shared the outcomes and learning with the staff.

Support staff and management team was trained in a workshop held in Abbotabad on "Role of

NCSW in elimination of Honour Crimes/Violence against Women and Importance of Team Work of NCSW Staff.”. With the efforts of Project Manager it was made possible that all the support staff and management team should attend this workshop.

It is important to note here that support staff at NCSW has never attended any training workshop so far and this was the first opportunity where they were able to interact with one another on professional as well as personal level. It also provided them the opportunity to understand problems at workplace, and reasons behind them.

The staff members were very happy with the team building part of the training and they were enthusiastic about the learning and using this learning in their daily work and routine life at home. One of the participants pointed out that he has been able to solve a serious problem of his life but he does not want to share it with other people.

The gender sensitization part of the training created doubts in the minds of the support staff and they were agitated on the issue of gender. They were of the view that talking about the issue of women and violence in open is against Islamic values.

The good thing about this is that at least they have the opportunity to think on gender issues.

## Workshops

Training workshops at different levels were held to impart knowledge to people and provide them a platform for sharing information and experiences. A TOT was held in Islamabad for 15 people and then these master trainers were given the task to hold workshops in the field.

Six workshops were held in each district. People from all walks of life participated in the trainings. Special trainings were held for the community members.

These trainings were not ordinary trainings. They worked as an eye opener for the community members as well as other participants.

## Rajanpur

The people who got trainings shared their view with the researcher which was inspiring. Many people thought that these trainings have changed their personal lives. Many shared the information with other people which helped spreading around the word, and in turn changing the views of other people. Some people told that they did not have any knowledge about the laws which were discussed in the training sessions.

Many stories were told how these trainings have changed the attitude, how they have impact on the household, and how people changed their attitude towards honor killings/crimes.

We share some of the stories with the readers of this report.

*I did not have any knowledge about these laws before attending the training. He said he had heard about the honor crimes and even killings but had never thought it as a crime, rather he thought "these are the family disputes and should not be reported in the newspapers, as they dishonor the family".*

*But now after this training I know and can feel about the callousness of the customs, and greediness of people who commit such heinous crimes for property, or for destroying the reputation of victims and their families. Now I can understand the reasons behind these crimes and am able to analyze the situation in a better manner.*

*Then he also explained how he had handled a case in Taunsa and how he guided the people involved and saved the lives of many people.*

*He thinks that every sane person should work against these crimes to help women of these underdeveloped areas to come out of this aggression of the society.*

This story was very inspiring and showed how the knowledge can change peoples lives and thinking patterns.

Another person who is in police and lives a happy life with four kids and wife tells another story in a very passionate manner. He attended the meeting in Rajanpur district, and kept thinking on the issues and problems discussed in the meeting for four days. He was unable to digest all the information provided and did some research on the issues himself. He talked to people at his workplace and to his neighbours in mohalla. He did not know that by doing this he was spreading the word around. So after doing discussions with many people he got the clarity in his thoughts and decided to read something by himself and search the truth. He came to know that most cases of honor crime are actually the cases of disputes on property. He thinks that all this awareness has changed something inside him. His story is given below:

*I wonder whether I was blind or something. Before this day I never thought about my 6 years oldr daughter who always came to me and looked at me, and stayed by my side for sometime. I never could understand why she is doing this, rather I never noticed her presence while I was at home.*

*After this training I have changed somehow and noticed her love first time in six years. I noticed that she wants to be talked to, loved to and hugged as well. I now talk to her about her games, try to play with her, try to make her understand by my actions that she is valuable for me and I love her. She is very satisfied and happy now.*

One of the TOT participants told the researcher " I am ready to do anything and everthing for the cause". This in itself is a very big statement, which means a lot, when seen in our social context.

Another participant accepts that she was not aware of this heinous crime and its context. She was able to gain a considerable knowledge on the legal side of honor crimes. She never knew that such a law existed in Pakistan. She says she is able to talk to the community in more convincing manner as now there is a legal support. She is working directly with women in Rajan Pur and she says that this training has given me confidence and now I am able to talk more confidently with the elders of the area. Women of the area now have more confidence in her. She says that the

manuals are very useful tool and she always consults the manuals before giving out any information on the issue. She has reached out more than 6800 women after she has got the training and she is satisfied with her work and wants to carry on with the work.

A lawyer and a doctor said they were educated through the workshop and from now on whenever they get involved in this type of a case they will take all the precautions and will support the victim. They said that there is need to set up a support system for these victims, which only government can provide as this will need a lot of resources.

All the interviewees were of the view that attitudinal changes cannot be brought in one day and this work needs consistent efforts at the government and nongovernmental level. The change could be achieved but to maintain the momentum we will have to work hard and consistently.

Interviewees were also of the view that law implementing agencies should be focused and something should be done about the prevailing corruption in police stations and at the judicial level. Most people said that if we will take some initiative in this regard then they will support us, and help us achieve our goals.

## Mirpur Khas

Interviews were also conducted in Mirpur Khas district to ascertain the impact of "End Honor Crime" project. One of the participants of TOT told that in Mirpur Khas the prevalence rate of honor crimes is not high rather the domestic violence cases are regularly reported. She was of the view that it is very important to ensure that everyone involved understands that violence and "honor killing" are criminal acts. The people generally do not think that domestic violence is something serious and they think that it is the domestic problem of husband and wife. So we should make sure that women get out of this trap as if they are not peaceful and secure in their own houses where will they find the solace and how will they be able to make their children a good citizen. She said that state must ensure that perpetrators are punished to the full extent of the law. Law enforcement agencies must be equipped to effectively understand and handle "honor crimes" and victims of domestic violence. Behavioral change on the part of the police, lawyers, judicial department and others concerned is of utmost importance to encourage victims and their families to seek justice.

She said that the TOT has greatly enhanced her knowledge on the legal and psychological issues of the victim. She also benefited on the victims rights and said that she is happy that she got the opportunity to work on such a useful project.

She also conducted trainings in Mirpur Khas and reported that male participants were reluctant to discuss the issue of honor crime on the first day of the training but when the legal side of the issue was debated and they came to know that now the victims are legally protected they started participating and then gave their own views as well. They also shared the stories of the victims of violence with the participants.

She insisted that there is a dire need to address this issue by adopting several measures. During and after the abuse, the victim faces and great deal of mental depression and needs both psych-social support and time to recover. During this time of healing the community and family

behavior matters most. So the word should be spread to the grass roots and common people should also have access to the information provided.

It also came to the knowledge of the researcher that some journalists, and most social and religious activists, NGOs and others have been condemning such incidents and are working to reduce the incidence of these crimes. These efforts should be strengthened and supported to the fullest extent possible.

The interviews were conducted with doctors, lawyers, news reporters and policemen. All of them said that they greatly benefited from the workshops and recommended that such activities should be carried out on large scale so that many more people could get information on legal, psychological issue and could help the victims.

The lawyer specially said that he was unaware of this law and when he came to know that such a law exists he was surprised. After the workshop he phoned his colleagues and asked them whether such a law exists and whether they know about the law. All of them (he says 5) did not know about the existence of this amendment act. He states the story in these words:

*I was unable to sleep the whole night. I was wondering that I have been practicing law for 14 years and do not know about all the laws, at least I should know the names of the laws. He kept thinking what should he do to keep his knowledge updated and then he decided to at least scan the newspaper daily so that no such news escapes his eye.*

This is only the professional side of the story. At the personal level he has decided many more things, which are as under:

*I will respect women and will start learning about their rights as well. Will deal more politely with the victims of violence/honor crime, and will show them more respect. Will try not to hurt their feelings.*

These stories and changes in the attitude are welcoming and should be given more importance than just the success of the project.

