



Aurat Foundation

Manual for Sindh Commission on the Status of Women & Government Officials for Peacebuilding in Context of Women's Rights

“We highly value the diversity in terms of race, religion, sexual orientation, caste, ethnicity and to act in a respectful and lawful manner in all our dealings” - Values of SCSW

About this Manual

This manual is designed to use in capacity building session with the members and staff of Sindh Commission on the Status of Women (SCSW). The overall objective of this manual is to prepare government to play active role in peacebuilding in the society.

The specific objectives are:

1. To build capacity of the government around CVE legislative framework with special focus on laws and policies in local context of Sindh
2. To learn about the women rights, its relevance with violent extremism and role that government can play for CVE oversight and peacebuilding
3. To devise strategies to engage with community-based organizations and develop and implement a Local Action Plan with the support of local resources

The manual is divided into five chapters.

Chapter 1 deals with the definition of key concepts that are frequently used in CVE literature.

Chapter 2 introduces different policy steps taken by the government to counter violent extremism in Pakistan.

Chapter 3 discusses the relevant sections of CVE related legislation in Sindh, review the laws critically and identify the gaps in the laws.

Chapter 4 this chapter establishes the linkage between women rights and violent extremism and presents a review of women rights issues, laws and policies of Sindh. It also discusses the three outcome indicators based on the functions of the Commission and devises a way forward for SCSW and the government. Chapter 5 is about the Local Action Plan that SCSW can develop specific to their areas /district to implement it. It also enumerates some successful SAPs implemented in the previous phase of the programme so that government can take lead from these activities while formulating their Local Action Plan. The chapter also highlights the role of women for successful implementation of such plans. While doing so, the leadership role of women in government is also highlighted.

The manual is adapted from an existing resource, “Manual for Parliamentarians & Government Officials on Countering Violent Extremism & Peacebuilding in context of Sustainable Development Goals”, originally developed by SSDO. Acknowledgements are due to Mr Mohsin Abbas (Legal Expert) and Ms Muneezeh Khan (Research Specialist), Aurat Foundation for updating this manual.

At the end I would specially like to mention Ms Nuzhat Shirin, Chairperson SCSW for her valuable input and constant guidance. We hope that the manual will serve as an ongoing resource for the SCSW and the government to effectively promote peacebuilding. Suggestions for the overall improvement of this manual are always welcome.

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List of Abbreviations used in this manual

CEDAW	Convention on the Elimination of all forms of Discrimination against Women
CID	Criminal Investigation Department
CNIC	Computerized National Identity Card
CPEC	China-Pakistan Economic Corridor
CSO	Civil Society Organization
CT	Counter Terrorism
CVE	Countering Violent Extremism
DFID	Department for International Development
FBI	Federal Bureau of Investigation
FATA	Federally Administered Tribal Area
FATF	Financial Action Task Force
GDP	Gross domestic product
GSP	Generalized Scheme of Preferences
KP	Khyber Pakhtunkhwa
LAP	Local Action Plan
LG	Local Government
NAP	National Action Plan
NCSW	National Commission on Status of Women
NGO	Non-governmental Organization
NIPA	National Institute of Public Administration
NISP	National Internal Security Policy
NOC	No Objection Certificate
PCM	Peace Committee Member
PIPS	Pakistan Institute for Parliamentary Services
P/VE	Preventing Violent Extremism
RVE	Radicalization into Violent Extremism
SAP	Social Action Project
SCSW	Sindh Commission on the Status of Women
SWD	Social Welfare Department
UNSC	United Nations Security Council
WDD	Women Development Department

1. Learning Key Concepts of Countering Violent Extremism

Objective of the Session

To have conceptual clarity about different terms used in CVE literature

1.1 Violence

Violence can be defined in number of ways:

One comprehensive definition of violence is given by WHO in World Report on Violence and Health¹. According to the definition, “the intentional use of (*illegitimate*)* physical force or power, threatened or actual, against oneself, another person, or against a group or community, that either results in or has a high likelihood of resulting in injury, death, psychological harm, mal development or deprivation.”

Some words in this definition warrant explanation:

1. Use of force is intentional and not by chance
2. Use of (*illegitimate*) physical force and/or power: Both physical force and power can be used. The very fact that physical force or power is being used for harmful purposes with damaging intentions makes it *illegitimate*. However, it is important here to distinguish between the two terms. Power and Force. We will try to understand the concept as defined and explained by Morgenthau². Political power is a psychological relationship between those who exercise it and those over whom it is exercised. It may be exerted through orders, threats, authority or charisma. Power must be distinguished from the force in sense of threat or actual use of physical violence.
3. Target: The target of the use of physical force can be multiple. It can be used by perpetrator against themselves, against others, against a group or community or against movable/immovable property.
4. Results: The action can be resulted into physical injury or there is a likelihood of injury. The action can also result into psychological trauma whereby witness of action might not have physical damage but can be emotionally damaging that can result into psychological disorder.

1.2 Extremism

Vocal or actual opposition of fundamental, social or cultural values, e.g., democracy, rule of law, fundamental human rights, mutual respect and tolerance. A person taking extreme position to these societal norms will be termed as extremists.

Extremism has been defined in the Citizens’ Protection Rules (Against Online Harm), 2020 as the violent, vocal or active opposition to fundamental values of the State of Pakistan including the security, integrity or defence of Pakistan, public order, decency or morality, the rule of law, individual liberty and the mutual respect and tolerance of different faiths and beliefs. This definition of extremism is problematic, ambiguous and likely to promote internal discord. It may criminalize legitimate political or religious views. There is a futility in legally defining extremism. An ‘extremist’ is a judgmental term that can be used to describe anyone you don’t agree with. Politicians and corporates alike enjoy terming their critics extremists as a way of silencing them. Indeed, there is outcry in the UK as counterterrorism police are defining environmental activists, particularly those associated with Extinction Rebellion, as extremists. Extremism needs to be addressed through policies that include strategies and action plans, clarity on CVE laws, and national consensus on narratives.

¹ Krug E, Dahlberg L, Mercy J. *et al World report on violence and health*. Geneva: World Health Organization, 2002

² Hans J Morgenthau, *Politics among Nations*, Peking University Press, Beijing, Sixth edition, pp. 35-36

1.3 Violent Extremism

In simple words, if an extremist starts using means of violence it will be called violent extremism. Violent extremism is defined by the FBI as “encouraging, condoning, justifying, or supporting the commission of a violent act to achieve political, ideological, religious, social, or economic goals.”

In other definitional approaches to violent extremism, defines it as “advocating, engaging in, preparing, or otherwise supporting ideologically motivated³ or justified violence to further social, economic or political objectives”

There is no agreed definition of VE and as such every definition has some grey areas. For example, VE will be practiced by non-state actors or similar activities performed by state actors would also be categorized as VE. Similarly, in above definition, the purpose of VE is political, ideological, religious, social or economic.

1.4 Mobilization

The move from violent radical ideology to violent action.

1.5 Radicalization

Radicalization is the process by which an individual or group comes to adopt increasingly radical views in opposition to a political, social, or religious status quo. Not all radicalizations are necessarily accompanied by VE.

1.6 Early Intervention

CVE/PVE efforts to intervene and divert the path of an individual from violent extremism before it enters the domain of terrorism.

1.7 Countering Violent Extremism

The term “countering violent extremism,” or CVE, refers to proactive actions to counter efforts by extremists to recruit, radicalize, and mobilize followers to violence. Fundamentally, CVE actions intend to address the conditions and reduce the factors that most likely contribute to recruitment and radicalization by violent extremists. For example, in 2008, PAIMAN, a Pakistani NGO started its program “Let’s Live in Peace”. The program was implemented in FATA (now called Newly Merged Districts) and KP. The program raised the status of the women within their communities to counter violent extremism. It was particularly focused on mothers, given their unique status in traditional culture of Pakistan and their ability to influence and mould the morals⁴.

1.8 Preventing Violent Extremism

The terms CVE and PVE are most commonly used interchangeably but there is a fundamental difference between the two. PVE refers to the efforts to develop programs that divert individuals from violent extremism and terrorism by addressing problems associated in part with radicalization to violence continuum and by providing guidance on resilience⁵. For example, the objective of the project *Strengthening Women’s Participation in Political Processes* in Khyber Pakhtunkhwa (2013 -2016) was to raise awareness about the electoral process. The project was implemented by Aware Girls and was a great success. The percentage of women participants interested in political process was increase from 44 to 81. It was

³ Definitional approaches to 'violent extremism' in E4J University Module Series, Counter Terrorism, Module 2, Condition Conducive to the Spread of Terrorism, available at <https://www.unodc.org/e4j/en/terrorism/module-2/key-issues/radicalization-violent-extremism.html>

⁴ Anne Speckhard, Women in Preventing Violent Extremism, UN Women, p-106, available at https://www2.unwomen.org/-/media/field%20office%20eca/attachments/publications/2021/2/pve_trainingmanual-min.pdf?la=en&vs=3547

⁵ <https://issuu.com/migsinstitute/docs/380461454-preventing-violent-extrem/6>

identified that weak governance structure is one of the factors that allow extremists to recruit in the KP. The project, by raising the awareness of the women, builds the foundations for a more peaceful society⁶.

1.9 Resilience

The capacity to recover quickly from difficulties. It is also understood as the ability of a substance or object to spring back into shape; elasticity. The definition of resilience of resilience is simple and comprehensive and can be applied to society as well the capability of a strained body to recover its size and shape after deformation caused especially by compressive stress.

1.10 De-Radicalization

De-radicalization refers to the programs designed to convince individuals who have become terrorist to abandon the ideas or ideology associated with terrorist group or movement.

1.11 Difference between Disengagement and De-radicalization

In disengagement, individual is convinced not to participate in terrorist activities but that does not necessary means that individual has also abandoned the ideology. In de-radicalization, individual not only abandoned the ideology but also stop participating in terrorist activities.

*Word used by the author of this manual

⁶ Local Approaches to Prevent Violent Extremism, peace direct, p-33, available at <https://www.peacedirect.org/wp-content/uploads/2017/03/Report-Pakistan-8-single-pages.pdf>

2. Federal Level CVE Policies

Objectives of the Session

- To understand the countering violent extremism (CVE) policy regime of Pakistan
- Appreciate the importance of CVE policies in making the society free of all forms of violence and extremism
- Measures necessary for implementation of CVE policies to create environment of peace, interfaith harmony and justice

Extremism and violent extremism are some of the major concerns of Pakistan which have and are adversely affecting peaceful co-existence, law and order and economic development of Pakistan. Countering these occupies central place in our national policy environment. Since 1979, violent extremism has grown to enormous proportions in Pakistan threatening very fabric and unity of our society. But since 2001, things deteriorated from bad to worst. It is estimated that till 2017, we lost about seventy thousand⁷ human lives and suffered more than US\$ 126 billion⁸ in economic losses. Peoples' rights to life and property have been adversely affected due to the continued use of violence by extremist elements in the society.

