

ASSESSMENT  
OF THE  
WOMEN SHELTER HOUSES  
AND CRISIS CENTRES



OF THE  
SOCIAL WELFARE AND WOMEN EMPOWERMENT  
DEPARTMENT, KHYBER PAKHTUNKHWA

PROVINCIAL COMMISSION ON THE STATUS OF WOMEN, KHYBER PAKHTUNKHWA



Assessment of Shelter Homes and Women Crisis Centres  
of the  
Social Welfare and Women Empowerment Department  
Khyber Pakhtunkhwa

by

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## Acronyms

ADP	Annual Development Program
APWA	All Pakistan Women Association
CSO	Civil Society Organization
DUA	Darul Aman
FATA	Federally Administered Tribal Areas
GIZ	German Agency for International Cooperation
ICT	Islamabad Capital Territory
KP	Khyber Pakhtunkhwa
MDM	<i>Médecins du monde</i>
NCSW	National Commission on the Status of Women
NGOs	Non Governmental Organizations
NWFP	Northwest Frontier Province
PATA	Provincially Administered Tribal Areas
PCSW	Provincial Commission on the Status of Women
SBBCW	Shaheed Benazir Bhutto Center for Women
SOPs	Standard Operating Procedures
SW &WED	Social Welfare and Women Empowerment Department
WC	Women Centre
WDDs	Women Development Department

## Foreword

The Provincial Commission on the Status of Women, KP which came into being in May 2010 was able to commission a number of studies and assessments in 2012. The list of priorities for the Commission was long but what could be more appropriate than selecting the assessment of the shelter homes/Darul Amans and Crisis Centres of the province as the first assessment to undertake.

Violence against women has seen an upsurge in the province in recent decades. Some women are finding the confidence and courage to protest and raise a voice against the abuse they face at home from husbands and relatives and community members. The little evidence and analysis of the phenomenon that exists suggest that majority of women facing violence belong to the low and lower middle income groups who require and often seek shelter in government and private shelter homes. This is not to say that violence does not exist in the better off sections of society but they have options that the poor and marginalized do not have. Thus there is need for the existence of a sufficient number of these institutions but more so that they are providing adequate and satisfactory level of services. It would unfortunately be a lame excuse to defend the inadequate performance of the institutions as the poverty of the country/province when it is clearly a question of priorities of the government and involve issues of governance. No progressive and democratic government can turn its attention away from the welfare of the needy, the vulnerable and the marginalized.

It is hoped that the report on the shelter institutions for women shall merit proper scrutiny from the concerned authorities, specifically the Social Welfare and Women Empowerment Department of KP and the recommendations implemented as much as possible.

The Commission appreciates the efforts of Ms. Saliha Ramay who undertook the assessment and prepared the report. Obtaining time and information from relevant officials of the Social Welfare and Women Empowerment Department was at times an uphill task during the conduct of the assessment. Her perseverance to get meaningful information is appreciated.

The Commission thanks the UN Women for financial support for the assessment study.

Zubeida Khatoon  
Chairperson

## **Acknowledgements**

The PCSW and assessment team is thankful to all the women survivors who shared their life histories. It was an immense learning process from the women survivors and we took with us a message of strength and hope that together our efforts can be materialized to translate the concept of empowerment in practice.

We are thankful to all District Officers Social Welfare for giving us time and sharing with us valuable suggestions for the improvement of services for the Darul Amans and Women Centres. We highly appreciate the cooperation of the superintendants and managers and their staff for patiently answering our questions.

The assessment team would like to thank the PCSW especially the Chairperson, Zubeida Khatoon and the Coordination Officer, Amna Durrani who facilitated the process for assessment team at each and every point.

Saliha Ramay  
Consultant

## Introduction

Women's rights and empowerment indicators in Pakistan continue to fall short of expectations and promises. Pakistan ranks 82nd out of 93 countries in the Gender Empowerment Measure<sup>1</sup> and has a Gender Inequality Index value of 0.573, ranking it 115th out of 146 countries in the 2011 index.<sup>2</sup> Reported incidents of violence against women increased from 7,571 in 2008 to 8,539 by December 2011.<sup>3</sup>

Given the inter-relatedness of rights, denial in any one of the areas of rights (viz. economic, social, civil and political) often entails discrimination in another. Women who have been denied social rights pertaining to education are also often denied the right to decide matters relating to their marriage and divorce. As a result, these women are more easily abused in the family and community and are more likely to be deprived of the right to legal redress. Abuses are compounded when girls and women from poor segments of society are trafficked, forcefully married off, forced into prostitution, or subjected to exploitative work situations as in bonded labour. In all these situations, they are likely to be mentally, physically and sexually abused, without having the wherewithal to seek justice.<sup>4</sup>

The Government of Pakistan acknowledges the need to tackle patriarchal mindsets and desires to improve response towards violence against women, but despite this the situation is unsatisfactory and much remains to be done<sup>5</sup>. Parallel judicial processes in the form of *jirgas*<sup>6</sup> continue to exist and pass anti-women or discriminatory judgments especially in cases of violence against women. The government is also remaining silent on provisions under Qisas and Diyat<sup>7</sup> with regard to cases of honour killings.