One of the community persons I interviewed was very enthusiastic about spreading the information to more and more people. He said,

*I daily sit in the baithak of our mohalla and talk to people on this topic and tell them that now a law to protect the victims of honor crime exists and people will be punished if they keep on doing such type of crimes.*

This is a very bold step on his part. He also said that he came to know about this first time in his life that victim should be respected as he/she has suffered and should not be considered a bad woman/man. He said that from now on he will not make jokes on these victims and will support them.

All this shows that if a small intervention like this could bring a change in people then nothing is impossible.

## Community Meetings

Participation is the essential condition for development to happen. Development initiatives will not have much impact without the effective participation of the communities. NRSP works with rural communities and helps them strategize for their own development. After the workshops were held in the project areas, work did not stop there. NRSP staff committed themselves to further the cause and keep spreading the message in their work areas.

In the regular activities of NRSP fortnightly meetings are held with the communities where generally 40-50 people of the community groups are present to discuss their problems and find solutions for them. These community meetings were used not only to distribute the IEC material of the project but also to generate discussion on the honor crimes. Once the discussion started all the people started taking part in the discussion. They presented their views on the issue and got responses from the NRSP staff.

It was reported during the interviews that more than 300 meetings are held in Mirpur Khas and Rajanpur. Now the calculations show that 13500 community members participated in the meetings and most of them which were educated received the IEC material produced to spread the word.

It was also reported that most people who attend the meeting are illiterate, even then if they have heard the message they will be able to absorb some of it, and we hope that consistent efforts of NRSP will enable them to understand the issue and related problems, and with the passage of time they will be strengthened. They will be able to communicate the same with other members of community.

In Rajanpur meetings on women's rights have also been used to raise awareness on this issue. The message has reached to about 6800 women through these meetings.

Participatory development communication is about involving communities in development projects and development research. It is a tool, not a recipe. Communication is essential, but by itself, it is insufficient if the material, human and financial resources needed to carry out the development initiative itself, do not accompany it. Likewise, those resources are insufficient if there is no communication to facilitate community participation and appropriation of their own development.

The need of the time is to generate as much awareness as is possible and root much more resources to this issue through development of IEC materials, documentaries, street plays, radio programmes etc.

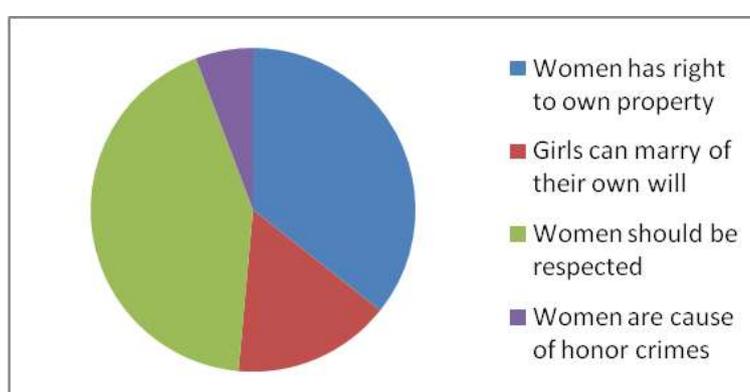
## Community Responses on the Intervention

Community responses on the impact of the intervention were also taken with the help of guidelines/checklist (attached as annex) prepared by the researcher. The responses were analyzed and tabulated. The community responses show that there has been a very positive impact of the project and the knowledge of the community members has increased on the issues of women's rights in general and most some people accepted that they did not know that a girl has right to

express her liking on her marriage arrangements. Most people were of the view that a girl should not speak in the matters of her marriage because this is not honorable.

**Table 1. Knowledge on Women's Rights**

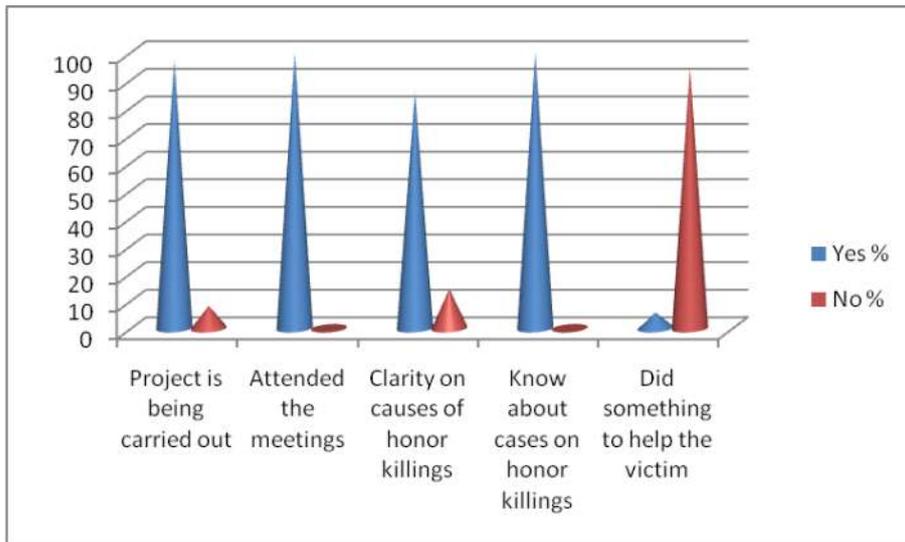
<i>Women's Rights</i>	<i>Yes</i>	<i>No</i>	<i>Yes%</i>	<i>No%</i>
<i>Women has right to own property</i>	25	10	71.43	28.57
<i>Girls can marry of their own will</i>	11	24	31.43	68.57
<i>Women should be respected</i>	30	5	85.71	14.29
<i>Women are cause of honor crimes</i>	4	31	11.43	88.57



Most people knew that the project on honor crimes is being undertaken by NCSW and NRSP. It was said by most interviewees that they did not know about NCSW and its role before the start of the project but now they are aware of such an agency and to some extent about the work they are doing. People agreed that they were unaware about the honor crimes, the reasons behind them, and how they can affect the lives of so many living in the area, but after attending the meetings and being a part of the project (by giving answers to the questions) we know that honor killing is a crime and it is not the issue of a household. All of them were of the opinion that this kind of projects should be undertaken more often and political leaders and media should be involved in the future projects to get better results.

**Table 2 Knowledge on the Project**

<i>Knowledge about the Project</i>	<i>Yes%</i>	<i>No%</i>
<i>Project is being carried out</i>	97.14	8.16
<i>Attended the meetings</i>	100	0.00
<i>Clarity on causes of honor killings</i>	85.71	14.29
<i>Know about cases on honor killings</i>	100	0.00
<i>Did something to help the victim</i>	5.71	94.29



All of the respondents said that there is violence in the area but this violence is not only with women. Parents are beating their children on very small wrong doings, males members are being beaten by the land owners, and most women are beaten by the husbands. They were of the view that beating children is very important for their well being in the future. When asked why husbands beat women all of them said that only those husbands beat their wives whose wives are bad and they deserve it. In their view only the killings should be stopped as they think that beating is good for well being of the families. This was very shocking information so it is suggested that there should be some laws preventing the parents from beating their children, and husbands beating their wives.