On 16.12.2014, APS Peshawar attack shocked whole of Pakistan. About 150 people mostly school children lost their lives in one of the most brutal terrorist attacks by terrorists. This incident united people of all walks of life to form a united front against terrorism and violent extremism. Since then, the Federal Government has taken several policy steps to combat extremism, promote human rights and adopting an inclusive approach in decision making.

2.1 National Action Plan 2014

National Action Plan was evolved immediately after terrorist attack on Army Public School in Peshawar. It is more a statement of objectives than a concrete reform package to deal with all terrorist/ extremist activities with iron hand through a concerted national consensus. This 20-points action plan includes:

(a) Crackdown on hate-speech:

In 2009, Pakistan adopted a new education policy, which included a provision to remove 'controversial material against any sect or religious/ethnic minorities' from teaching materials. In November 2013, the Federal Government directed the Information Technology Ministry and Federal Investigation Agency (FIA) to take strict action against anyone found propagating sectarianism via social media or mobile phones. Monitoring of social media was started for controversial statements that could lead to sectarian conflicts, and measures were taken against those who spread such content. Some major laws like Anti-Terrorism Act 1997, Pakistan Penal Code 1860,

⁷ Farid Sabri, 67,399 people killed in terror attacks during past 15 years, March 20, 2017. Available at <https://www.pakistantoday.com.pk/2017/05/20/67399-people-killed-in-terror-attacks-during-past-15-years/>

⁸ Finance Division, Government of Pakistan, Pakistan Economic Survey 2017-18, page 248.

Pakistan Electronic Crimes Act 2016 and Punjab Maintenance of Public Order Ordinance 1960 now contains provision against hate speech and hate material.

Hate speeches against women are on the rise. Mostly, this takes place under the garb of religious beliefs in order to deter those who detest it. Hate speech against women is a common practice of Pakistani clergy class, especially, those clerics who are deprived of any formal education. In their sermons, they solely, stress on character, parda, role of women and limitations of women. In such sermons the character of women is often assassinated and it is suggested/implied that men should tackle the presumed ‘moral downfall’ of women with iron hands or else they could be held accountable in hereafter.⁹

(b) Stop religious extremism and protect minorities:

In November 2014, Government approved the formation of a national commission on minorities to promote religious tolerance and harmony in the country. The commission would prepare a policy on inter-faith harmony and review laws, executive instructions, and procedural practices of the government or government agencies. In May 2015, the country’s first National Commission for Human Rights (NCHR) was authorized to operate and was granted massive powers, including the power to conduct inquiries and take actions on its own accord. However, there were significant delays in beginning of operations. There has been a gradual decline in the incidents of terrorist violence across the country since the launch of the NAP, that can be attributed to multiple other factors besides NAP measures. The Pakistan Security Report 2019, compiled by Pak Institute for Peace Studies in January 2020, noted that this progress was mainly the outcome of continuous anti-militant operational and surveillance campaigns by the security forces and police’s counter terrorism departments (CTDs), including the Karachi operation, and Zarb-e-Azb which helped sustain that declining trend.¹⁰

One particular aspect of religious extremism in Pakistan is linked to growing faith-based intolerance and persecution. In August 2021, Ministry of Human Rights drafted the Prohibition of Forced Conversion Act, 2021 which was out rightly rejected by clerics and religious scholars of the majority faith.¹¹ Gender experts often use the term ‘double jeopardy’ to explain the disadvantage and disparity of opportunities for women in general. In this context, women from minority communities face ‘quadruple jeopardy’. The physical and psychological impact of incidents of violence against minorities entails an endemic sense of insecurity. The horrors of reported cases such as those of Aasia Bibi and Rinkle Kumari and many other unreported cases, scar families so much that a legal redress is seldom sought.¹²

⁹ Aleenay Khizar, Hate Speech against Women, The Nation, 22 August 2015, <https://nation.com.pk/22-Aug-2015/hate-speech-against-women>

¹⁰ Friedrich-Ebert-Stiftung, Strengthening Governance in Pakistan, Assessing the National Action Plan to Counter Terrorism and Extremism, December 2020; p.22

¹¹ Kalbe Ali, Dawn, August 25, 2021, <https://www.dawn.com/news/1642501>

¹² Peter Jacob, Women in the Minority, The News International dated March 08, 2019 <https://www.thenews.com.pk/print/441033-women-in-the-minority>

(c) Regularization and reform of Madrassas (Seminaries or Non-mainstream schools):

The Societies Registration Act of 1860 was amended in 2005 to make madrasa registration with the Provincial Government obligatory. One report of the Ministry of Interior revealed that a number of madrassas across the country were shut down and about 190 madrassas were receiving foreign funding. There has been controversy regarding admission of foreign students in Madrassas after NAP. Madrassas did agree on registration form but exercise has also not been completed. Madrassas also agreed to provide intermediate-level public school education in Madrassas, and to focus on character building or ethics. There are assurances about financial audits and curriculum reforms of Madrassas but still the reform process is lacking robust institutional framework.¹³

In 2009, there were more than 1,900 registered all-female madrassas in Pakistan, around 15% of the total. Some of the reasons for their boom include, failures of the Pakistani education system and an increasing appetite for traditional Islamic values among the lower middle classes. There are links between the growth in all-female madrassas in Pakistan and religious militancy in the country.¹⁴ In Jamia Hafza, the female madrasa attached to the Red Mosque in Islamabad, 100 students died during an armed struggle with the state in July 2007.

Several students of seminaries might be responsible for child care in future so they have an impact on not only this generation but also on the future generations. All the more reason to reform the Madrassas.

(d) Destruction of communication systems of terrorist organizations:

In early 2015, the Government initiated a program to register the SIM cards of all mobile phone users into a database in an effort to counter terrorists' use of cell phones. The initiative concluded in May 2015, with a total of 75.5 million SIM cards re-verified and 27.5 million blocked. According to an independent report,¹⁵ the issue of illegal sale and purchase of telephone SIMs was handled successfully by Pakistan, which was largely linked to controlling terrorists' communication and operational activities. This factor significantly contributed to checking terrorist communications in Karachi in particular.

(e) Prosecution of those who spread sectarian violence:

Members and leaders of some sectarian outfits were arrested and prosecuted. Authorities have also shut down several religious schools run by the sectarian outfits in the Punjab. In August 2020, the Federal Government announced sanctions on key figures of some sectarian groups. The sanctions also ordered seizure of all movable and immovable properties of these outfits and individuals, and freezing of their bank

¹³ Friedrich-Ebert-Stiftung, Strengthening Governance in Pakistan, Assessing the National Action Plan to Counter Terrorism and Extremism, December 2020; p. 41

¹⁴ Riazat Butt, All female madrassas boom in Pakistan, The Guardian, 14 May 2009,

<https://www.theguardian.com/world/2009/may/14/pakistan-madrasas-islam-girls-women>

¹⁵ Friedrich-Ebert-Stiftung, Strengthening Governance in Pakistan, Assessing the National Action Plan to Counter Terrorism and Extremism, December 2020; p.11

accounts.¹⁶ All forms of violence adversely impact women. In case of sectarian violence, there is often injury, loss of precious lives and loss of livelihoods. Often, subjecting people to fear, trauma and poverty.

(f) Strengthen LEAs through reforms in the Criminal Justice System:

Prior to the enactment of the NAP, Pakistan's criminal justice system was struggling to deal with the challenge of processing terrorism cases. The operation in Karachi alone had collected thousands of alleged terrorists and criminals, most of whom were supposed to be tried by four anti-terrorism courts. In addition to the problem of processing a high quantity of cases, frequent threats to witnesses and prosecutors made it difficult to ensure convictions on these cases. The 2014 Protection of Pakistan Act sought to address this concern by ramping up security for witnesses, prosecutors, and other relevant judicial personnel. Although these pressing problems remained after the announcement of the NAP, some reforms have been undertaken and some are in the pipeline. In 2020, major legislative reforms took place by amending the anti-money laundering,¹⁷ anti-terrorism¹⁸ and UN Security Council¹⁹ laws in addition to passage of mutual legal assistance²⁰ and Waqf properties²¹ laws. Provinces also passed laws to strengthen the system to control terror financing through amendments in the Waqf properties, trusts and cooperatives societies laws. All these legal reforms are aimed at strengthening the criminal justice system against terror financing.

Participant's notes:

2.2 National Counter Extremism Policy Guidelines 2018

National Counter Extremism Policy Guidelines were approved in 2018 after extensive deliberations with stakeholders. The Guidelines identified six major areas for policy interventions²². These include:

¹⁶ Ibid; p.34

¹⁷ Anti-Money Laundering (Amendment) Act, 2020

¹⁸ Anti-Terrorism (Amendment) Act, 2020

¹⁹ United Nations (Security Council) (Amendment) Act, 2020

²⁰ Mutual Legal Assistance (Criminal Matters) Act, 2020

²¹ Islamabad Capital Territory Waqf Properties Act, 2020

²² National Counter Extremism Policy Guidelines 2018 developed by the National Counter Terrorism Authority (NACTA) available at <https://nacta.gov.pk/wp-content/uploads/2018/02/NCEP-Guidelines.pdf>

- (a) Rule of law and service delivery;
- (b) Citizen Engagement;
- (c) Media Engagement;
- (d) Integrated Education Reform;
- (e) Reformation, Rehabilitation, Reintegration, and Renunciation; and
- (f) Promotion of Culture.

The document defines ‘extremism’ as ‘having absolute belief in one’s truth with an ingrained sense of self- righteousness.’²³ This document also suggests implementation mechanism for national counter extremism policy guidelines.²⁴ It includes formulation of projects for promoting welfare of minorities and strengthening women rights. It proposes an extensive plan for promotion of women rights under education reforms. Recommendations include the following:

- (a) Women rights to be taught from basic elementary level;
- (b) A module on human rights should be sensitively developed without segregating women rights as separate from human rights; and
- (c) Our heroes should not remain limited to men, but female figures should also be included in curriculum.

Over all, this is a step in the right direction if NACTA takes measures to get the policy guidelines implemented through appropriate legislation or administrative actions. Policy framework is essential for preparing groundwork for legally binding reforms but the authority responsible for implementation of the policy need to come up with effective proposals for legislation etc. for its implementation.