With regards to the incidence of violence against women in Pakistan, Aurat foundation reported a total of 4,448 cases of violence against women during January to June, 2011, as compared to 4,061 reported during same period in year 2010. Out of the total 4,448 cases of VAW during the first six months of the current year, 3,035 cases were reported from Punjab, 819 from Sindh, 389 from Khyber Pakhtunkhwa, 133 from Balochistan, and 72 cases from Islamabad Capital Territory (ICT). The report also expresses the opinion that these statistics are just the tip of the iceberg and that the majority of VAW cases remain unrecorded due to social and traditional conservative norms. Women bear violence in silence due to the so-called tradition of 'keeping family's respect unbroken'.

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<sup>1</sup> - UNDP Human Development Report 2011- Sustainability and Equity: A Better Future for All

<sup>2</sup> - UNDP Human Development Report 2011- Sustainability and Equity: A Better Future for All

<sup>3</sup> - 3Aurat Foundation 4th Annual Report, 2011: Policy Data Monitor-Violence Against Women (PDM) organized a press conference on August 16, 2011 at Islamabad to share with media its bi-annual report on violence against women.

<sup>4</sup> - On the interrelationship of abuses suffered by women see: Broken bodies, shattered minds: torture and ill-treatment of women, AI Index: ACT 40/001/2001

<sup>5</sup> - Universal Periodic Review-Report of the Working Group on the Universal Periodic Review Pakistan, A/HRC/8/42, 4 June 2008

<sup>6</sup> -Jirgas are conventionally defined as a parallel judicial system, constituting of region's elders (Men) that handle disputes and offer justice to parties concerned.

<sup>7</sup> - Most honor killings are encompassed by the 1990 Qisas and Diyat Ordinance, which permits the individual and his or her family to retain control over a crime, including the right to determine whether to report the crime, prosecute the offend, or demand [diyat](#) (or compensation). This allows serious crimes such as honor killings to become "privatized" and to escape state scrutiny, shifting responsibility from the state to the individual.(Wikipedia)



Perhaps the most distressing part with regards to women's rights in Pakistan is the fact that many cases that come into the limelight due to media information gathering and the work of the non-governmental organizations (NGOs) is that they fade into oblivion at some stage. They are forgotten, overtaken by new events and there is a slide back by the public into the general and overwhelming indifference towards women's issues as a whole. Many women suffer abuse and violence in silence for years, die violent deaths and get buried in unmarked graves.<sup>8</sup>

While the state professes promotion of moderation and advocates space for women in the public sphere, the religious extremists propound their narrow interpretation of 'Islamic womanhood' and resist development with regards to women's education and other rights in their areas. There have been numerous cases in Khyber Pakhtunkhwa where religious political parties have even condoned gross discrimination against women and denial of their rights, denounced girls' education as un-Islamic, and advocated a certain dress code as Islamic, obstructed women's access to health facilities and barred females from contesting elections or casting votes. The situation in the province has worsened in the last five years as a "festering insurgency by militants belonging to the Taliban movement has erupted into a full-blown armed conflict underway in parts of the Northwest Frontier Province (NWFP), Federally Administered Tribal Areas (FATA), and Provincially Administered Tribal Areas (PATA). Central to the politics and ideology of the conflict is the role and status of women. Leaders of the insurgency in the Swat valley, for example, have attempted to stop girls from attending school and restrict their mobility outside the home. Measures to enforce this version of Islamic law include the blowing up of girls' schools, forcing women to wear the veil, flogging and beheading of women accused of immoral activities, and ransacking CSO offices in an attempt to silence those organizations and women engaged in community development activities. These events are in explicit contravention of Pakistan's commitment to women's human rights, and the evidence for this was presented to the government on behalf of a group of CSOs as early as 2007, when the media was hesitant to speak out against the Taliban."<sup>9</sup>

This complex scenario poses several challenges at many levels. Firstly, it makes work on 'softer' issues such as gender difficult. With the state's focus on law and order, work on gender and rights is deprioritized as people struggle for survival and bear scars of violence. Secondly, increasing intolerance and rising violence increases the risk faced by groups working on rights and development, resulting in limited agendas or avoiding work in certain geographical area. Thirdly, it poses an unsettling yet undeniable challenge to the relevance of the agenda of the groups worked with. For, it is often difficult to talk about rights of women and violence against women when there is widespread violence generated from the actions of non-state actors and the discriminatory laws of the state.<sup>10</sup>

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<sup>8</sup> - Adapted from Document Pakistan: Insufficient protection of Women, Amnesty International

<sup>9</sup> - Situational Analysis and Mapping of Women's Human Rights in Pakistan By Rabia Khan Submitted to CIDA Pakistan Program August 31, 2009

<sup>10</sup> - Rozan 2011

## **1. Executive Summary**

This assessment study brings out the gaps in the management and services of the provincially managed run shelters homes and crisis centres with the purpose to provide a road map for the Social Welfare & Women empowerment Department to follow. It proposes recommendations for ensuring quality services, putting in place standards of care and mechanisms for accountability and improved coordination between the Department and the Centres.

Availability of shelter is one of the essential services required by women survivors of violence. The Crises Centres and Darul Amans have been established by the SW&WED with the objective of provision of safety and protection to women survivors of violence. Some CSOs have also set up private centres. To-date this has been one of the important interventions in support of women survivors of violence. These facilities have been instrumental in providing support in areas like shelter, medical and legal aid and have covered a large number of women survivors over the years.