It seems from the overall responses of the community that they have knowledge about the honor killings and they now have got clarity over the reasons behind these killings. Most people said “they cannot help victims as they will have to face the consequences. Only government could handle the situation, as we have to live in the area and we are afraid of the land lords of the area.”

The resultant is that of course this project has contributed a lot in providing knowledge and information to the people of the area but the strict implementation of law is needed to protect women.

### Cases Referred

Two members of NRSP team reported that they have directly dealt with four cases of honor crimes. As there is no support system with NRSP or with NCSW so they used their own networking with lawyers and police and provided them with information as well as with reference of the related persons.

This is a big achievement and shows the commitment of people who attended and departed these trainings.

## Media Coverage

Media coverage of the project has been low, so it means that we have to involve the media more to further our cause. Honor crimes are also not reported generally because people think that they will lose their honor if the case will be known by people.

There is a strong need to give more trainings to media people so that they could report the cases in a better way to support the victims. Some news reports are given here.

Wednesday, September 01, 2010

### LETTERS:

Post letters to Letters to the Editor, The Daily Times, 41-N, Industrial Area, Gulberg II, Lahore, Pakistan Phone: 92-42-5878614-19; Fax: 92-42-5878620 [E-mail: letters@dailytimes.com.pk](mailto:letters@dailytimes.com.pk)  
[E-mail: letters.dt6@gmail.com](mailto:letters.dt6@gmail.com). Letters may be edited for length and clarity

#### Another form of barbarianism

Sir: Every day we read or hear about domestic violence but seldom have we heard of the culprits being punished for their abusive behaviour. Pakistan is still a male-dominated society where women are treated like non-entities. Violence against women takes a dismaying variety of forms, from domestic abuse and rape to child marriages and honor killings. All are violations of the most fundamental human rights.

Ours is a patriarchal system where 'customs' and 'rules' are based on male chauvinism and there is a complete disregard for humanitarianism. Breaking the cycle of abuse will require concerted collaboration and action between governmental and non-governmental actors, including educators, healthcare authorities, legislators, the judiciary and the media. A system based on equality and cooperation would lay the foundations for eliminating all forms of exploitation and oppression.

SEHAR SAJJAD

*Via e-mail*

#### Fleeing arranged marriage

*Sushi Das*

September 16, 2010

[www.desimates.com](http://www.desimates.com)

Professional networking, friends, mates, dating, marriage & romance

Young women should not be forced to choose between family honor and freedom.

A FORCED marriage involves duress and lack of consent from both parties. In an arranged marriage, the families organise the marriage but the choice of whether to accept the arrangement is up to the couple. That's the theory. If only it was that clear. While forced marriages often involve violence to get a woman to submit, arranged marriages can involve mental manipulation. One is a crime, the other is not.

The story of a 14-year-old Melbourne girl, betrothed by her parents to a 17-year-old boy whom she had never met and who lives in another country, is horrifying. The Family Court this week banned her from leaving Australia to save her from what has been described as an arranged marriage.

Advertisement: Story continues below

She is reported to have told child protection workers that she had not been forced into the engagement and would not have to marry him if she changed her mind after they met. It's a familiar story. That's what my parents told me each time they introduced me to "a suitable boy". I didn't believe them and lived in perpetual fear they would marry me off to a stranger. It was 1980s Britain and there were stories in the press about girls from Indian or Pakistani backgrounds - first-generation British citizens - running away from home to avoid forced marriages, or being locked up by their parents or beaten.

Sometimes they were sent to India or Pakistan to marry or to become de-westernised. There were also stories of honor killings.

I recall a girl from Yemen in my class when I was about 17. We shared our fear of forced marriages. One day, she stopped coming to class. The teacher said her parents had "taken her back to Yemen". We never said goodbye.

British social commentator and medical doctor Theodore Dalrymple wrote in a 2002 newspaper article: "Every week in my hospital, I hear stories of such marriages that would make men weep who otherwise had hearts of stone - stories that beggar belief about man's inhumanity to women." The British government no longer sees these marriages as a foreign custom in which it has no right to intrude. It views them as human rights abuses and has established the forced marriage unit within the Home Office and the Foreign and Commonwealth Office. Every year it rescues hundreds of women sent overseas for forced marriages.

Coercion involves more than the marriage itself. It can be manipulation of the mind: a girl is told she is being selfish choosing her own spouse, her parents will die of heart attacks, no one will want to marry her sister.

I was about 14 when I became aware that my Indian parents expected me to have an arranged marriage. Even though I had lived in London all my life, I was told a suitable Indian boy would be found and I should marry in my 20s. Nobody asked for my views on the matter. I was simply told this would happen.

I used to keep a small suitcase under my bed packed with a toothbrush, spare clothes and photos - all the things a 14-year-old thinks she might need if she has to run away. Those were frightening, panicky days.

I know now that my parents would not have forced me to marry, but I didn't know that then. Because when you're a teenager, you're still a child.

Arranged marriage is an economic joining of two families into a larger community, which often has a hierarchy based on economics, power and status. More often than not, arranged marriages subjugate women by depriving them of real choice.

When parents fear that breaking with tradition will dishonor their family name, they may turn to coercion. I was taught that family honor is fragile and always to be protected, that it could be easily destroyed by a woman dressing immodestly, getting pregnant out of wedlock, marrying the "wrong" person, smoking or drinking, and so on.

My parents feared the deeply conservative institutions within their community, the insults, the ostracism, the contempt and rejection by friends and family that would come were I allowed to choose my own marriage partner for the sake of love.

Arranged marriages were common in many countries, even in Europe, until the 19th century. They are still practised in south Asia and the Middle East. Among Asian communities in Western countries, these days the rules are more relaxed and couples get to know each other first before entering into what are sometimes called semi-arranged marriages. But there remain many cases of brutality.

During my early 20s, my parents introduced me to four "suitable boys". All handsome, educated, middle-class men. I turned them down. I wanted to be free to make my own choices, even if they were the wrong choices. When I finally mustered the courage to tell my parents that I would never have an arranged marriage, my mother beat her head with her fists in anguish. My father said nothing.

I left home, married the man of my choice and destroyed the family's honor. My parents lost many of their friends and family. People just didn't want to be associated with a "bad" family. For five years my parents barely spoke to me. But my horrors are nothing compared with women who have really suffered.

Australia has more migrants from countries where arranged marriages are still practised. It would be unrealistic to believe they would leave all their traditions behind.

Forced marriages and the manipulation that sometimes lies behind arranged marriages can go undetected and unreported for years, particularly if the wider community sees such practices as foreign customs not theirs to judge. The British government has produced 100 pages of official guidelines for government departments on how they should handle cases of forced marriage. Australian authorities would do well to read them.

Sushi Das is a senior writer.