Participant’s notes:

2.3 Paigham-i-Pakistan 2018

The 22-points Paigham-i-Pakistan is the national narrative against the religious extremism.²⁵ It was prepared by International Islamic University and signed by 1800 scholars from various Islamic schools of thoughts. Currently, it has more than 5,000 signatories. Assistance in preparation of the document was provided by the State’s institutions, eminent religious scholars and academia from prominent Pakistani universities. Paigham-i-Pakistan is, in fact, a *Fatwa* (legal opinion) sought by the Federal Government to counter terrorism and violent extremism.

²³ ibid p-9

²⁴ Ibid pp 41-43

²⁵ Available at <http://www.paighamepakistan.com/joint-declaration-2/>

This unanimously agreed document was prepared in accordance with the injunctions of Holy Quran, Sunnah of the Prophet (PBUH) and the Constitution of the Islamic Republic of Pakistan. Its message is that sectarian hatred, armed sectarian conflict and imposing one's ideology on others by force is in clear violation of the injunctions of Shari'ah and is disorder on earth (*fasad-fil-arz*). (point 8)

Paigham-i-Pakistan also put emphasis on women rights and protection of these rights. The declaration, referring to the last sermon of the Prophet (peace be upon him), reminds us about the protection of these rights and non-discrimination or equality before law. In accordance with the teachings of Islam, women have right to vote, education and employment. To destroy women educational institutions, to attack on female students and educationists is contrary to human values, Islamic teachings and the law of land. The declaration also declares honor killing, marriage with Quran, and exchange marriage (*watta-satta*) against the injunctions of Islam. Exchange marriage was most prevalent in Sindh (66-78%).²⁶

Paigham-i-Pakistan can be the basis of a national narrative against religious extremism. Reportedly, the Council of Islamic Ideology is toying with the idea of converting it into law, thus criminalising any violations of the decree.. The role of the state is that of an enabler and facilitator, not an enforcer, in matters of faith and belief of individual citizens.²⁷

Participant's notes:

2.4 National Internal Security Policy 2018

National Internal Security Policy 2018-2023 identifies youth alienation and frustration; exclusionary identity narratives; a lack of social justice and the rule of law; regional disparities; lack of accountability and inclusion; and foreign linkages as significant drivers of insecurity in Pakistan. The Policy emphasizes that violation of human rights can become a crucial driver for extremism and radicalization, and it is therefore, essential to establish the rule of law and deliver justice.

The Policy determine the priority list under six policy area consisting of 20 action points for immediate action.²⁸ It is developed version of an earlier internal security policy of 2014 but implementation of this policy is a real issue. A summary of these action plans is as follow:

- (a) **Re-orient:** Reforms in criminal justice system are essential in establishing rule of law; measures will be taken to combat financing of terrorism through effectively countering financing regime.

²⁶ N. Rehan and K. Qayyum, Customary Marriages in Rural Pakistan, 2017, available at <https://pubmed.ncbi.nlm.nih.gov/28733565/>

²⁷ Tariq Khosa, Countering Extremism, Dawn, December 20, 2020, available at <https://www.dawn.com/news/1596792>

²⁸ <https://www.interior.gov.pk/index.php/downloads/category/32-policies>

- (b) **Reimagine:** A national narrative against extremism and terrorism be prepared and curriculum of mainstream institutions and *madrassas* will be reformed based on the narrative.
- (c) **Reconcile:** De-radicalisation and rehabilitation programs will be incorporated to enable former militants to join the mainstream; and incentives be offered to militants on terms to shun violence.
- (d) **Redistribute:** Uplift of marginalized groups; social protection and health schemes for vulnerable sections of the society and removing sub-national disparities by focusing on the development of less-developed areas.
- (e) **Regional Approach:** Promotion of peaceful neighbourhood in the region; and neighbouring countries be offered to join CPEC.
- (f) **Recognize:** Counter terrorism and counter extremism centres of excellence will be established; and increase in funding for research in social sciences and humanities.

A security expert has rightly remarked about this policy “Also so far on paper alone, the NISP 2018-23 was nonetheless an improved version adopted after extensive consultation with all political parties, and contained an effective institutional mechanism designed in consultation with all provinces. What is the use of making policies if they are not to be implemented? Intriguingly, we still do not have a comprehensive national security policy despite having established a national security division a few years ago. A military doctrine has limited scope. An all-encompassing security policy must prioritize socioeconomic and human development, supported by all elements of national power.”²⁹

Participant’s notes:

2.5 FATF and Pakistan

The Financial Action Task Force (FATF) is the global money laundering and terrorist financing watch dog. It set international standards to prevent illegal activities including organized crimes, corruption and terrorism. It requires states take legislative, policy and administrative actions to check money laundering and terrorist financing. FATF action plan contains 40 measures. Pakistan was originally compliant to 27 measures.

Since 2018, Pakistan has taken significant steps to implement the FATF action plan that include:

- (a) Taking action to identify and sanction illegal money or value transfer services;
- (b) Implementing cross border currency and bearer negotiable instrument controls;

²⁹ Tariq Khosa, Countering Extremism, Dawn, December 20, 2020, available at <https://www.dawn.com/news/1596792>

- (c) Improving international cooperation in terrorist financing cases;
- (d) Passing amendments to anti-terrorism law to increase the powers of the sanctioning authority;
- (e) Financial institutions implementing target financial sanctions for anti-money laundering/combating terrorism financing; and
- (f) Controlling facilities and services owned or controlled by designated persons and entities.

Pakistan has made significant progress on 24 out of 27 deficient measures/ action under FATF action plan. FATF has urged Pakistan to address the deficiencies under following three points before June 2021.³⁰

- (a) effective terrorist financing investigations and prosecutions;
- (b) terrorist financing prosecutions result in effective, proportionate and dissuasive sanctions; and
- (c) effective implementation of targeted financial sanctions against all under UNSC Resolutions 1267 and 1373.

Pakistan satisfactorily complied with 26 measures as noted in FATF meeting in June 2021 but still decided to retain it on grey list. It is estimated that Pakistan has suffered \$38 billion loss to gross domestic product (GDP) due to its continued listing on FATF's grey list. This has seriously impacted peoples' economic rights.³¹ Pakistan is asked by FATF to:

- (a) target eight militant groups;
- (b) enhance international cooperation by amending the Mutual Legal Assistance law; [recently amended by the Parliament]
- (c) tighter scrutiny of real estate agents, jewelers, lawyers and chartered accountants through regular reporting and audits etc.; and
- (d) increase money laundering investigations and prosecutions and trace, freeze and confiscate crime proceeds.

Participant's notes:

³⁰ Jurisdiction under Increased Monitoring Feb 2021; <http://www.fatf-gafi.org/countries/a-c/barbados/documents/increased-monitoring-february-2021.html>

³¹ Pakistan hit with \$38 billion loss due to FATF grey list; Jun 28, 2021; <https://economictimes.indiatimes.com/news/international/world-news/pakistan-hit-with-38bn-loss-due-to-fatf-grey-list/articleshow/83867954.cms>

3. Sindh Provincial Legislation Related to Counter Violent Extremism

Objectives of the Sessions

- To know the contents of some of the existing provincial laws aimed at countering violent extremism in Sindh and their correlation with the protection of women rights
- Gap analysis of the identified CVE laws in order to make them effective for protection of women rights
- Role of Commission on Status of Women in making counter violent extremism laws effective
- Understanding the measures necessary for the effective implementation of CVE laws for making recommendations to the Provincial Government

3.1 Sindh Protection of Communal Properties of Minorities Act 2013³²

Ref	Date of legislation	Total Sections
SINDH ACT NO. XL OF 2013	15 th March 2013	5

Purpose of this law	To protect the properties of the minority communities meant for their communal use. This aims at protection of joint or common properties of minorities as envisaged under Articles 20 and 36 of the Constitution.	
Relevance to CVE	In past, we have seen VE groups occupying the religious places of the minorities. The law declares any such activity as unlawful and will provide legal cover against any such illegal occupation.	
Section	Headings	Text of the Section
Section 3	Transfer of communal properties	A communal property of a minority shall not be transferred by any person without NOC from the Provincial Government given after recommendation of the Provincial Commission for Minorities.
Section 5	Punishment	Punishment of up to seven years imprisonment and fine of not less than one hundred thousand rupees for the person who transfers communal property of minority community without permission of the Provincial Government. It also provides such unauthorized transfer is of no legal effect.

³² The Sindh Protection of Communal Properties of Minorities Bill, 2013 was passed by the Provincial Assembly of Sindh on 15th March, 2013 and assented to by the Governor of Sindh on 28th March, 2013. It was published in the official Gazette on 1st April 2013. A copy of the Act is available at <http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.XL%20of%202013.pdf> last accessed on 7 August 2021.

Critical analysis

- (a) Women are frequent users of communal properties of religious minorities. Minority women frequently use temples, churches and their other places of worship or community centers/ clubs. Their right to use communal property is seriously affected if the communal property is not protected.
- (b) It is a skeleton and intransitive law as it lacks necessary implementation details. It does not resolve the conflict which is likely with the evacuee trust properties law to the extent of a communal property which is also an evacuee trust property.
- (c) There is no system of identification or list of communal properties with title and possession status and its permitted and permissible uses. These measures are necessary for a proper protection system of communal properties.
- (d) The system of inclusion and exclusion of properties from the list of communal properties is also required for effective implementation of this law.
- (e) There has to be a legally competent custodian of these properties who or which is responsible to protect the communal properties.
- (f) There is no data to judge the effectiveness of the law. The cases processed under the law, state of communal properties before and after this law with periodic reviews of its effectiveness.
- (g) One of the mechanisms for implementation of a law is to make it mandatory the provision of periodic information to the Provincial Assembly regarding implementation of the law. This mechanism is absent in this law.
- (h) Changes in the scheme of the law and chalking out a proper and effective implementation plan are necessary to protect the legitimate rights of the minorities over communal properties.

Participant's notes:

3.2 Sindh Witness Protection Act 2013³³

Ref	Date of legislation	Total Sections
SINDH ACT NO. LI OF 2013.	18 th September 2013	29

Purpose of the law	To provide for protection of witnesses to enable them to give evidence in criminal proceedings. An effective witness protection law is necessary for enforcing the citizens' rights to life and property. It is also aimed at promoting the rule of law.
Relevance to CVE	Any harm to witness can send a wave of shock and terror in the society and will further discourage citizens to give evidence. Witness protection is of utmost importance in violent extremism cases. Conviction rate in violence extremism cases is very low because witness often reluctant to come forward. For example, in the murder case of Advocate Naimatullah Randhawa, the court observed that "eyewitnesses (private) have hidden themselves due to the fear of demon of terrorism." The court further observed that, "The public has become too frightened to assist the system fighting against terrorism, which is adding bad name to the country, adversely affecting the law and order' situation, welfare of the people, tourism, foreign investment, economy of the country etc."