The issues regarding the quality of services of these shelter homes and crises centres have been a matter of much discussion. A number of studies have identified gaps with regards to structure, functions and accountability of such shelters. A few have even raised ideological questions regarding the level of understanding of violence against women and the responses towards women survivors of violence in these institutions.

Clarity on the ideological positioning is crucial for the functioning of any shelter home. The ideological framework under which a shelter home is often managed and services provided is contrary to the process of empowerment. Women seeking safety and protection from violence at home and in the community in these institutions are often considered deviants and violators of social norms and are automatically labeled as immoral or in need of corrective behavior therapy. There has been little effort to generate a collective and favourable learning environment with regards to shelter and protection services and understanding of the vulnerabilities and needs of women survivors of violence.

Often, shelters institutions state empowerment of women survivors as one of their objectives. It is important to understand that empowerment is only possible if the shelter institutions understand and adopt empowering strategies based on the individual needs of women survivors of violence. This provides thought for reflection for policy changes and appropriate and regular assessments of their performance. A set of standardized services based on principles of survivor Centreed approach, mechanisms for accountability that allow the women survivors availing of these services to give their feedback, deeper understanding of violence against women and the diverse dynamics of it is the way towards the possible empowerment of women survivors during their stay in the shelter home.

## **2. Background of the Assessment**

The Provincial Commission on the Status of Women (PCSW) is a statutory body set up under the NWFP Act XIX 2009. It serves as an advisory body to the government on issues connected with the protection and empowerment of women. The overall purpose of the Commission is to work towards the emancipation of women, equalization of opportunities and socio-economic condition among women and men and elimination of all forms of discrimination against women. Among the main functions of the

Commission is the assessment of programmes and projects of the government for social care and protection for women. The Commission had prioritized the assessment of the shelter homes and crises centres in the province as an initial priority.

The network of Crises Centres and Darul Amans (Shelter Homes) in the province of Khyber Pakhtunkhwa comprises of one Women Crises Centre and five Darul Amans. Some Facilitation Centres were also set up after the floods of 2010 for the care and protection of the displaced women and children. In addition, there are 4 federal government funded Centres, known as the Shaheed Benazir Women Centres. Since the devolution of the Ministry of Women Development in 1 July 2011, a case is ongoing for the takeover of these Women Centres by the provincial government. These Centres were assessed by the National Commission on the Status of women (NCSW) and the Assessment Report disseminated in March 2012.

### **3. Objective of the Assignment**

The objective of the assignment was to conduct an assessment of the Women Crises Centres and Darul Amans that have been established by the Social Welfare and Women Empowerment Department of the Govt. of Khyber Pakhtunkhwa for the purpose of identification of gaps in procedures and mechanisms governing the Centres, in order to provide recommendations towards their improvement.

### **4. Scope of the Assignment**

According to the Terms of Reference (Annex 1) received from the Commission, the following was to be undertaken:

1. Review of the annual planning process and budgetary appropriation to the Shelter Houses and Crises Centres.
2. Study of the existing practices/Standard Operating Procedures (if in place) for identification of gaps.
3. Assessment of the capacity of administrative and technical staff for assigned functions
4. Performance in terms of women served.
5. Overall strengths and constraints.
6. Identification of areas needing improvements and specific recommendations for improvements in these.

### **5. Methodology**

The assessment team consisted of three team members: the primary consultant, documenter and translator.

The team conducted interviews<sup>11</sup> and informal discussions with the staff of the Centres and Darul Amans, officials of Social Welfare & Women Empowerment Department at the Secretariat and

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<sup>11</sup> - Annex 2:List of individuals who were met with for interviews and informal discussions during assessment.

Directorate levels, Rozan, GIZ and Mera Ghar of Noor Education Trust. The team also had discussions with women residents in shelters as follow:

- 4 in Mardan
- 2 in crisis Centre Peshawar
- 8-9 in a group in the Darul Aman of Abbotabad
- 5 in Darul Aman of Swat

Documents of the shelters & centres, if available, were also observed and reviewed. Desk review of different studies, as mentioned below, was also undertaken by the assessment team:

- Voices of resistance: the status of Shelters for women in Pakistan by Farzana Bari
- Third party evaluation of Nine Women Centres, conducted by Naeem Mirza, Aurat Foundation & co facilitated by Taimur Khan, MoWD, July 2007
- Situation Analysis of Women Crisis Centre by Rana Malik, August 2008
- SOPs of Shaheed Benazir Bhutto Centre for Women notified in 2009
- SOPs of the Punjab Darul Amans as notified in 2008
- SOPs of Shelters and Centres by an alliance of Shirkat Gah, Dastak and Rozan
- The Importance of retaining and supporting Shaheed Benazir Bhutto Centres. A study for NCSW by Afiya Zia, S. Akbar Zaidi, Shafi Ahmad
- Dastak shelter policy document

The team met with GIZ representative in Peshawar to discuss the assessment plan as GIZ was also planning an assessment of the shelter homes. A meeting was held in the Commission's office and it was clarified that the scope of GIZ's study was different from the Commission's assessment study. GIZ was looking at areas which would be of relevance for monitoring the implementations of the guidelines on women's shelters, while the study of the PCSW was to be an assessment of the functioning of the Darul Amans and the Crises Centres with the objective of presenting recommendations to the SW&WED. The PCSW study can also suggest areas to be included in GIZ study to ensure more transparent monitoring and evaluation. It was also agreed that both parties would share their findings with each other.