*Source: The Age*

## Recommendations

- There is a need to generate audio-visual material on the issue of honor killings. This material could be a video, pamphlets, posters, videos of theatre plays etc. These materials could be used for wider dissemination. Video could serve as an asset to start the discussion in any meeting, workshop or smaller events. It is recommended that funds should be allocated in every similar project for preparation and dissemination of this material.
- Different agencies are working on these issues at different level, but most of the time there is no way to ascertain that the activities are not being duplicated. A mechanism is needed to integrate the efforts so that the activities could support each other. The conflict among different agencies is eliminated for better results.
- Pressure groups at different levels should be formed to pressurize the state to effectively implement existing laws specifically addressing these issues. The best forum could be Women's Action Forum, but there is a need to start chapters in the rural areas as well, as most of these killings are happening in the rural areas.
- Curricula at the professional training academies should be updated to include the information on latest laws passed by the assembly. Especially police and judicial training academies need to get this information.
- All the laws passed by the assembly should be publicized in the local media, television and radio so that general public could be kept abreast of the developments on the legal front.
- More projects of the kind be undertaken and at a larger scale so that the work which has been started should not stop with this project. This work should be carried out at different levels and with broader audience. This is a worthwhile task to eliminate violence against women from the society.
- Laws related to women should be translated in simple and understandable language, so that people could read and understand the same for their benefit. They will feel much better if they will be knowledgeable.
- Parallel judicial systems should be abolished.
- The commission should establish its sub-offices at district level to facilitate and spread its work on the local levels.



# ANNEXES

**The Criminal Law (Amendment) Act, 2004.**

**ACT No. I OF 2005**

*An Act further to amend the Pakistan Penal Code, 1860, and the Code of Criminal procedure, 1898*

WHEREAS it is expedient further to amend the Pakistan Penal Code, 1860 (Act XLV of 1860), and the Code of Criminal Procedure, 1898 (Act V of 1898), for the purposes hereinafter appearing;

It is hereby enacted as follows:—

**1. Short title and commencement.**—(1) This Act may be called the Criminal Law (Amendment) Act, 2004.

(2) It shall come into force at once.

**2. Amendment of section 299, Act XLV of 1860.**—In the Pakistan Penal Code, 1860 (Act XLV of 1860), hereinafter referred to as the Penal Code, in section 299, after clause (i), the following new clause shall be inserted, namely:—

"(ii) "offence committed in the name or on the pretext of honour" means an offence committed in the name or on the pretext of *karo kari sivah kari* or similar other customs or practices;"

**3. Amendment of section 302, Act XLV of 1860.**—In the Penal Code, in section 302, in clause (c), for the full stop at the end, a colon shall be substituted and thereafter the following proviso shall be added, namely:—

"Provided that nothing in this clause shall apply to the offence of *qatl-i-amd* if committed in the name or on the pretext of honour and the same shall fall within the ambit of clause (a) or clause (b), as the case may be."

**4. Amendment of section 305, Act XLV of 1860.**—In the Penal Code, in section 305, in clause (a), after the word "law" the words "but shall not include the accused or the convict in case of *qatl-i-amd* if committed in the name or on the pretext of honour" shall be added.

**5. Amendment of section 308, Act XLV of 1860.**—In the Penal Code, in section 308,—

(a) in sub-section (1), for the words "fourteen years" occurring twice the words "twenty-five years" shall be substituted; and

(b) in sub-section (2), for the words "fourteen years" the words "twenty-five years" shall be substituted.

**6. Amendment of section 310, Act XLV of 1860.**—In the Penal Code, in section 310, in sub-section (1), for the proviso the following shall be substituted, namely:— "Provided that a female shall not be given in marriage or otherwise in *badal-i-sulh*."

**7. Insertion of new section, Act XLV of 1860.**—In the Penal Code, after section 310, the following new section shall be inserted, namely:—

**"310A. Punishment for giving a female in marriage or otherwise in *badal-i-sulh*.**—Whoever gives a female in marriage or otherwise in *badal-i-sulh* shall be punished with rigorous imprisonment which may extend to ten years but shall not be less than three years."

**8. Amendment of section 311, Act XLV of 1860.**—In the Penal Code, in section 311,—

(i) for the words "keeping in view" the word "if" shall be substituted and after the brackets and words "(Fasad-fil-Arz)", the words "is attracted" shall be inserted;

(ii) the words "in its discretion" shall be omitted;

(iii) after the word "with" the words "death or imprisonment for life or" shall be inserted;

(iv) for the full stop at the end a colon shall be substituted and thereafter the following proviso shall be inserted, namely:—

"Provided that if the offence has been committed in the name or on the pretext of honour, the imprisonment shall not be less than ten years"; and

(v) in the Explanation, after the word "community" occurring at the end the comma and words " or if the offence has been committed in the name or on the pretext of honour" shall be added.

**9. Amendment of section 316, Act XLV of 1860.**—In the Penal Code, in section 316, for the words

"fourteen years" the words "twenty-five years" shall be substituted.

**10. Amendment of section 324, Act XLV of 1860.**-In the Penal Code, in section 324, after the words "ten years" the words "but shall not be less than five years if the offence has been committed in the name or on the pretext of honour" shall be inserted.

**11. Amendment of section 337N, Act XLV of 1860.**-In the Penal Code, in section 337N, in sub-section (2),-

(a) after the word "criminal" occurring at the end, the words "or the offence has been committed by him in the name or on the pretext of honour" shall be added; and (b) for the full stop at the end a colon shall be substituted and thereafter the following proviso shall be inserted, namely:-

"Provided that the ta' zir shall not be less than one-third of the maximum imprisonment provided for the hurt caused if the offender is a previous convict, habitual, hardened, desperate or dangerous criminal or if the offence has been committed by him in the name or on the pretext of honour." .

**12. Amendment of section 338E, Act XLV of 1860.**-In the Penal Code, in section 338E, in sub-section (1), in the proviso, for the full stop at the end a colon shall be substituted and thereafter the following proviso shall be inserted, namely:-

"Provided further that where an offence under this Chapter has been committed in the name or on the pretext of honour, such offence may be waived or compounded subject to such conditions as the Court may deem fit to impose with the consent of the parties having regard to the facts and circumstances of the case.".

**13. Amendment in Chapter XIV, Act V of 1898.**-In the Code, of Criminal Procedure, 1898 (Act V of 1898), hereinafter referred to as the Code, after section 156, the following new sections shall be inserted, namely:-

**"156A. Investigation of offence under section 295C, Pakistan Penal Code.**-Notwithstanding anything contained in this Code, no police officer below the rank of a Superintendent of Police shall investigate the offence against any person alleged to have been committed by him under section 295C of the Pakistan Penal Code, 1860 (Act XLV of 1860).

**156B. Investigation against a woman accused of the offence of zina.**- Notwithstanding anything contained in this Code, where a person is accused of offence of zina under the Offence of Zina (Enforcement of Huddood) Ordinance, 1979 (VII of 1979), n~ police officer below the rank of a Superintendent of Police shall investigate such offence nor shall such accused be arrested without permission of the court.

*Explanation.* - In this section 'zina' does not include 'zina-bil-jabr'.".

**14. Amendment of section 345, Act V of 1898.**-In the Code, in section 345,-

(a) in sub-section (2), in the table,-(i) against the entry relating to Qatl-i-amd in the first column, in the third column, after the word "victim" at the end, the comma and words", other than the accused or the convict if the offence has been committed by him in the name or on the pretext of karo kari. sivah kari or similar other customs or practices" shall be added; and

(ii) against the entry relating to Qatl-i-shibh-i-amd in the first column, in the third column, for the word "ditto" the words "By the heirs of the victim" shall be substituted; and

(b) after sub-section (2), the following new sub-section shall be inserted, namely :-

"(2a) Where an offence under Chapter XVI of the Pakistan Penal Code, 1860 (Act XLV of 1860), has been committed in the name or on the pretext of karo. kari. sivah, kari or similar other customs -or practices, such offence may be waived or compounded subject to such conditions as the Court may deem fit to impose with the consent of the parties having regard to the facts and circumstances of the case.".