Section	Heading	Text of the Section
2(i)	Definition of serious crime	"Serious offence" means an offence punishable for not less than twelve months.
4(1)	Witness protection Program	Government shall establish a Witness Protection Programme for protection and safety of a witness
5(1)	Witness protection Advisory Board	The Government is also required to establish a Witness Protection Advisory Board and a Witness Protection Unit
11(1)	Appointment of Witness Protection Officers	Witness Protection Officers are required to be appointed to assist the Chief Witness Protection Officer
7(1)	Chief Witness Protection Officer	Additional Inspector General Police CID is ex officio Chief Witness Protection Officer. The officer is required to sign a witness protection agreement with the witness who is required to be protected.
4(2)	New identity	Necessary arrangements will be made to allow witness to establish new identity or conceal their identity by wearing a mask, changing voice appearance or any other form of segregation during the investigation or trial, or examination

³³ The Sindh Witness Protection Bill, 2013 was passed by the Provincial Assembly of Sindh on 18th September, 2013 and assented to by the Governor of Sindh on 30th October, 2013. It was published in the official Gazette on 1st November 2013. The copy of the law is available at <http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.LI%20of%202013.pdf>

Critical analysis

- (a) Act is on a concurrent subject of evidence.³⁴ Federal laws regulating identity of a person³⁵ and evidence³⁶ override this Act under Article 143 of the Constitution.
- (b) There is non-availability of data to determine usefulness of this law like appointment of witness protection officers and witnesses protected and type of protection provided to them. No public information is available about resource allocation for this protection system.
- (c) The information regarding successful use of this system in terrorism cases is also not available. The cases in which this law is used and the accused persons are convicted on the basis of evidence of the protected witness, there no information regarding this in public domain.
- (d) The law is based on the protection system operative in a developed nation. Our society is closely knitted, protecting a person through changing his/her identity is almost an impossible task.
- (e) Financial protection and admissibility of statement of a witness under programme before the investigator/ court under certain safeguards may prove more effective.
- (f) More pragmatic Federal law on witness protection with provincial representation may be considered.
- (g) Annual provision of the data under protection system to the Legislature may be made mandatory in order to ensure proactive implementation of the law.
- (h) Women witnesses are much more vulnerable than male witnesses. They need special protection. There is conspicuous absence of any special provision for the protection of female witnesses in this law.
- (i) The perpetrators of offences against women are invariably acquitted due to non-availability of evidences/ witnesses. If this law is made effective, it will take care of perpetrators of violators of women/human rights and deter others from violating the rights of women.

Participant's notes:

³⁴ Article 142 (b) of the Constitution of the Islamic Republic of Pakistan.

³⁵ National Database and Registration Authority Ordinance 2000 (VIII of 2000)

³⁶ Qanoon-e-Shahadat Order 1984 (CE Order No. 10 of 1984)

3.3 Sindh Information of Temporary Residents Act 2015³⁷

Ref	Date of legislation	Total Sections
SINDH ACT NO. XXI OF 2015.	13 th April 2015	16

Purpose of the law	To obtain information about tenants and other temporary residents; to develop a database of such persons to effectively combat terrorism and other crimes, to use such information for investigation and prosecution of offences. This law is aimed at protected the citizens' rights to life and property. It is designed to prevent danger to violation of these rights.
Relevance to CVE	Movement of the extremist and terrorist required to be monitored in order to counter them. It was observed that violent extremists commit heinous terrorism away from their native towns. They and their handlers hire a place to carry out their nefarious designs. This law aims to obtain information about their place of abode in order to prevent violent extremism.

Section	Heading	Text of the Section
3(1)	Tenants' information to police	The property dealer, landlord and tenant are required to provide information about the tenant to the police through the fastest means of communication within 48 hours from the time of delivery of possession of the rented premises to the tenant.
3(2)	Hotel/Hostel guests' information to police	The owner or manager of a hotel or hostel should provide information about the guest to the police through the fastest means of communication within three (03) hours from the time of arrival or check in of the guest.
4	Stay of external guests in hostel	A person, not being student or staff of an organization or institution, is prohibited from staying at a hostel exclusively managed and controlled by the organization or institution without prior permission in writing of the manager of the hostel. In any case, the manager has to inform the police about particulars of the person within three (03) hours of the receipt of information by the manager.
5(1)	Identity of the tenant/guest	The landlord, manager and property dealer have to satisfy about the identification of the tenant or the guest on the basis the computerized national identity card or passport of such tenant or guest before allowing the tenant or guest to stay at the rented premises, hostel, or hotel.
5(2)	Identity of the tenant/guest	The landlord, manager and property dealer have to obtain and keep a copy of the computerized national identity card or

³⁷ This Act VIII of 2015 was passed by the Provincial Assembly of Sindh on 13th April, 2015 and assented to by the Governor of Sindh on 12th May, 2015. It was published in the official Gazette on 18th May 2015. A copy of the Act is available at <http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.XXI%20of%202015.pdf>

		passport of the tenant or the guest and to provide a copy to the police as well.
6(1)(2)(3)	Use of tenants/guest's information	The police will use the information received under this Act and maintain a database of all the tenants and guests by categorizing them into different categories. The police are also required to conduct analysis of the data for prevention, detection, and investigation of offences. But such information cannot be used for any purpose other than prevention, detection, investigation and prosecution of offences.
7	Competent officer for the inspection of premises	A police officer (not below Sub-Inspector) may inspect a rented premises, hostel or hotel; and to obtain necessary information from the relevant documents and persons including landlord, tenant, manager, guest or property dealer.
9	Firearms and explosives	The landlord, manager and the property dealer to ensure that the tenant or guest is not carrying or in possession of a firearm or any explosives other than a licensed weapon. Even in case of licensed weapon, the owner or manager of a hostel or hotel shall keep an entry of any licensed weapon being kept by a guest and provide the information about the weapon to the police.
10	Assistance to police	A DSP may obtain information about the ownership or title of a rented premises or a hostel from any authority maintaining record of rights, transfer deeds or other title documents.
11	Penalty for non-cooperation with the police	If a person fails to provide the information under this law, the person may face punishment of up to six months imprisonment and fine between 10000 rupees to 45000 rupees. Police can arrest the accused without arrest warrants and the Magistrate is required to swiftly decide the case in summary manner.

Critical analysis

- (a) There is no evidence or data to prove that the purpose of the law to prevent and combat violent extremism has been achieved.
- (b) There are widespread complaints of misuse of this law against innocent landlords. There are instances in which the relatives of landlords were booked under this law. This law allows police to violate the privacy of home or a hotel room (privacy rights) which may become a serious women/human rights issue.
- (c) The police have drifted from its role to achieve the purpose of this law for combating violent extremism to more of a regulator of leases etc.

- (d) There is complete absence of Parliamentary oversight/ report to Assembly and the Provincial Assembly is not being informed on the utility and enforcement of this law. Similarly, there is no effort to find ways and means to reduce instances of abuse or misuse of this law.
- (e) Only an effective law will be able to protect the citizens' rights to life and property. Effective measures are required to guard against its misuse and to create a balance between achieving the objects of this law and protecting the privacy rights of the citizens. Women are the most vulnerable in case of violation of privacy rights. Further, any incident of violent extremism is most likely to adversely affect women either directly or indirectly.

Participant's notes:

3.4 Sindh Sound Systems (Regulation) Act 2015³⁸

Ref	Date of legislation	Total Sections
SINDH ACT NO. XXIII OF 2015	13 th April 2015	12

Purpose of the law	For purposes of preventing public nuisance and the voicing of utterances of a controversial nature likely to cause public disorder and to regulate, control and prohibit the use of certain sound systems in the Province of Sindh in the interest of environment, public order, decency and the prevention of incitement to terrorism. It is aimed at protecting the right of peaceful coexistence.
Relevance to CVE	Sound system is misused to spread the hate message in addition to noise pollution. It is necessary to regulate sound systems to prevent utterances of a controversial nature likely to cause public disorder, or utterances which may incite extremism or terrorism. The extremist groups usually take the advantage of loudspeakers to disseminate their message and recruit the followers. This law is aimed at stopping the use of loudspeakers (except for some specific purposes) and to place a check on extremist agenda of spreading hate.

³⁸ This Act XXIII of 2015 was passed by the Provincial Assembly of Sindh on 10th April, 2015 and assented to by the Governor of Sindh on 12th May, 2015. It was published in the official Gazette on 18th May 2015. The copy of law is available at <http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.XXIII%20of%202015.pdf>

Section	Heading	Text of the Section
3(1)	Prohibition on the use of sound system	A person shall not use, or assist in using, permit or allow the use of a sound system which generates any loud, unnecessary or unusual noise or any noise which annoys, disturbs, injures, or endangers the comfort, repose, health, peace, or safety of persons in or beyond the vicinity.
2(G)	Definition of sound system	Sound system is a loudspeaker, sound amplifier or any other similar equipment.
2(h)	Definition of Vicinity	Vicinity is an area or place within ten yards of the place where the sound system is placed.
2(3)	Definition of Public place	A public place means a public street, a public thoroughfare, a public park or playground or any other place to which the members of the public or section of public have access with or without invitation.
4(1)	Regulation of sound system	A person shall not use sound system: <ul style="list-style-type: none"> (a) in a public place, in a manner so as to cause or to be likely to cause annoyance or injury to persons in the vicinity; or (b) in any place in the vicinity of a worship place during prayer times, hospital at any time, educational institution, court or office during working hours.
4(2)	Regulation of sound system	One external sound system at a place of worship can be used for the purpose of Azan, Arabic Khutbah delivered on a Friday or on Eid, announcement of death of a person, lost or found a thing or a person. If sound system is used within a place of worship for any other purpose, it may not be heard beyond ten meters of the worship place. (There is a specific prohibition on use of sound system for the voicing of any sectarian or other utterances of controversial nature likely to lead to public disorder, if such utterances are or may be heard outside or beyond the immediate limits or precincts of such place.)
4(2)	Regulation of sound system	External sound system at a public place can be used during reasonable hours with the prior permission of the Government if the use of such sound system is in accordance with the conditions mentioned in such permission.
5	Inspections of sound systems by police	The officer in charge of the police station shall regularly inspect sound system of every place of worship and shall maintain a record of such inspections.

6	Punishment	In case of violation, the violator is liable to punishment of up to six months imprisonment and fine between 25000 and 50000 rupees.
7	Power of seizure	Police is empowered to seize the sound system used in the commission of the offence.
8	Cognizance and summary trial	Police can also arrest the accused without warrant from the court and the Magistrate may summarily try the offence.
9	Confiscation	Court can also order confiscation of sound system and other case property.