The team visited the following institutions of the SW&WED:

- The Darul Amans of Swat, Mardan & Abbotabad
- The Shaheed Benazir Bhutto Centre for Women (SBBCW) Abbotabad and Swat.
- The Crisis Centre, Peshawar
- Halfway House, Peshawar

The assessment team had found out that the Darul Aman at D.I. Khan has been closed and clients were being referred to the Mardan Darul Aman, the Women Crises Centre of Peshawar, the Halfway House in Peshawar, and the Shaheed Benazir Bhutto Centres for Women in Swat and Abbotabad .

Besides the above, a private shelter facility of the Noor Education Trust (Mera Ghar) was also visited. A visit to the shelter home run by APWA was planned but the team could not get information for contacting the institution.

The team met with District Officers of Swat, Mardan, Abbotabad and Peshawar, the Assistant Director Women Empowerment, the Planning Officer and Additional Secretary SW&WED.

## **6. Conduct of the Assessment**

For the sake of confidentiality of the women survivors, the assessment will not be mentioning names of the individuals interviewed. It will also not point out officials by name as some of them were afraid of being reprimanded by seniors for their views.

Most of the interviews with survivors were conducted in Pashto with the help of the translator of the team. At each facility visited, a separate place was requested to talk to survivors in confidence with the Manager was invariably reluctant to accede to. Thus, it was not possible to draw the survivors into very open and candid discussions.

## **7. Difficulties during the Assessment**

The major difficulty was faced at the Directorate level and with the Crisis Centre of Peshawar. There seemed to be tacit resistance to the assessment by a private consultant. The letter of the PCSW indicating that a consultant would be undertaking an assessment of the Darul Amans and Crises Centres was apparently circulated after considerable delay by the Department. Visits could only be undertaken thereafter.

The assessment team contacted the Crisis Centre Peshawar thrice before succeeding to visit the facility. The assessment team was able to meet with Director SW&WED only very briefly and after introductions was referred to the Assistant Director WED for details. The Assistant Director was not able to give the time required for detailed information during the first meeting with her. She was able to provide limited information with regards to the Darul Amans and the Crises Centres during the second meeting as she very open to share that she has not been to the field to assess the situation. The assessment team was then referred to the Planning Officer who responded fully and adequately to all questions and queries put to him. The meeting with the Additional Secretary WED, Mr. Imtiaz Ayub, was more open and informative. It is important to mention that Mr. Imtiaz Ayub had been the Director SW&WED for a year before assuming his post at the Secretariat. The Planning Officer and the District Officer of Abbotabad and praised him for his surprise visits and keen response to the problems of the Darul Aman.

There was a pause in the field visits due to problems of coordination between the Directorate and district level with regards to the assessment. The PCSW took up the matter with the Directorate and even after the second round of letters sent out to the districts from the Directorate, there was still resistance to providing data especially pertaining to finance. After much convincing, the districts were more responsive and helpful to provide the required information with regards to cases and financial matters. The information on the finances to the Half Way House and expenditure was never received.

## **8. Social Welfare and Women Empowerment Department (SW&WED)**

Social Welfare is a vital component of the national development agenda. However this sector has been undergoing continuous evolution both at ideological and structural level since its inception in the public sector in 1961. A full-fledged Directorate was created in 1976-77. Initially it was treated as an adjunct to other departments and remained attached with different Administrative Departments such as the Local Government and Health and was finally joined with Zakat and Ushr w.e.f. November, 1992.<sup>12</sup>

The attachment of the Women Development Department (WDD) with the Social Welfare at the provincial level emerged as a follow-up from the Beijing Forum in 1990s. The Women Development Departments (WDDs) in the provinces are responsible for implementing women related programmes and projects. Women Development was at one time attached with the Population Welfare Department. In October 2011, there was another change in names and the Women Development Department of KP was entitled the Women Empowerment Department. Thus the full name is now Social Welfare, Women Empowerment, Special Education and Zakat and Ushr. Under a devolution plan in 1999, provincial entities devolved administrative and financial powers to the district levels. As such, the districts prepare their own budgets and are responsible for implementation of developmental and non-developmental projects. The District Officers SW&WED are accountable to the D.C.Os.

At the provincial level, the Secretariat of the SW&WED has the responsibility for policy formulation and the Directorate though providing input in the policy formulation takes on the tasks related to implementation of the policies and management of the institutions under its care.

After interaction and discussion with the officials at the Directorate level, it was clear that the women empowerment agenda is overshadowed by the social welfare aspects of the Department. The Women Empowerment Department is lower in the priority scale of the Directorate in terms of conceptual matters, visioning of overall objectives and dedicated staff involved. There is only one Assistant Director for women related matters. Needless to say, there is need for a separate Women's Empowerment Directorate as a minimum need to be able to fulfill its function in a more comprehensive and understanding manner. The application of gender lens in envisaging of project and budget planning is missing and gender mainstreaming is not just understood at any level.