**15. Amendment of section 401, Act V of 1898.**-In the Code, in section 401, in sub-section (1), for the full stop at the end a colon shall be substituted and thereafter the following proviso shall be inserted, namely:-

"Provided that the Provincial Government shall have no power to suspend or remit any sentence awarded to an offender under Chapter XVI of the Pakistan Penal Code if an offence has been committed by him in the name or on the pretext of karo kari. sivah kari or similar other customs or practices.".

**16. Amendment of Schedule II, Act V of 1898.-10 the Code, in schedule 11,-**

(a) against the entry in column 1 relating to section 308, in column 7, for the words "fourteen years" the words "twenty-five years" shall be substituted;

(b) after section 308, in column 1 and the entries relating thereto in columns 2 to 8, the following new section and the entries relating thereto shall be inserted, namely:- "310A	– Giving a female in marriage or otherwise in badl-i-sulh	–	–	Not compoundable	Rigorous imprisonment upto ten years, but shall not be less than three years.	Court of Session
		-do-	-do-			-do-

(c) against the entry in column 1 relating to section 311, in column 6, for the existing entry the words "Compoundable" shall be substituted;

(d) against the entry in column 1 relating to section 311, in column 7, for the words "imprisonment of either description for ten to fourteen years" the words and comma "death or imprisonment for life or imprisonment of either description up to fourteen years but shall not be less than ten years if the offence has been committed in the name or on the pretext of karo, kari, sivah, Kari or similar other customs or practices" shall be substituted;

(e) against the entry in column 1 relating to section 324, in column 7, after the words "ten years" the words "but shall not be less than five years if the offence has been committed in the name or on the pretext of karo, kari, sivah, kari or similar other customs or practices" shall be inserted; and

(f) against the entry in column 1 relating to section 337N, in column 7, after the word "caused" at the end, the words and commas "but ta'zir. shall not be less than one-third of the maximum imprisonment provided for the offence where the offender is a previous convict, habitual or hardened, desperate or dangerous criminal or if the offence has been committed by him in the name or on the pretext of karo, kari, siyah, kari or similar other customs or practices" shall be added.

\_\_\_\_\_  
 SHAHIQ A. KHAN,  
 Secretary.

## **Confronting Honour Killings**

### **ACHR Report**

29 October, 2004

#### Asian Centre for Human Rights

The Pakistan government bulldozed the Criminal Law (Amendment) Bill 2004 against "honour killings" in the National Assembly and adopted it on 26 October 2004 without any debate amidst opposition walkout. While the Bill has for the first time officially acknowledged the existence of this barbaric practice of honour killings, it is far from addressing the real issue of impunity which encourages the practice. Just when the bill was being presented in the National Assembly, enraged villagers in the hinterland of rural Punjab tied two persons to the railway track for marrying against the will of the family elders and were crushed under the wheels of a speeding train.

Hundreds of women are killed every year for alleged misdemeanours such as adultery, marrying without the family's consent, pre-marital sex or having been raped. According to the Adviser to the Prime Minister on Women Development, Ms Neelofar Bakhtiar, as many as 913 women had been killed in 'honour-related crimes' in the country during the year 2003 with 638 cases of honour crime committed in Sindh, 463 in Punjab, 120 in the North West Frontier Province and 40 in Balochistan. Human Rights Commission of Pakistan recorded honour killings of 329 women in 1998, 303 women in 1999, 315 women in 2000, 227 women in 2002 and 290 women in 2002 based on the press reports. But many incidents are not reported in the newspapers and the vast majority of the victims come from rural areas.

Criminal Law Amendment Act, 2004 and its provisions:

The statement of objects and reasons of the Bill states that the "issue of honour-killing and other honour crimes committed in the name of 'karo-kari, siyah-kari and similar other customs has always been a matter of concern of human rights organizations and the public which has assumed more significance in the recent years".

The Criminal Law Amendment Act, 2004 which proposes amendments of the Pakistan Penal Code (PPC), 1860 enhances punishment for the offence of murders carried out in the name of honour. However, the word 'honour killing' has been replaced with 'honour crime' to make it mild and acceptable to various sections of the society.

Under amended Section 299, Act XLY of 1860 PPC, 'honour crime' will mean an offence committed in the name of 'Ghairat' or honour or for "vindication of Ghairat or honour and includes honour killing and the offence committed on the pretext of karo-kari, siyah-kari or similar other customs". In clause 'm' it seeks to add at the end the words 'other than the person who has murdered the victim'.

Under amended section 302, Act XLY of 1860, honour crimes carry a maximum imprisonment of 25 years and not less than 10 years for the offence. Amended Sections 310 and 331 of the PPC prohibit giving a girl in marriage as 'badla-i-sullah' and any offence under these sections carries maximum punishment of 14 years imprisonment and a minimum of not less than seven years of imprisonment. Amendment to section 324 seeks to include the hurting of a victim as an honour crime. Similarly 'Ta'zir' shall not be less than one-third of the maximum imprisonment provided for the hurt caused and shall not be less than half of such imprisonment term if the hurt caused relates to honour crime.

The Bill further provides that for investigation of an offence under section 295-C of PPC for blasphemy, no officer below the rank of superintendent of police (SP) will be eligible. An amendment to section 56B envisaged that no police officer below the rank of Superintendent of Police shall investigate the case of a woman accused of the offence of adultery.

Qisas and Diyat Law prevails:

The Criminal Law (Amendment) Bill 2004 against 'honour killings', however, did not address the real issue of waiver or compounding in which the perpetrators were given the advantage of seeking forgiveness from the heir of the victim. The major flaw in the Qisas and Diyat law, which covers all offences against the human body, is that it makes such offenses compoundable (open to compromise as a private matter between two parties) by providing for qisas (retribution) or diyat (blood-money). The heirs of the victim can forgive the murderer in the name of God without receiving any compensation or diyat (Section 309), or compromise after receiving diyat (Section 310).

Most honour killings are usually committed by close relatives - father, brother, son, or husband of the woman. According to the Human Rights Commission of Pakistan, the persons accused of honour killings

***Impact Assessment Report***  
***Public Private Partnership to End "Honour Crimes" in Pakistan***

between 1998 and 2002 involved 462 persons who were brothers, 395 persons who were husbands, 217 persons who were relatives, 103 persons who were fathers, 60 persons who were involved, 58 persons who were sons and 44 unknown persons. Often, the victims are the most vulnerable members of the family or community. In either case, if and when the case reaches a court of law, the victim's family may 'pardon' the murderer (who may well be one of them), or be pressurised to accept diyat ('blood-money') as compensation. The murderer then goes free. Impunity has been the single most important factor encouraging honour killings. As the Criminal Law Amendment Bill does not address the issue of waiving and compounding, the perpetrators will continue to be able to escape punishment.