Critical analysis

- (a) There is no evidence or data to prove that the purpose of the law to control hate speech and misuse of sound system by extremists has been achieved. Data of registered cases (FIRs) is available but there no impact analyzes of this law.
- (b) The law is inherently discriminatory against minorities. They don't have permission to use sound system at their places of worship as all permissible uses are for majority faith worship places.
- (c) There is complete absence of Parliamentary oversight/ report to Assembly and the Provincial Assembly is not being informed on the utility and enforcement of this law. Similarly, there is no effort to find ways and means to reduce instances of abuse or misuse of this law or selective/ discriminatory use of this law.
- (d) It may be more appropriate to completely prohibit external use of a sound system or limit/ regulate it to mandatory prior licensing. License may be given after obtaining undertaking for specified time and not to use it for hate speech and/or propagation of extremists' ideology.
- (e) Only a specified system with in-built recording/connectivity may be allowed to be used and every use of such system may be reviewed by a panel of experts who may render their views in writing to police. Police may only act on the basis of report of the panel of experts.
- (f) Some changes are likely to make this law more effective from women/human rights perspective. There are instances of targeting women rights in hate speeches. An effective sound system law will be able to protect environment, women rights and precious lives and properties by controlling the hate speech. Effective implementation will also protect the right of citizens to comfortable living without any nuisance or annoyance.

Participant's notes:

3.5 Sindh Charities Registration and Regulation Act 2018³⁹

Ref	Date of legislation	Total Sections
SINDH ACT NO. XVI OF 2019	10 th December 2019	34

Purpose of the law	To make effective provisions for the registration, administration and regulation of charities, fund-raising and collection and utilization of charitable funds for charities and other institutions.
Relevance to CVE	The law is aimed at put a check on illegal collection of funds and misuse of charitable funds for illegal, criminal or promotion of violent extremism.

Section	Heading	Text of the Section
3-5	Commission and the Chairperson	The commission shall consist of chairperson and 14 other members. Minister/ Advisor will be chairperson, 2 MPAs, 7 official and 5 non-official members. Government to appoint Director General from officers of Social Welfare Department.
6-12	Registration and regulate of charities	The Commission is empowered to register and regulate charities in Sindh. Director General is the sole registering authority. He may register or refuse to register an organisation as charity. He is empowered to suspend or cancel registration of a charity. No collection without registration of charity.
13	Prohibition on collection	The promoter of the charity will make a declaration before collection of the charity about the intended use of the charity. Commission may refuse the sanction if it is not satisfied with regard to the good faith of the promoter, or with regard to the proper custody and administration of the fund.
17-21	Charity trustee	Commission may appoint a trustee or other officer-bearer of a charity by replacing the delinquent trustee/ office-bearer. Trustee has fiduciary responsibility towards charitable funds and shall ensure proper maintenance of accounts of the charity.
22-23	Audit and prohibition of misapplication of funds	In addition to regular annual audit, Commission may direct special audit of a charity. It may direct inspection of a charity. Fund may only be spent for the purpose for which it is collected. There is express prohibition of misapplication of funds.

³⁹ The Sindh Charities Registration and Regulation Bill, 2019 was passed by the Provincial Assembly of Sindh on 22nd November, 2019 and assented to by the Governor of Sindh on 2nd December, 2019. It was published in the official Gazette on 10th December 2019. A copy of the Act is available at <http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.XVI%20of%202019.pdf>

24	Penalties	Commission may, for up to six months, appoint an administrator of a charity. In case of violation of any provision, the violator is liable to imprisonment from 6 months to one year and fine of 50 thousand to 100 thousand.
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Critical analysis

- (a) This law may create the situation of conflict of laws. An organisation is registered under some other law and has to comply with the regulatory framework of that law as well as this law. There is no provision to resolve the conflict between the two regulatory frameworks.
- (b) The laws deal all organizations registered under relevant laws as charities. The law made it mandatory for all organization to declare the purpose of the funds before collecting it. The law fails to appreciate that some organizations are hybrid. They provide consultancy services to other organizations and even individuals and in such cases the purpose of money receive may not be charity. There have been instances when government officials deputed for scrutiny of the funds are not able to differentiate between charitable funds, donor money, consultancy fee and local fund raising. There is confusion about such hybrid organisations.
- (c) The law does not distinguish between small and large charities. All powers are concentrated in the Director General. Law needs to distinguish between different categories of charities and distribute the function of registration and regulation of small charities to the local or district administration.
- (d) Act requires detailed regulatory framework by making rules and regulations. In the absence of detailed regulatory framework, the law is likely to be implemented in discriminatory manner.
- (e) The charity commission established by the government has a very non-transparent website. It does not fulfil even the minimum standards of transparency. No details about chairperson or members of the commission or its staff is available on the website. It only provides for online registration. It does not contain the data about charities in Sindh.
- (f) An effective regulation of charities will not only ensure that the charities are used for economic well-being of the poor and needy but will also prevent the charitable funds from reaching in wrong hands. It will also be necessary to meet Pakistan's international financial obligations reaping benefits to better gross domestic product (GDP) and poverty alleviation.

Participant's notes:

4. Women Rights and its Relevance to CVE and Peacebuilding

Objective of the Session

1. To understand CVE in the broader context of women rights.
2. To discuss the role of Government in developing a counter narrative to extremism

The Nexus:

Although research shows that societies that respect women’s rights are less prone to extremism, the effect of violent extremism on the protection of women’s rights has rarely been studied. Across regions, a common thread shared by extremist groups is that in every instance their advance has been coupled with attacks on the rights of women and girls—rights to education, to public life, and to decision-making.⁴⁰ The gender dimension of the violent acts is evident in the harmful practices that are carried out in the name of religion or belief or tradition against scores of women and girls who are the victims of “honour” killings, acid attacks, floggings and other violent practices. Many of these acts of violence occur in the “private sphere” and are not perceived through a lens of security or public safety⁴¹. There is shocking systemic tolerance for violence and criminal practices against women and girls in both Pakistan as well as across other regions of the world. Attitudes towards women need to change for there to be further progress. Awareness campaigns on laws relating to acid violence, gender equality and peace and tolerance need to be significantly bolstered to deter perpetrators⁴². There is a need to end institutionalized violence and discrimination against women, including by repealing unjust laws, countering extremist threats and involving women and their especially relevant perspectives in design of state policies directly affecting their security, including strategies to deal with violent extremist groups⁴³.

The design or implementation of state policies and programmes to prevent and countering violent extremism are only beginning to integrate a gender dimension and there is little information available regarding its impact on women and women’s organizations⁴⁴. CVE/PVE strategies often also have narrowly focused on the role of women in preventing violent extremism. The focus on women rights in CVE can lead to a more progressive approach to peace building where local communities stand to gain against the forms of violence they encounter in their everyday lives, and not just address those issues prioritized by the state machinery. Experiences in development and peacebuilding show that more inclusive and tolerant societies are better able to achieve lasting peace and sustainable development. Women’s participation in peacebuilding, is linked to their social, economic, and political participation in the country. Recognizing women’s agency in peacebuilding, strengthening their voice in peace and security matters, building their resilience, and reducing their vulnerability are each imperative⁴⁵. Women enhanced meaningful presence in decision-making, including political participation as voters and in public office, will be central to

⁴⁰ <https://wps.unwomen.org/cve/>

⁴¹ <https://undocs.org/pdf?symbol=en/A/73/362>

⁴² <https://tribune.com.pk/story/1776282/6-eradicating-acid-violence>

⁴³ <https://www.crisisgroup.org/asia/south-asia/pakistan/women-violence-and-conflict-pakistan>

⁴⁴ https://reliefweb.int/sites/reliefweb.int/files/resources/pve_trainingmanual-min.pdf

⁴⁵ <https://www.usip.org/publications/2017/02/women-peace-and-security-pakistan>

sustainable reform. Pakistan should invest in their empowerment and reflect women priorities in all government policies, including counter-insurgency and peacebuilding efforts⁴⁶.

In this manual we have included some of the relevant priority areas of intervention that SCSW can look at and consider for its strategic plans.

4.1 Violation of Women Rights

Violation of women's fundamental human rights, ranges from harmful traditional practices, son preference, dowry-related violence, domestic violence, honour killing and early marriage to sexual harassment, abuse and online harassment – all of these seriously hamper women's access to their social, economic and political rights. Therefore, addressing violation of women's rights is one of the main strategic priority areas of the SCSW. Violent extremism has an indirect link to GBV and therefore on the overall wellbeing of women, hence it is a priority for SCSW.

The Commission, for example, already maps the measures taken in Sindh for relief of child marriages and mapping of girls and women from religious minorities, further, advising WDD, law enforcement agencies, women protection cells/ centres etc., to ensure effective response to any cases of violation⁴⁷. There is a need to broaden the scope of mapping policies, legislations, programs and other measures, taken by the Government of Sindh for women's rights in context of intolerance and violent extremism in society. While, requiring supportive and concrete measures at social and political levels that would challenge existing gender stereotypes and pave the way for greater participation among women in peacebuilding.

4.2 Ethnic and Sectarian Feuds

Law and order challenges in Sindh, originate from political polarization, ethnic divide, underdevelopment and absence of proactive measures to engage citizens for a positive state-society relation. In Karachi, for example, illegal land encroachment and criminality to violent clashes between rival groups, has resulted in sectarian violence and disturbing peace and inter communal harmony. In this regard, necessary steps must be taken by the government to control the growing religious intolerance and extremist elements in Karachi. The city is also faced with multiple ethnic related issues, for example in the AF project areas; Saeedabad, Paposh Nagar, Nawabad, Shirin Jinnah and Chakra Goth districts of Karachi. Some of these areas are highly volatile and require sensitivity in dealing with diverse ethnic and sectoral groups residing. Women, at times have faced security and mobility issues due to long standing ethnic / political rifts and threats in the districts⁴⁸. This facilitates extremism in the region as conflict areas turn into restricted mobility, impacting women's access to education and other opportunities and resources. Also, there is a need to look at the spectrum of roles that women play in both preventing and participating in violent extremism, as they often get influenced by the VE groups.

The Sindh Commission on the Status of Women (SCSW) can play a critical role in enhancing the peacebuilding role of women in the communities and in empowering women to push back

⁴⁶ <https://www.crisisgroup.org/asia/south-asia/pakistan/women-violence-and-conflict-pakistan>

⁴⁷ Strategic Plan 2018-2021, Sindh Commission on the Status of Women (SCSW)

⁴⁸ Awardee Final Report, "Strengthening the Role of Women in Peacebuilding", Aurat Foundation

against narratives of divide and hatred being spewed by VE groups, which eventually contributes to the further suppression of these women.