## **9. Supervision, Planning and Budgeting of the Shelter Homes & Crises Centres**

The supervision of the Crises Centres and the Darul Amans rests with the Directorate through the District Officers. The Shaheed Benazir Bhutto Centres for Women are supervised by the Directorate directly as they are the part of the Annual Development Program (ADP) schemes. The ADP schemes are project based and may get regularized after assessment of performance against targets.

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<sup>12</sup> - <http://www.khyberpakhtunkhwa.gov.pk/Departments/SocialWelfare/Introductions.php>

According to the information received from the District Officers, the annual budget for the shelters and centres are prepared by them based on the needs indicated to them by the Superintendants and Managers. The budgets from the districts are forwarded to the Directorate for consolidation and approval. In the opinion of a District Officer, the districts often fail to defend their needs and positions demanded properly and the budgets are cut down during the approval stage at the Secretariat level. The budget for the Shaheed Benazir Bhutto Centres for Women is released by the Secretariat directly under the overall supervision of the Directorate.

The process of budget preparation is gender-blind from the review of the expenditure reports<sup>13</sup> of the shelters home and Crises Centres. The largest proportion of the budget goes to the salaries and allowances of personnel employed. The expenditure report showed that there is very little expenditure on the actual functions of the shelters/Centres. In case of the Swat Darul Aman, there was no budget allocation for legal and medical aid which is one of the essential supports needed by women seeking shelter. Budget allocations were very generally low for food, legal aid, medical aid which should be the focus as the key requirements of these institutions.

## **10. Strengths and Weaknesses of the Shelters & Centres**

### **10.1 Strengths**

Over 1,225 women<sup>14</sup> survivors of violence<sup>15</sup> have benefited from the services of the shelters and Centres. The clients, as observed in the visits, belonged to the lower socio economic group and some had been abandoned by their families and others faced life threats from their families. In circumstances like these, the protection provided by the government shelters and Centres is a crucial support for vulnerable women.

In some cases, the shelters/Centres have been able to find amicable solutions for the women with regards to their reconciliation and resettlement. The staff of the shelters/Centres have acquired on the job experience and learned lessons. The Mardan Shelter Home was a case of initiative and good management even with limited resources. Most of the staff was committed to their job. The long work experience and exposure to many difficult situations enabled them to adopt different strategies in dealing with a difficult case or situation. Being government entities, the shelter/centres have leverage and ability to gain access to other services such as legal aid, police assistance and health facilities for the survivors. The data available with the shelters/centres is useful for policy advocacy for issues of violence against women.

The coordination between the District Officers and the management of the shelters/centres was good with the D.Os supportive and encouraging. Another positive matter was that centres were referring cases to Darul Amans and the lawyer in the Swat Centre was helping the cases of Darul Aman as well.

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<sup>13</sup> - Annex 3: Comparison statement of budget and spending in relation to objectives of Shelters/Centres (July 2011- June 2012).

<sup>14</sup> - This figure includes children also

<sup>15</sup> - Annex 4 & 4.1: Data of Darul Amans and Women Centres from July 2011 to June 2012

The SW&WED is in the process of notifying SOPs for the shelters/centres that have been prepared with support from donors and inputs from various CSOs. It is working in the right direction to strengthen services provided and mechanisms of accountability. The Department is also open to private partnerships initiatives for support in strengthening systems and procedures and the capacity of the staff. The model of public private partnership observed in the women centres can be studied in further detail for the sharing of knowledge and skills on voluntary basis.

## **10.2 Constraints**

The number of the shelters & centres is very limited in relation to the need for them. There has been limited effort to increase the visibility of the shelters & centres. The capacities of the staff are seriously limited with regards to providing services in accordance with the survivor centred approach. There are no standardized systems and procedures in place at the moment to guide the staff on the implementation of the SOPs. As government employees, there is very little room for performance evaluation of the staff and assessment on basis of services delivered in the shelter/Centre.

Planning processes lacks the gender perspective at the district and at provincial levels. In order to run these shelters and centres as effective and service oriented programs, it is necessary to review the staff positions in the shelters for cuts in some redundant posts basically at the lower level and strengthen for professional support. Due to the amount going for salaries and allowances and there is not enough budget left for food, and medical and legal aid. The availability of legal aid on referral basis is a huge constraint for the working of the shelter as this is one of the primary needs of the women residing in the shelter. As a result those clients who can afford the cost hire lawyers on their own and those who cannot afford remain frustrated by the slow progress of their cases.

There is insufficient monitoring and interest on the part of the Directorate which gets reflected in the current less than satisfactory state of the centres and shelters. Proper maintenance of data and lack of accountability systems also affect the Darul Amans adversely. There is no monitoring and evaluation wing in the SW&WED which can identify the gaps in a timely manner for timely intervention.

The general perception about the Darul Amans in the community is not a positive one and deters women from approaching the shelters for help for fear of abuse and restrictions on their freedom. Non availability of proper infrastructure and space is also one of the serious constraints for the shelters. The buildings are rented which leaves very little room in terms of accessibility of the women in reaching the shelter and in terms of accommodation and training facilities. The issue of custodial restraint is a matter of concern for women survivors and restricts them from seeking shelter.



## 11. Administrative and Technical Capacity and Skills of the Staff

### Administration of provincially run institutions of social care:

There are 3 different types of shelter in Khyber Pakhtunkhwa:

- Darul Aman/Shelter Homes
- Crisis Centre
- Half Way House
- Shaheed Benazir Bhutto Centres for Women (SBBCW)

The profile of each of the above mentioned social care institutions is explained below in light of information obtained through interviews and field observations.