The Supreme Court of Pakistan in various judgements reiterated that "Neither the law of the land nor religion permits so-called 'honour' killings and it amounts to intentional murder ('qatl-i-amd')" noting that "such iniquitous and vile" acts violate the fundamental rights as enshrined in Article 9 of the Pakistan Constitution which provides that no person shall be deprived of life or liberty except in accordance with law". Article 8 of the Constitution of Pakistan provides that "Any law, or any custom or usage having the force of law, in so far as it is inconsistent with the rights conferred by this Chapter (Fundamental Rights), shall, to the extent of such inconsistency, be void". The failure to uphold the right to life guaranteed under the Constitution is at the heart of the crisis, not lack of provisions in the Pakistan Penal Code to combat honour killings. Unless the Senate takes measures to amend the Criminal Law Amendment Bill 2004 to ensure that State takes the responsibility for registering, investigating and prosecuting the accused of honour killings without any scope for waiver or compounding under the Qisas and Diyat law, cosmetic gesture is unlikely to be able to curb cultural cruelties.

### **<sup>5</sup>Basic Information on Mirpur Khas**

Mirpur Khas District )Urdu: ,? ' ۞-ĒĀ-( is one of the districts in the province of Sindh, Pakistan. According to the 1998 census of Pakistan, it had a population of 1,569,030 of which 18.60%

It is the fifth largest city in the province with an estimated population of 488,590 (2009). Its soil is fertile and the city is known for its horticultural produce and farming, of which the most celebrated is mango cultivation, with hundreds of varieties of mangoes produced each year.

#### **History**

After the capture of Sindh by the British, they created Thar and Parkar District in Southeastern Sindh for administrative purposes. Later, after the creation of Pakistan, some area on the northern side was detached from the original Tharparkar District and named Sanghar District. Later, due to political and administrative reasons, the remaining part of Tharparkar was divided again into three more districts: (1) Mirpurkhas District (with headquarters at Mirpurkhas), (2) Tharparkar District (with headquarters at Mithi) and (3) Umerkot District.

Prior to the Islamic conquest of Sindh by the Arabian armies of Muhammad Bin Qasim, the land where Mirpur Khas now stands used to be a thriving Buddhist settlement known as Kahoo Jo Daro. The remnant stupa still remains and as the armies settled in the area, newer buildings occupied the land and led into massively progressive landscapes. Farming became known to people and horticulture and cotton fields blossomed.

In 1806, Mankani Talpurs shifted their capital from Keti Mir Tharo and laid foundations for Mirpur Khas under the leadership of Mir Ali Murad Talpur. Mir Sher Muhammad Talpur succeeded Mir Ali Murad and built a fort when declared the ruler of the state. He would run a kutchery from within the fort. Mirpurkhas remained capital of Talpur Mirs of Mirpurkhas until 1843 when Sindh was annexed to British India under East India Company. When Charles James Napier attacked Sindh, Mir Sher Muhammad Talpur was the last Talpur ruler to face the British on 24 March 1843 at the battleground of Dubbo. His battle for the liberation of Sindh has rendered him the title of 'the lion of Sindh'. The kutchery in the fort now has a tablet embedded at the entrance reading, "The fort within which this building stands was residence of Mir Sher Muhammad Khan, the Lion of Sind."

Later Sindh was made part of Bombay Presidency and Mirpurkhas was a part of it. Umerkot was made the district's head-quarter town and Mirpur Khas was ignored until the advent of the Luni-Hyderabad branch of the Jodhpur-Bikaner Railway, a subsidiary of the Scinde Railway to the town. The opening of the Jamrao Canal in 1900 made Mirpur Khas stand out of the rest of the towns in the district. It was constituted a municipality in 1901 and was made the district head-quarter in 1906.

At the turn of the twentieth century, the population of the town was 2,787 with a density of 82 persons per square mile, however the district, as a whole, saw significant growth in the rise of population from 27,866 (1891) to 37,273 (1901). The cotton produced at Mirpur Khas was considered the best in the country when surveyed and the British exploited the produce by exporting it to other nations.

After the partition, because of its proximity with the Indian border, Mirpur Khas became the first city to welcome refugees from the newly found Indian nation to Pakistan. It acted as a primary railway junction for the first trains to rail across the Rajistan to the Sindh province

#### **Religion**

- Islam: 86.37%
- Hinduism: 12.73%
- Christianity: 0.50%
- Ahmadiyya: 0.27%
- Others: 0.12%

#### **Languages**

- Sindhi: 61.70%
- Urdu: 18.34%

<sup>5</sup> <http://www.findpk.com/cities/Explorer-pakistan-Mirpur%20Khas.html>

## ***Impact Assessment Report***

### ***Public Private Partnership to End "Honour Crimes" in Pakistan***

- Punjabi: 10.73%
- Balochi: 1.90%
- Pashto: 0.91%
- Seraiki: 0.34%
- Others: 6.07% (mainly Gujarati/Memon)

It should be noted here that Urdu speakers account for the largest group in the urban area of the district at 47.92% followed by Sindhis at 28.71%.

#### **Geography**

Lying on the Let Wah Canal at 25°31'39.3"N 69°00'50.6"E / 25.527583°N 69.014056°E / 25.527583; 69.014056, Mirpur Khas is the gateway to the south-eastern edge of the Sindh province. It connects to Hyderabad at 65-kilometres by both road and rail while with Umerkot it connects only by road. Karachi is 220-kilometres south-west to the town. On the extreme east lies the Indian border at 170-kilometres.

Mirpur Khas is positioned atop a fertile land making conditions apt for farming and irrigation. Being connected to the Indus via irrigation canals like the Let Wah, Mirpur Khas has gained an advantage in horticulture and farming over the years. Primary produce includes mangoes (famous for producing mangoes), sugarcane and cotton, wheat, & chillies. Bananas are also widely cultivated around the region and also one of the biggest producer of Bananas in the country.

#### **Education**

The city houses three government colleges: Shah Abdul Latif Government Science College for Boys, Ibne-Rushd Government Degree College for women and Model College of Arts Education, all affiliated with the University of Sindh. Of the Higher Secondary Education Institutions, Government Shah-wali-Allah Higher secondary school, Government Model High School, Government Comprehensive Higher Secondary School for Boys, Government High School for boys and government High School for Girls, Government Higher Secondary School for Boys Bhansinghabad, and Government Higher Secondary School for Girls Bhansinghabad are actively running in the city. Public School is only residential institution in Mirpurkhas.

Mirpur Khas city also has a medical college (Muhammad Medical College) affiliated with Sindh Medical University, a number of Science & Technology institutes like MIST and CMS affiliated with University of Sindh and with an own Board of Intermediate and Secondary Education.

The City has two very well maintained and up to-date public libraries run by the provincial government, Municipal Library and Allama Iqbal Public Library.

Plans are underway to set up a full-fledged Medical College and a campus of University of Sindh in public sector.

The City has well built and sufficiently equipped Civil Hospital with a state-of-the-art heart disease Center. The hospital, being a (previously) divisional headquarter, caters to a huge number of patients from various parts of the suburb. Apart from the Civil Hospital, there are a number of private health establishments working day and night to cater to the general public needs. Some of them are, Ali MediCare Center, Maria Medical Complex, Alshifa Hospital and so on.

#### **Educational Institutions**

- St. Micheal's Convant High School Mirpurkhas.
- Govt. Shah Abdul Latif College(Science)
- Govt. Moddle College (Arts)
- Govt. Comprehensive High School
- Askhia Progressive Public High School
- The Eastern Public School
- Public School Mirpurkhas (jhilori road)
- The Educators
- The Child Care High School
- Khursheed begam free English language center\*by All Pakistan Muttahida students organisation

There are dozens of private schools also working here.