4.3 Legal Identity of Marginalized Women

Women who don't receive or are unable to register for NIC due to patriarchal or cultural barriers are excluded from the National Database and Registration Authority (NADRA) and therefore are deprived of a legal identity. The consequences of this are that women are vulnerable as they cannot be a part of any official legal process which would give them access to rights and benefits as citizens of the country, including government benefits schemes such as Ehsaas Program and Benazir Income Support Program because they don't possess sim cards (for which an NIC is required) in order to register for these schemes. This also leads to unrest in society as women and girls are vulnerable to exploitation in the form of child marriage as they can be used in exchange for money or to settle debts⁴⁹. The National Database and Registration Authority (NADRA), therefore has an important role to play in this regard as initiatives to proactively register births. As it stands right now, many children in Sindh are not registered and in cases of underage marriages, false birth certificates are produced that falsely state the age of the child-bride to be above 18. Computerized records of children at birth will eliminate the validity of false certification and help in implementation of the Sindh Child Marriages Restraint Act.

SCSW not only aims to undertake advocacy for improvement in the conditions of marginalized women so that they can enjoy equal benefits like all citizens, but also in giving them protection from discriminatory, harmful and violent practices.

4.4 Model Review of Women Rights Law

The Commission is currently exploring the existing linkages between women rights and violent extremism, as highlighted in the topics above. There is lack of clear and readily available data to back this up, therefore SCSW intends to work in this area through desk-based research and legislative review of women rights /GBV laws (example given below).

Sindh Child Marriages Restraint Act 2013⁵⁰

Ref	Date of legislation	Total Sections
SINDH ACT NO. XV OF 2014	11 th June 2014	13

Purpose of the law	To restrain the solemnization of child marriages. It is to protect rights to health and education of the children which are under severe threat in case of child marriage.
Relevance to CVE	The law is aimed at putting an end to child marriages and also effectively tackle the problem of child girl conversion through marriage. The conversion of girls belonging to the minority group can lead to religious and sectarian tensions, hence promoting radicalization and extremism in society. This is an example of a

⁴⁹ <https://www.dawn.com/news/1185987>

⁵⁰ The Sindh Child Marriages Restraint Bill, 2013 was passed by the Provincial Assembly of Sindh on 28th April, 2014 and assented to by the Governor of Sindh on 10th June, 2014. It was published in the official Gazette on 11th June 2014. A copy of the Act is available at <http://www.pas.gov.pk/uploads/acts/Sindh%20Act%20No.XV%20of%202014.pdf>

		women rights / GBV law in which we need to do more research and actual cases can be explored for inference.
Section	Heading	Text of the Section
2	Definitions	Child is a person (male or female) who is under eighteen years; and child marriage is a marriage in which a spouse is a child.
3-5	Penalties for child marriage	Groom above 18: from one to two years imprisonment plus fine Parent, guardian, conductor or facilitator: from two to three years imprisonment plus fine
7	Injunction	The Magistrate may issue injunction to prohibit solemnization of a proposed child marriage.

Critical analysis

- (a) Child girl marriage is a women rights violation occurring on a high scale across the world including Pakistan. Child girl marriage is also internationally recognized as ‘forced marriage’ due to the fact that children below the age of 18 are not recognized as having the legal capacity to provide an informed consent for contracts including marriage contract. This is also the case where child girl belonging to minority community converts as Muslim under the garb of marriage.
- (b) Child marriage is regarded as robbery of ‘childhood’. It takes away the right of choice and impedes education, blocks any opportunity to gain vocational and life skills, adverse health consequences and increased vulnerability of the child to abuse and violence.
- (c) Universal birth registration is necessary prerequisite for proper implementation of this law. There should not be any ambiguity regarding age of any person. As an alternate, production of CNIC or passport may be made mandatory for solemnization of any marriage.
- (d) A system of mandatory marriage registration has to be strictly adhered to with a punishment attached to non-registration.
- (e) Definition of ‘consent’ within marriage law and clear statement that a child below the 18 cannot give consent to marriage.
- (f) Child marriage must be made voidable marriages even till two years of the child attaining the age of majority with a swift procedure for such dissolution.
- (g) Any offspring from a child marriage must be declared legitimate despite nature of marriage and option of dissolution.
- (h) Sexual relations with a child below the age of 18 must be explicitly recognized as statutory rape despite the forced marriage/ relationship.
- (i) This law must have an overriding effect to ensure the inconsistent age of majority in other laws of Pakistan must not be allowed to confuse or take precedence over this law in the marriage of matter.
- (j) Act requires detailed regulatory framework by making rules. In the absence of detailed regulatory framework, the law is likely to be implemented in discriminatory manner.

- (k) An effective law is necessary to stop the forced marriages commonly known as child marriages. Such a law will protect health of the child girl and will ensure realization of their fundamental right to education. Their fundamental right of choice in one of the most important decision of life will also be protected with an effective law that works.

4.5 Absence of implementation mechanisms for laws

There has been series of pro rights and women legislation development that makes the province of Sindh stand out as a socially progressive legislator. The Sindh Assembly has taken the lead on legislation on domestic violence, child marriage, Hindu marriage, forced conversion and now on the minorities' commission. However, when it comes to establishing necessary mechanisms and structures to implement these laws, there is a huge gap. Many laws remain unaccompanied by the necessary rules of business. Commissions and structures stipulated in legislation are seldom established.

As the SCSW's experience has been, in many cases, the police are hardly aware of the new law or its mechanisms and continues registration of cases under old laws. This is a serious concern and much impedes the realization of rights through progressive legislation. SCSW will engage with government and non-government organizations to help women access justice, including by increasing women's knowledge of the legal system and their rights.

4.6 The Convention on the Elimination of All Forms of Discrimination against Women

In 1967, United Nations Member States adopted the Declaration on the Elimination of Discrimination against Women, which states that discrimination against women is an offence against human dignity and calls on States to "abolish existing laws, customs, regulations and practices which are discriminatory against women, and to establish adequate legal protection for equal rights of men and women". Less than a year later a proposal for a legally binding treaty on women's rights was made. The Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) was adopted by the UN General Assembly in 1979. Its preamble explains that, despite the existence of other instruments, women still do not enjoy equal rights with men. The Convention articulates the nature and meaning of sex-based discrimination, and lays out State obligations to eliminate discrimination and achieve substantive equality. As with all human rights treaties, only States incur obligations through ratification. However, the Convention articulates State obligations to address not only discriminatory laws, but also practices and customs, and discrimination against women by private actors.

The SCSW was formed for the promotion of the social, economic, political and legal rights of women in Sindh, as provided in the Constitution of the Islamic Republic of Pakistan 1973, and in accordance with international declarations, conventions, treaties, covenants and agreements relating to women, including the Convention on the Elimination of all forms of Discrimination against Women (CEDAW). The Commission plays an important role in achieving gender equality and socio-economic and political empowerment of the women of the province⁵¹.

⁵¹ Strategic Plan 2018-2021, Sindh Commission on the Status of Women (SCSW)

4.7 Way Forward:

The Government of Sindh achieved a milestone to structurally institutionalize the gender equality and women’s empowerment agenda when the Sindh Commission on the Status of Women Act, 2015 was passed by the Provincial Assembly and subsequently assented by the Governor of Sindh. The Commission became functional in September 2017⁵².

“The struggle of many politicians and activists indicates the importance of the Commission and that the hopes of many are riding on the shoulders of the Sindh Commission on the Status of Women”- Chairperson SCSW, Nuzhat Shirin.

Commission, has established itself as a key stakeholder in implementing the women rights agenda in the province of Sindh. Today its active role in addressing the cases of violation of women rights and its contribution in expanding the scope of women rights agenda in the province is well acknowledged.

The SCSW has broad powers including the authority to review laws, policies and other measures related to the social, economic, political and legal rights of women and make recommendations to the government for necessary reforms. The SCSW is also empowered to engage directly with citizens and civil society for advocacy, lobbying and coalition building, and to conduct research and publish reports aimed at providing oversight of the government’s implementation of laws, policies and programs related to women’s rights. As discussed earlier, the Commission emphasizes protection of women and girls from religious minorities as well as challenges to implementation of the child marriage restraint act. It also highlights the violent incidents as areas of concern in the region which contribute to extremism and the role that SCSW can play in addressing these issues from a women rights’ perspective.

The SCSW functions under the Sindh Commission on the Status of Women Act, 2015, for promotion of women’s rights as provided under the Constitution of the Islamic Republic of Pakistan 1973 and in accordance with Convention on the Elimination of all forms of Discrimination against Women (CEDAW). The following outcome indicators are based on the powers & functions of SCSW:

⁵² Ibid

Outcome Indicator 1: Compliance to International Obligations including CVE into the broader rights framework. Preventing violent extremism is a commitment and obligation under the principles and values enshrined in the Charter of the United Nations, the Universal Declaration of Human Rights and other international human rights instruments. To be effective and sustainable and in line with Member States obligations under international law, all legislation, policies, strategies, NAPs and practices adopted to prevent violent extremism must be firmly grounded in the respect for human rights⁵³.

IR1 (Function): Facilitate and monitor the implementation of international instruments and obligations affecting women and girls, advise the Government of Sindh in providing opinions and inputs to the Federal Government before accession to any such proposed international instrument, protocol or treaty by the Federal Government.

<p>Explanation/Definitions</p> <p>“Article 1 of the CEDAW considers any distinction, exclusion or restriction made on the basis of sex as discrimination. Such an act should typically cause or aim to cause any impairment or nullification of the recognition, enjoyment, and exercise by of political, economic, social, cultural, and civic human rights and fundamental freedoms”. Among the international human rights treaties, the Convention takes an important place in bringing the female half of humanity into the focus of human rights concerns. The spirit of the Convention is rooted in the goals of the United Nations: to reaffirm faith in fundamental human rights, in the dignity and worth of the person, in the equal rights of men and women. The document spells out the meaning of equality and how it can be achieved. In so doing, the Convention establishes not only an international bill of rights for women, but also an agenda for action by countries to guarantee the enjoyment of those rights⁵⁴.</p> <p>It is the mandate of the Commission as per the Status of Women Act 2015 to ensure enactment and adoption of legal safeguards for the protection of the social, economic, Political and Legal rights of women in accordance with international declarations, conventions, treaties and covenants signed by the Government of Pakistan.</p>	
<p>Relevance with CVE</p> <p>‘Discrimination of women based on sex and gender is inextricably linked with other factors ... such as race, ethnicity, religion or belief, health, status, age, class, caste and sexual orientation and gender identity⁵⁵.’</p> <p>Giving voice to structural causes of gender-based violence, it recognizes the adverse impact of aspects of contemporary life –environmental degradation, militarization, displacement, globalization of economic activities, foreign occupation, armed conflict, violent</p>	<p>What the Government can do?</p> <p>To understand the international obligation and treaties from a CVE lens and include the rising radicalization and extremism in Sindh, into the broader rights frameworks.</p> <p>Undertake a review of the institutional and structural mechanisms established for the purpose of compliance and if needed, propose reforms for an effective system.</p> <p>Employing a consultative approach involving inputs of a range of actors and experts.</p> <p>An advocacy and lobby plan with key government departments and other stakeholders for accurate input and reporting on compliance</p>

⁵³ Plan of Action to Prevent Violent Extremism, the United Nations Global Counter-Terrorism Strategy (2015)

⁵⁴ <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>

⁵⁵ CEDAW General Recommendation on violence against women _ LSE Women, Peace and Security

<p>extremism and terrorism (para 14)⁵⁶.</p>	<p>and implementation of international instruments.</p> <p>SCSW can present a strong counter narrative to violent extremism in its strategic plans, while covering gender issues and women rights' situation, in Sindh.</p> <p>Participant Notes</p>
<p>Relevant Law (s) Constitution of the Islamic Republic of Pakistan, 1973. Convention on the Elimination of all forms of Discrimination against Women (CEDAW).</p>	

Outcome Indicator 2: Review of gender discriminatory laws to support CVE oversight

Strengthening the rule of law, repealing discriminatory legislation and implementing policies and laws that combat discrimination, marginalization and exclusion in law and in practice must be an essential component of any response to the threat posed by violent extremism. While we can set parameters at the global level, it is action at the local, regional and national levels that will have the most impact³³.