#### (I) Darul Aman

Darul Amans are provincially run shelter homes. The overall supervisor of a Darul Aman is the Superintendent and she is supported by a Warden, a Vocational Teacher, Cook, Aya, Key Punch Operator and Naib Qasid. These positions may vary<sup>16</sup>, for example the post of the Superintendent did not exist in the Darul Aman of Abbotabad, and the Vocational Teacher was acting as Superintendent and was looking after the responsibilities of the vocational teacher.

The main functions of a Darul Aman are the provision of shelter and food to women survivors of violence. Medical and legal aid is provided on referral basis. Besides food and shelter there is a space for vocational training and religious classes. Mostly cases are referred by court and they can leave the Darul Aman on court orders only. Sometimes family members can file an application and can request the court to release the woman/girl. Thus the Darul Amans have to exercise custodial restraint for cases sent to them for protection. "Many officials themselves admit that Darul Amans operate as 'sub-jails' in actual effect. Even Social Welfare staff often refers to residents of Darul Amans as 'inmates'."<sup>17</sup> In Mardan, the Superintendent provided the information that there have been cases where women themselves gave application to get released on self responsibility of protection and the court has granted the release. Sometimes, women wandering aimlessly on the streets are brought to the Darul Amans by the police on grounds of "suspicious circumstances". Most of the women that wind up in the Darul Amans have a life threat from their families for seeking divorce, being abducted or wanting to marry according to their preferences. There are also cases of sexual abuse. Clients are also referred by other government bodies to Darul Aman like in Abbotabad and Swat. The Shaheed Benazir Bhutto Centre for Women Swat and Abbotabad were also referring cases to the Darul Aman. Only in case of the Half Way of Peshawar was their openness to accepting cases referred by NGOs.

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<sup>16</sup> - Annex 5: Status of current positions in Darul Amans and Shaheed Benazir Bhutto Centre for Women

<sup>17</sup> - Source: DAR-UL-AMAN SURVEY: Healing the Wounds of Domestic Violence Project, Médecins du Monde, Pakistan, 2007

The main objectives as outlined in the PC1s of Swat and Mardan Darul Amans are stated below:

- To provide institutional cum residential care to run away and destitute women in referral cases and their subsequent reintegration in the society
- To arrange for effective compromise and reconciliation with the families
- To impart vocational and skills training to enable them to generate income for their livelihood
- To provide legal assistance
- To impart ethical and religious teaching
- To impart education to children accompanying their mothers
- Arrangements will be made for the education of their children either within the premises of the Darul Aman or they would be admitted in the nearby Government Primary schools

## **(II) Women Crisis Centre, Peshawar**

As in case of the Darul Amans, the Crisis Centre of Peshawar was dealing with beggars. They had a portfolio of doing search operations on beggars, arrest them with the help of police and bring them to the Crisis Centre.

The main objectives as outlined in the PC1 are:

- The centre will contribute towards the moral, economic, medical and social rehabilitation of destitute women and female beggars in NWFP
- Centre contributes towards awareness of legal rights of women in Government Law enforcement agencies and legal institutions and civil society as enshrined in Islam
- To create awareness among the female community about the evils of beggary

## **(III) Half Way House**

The Half Way House came into existence as a special project advocated by the Minister SW&WED. She was inspired by the concept during a visit to such an institution in Bangladesh. The Commission had requested with the Minister for the Consultant to benefit from her thinking on the existing and envisaged protection and safety measures for women facing violence but she regretted due to her busy schedule.

At the time of the visit by the assessment team to the Half Way House, the process of recruitment was not completed and a Manager was not on board. The Warden had limited knowledge with regards to the scope and functions of the institution. No background information could be obtained during the visit. The Warden was particularly upset about the lack of guidance from the Department and non availability of medicines and legal aid.

The responsible Assistant Director at the Directorate SW&WED was not able to provide the conceptual basis of the Half Way House as well as its objectives. The general opinion that prevailed was the institution was meant for women who were involved not in legal litigation. Women who had problems with family, and not in legal battle and with nowhere to go, could avail of the accommodations of the Half Way House for some time.

The PC1 states that “ the Department is running four Darul Amans i.e. in Swat, Mardan, Abbotabad and Haripur districts and a Crisis Centre at Peshawar, but only those women are given shelter there that are being referred by the court. In the said House, all women who are facing any kind of problems/embarrassment at their homes will be given all facilities like shelter, food etc without any discrimination.” Other objectives mentioned in the PC1 are the same as in the case of the Darul Aman of Swat and Mardan.

#### **(IV) Shaheed Benazir Bhutto Centres for Women (SBBCW)**

The Shaheed Benazir Bhutto Centres for Women serve as a first point of intervention for cases of violence. These Centres provide 24 hours services including free legal advice to women survivors of violence. The Centres are different from the Darul Amans in that they focus on long term rehabilitation of the survivors, as well as their reintegration in the society.

The staffing of the SBBCW Women comprises a Manager, a Social Welfare Officer, a Legal Officer, and an Office Assistant. A full time paid Legal Officer is a big advantage as it enables the Centres to effectively respond to cases needing legal aid only and not shelter. It is not necessary that all cases end need to end up in litigation as their problem might be served with legal information. Those who want to go for litigation are guided by the Legal Officer.