- Govt. Commercial training Institute
- Govt. Vocational College for Women

- Govt. Poly Technic Institute
- Govt. Ibn e Rushd Girls College
- Govt. Technical Training Insstitute
- SZABIST IMC

There are higher education institutes also

- Liaquat center institute of pre eng & pre med science
- Muhammad Institute of Science and Technology
- Muhammad Medical College
- Mirpurkhas Law College
- Teachers Training College
- BBC Center Of pre eng and pre medical

### **Culture and Economy**

The city has several shopping centers and bazaars which includes, Baldia Shopping Center, Shahi Bazaar and Khisakpura (in local slang), which sells traditional garments, modern crockery, etc.

Irrigation and farming was revitalised after the Jamrao Canal was built in the 1900s. The city was able to produce and cycle crops to supply mainly grain, cotton products like fabrics, and sugar from the sugarcane cultivations. For a certain period in history, Mirpurkhas enjoyed being the best cotton producer in the country and much of the income of the town came from cotton farming in its heyday. In late 18th century, many muslim families were shifted from east Punjab to the area. Their contribution to the agriculture and irrigation systems is remarkable. They live mostly in rural areas with peace and harmony.

Nowadays, however, The area is much known its mango produce. The city seeks pleasure in declaring having 250 different varieties of mangoes, of which the most famous variety is the \*Sindhri Amb\* literally the mango from Sindh. The city boasts its mango products at an annual harvest festival showcasing its world-renowned produce.

The district has very fertile land and it produces wheat, onion, suagrcane, cotton, mangoes and other crops. Though Mirpurkhas has small industrial park but no industry is functional over there. However, there are four sugar mills, namely Mirpurkhas sugar mills, Mirawah sugar mills, Digri SUGar Mills and Najma sugar mills, of them Mirpurkhas sugar mills is the oldest one. BITS Institute of Information Technology, Street No 1, New Town Mirpurkhas.

### **Transport**

- **Railway link**

Mirpurkhas Railway Station is in middle of city . After 40 years a railway link between Pakistan and India is being opened again. A broad gauge line has been laid from Mirpur Khas to Khokra Par, which is the border town from Pakistani Side. The new link now connects Karachi (Pakistan) to Jodhpur (India) by the new train service Thar Express.

In 2005, work started on converting the metre gauge railway line to Khokhrapar to broad gauge

### **Private Hospitals & Laboratories**

- Al-Shifa Medical Center
- Ameer Eye & General Hospital
- Ali Medical Center
- Aga Khan Laboratories Collection Point Unit.
- Al-Noor Medica Center
- Bhitai Medical Center
- Maria Medical Center
- St.Teresa's Hospital
- Sharifi unani dawakhana
- Shah Medial Center
- Gilani Medical Centre
- Janjhi Medical Center

### **Society**

satellite town which is considered a posh area. In SatelliteTown mostly peoples are urdu speaking. The

***Impact Assessment Report***  
***Public Private Partnership to End "Honour Crimes" in Pakistan***

city is clean and has many places for leisure like parks, a museum, various tea shops, the Sindh Horticulture Research Institute and Fruit Farm.

Most of the people in the Mirpurkhas district in rural areas they speak Sindhi language, but in urban areas mostly peoples speak Urdu language. From the census of Pakistan 1998 following is the demographic composition of the district

**Important Buildings**

- Mirza Mansoor Beg Road
- Kutchehri - Residence of Mir Sher Muhammad Talpur. Now a days being used as Mukhtiarkar office under revenue department.
- Partab Bhawan - A palace constructed by Partab Rai. Now badly needs restoration and preservation. It is being used as the largest girls high school of the city.
- Ghulam Nabi Shah Hall - Now being used as District Council office.
- Durbar Hall - Used as meeting place by head of district government. Previously and under British used as office of District Collector.
- Municipal Musafirkhana - Historical building now badly needs preservation
- Firdous Cenima Building - Established in 1938 Founder Noor Bhai Mamoojee Currently look after Fidahussain Mamoojee Hasnain Abbas Mamoojee Murtaza Mamoojee
- S.L.D Building - Established in 1935 Founder K.B.Ghulam Hussain

**Historical Places**

- Chitorri - Historical graveyard with many sandstone tombs of Talpur rulers
- Kahu-Jo-Darro - Ancient Buddhist archaeological site
- Jhalori- Ancient village near Jamrao Canal famous for its crops.
- Mansoor manzil which is known as cafe sheraz.
- State life building hyderabad road

## **Basic Information on Rajanpur District<sup>6</sup>**

### **INTRODUCTION**

Rajanpur was established as district in 1982 previously it was tehsil of district dg khan. Rajanpur is situated in extreme south west part of Punjab. On western side of district is Baluchistan Province and southern side is Sindh province. District has three tehsils Rajanpur, Jampur, Rojhan. Indus river flows on the eastern side, on the western side there lies Suleman range mountain which is the boundary line between district Rajanpur and District Dera Bugti of Baluchistan province. On the southern side of the district is District Kashmir of Sindh province. Dera Ghazi Khan district and Muzaffargarh is on the northern side and eastern side respectively. Rahim Yar Khan District is situated on the south east of the Rajanpur district.

### **HISTORY**

Rajanpur was either founded by or occupied and renamed as Rajanpur by a warlord Makhdoon Shaikh Rajan in 1772-73. It remained a small and little known village located on the road from Dera Ghazi Khan in Punjab to Sukkur in Sindh until 1862. In that year, Mithankot, a larger and more prosperous town, located on the Sindhu river several miles southeast of Rajanpur was completely destroyed by river floods. The administrative offices of the Assistant District Commissioner of the British government were moved from Mithankot to Rajanpur, because of its location at a safe distance from the river. Many prosperous Hindu Arora merchants and traders also moved from Mithankot to Rajanpur. It became a municipality and the tehsil headquarters in 1873.

### **LANGUAGE**

Siraiki is main language of District Rajanpur. Khawaja Ghulam Farid and Ghulam Rasool Dada were famous poets. Ismail Ahmedani was famous Siraiki novelist. Second language is Balochi Urdu is also being spoken in cities.

### **TRIBES**

These are main tribes of Rajanpur

- Mazari: Mazri is main tribe of Rajanpur. Mir Balakh Sher Mazari is its chief. Ex-Prime Minister of Pakistan
- Dareshak: This tribe is second to Mazari. Sardar Nasrullah Khan is Ex-Chief Wehp of National Assembly.
- Gurchani: Gurchani tribe is also a big tribe of this district.

### **HISTORICAL PLACES**

- Mithankot: It is famous for the tomb of a legend mystic Siraiki poet Hazrat Khwaja Ghulam Farid.
- Mari: A hilly station & good place like Murree on the mount of Suleman.
- Indus River:

### **CLIMATE**

The climate of the district is extremely hot in summer while in winter it is very cold. The land is plain along Indus river and fertile whereas on the western side area is hilly and barren. Water table is very deep

<sup>6</sup> [http://portal.punjab.gov.pk/portal/portal/media-type/html/group/328/page/default.phtml/js\\_panename/ContentViewAdmin/portal/2078/nav/right/punjabcms/servlet/PunjabCMSServlet?CMDCMS=V\\_D\\_BROWSER&CMDDOCTYPE=1&txtDocID=15397&txtVersionID=1#INTRODUCTION](http://portal.punjab.gov.pk/portal/portal/media-type/html/group/328/page/default.phtml/js_panename/ContentViewAdmin/portal/2078/nav/right/punjabcms/servlet/PunjabCMSServlet?CMDCMS=V_D_BROWSER&CMDDOCTYPE=1&txtDocID=15397&txtVersionID=1#INTRODUCTION)

**Impact Assessment Report**  
**Public Private Partnership to End "Honour Crimes" in Pakistan**

and there is no source to harvest the surface water. Flood frequently comes during Moon soon season from uphill side as well as Indus river.