IR 2 (Function): Review all provincial laws, rules and regulations prejudicial to the legitimate interest and rights of women, and suggest accordingly in term of replacement, amendment, addition or legislation afresh essentially needed to eliminate discrimination, safeguard and promote the interest of women and achieve gender equality before law in accordance with the Constitution and obligations under international covenants and commitments.

<p>Explanation/Definitions “Article 2 of the CEDAW calls to include and prioritize gender equality within their domestic laws, to repeal all discriminatory provisions in their laws, and to enact new provisions to address and prevent discrimination against women. It also calls on states to establish tribunals and public institutions to guarantee women effective protection against discrimination. States must eliminate all forms of discrimination against women by individuals, organizations and enterprises”. The Convention gives positive affirmation to the principle of equality by requiring States parties to take all appropriate measures, including legislation, to ensure the full development and advancement of women.</p> <p>SCSW examines polices, laws, programs and other measures taken by the provincial government for gender equality and women’s socio political and economic empowerment, and make suitable recommendations in accordance with the Constitution of Pakistan and other obligations under national and international covenants and commitments.</p>	
<p>Relevance with CVE Extremism struggles to thrive in inclusive, tolerant and open societies which enjoy good governance, respect for human rights and the</p>	<p>What the Government can do? The province of the Sindh has several pro women laws which can ensure that their rights as equal citizens are protected.</p>

⁵⁶ ibid

<p>rule of law. Where violent extremism festers unchecked, it can lead to women rights violations and abuses and create barriers to the universal enjoyment of the full spectrum of human rights⁵⁷.</p>	<p>Lobby for provincial policy on women rights and gender mainstreaming of the policy at all department levels in the province.</p> <p>Collaborate with selected government entities (Law & Parliamentary Affairs Department, Civil society Department, civil society organizations, as well as legal and technical experts) for effective legislation.</p> <p>To push for the enactment of pro-women legislation, and to review laws and policies that are in violation of international declarations, conventions, treaties and covenants.</p> <p>SCSW can ensure review of gender discriminatory laws for concrete steps towards CVE and implementation of its laws.</p> <p>Participant Notes</p>
<p>Relevant Law (s) Sindh Commission on the Status of Women Act, 2015</p>	

Outcome Indicator 3: Mainstreaming women rights agenda in context of peacebuilding Supporting the establishment of local, regional and national networks for civil society, youth, women’s organizations and religious leaders to enable them to share good practices and experience so as to improve work in their respective communities and promote intercultural and interfaith dialogue. This requires more strategic and better coordinated activities as duty holders, peacekeepers, human rights advocates, educators, civil society activists in order to strengthen the resolve and results**³³.

IR3 (Function): Develop and maintain interaction and dialogue with nongovernmental organizations, experts and individuals in the society and an active association with similar commissions and institutions in other provinces for collaboration and action to achieve gender equality in the province.

Explanation/Definitions

“Under Article 3 of CEDAW, states must guarantee basic human rights and fundamental freedoms to women”. The third general thrust of the Convention aims at enlarging our understanding of the concept of human rights, as it gives formal recognition to the influence of culture and tradition on restricting women's enjoyment of their fundamental rights. These

⁵⁷ [UK best practice CVE Human Rights submission DRAFT 03032016 \(ohchr.org\)](http://www.ohchr.org)

forces take shape in stereotypes, customs and norms which give rise to the multitude of legal, political and economic constraints on the advancement of women⁵⁸.

The mission of SCSW is to institutionalize women’s rights in collaboration with government agencies, civil society and the private sector.

Relevance with CVE

“To boost the resilience of communities, and their ability to resist violent extremism, there needs to be a move away from a “hard security” approach. Focusing on women/human rights does this, by promoting resilience in affected communities, where they feel they have space to freely express themselves and fully participate in political life and public affairs⁵⁹.

What the Government can do?

Developing awareness and understanding on CVE, both broadly, and in the context of gender policy and legal frameworks for women rights.

Creating opportunities to engage in trainings on CVE laws, policies and issues and interact with key stakeholders; NGOs, civil society, activists for research, dialogues and collaboration.

Positive media influence to create awareness and highlight issues and cases of women rights violations and VE.

Undertake sensitization sessions to spread knowledge and understanding of gender discriminatory laws with local communities and general public.

SCSW can promote awareness and protection of women rights in VE context and enhance the role of women in peacebuilding.

Participant Notes

Relevant Law (s)

Rules & Regulations, Status of Women Act (2015)

⁵⁸ <https://www.ohchr.org/en/professionalinterest/pages/cedaw.aspx>

⁵⁹ Excerpts from the report of Geneva Conference on Preventing Violent Extremism titled ‘Respecting human rights is key to prevent and counter violent extremism’ available at <https://www.ohchr.org/EN/NewsEvents/Pages/ViolentExtremism.aspx>

5. Community Engagement: What Role Government can play for Peacebuilding

Objectives of the Session

1. To learn about the role of government institutions to lead peacebuilding activities
2. To formulate a Local Action Plan for countering violent extremism
3. To prepare government departments to take lead in implementing Local Action Plan in the provincial districts in coordination with local civil society organizations
4. To know about institutional and non-institutional measures to be taken to take all stakeholders on board for successful implementation of Local Action Plan

In this chapter we will discuss what role government can play in their province to mainstream peacebuilding and the CVE agenda for successful implementation of Local Action Plan (LAP).

5.1 What Government can do at local level?

Experience from the Past

The Government can engage in several ways in their province and districts. Some of the successful interventions of the past programs, may be utilized:

- i. Attracting a sizeable percentage of women activists for mobilization of peacebuilding activities.
- ii. Including influential/community women from diverse ethnic community and / or sect for better understanding of the vision behind CVE, in a peaceful manner.
- iii. Organizing seminars in a comfortable and accessible location, ensuring active and continued participation of women beneficiaries around peacebuilding /CVE themes.
- iv. Co-option of the media especially during the COVID-19 crisis can be instrumental in keeping the pace of the project when field activities have to bring on halt.
- v. Engaging volunteers, including an adequate number of women volunteers, in different project activities. This experience will be an asset in coordinating with local CSOs while implementing Local Action Plan.

Using skilled social organizers (field mobilizers) already familiar with local knowledge of the target communities, mitigates the issue of ethnicity, political interference, instability and the nonattendance by marginalized populations in local programs and events.

How Government can Engage Local Community for CVE activities: Experience from the Past

A group of seven youth trained under the ‘Youth Engagement’ intervention, identified the need of manhole covers in there are of Chakra Goth, Karachi. The initial attempts to approach Union Council’s office and Water and Sewerage Board could not bear fruits. The group started their networking efforts with UC Chairperson and WSB with the support of two members of national and provincial assemblies. The efforts were successful, and WSB finally provided 16 manhole covers. The success of the effort should not be measured in term of output (16 manholes). The lesson of the story is that constant networking efforts and support from the parliamentarian can be used for service delivery at local level. The same group continued in their efforts in the area and finally successfully able to establish an *Agahi* (awareness) centre inside the UC office. This *Agahi* centre is since then being used for community meetings and discussions. The positive collaboration between the local government and community and the environment of trust this generates pushes back against the ability of VE groups to infiltrate and exploit isolated communities towards their cause.

- vi. Government institutions like SCSW can strengthen linkage with the district level communities and citizen action forums by consistently providing information to them about women rights and taking their feedback for the effectiveness of the government policies at local level.

How Facilitation Desks can be utilized for Peacebuilding: SCSW Context.

A woman facilitating desk has been set up by the Sindh Commission on Status of Women (SCSW) in District Mirpurkhas, which is operational through one of the members of SCSW. It serves as a centralized unit where the community women register cases of violations and other complaints. SCSW plans to open similar facilitation desk across all districts in collaboration with its credible CSOs, network and alliances throughout the province. Theses desks will be where SCSW will establish their district offices. This facility also serves as a hub of information, providing reference material regarding women and girl’s rights and GBV and acting as a focal point for mediation of issues or providing directions towards referral institutions. Such facilitation desks can be used to spread awareness on CVE laws among community women through dissemination of IEC material and display of peace messages.

This example highlights the efficacy of social action plans with marginalised communities, strength of networking, awareness raising and local level initiatives.

- vii. In addition to continuously meeting the local communities, there are number of other mechanisms that can establish this dialogue; the most powerful can be the use of social media to remain engaged with the community groups and activists. This mechanism will be helpful in the context of COVID-19 when frequent in-person interaction is not possible.
- viii. Government can increase their outreach to the local areas including interface meetings with citizens, holding meetings with local opinion leaders including religious leaders, visit to schools, hospitals and participation in local activities to get more insight of community dynamics. Efforts should be made to interact with marginalized groups including women,

minorities and visiting the slumps as well. Such visits will give the real insight of the provincial district and will be helpful in devising Local Action Plan and implementing it.