There is a 13 member volunteer body called the NGO April 2012 and the SBBCWs were in as state of limbo with regards to their existence. The staff of the SBBCWs visited was, therefore, undergoing great stress and uncertainty. No one at the Secretariat or Directorate level was able to give them information as to their future and even the senior most officers at the Secretariat level give a very cold response to them. In a visit to one of the SBBCW, the staff shared the information with the assessment team that the Centre was to be closed from June 30<sup>th</sup> 2012 and they would soon get the statutory one month notice. The SBBCW staff had petitioned against the Department for not regularizing them and not paying their salaries post devolution.

In a meeting with the Director SW&WED on the position of the government with regards to the SBBCWs, the assessment team was not given a satisfactory answer. Discussions on the subject within the Directorate at different levels indicated lack of clarity on the role of Crises Centres versus the Darul Amans, a negative attitude regarding the performance of the SBBCW with the same standards of judgment not being applied to the performance of the Darul Aman.

## 12. Infrastructure and Service Delivery of Shelters & Centres<sup>18</sup>

### (I) Infrastructure

All the Darul Aman, the Women Crises Centre and the Shaheed Benazir Bhutto Centre for Women Peshawar were in rented accommodations except for the Half Way House, Peshawar. The latter was housed on government premises with an old building renovated with the help of GIZ.

The Darul Aman buildings in Swat, Mardan and Abotabad had small courtyards. The courtyard in Abbotabad was not available for use by the residents and was used by the support staff as their sitting area. The Swat building was devoid of sunlight and there were serious hygiene and sanitation problems. The courtyard was without any greenery or aesthetics and no attempts seemed to have been made to make the residential environment more pleasant and healthier for the residents. The rooms in the Darul Aman of Abbotabad had inadequate natural light for the residents. All the Darul Amans had a depressing and gloomy environment and atmosphere except in Mardan where effort had been made within limited resources to create a more cheerful environment. There was a sense and feeling of a jail like confinement across the Darul Amans and the Half Way house. The Warden and the resident clients were locked from outside by the Chowkidars to ensure that no woman left the premises without information. This was the same in the Half Way house as well.

The Half Way House is a sprawling and spacious building. There are rooms on the first and second floor for the residents, with one room shared by four residents. It has a large dining hall and kitchen. Being newly commissioned, all the furniture and beddings were new and the rooms were clean. There is a spacious and well decorated sitting room with sofas and a flat screen TV set, curtains and decorations for coming together and entertainment of the residents. This room was locked from the outside at the time of the visit in the morning and in the evening again. It was only opened for the assessment team to observe and then was locked back. There are lawns in front of the building and a backyard where the children accompanying the residents play and women also come out in the evening. All in all, the House Way House is a well resourced institution. At the time of the visit of the assessment team there were only three residents. It was evidently too early at the time of the assessment for a definitive word on the services and performance of Half Way House.

In contrast to the Half Way House, the Darul Amans had mediocre quality beds and bedding for the residents. The residents had commented that when the number of residents increased, some had to share beds and others slept on the floor. There were no dividing screens in the room for those residents who wanted to have privacy. There was no consideration in the sharing of rooms as to the profile of the women residents. Women with young children had particular difficulty in sharing rooms with older women or very young women.

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<sup>18</sup> - Annex 6: Overview of the infrastructure and services provided by visited shelters/Centres

The condition of the washrooms was very unhygienic and one washroom for about 15 to 20 residents, sometimes more, seemed an inadequate provision. The Darul Amans at Swat, Abbotabad and the Crisis Centre of Peshawar had an extremely poor and unhygienic environment for women residents all in all.

The Shaheed Benazir Bhutto Centre for Women, Abbotabad and Swat, had a temporary stay facility available in case of need, or else they used the Darul Aman as referral partner in case of the need for a long term stay. The environment at the Shaheed Benazir Bhutto Centre for Women was more welcoming, warm and friendly in comparison with the Darul Amans visited.

The Crisis Centre Peshawar is a completely closed building with poor ventilation and is poorly maintained. It was suffocating to visit the rooms of the residents. Hygienic conditions for residents showed neglect and seemed to be poorly looked after.

There was no separate room available for working with the survivors on their case meetings in the Darul Amans visited. The Darul Aman of Abbotabad and the Crisis Centre of Peshawar had a separate room for family meetings but they too lacked arrangement for maintaining confidentiality of the meetings and their cases. The management was of the opinion that it is necessary to keep them in visible position when they are meeting with the families as there is the risk of the families getting violent towards the survivors. But the assessment team felt that even where there is no risk involved the matter of privacy is not taken into consideration as probably not felt important. The assessment team was witness to one incident where a young girl survivor had a phone call from a male supporter in the room where the team was conducting an interview. The girl had to respond with the speakers on and she was visibly uncomfortable and embarrassed, talked briefly and left.

## **(II) Security and Safety (Staff and Residents)**

Security risks are high for the staff of the shelter facilities in Khyber Pakhtunkhwa where perceived breach of family honor is closely linked with violence against women. The risk to the life of the survivor is high from the family which puts the staff at equal risk.