**RAJANPUR AT A GLANCE**

<b>DISTRICT NAME</b>	<b>RAJANPUR</b>
TEHSILS	3 @ RAJANPUR, JAMPUR, ROJHAN
<b>UNION COUNCILS</b>	<b>44</b>
RAJANPUR	16 UCs
JAMPUR	19 UCs
ROJHAN	8 UCs
TRIBAL AREA	1 UC
<b>TOTAL AREA</b>	<b>18,69,760 Acres</b>
CULTIVATED	9,41,760 Acres @ 50.38%
NON-CULTIVATED	9,09,472 Acres @ 48.65%
FOREST	18,105 Acres @ 0.97%
<b>POPULATION (Administrative Units)</b>	<b>15,23,000 (Lac)</b>
RAJANPUR	5,68,000
JAMPUR	6,75,000
ROJHAN	2,80,000
<b>ZILA COUNCIL RAJANPUR (Distribution of Seats)</b>	<b>62</b>
UNION NAZIMS	44
LADIES	15
FARMERS/LBOURERS	1
MINORITIES	2
<b>CONSTITUENCIES</b>	
NATIONAL ASSEMBLY	2 - @ NA ? 174 @ NA - 175
PROVINCIAL ASSEMBLY	4 - @ PP ? 247 @ PP ? 248 @ PP ? 249 @ PP ? 250
<b>CROPS</b>	
WHEAT	37.19 %
COTTON	37.54 %
OTHERS	25.27%
<b>INDUSTRIES</b>	<b>55</b>
SUGAR MILLS	1
COTTON GINNING FACTORIES	47
FLOUR MILLS	7
<b>FLOOD</b>	
	ROD KOHI (Moonsoon)
	INDUS RIVER (Moonsoon)

**Impact Assessment Public-Private Partnership to  
End "Honour Crimes" in Pakistan  
through the implementation of Criminal Law Amendment) Act 2004**

**Questionnaire for Management**

**Name of Interviewee:**  
**Position in the Project:**  
**Date:**  
**Place:**

**Interviewer:**

**Q1. What was your role in the Project?**-----  
-----  
-----

**Q2. What do you think you achieved professionally?**-----  
-----  
-----

**Q3. How you plan to integrate the knowledge and experience gained from the project in your professional work?**-----  
-----  
-----

**Q4. Do you have a plan to further the work of project. What, how and why?**-----  
-----  
-----

**Q5. Do you think you have achieved all the goals set for the project?**-----  
-----  
-----

**Q6. How you plan to determine whether the prevalence rate has been cut down by 25 percent or not (first indicator of the project).**-----  
-----  
-----

**Q7. What challenges you had to face during your work on project?**-----  
-----  
-----

**Q8. Did you take any measures for sustainability of the project?**-----  
-----  
-----

**Q9. How did you select the project area? What were the main considerations?**-----  
-----  
-----

**Impact Assessment Public-Private Partnership to  
End "Honour Crimes" in Pakistan  
through the implementation of Criminal Law Amendment) Act 2004**

**Questionnaire for Field**

**Name of Interviewee:**  
**Role in the Project:**  
**Date:**  
**Place:**

**Interviewer:**

**Q1. What was your role in the Project?-----**  
-----  
-----

**Q2. Was it your choice to join the training? Why?-----**  
-----  
-----

**Q3.What did you do after you got the training?-----**  
-----  
-----

**Q4.What do you think you achieved professionally?-----**  
-----  
-----

**Q5. How you plan to integrate the knowledge and experience gained from the project in your  
professional work?-----**  
-----  
-----

**Q6.Do you have a plan to further the work of project. What, how and why?-----**  
-----  
-----

**Q7. Do you think you have achieved all the goals set for your role in the project?-----**  
-----  
-----

**Q8. What challenges you had to face during your work on project?-----**  
-----  
-----

**Q9. What was the response of the community?-----**  
-----  
-----

**Q10. What is your feed back on the training materials? -----**  
-----  
-----

**Q11.Would the training material be useful in future?-----**  
-----  
-----

**Q12. What you think should be done to further the work in field?-----**  
-----  
-----

**Q13. Any other remarks/comments/recommendations-----**  
-----  
-----

**Impact Assessment Public-Private Partnership to end "Honour Crimes" in Pakistan  
Through the implementation of Criminal Law Amendment) Act 2004**

**Checklist/Guidelines for community Interviews**

**Name of Interviewee:**

**Interviewer:**

**Role in the Project:**

**Date:**

**Place:**

- Knowledge about the project
- Knowledge about the project activities
- How many meetings you attended
- What is your perception on "Honor Crimes"
- Have the meetings you attended increased your knowledge on "honor crimes"
- Case registration knowledge
- Knowledge about any case on honor crime in the area
- Knowledge about violence in the area
- What do you think why honor crimes are done
- Whose side will you take in the case of an honor crime
- Women' right to marry of her own will
- Women's rights in general
- Any Suggestion or Remarks

## **References**

1. Akber, M., 1992, *The Politics of Rape in Pakistan: State's Involvement in*
2. *Ansar Burney Trust*
3. <http://www.findpk.com/cities/Explorer-pakistan-Mirpur%20Khas.html>
4. [http://ppportal.punjab.gov.pk/portal/portal/media-type/html/group/328/page/default.psml/js\\_panename/ContentViewAdmin/portal/2078/nav/right/punjabcms/servlet/PunjabCMSServlet?CMDCMS=V\\_D\\_BROWSER&CMDDOCTYPE=1&txtDocID=15397&txtVersionID=1#INTRODUCTION](http://ppportal.punjab.gov.pk/portal/portal/media-type/html/group/328/page/default.psml/js_panename/ContentViewAdmin/portal/2078/nav/right/punjabcms/servlet/PunjabCMSServlet?CMDCMS=V_D_BROWSER&CMDDOCTYPE=1&txtDocID=15397&txtVersionID=1#INTRODUCTION)
5. [http://www.ncsw.gov.pk/more\\_msg.php](http://www.ncsw.gov.pk/more_msg.php)
6. [http://www.ncsw.gov.pk/more\\_msg.php](http://www.ncsw.gov.pk/more_msg.php)
7. Iqbal, J., 1990, *.Crimes Against Women in Pakistan., Journal of South Asian and*
8. *Middle Eastern Studies, 13, 3: 37-45*
9. *Situation Analysis Report, district Rajan Pur and Mirpur Khas, Public Private partnership-End Honor Crimes*
10. *Studies, University of Sussex, Brighton*
11. *Training Need Assessment, Public, Private Partnership – End Honour Crimes, Funded by UNIFEM and NCSW*
12. *Victimizing Women, unpublished MA Dissertation, Institute of Development*
13. [www.desimates.com](http://www.desimates.com)



***National Commission on the Status of Women***

*House 39, Street 56, Sector F-6/4, Islamabad, Pakistan*

*Tel: (92-51-9224875) Fax: (92-51-9224877)*