How Government Officials Got Connected with the PCMs on Implementing CVE Activities:

Advocacy Meeting Aurat Foundation (AF) activities for the project *Strengthening the Role of Women in Peace building in Five districts of Karachi* is a good example how government officials can be engaged in a sustained way for CVE related activities. Of the 100 direct beneficiaries of trained women on CVE laws and policies, 40 were selected to become peace committee members (PCMs) and participate in the advocacy meetings with stakeholders. Women' Peace Committee Members (PCMs) trained under the 'Community Engagement' intervention, were introduced to the government and parliamentarians at the advocacy meetings, where they shared IEC material with peace messages and developed linkages to counter violent extremism (CVE). The selected parliamentarians and govt. officials, including those previously trained on CVE were, invited in the advocacy meetings. AF arranged for participation of PCMs from each of the five targeted' districts. All parliamentarians across board applauded this kind of initiative in Karachi towards peacebuilding. They encouraged the PCMs by offering them full support as well as raising VE issues at the floor of Assembly. All political parties exchanged contacts of PCMs for networking and information sharing. The PCMs were, also promised an exposure visit to the Sindh Assembly. The relevant departments of the Sindh Government, including the Home Department, Women Development Department (WDD) and Social Welfare Department (SWD) offered to provide information and serve as resource persons in future trainings and community sessions regarding CVE. The Local Government (LG) Department, offered the services of its Town Officers as focal persons regarding solving of any VE issues at the community level and maintaining peace in the area, as part of its mandate. The Information Department also exchanged contact of PCMs for record and sharing.



Advocacy meeting with Government Officials & Peace Committee Members (Karachi)



Government Officials of Sindh with Peace Committee Members
(Home Department, WDD, SWD, LG, Law and Information Department)

Successful implementation of any local action plan warrants courtesy calls to authorities and political leaders and sharing information in advance with provincial and district government; enhancing the peace building activities without any disruption.

5.2 Best Practices of Engagement with the Community

- i. Partnership with local faith-based organizations including religious leaders will draw madrassas students into implementation of Local Action Plan for CVE activities.

Existing peacebuilding structures: religious leaders engaged

There are 30 faith leaders from diverse religious and sectarian backgrounds who have been trained under the project on CVE who now act as a bulwark against VE and help mobilize communities on promoting interfaith dialogue and harmony and to establish sustained inter-communal contact and demonstrate inter-communal harmony to the public at large. These members work with community peace leaders and conduct different activities in their areas. These have organized Social Action Projects (SAPs) in the targeted areas, where they conveyed messages of inter-communal peace and harmony to a wider audience through implementation of peace initiatives with the aim to raise awareness in the communities about prevailing state laws regarding hate speech, extremism, and sectarian violence as well as to warn them to guard against being part of any extremist element.

- ii. The media can play a key role in facilitating communication between government and local communities.
- iii. The CSO-Government partnership will ensure that both can utilize the knowledge, experience and contacts.



MoU with the Sindh Commission on Status of Women for Building Bridges with Women Community Leaders for Peacebuilding

A mutually collaborative relationship developed with various departments and organs of the Government of Pakistan. Aurat Foundation’s strategic MOUs with Provincial Commissions on Status of Women, Ministry of Human Right, Law and Justice, NADRA, Women’s Parliamentary Caucus and Women Development Departments, Social Welfare Departments and its legitimate agreements with 25 Public sector universities assured its proactive engagement with government in an impactful way of influencing policy and law reform process through research, social mobilisation and policy advocacy which is conducive for women rights.

- iv. Government can coordinate outreach with CSOs to enhance grassroots participation in CVE activities.
- v. In addition, CSOs can engage the existing women peace committee members and youth groups to investigate current sources of VE. The results of such activities can be used to make Local Action Plan.

Increased ability of peace committee members can be utilized as an institutional resource: **AF case example** having gained understanding of the concepts of community resilience the peace committee members realized that preventive efforts are crucial to counter and control the growing intolerance and extremism from society. The project activity sparked interest in peace committee members in promoting peace messages while, they also tried to resolve VE issues and reached out to the communities (as influencers) during dissemination of IEC material (peace messages). Thereby, inspiring and empowering women to advocate for social cohesion in their areas. The PCMs have displayed great potential and ability to speak confidently and become real “agents of change’ not only in their own homes and communities while resolving issues but also at the stakeholder and governmental forums. These peace committee members can be effectively used to make local action plans.

The different civil society actors

There are different actors in civil society with different roles and aims. These actors have different forms of organisation and incorporation, as well as different degrees of formality, from highly informal ad hoc groupings and initiatives that may be short lived to long established organisation with long-term objectives and aims.

Overview of different types of CSOs:

Non-governmental service providers

Status: formal *Perspective:* long-term

Goals: providing a specifically defined service for the community of specific target groups, mostly no political orientation

Charities

Status: formal *Perspective:* long-term

Goals: promoting ethical causes by providing charitable services, may include political or religious orientations

Single issue initiatives (informal + short term)

Status: informal *Perspective:* short-term

Goals: promoting a clearly defined programmatic issue

Advocacy groups

Status: semi-formal/formal *Perspective:* medium/long-term

Goals: promoting a clearly defined cause, supporting specific constituencies

Lobby groups

Status: informal/semi-formal *Perspective:* medium

Goals: promoting a clearly defined cause, supporting specific interest groups

Government initiated organizations [GONGOs]

Status: formal *Perspective:* long-term

Goals: promoting government policies in a civil society context

International Best Practices: Government interaction with Civil Society

In principle, civil society organizations, including NGOs, act as intermediaries between the Council of Europe and the citizens of member states. These organizations are often called upon to provide experts in their field of action to the Council, to aid in the Council's campaigns and tend to be consulted on local human rights issues. Practically, all Steering Committees and Ad Hoc Committees have granted observer status with numerous NGOs, which are permanent and active partners in their work. This is mandated by the Committee of Ministers' Resolution Res (2005)47, which outlines this possibility and delineates the conditions for obtaining observer status (*Policy paper on government interaction with civil society on drug policy issues: Principles, ways and means, opportunities and challenges*).

5.3 Developing CVE/PVE Action Plan

Governments can develop a Local Action Plan (LAP) in their provincial districts to Counter Violent Extremism. Any such plan should be developed with the active participation of local CSOs, Local Government Offices, Women Leaders, Youth and Activists. Before developing the LAP, four overarching principles or pillars of UN for developing CVE/PVE plan should be kept in mind.

Pillar 1	Pillar 2	Pillar 3	Pillar 4
Address the conditions conducive to violent extremism	Take measures to prevent and counter violent extremism	Measures to develop capacity to prevent violent extremism	Measure to ensure respect for human rights and rule of law

This provides an excellent template for designing CVE action plan. In this section we will adopt this action plan for CVE activities at local level and will see how government officials can take a lead in developing and implementing this action plan at local level. It will involve active support from local civil society, local opinion leader, media and especially the women and youth-based organizations and of course the district administration. Government departments and institutions should develop good working relations with all these groups.

Group Activity

Trainer will explain the main postulates of the Local Action Plan to the participants. Any good suggestion from the participants should be welcome and adopted. The ground realities keep on changing with the change in geography and there cannot be one-plan-fits-all.

After the plan is discussed in plenary, trainer will divide the participants into groups. Try to accommodate geographically contiguous constituency into one group because the socio-economic situation will be similar in these constituency. Ask groups to develop their area specific LAP. Time 45 min for group exercise, 30 minutes for presentations.

<p>How can you make your LAP successful through leadership role?</p> <p>You should be the vanguard of all P/CVE and peacebuilding efforts in your area. Such activities are usually undertaken by governments, CSOs, and youth organizations, but these activities cannot be done in isolation. All these stakeholders should get together to build an effective alliance and display a powerful show. And while doing so, you must be the binding force for all these stakeholders. You should organize yourself, learn time management techniques and spend more time in your constituency. Staying aloof from the people and visiting them after long intervals will not help your plan to be successful. After all, it is your plan more than anybody else.</p>	<p>Women in Leadership in Government; Affirmative steps</p> <ul style="list-style-type: none"> • The public sector training institutions (e.g., NIPA, PIPS) should mainstream the topics of leadership skills and gender sensitization in the courses they offer for women/men leaders. • Gender sensitization of the staff of government departments at all levels is recommended. It can be done through organizing gender sensitization sessions. • In the departments where women employees are serving in a reasonable number, establishment of day-care centers may be of a great support to them. • Gender stereotyping, in general or in humor, should be discouraged and be considered as a matter of human rights violation. • Due action and efforts are needed to improve basic office facilities and establishment of a gender-friendly culture & environment in government departments. • Enforcement of sexual harassment Act at work place and awareness raising of all the staff on the implications of Act.
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Sindh Commission on the Status of Women Act, 2015

**THE SINDH COMMISSION ON THE STATUS OF WOMEN ACT, 2015. SINDH
ACT NO. XX OF 2015.**

HANDOUT

Powers and Functions of the Commission

The powers and functions of the SCSW as given under the Sindh Commission on the Status of Women Act are as follows:

- a) Examine the policy, programs and other measures taken or to be taken by the Government for gender equality, women's empowerment, political participation, representation; assess, implementation and make suitable recommendations to the concerned authorities;
- b) Review all Provincial laws, rules and regulations prejudicial to the legitimate interest and rights of women, and suggest accordingly in term of replacement, amendment, addition or legislation afresh essentially needed to eliminate discrimination, safeguard and promote the interest of women and achieve gender equality before law in accordance with the Constitution and obligations under international covenants and commitments;
- c) Sponsor, steer, encourage research to generate information, analysis and studies, and maintain a database relating to women and gender issues to provide knowledge and awareness for Government policy and strategic action for women's empowerment;
- d) Develop and maintain interaction and dialogue with nongovernmental organizations, experts and individuals in the society and an active association with similar commissions and institutions in other provinces for collaboration and action to achieve gender equality in the province;
- e) Mobilize grants from domestic sources and international sources in order to meet any of its obligations or for the performing of its functions;
- f) Facilitate and monitor the implementation of international instruments and obligations affecting women and girls, advise the Government of Sindh in providing opinions and inputs to the Federal Government before accession to any such proposed international instrument, protocol or treaty by the Federal Government;
- g) Seek and receive information, data and documents from any Provincial or Federal sources or entity in the course of the performance of its functions;
- h) Inspect any jail, sub-jail or other places of custody where women and girls are kept and make appropriate recommendations to the authorities concerned;
- i) Act for advocacy, lobbying, coalition building, networking and as a catalyst for promotion of cause of women to facilitate their participation in all spheres of life including legal, economic, social and political empowerment;
- j) Liaise with the National Commission on the Status of Women and other Provincial Commissions or any other relevant body;
- k) Monitor mechanisms and institutional procedures for the redressal of violation of women's rights; and
- l) Perform any other functions which may be assigned to it by Government.
- m) The Commission shall, with the approval of the Executive Committee as defined in Section 14, fix an honorarium or remuneration of advisors, consultants and experts, as may be prescribed.
- n) The Commission shall consider, approve and monitor implementation of the Strategic Plan and the Annual Budget.

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