The security arrangements were very poor especially for the staff of the Shaheed Benazir Bhutto Centre for Women in Swat and Abbotabad due to lack of security personnel especially in situations of emergency. There seemed an evident lack of understanding or indifference on the part of responsible persons to the vulnerable position of the staff and residents in the shelter institutions especially in a social and cultural environment of resort to violence with little provocation, and where issues of gender based violence are involved that have little acceptance from the community. In such cases adequate security measures for staff working on these issues that are stigmatized is a government responsibility and its lack is regrettable. The Swat Centre shared incidences of threats to life by the family members of one of the survivors to an extent that they came with loaded arms to the Centre. The post of the guard was vacant at the time and the individual performing the guard duty was unarmed and lacking in dealing with any emergency situation.

All the Darul Amans excepting the one in Abbotabad are located in residential areas. In case of any unexpected situation developing, the risk of harm to citizens seems high in such cases. Police representatives were present in the premises of the Darul Aman of Swat and Mardan indicating the involvement of the law and order authorities. The Acting Superintendent of Abbotabad indicated that they call for the police, as and when required, to accompany the resident to the court.

The family meeting place in Darul Amans of Mardan and Swat had kept in consideration protection against any potential attack from family on the survivors during meetings, but were not mindful or sensitive to the confidentiality concerns in the meeting with the families. The team had feedback from survivors that information from family meetings is often used against them by the support staff.

The Superintendants were all of the opinion that the life of the women survivors is at risk when they go with support staff to attend the court hearing, but the risk would be reduced if the Darul Aman has its own transport to take them rather than taking them in a taxi. The Darul Aman lacked a vehicle of its own and faced the serious problem of taking women residents to court in hired vehicles.

### **(III) In-house Services for Women and Children<sup>19</sup>**

#### **(a ) Psychological and Emotional Support**

The Darul Amans did not have a position for a psychologist nor was it mentioned that referrals had taken place. For the Managers of the Darul Aman, counseling was not the specialized knowledge or professional skill that it is. They felt that they were meeting the requirement adequately themselves and considered counseling as talking to women about their cases and advising them. All the Superintendants thought that case meetings were sufficient rather than the specialized attention to the psychological and emotional support that survivors need. The Manager at Crisis Centre Peshawar, a psychologist who had to cater to the emotional and psychological needs of the women survivors was more involved in managerial duties.

At the Shaheed Benazir Bhutto Centre for Women, the Social Welfare Officer and the Manager assumed the duties of providing emotional and psychological support. The Staff felt that what they were providing was crisis intervention in a situation which can involve some basic emotional and psychological support along with assessment of the needs of the women survivor.

There were no activities in the Shelter Homes to cater to the needs of the survivors or to channelize their energies and time in a positive direction. The facility of vocational training was available but due to the emotional state many residents seemed disinterested in learning skills.

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<sup>19</sup> - Annex 7: Physical profile of shelters/centres

In all the Darul Aman and the Half Way House there were women who in addition to shelter needed psychiatric help, but were being treated as normal individuals and were being expected to perform assigned duties as others. Due to their psychological state these women were difficult to handle but the staff was unable to assess their psychological condition no appropriate referral was arranged. They were made fun of by the management and the fellow women residents and were grilled for their anti social behavior leading to greater stress and fights among the residents.

A strict custodial restraint was evident in all the shelters. There was restriction on mobility of the residents and the prevalence of a general feeling of stagnation and boredom in living in the shelter with no other viable option concerning their future. Depression and anxiety was the inevitable outcome among the residents. In three of the Darul Amans visited, the women shared feeling of extreme depression and mentioned instances of attempted suicide by some. The Superintendent or staff had no guidelines defined for dealing with such situations and neither the appropriate training for risk assessments to self and others from deviant behavior. In two of the Darul Amans visited, a skill training instructor and a religion teacher occupied the position of the Superintendent. Not equipped academically or skill wise with the appropriate knowledge, their dealing of difficult cases was not appropriate. In two of the Darul Amans, the Superintendent had relatively more experience but no previous training or expertise in this area.

Psychological and emotional support for children residing in Darul Aman with their mothers seemed a farfetched notion at the Darul Amans and the Women Crisis Centre, Peshawar.

The case for emotional and psychological support in a shelter facility goes without saying as being a necessary requirement for a relaxed and free of tension environment among the residents. It is necessary that the residents are provided with this support for to analyse meaningfully the situation they face and the incidents around them. This shall not only help improve the overall relationship between the residents but can also be initial steps in an empowerment process of making informed decisions through a healthy emotional state.

It is not enough for a person to have a background in psychology to be able to ensure needed psychological and emotional support to those who need it. Women taking shelter in these facilities come after facing very difficult situations and circumstances, so in addition to psychological support for quality care, expertise is required of working with groups who have gone through similar experiences.

The women coming to shelter homes are already going through extreme stress of leaving everything familiar behind, their home, families and children. Often they have been through extreme forms of violence which not only takes toll to their body but their emotional health also. In situations like these basic psychological and emotional support and then specialized services like counseling becomes one of the essential services for women taking protection in a shelter home.

## **(b) Legal Aid**

The Shaheed Benazir Bhutto Centre for Women had a paid lawyer on its staff. The Legal Officer's job description required him to provide technical assistance and guidance to the cases and to facilitate them in procedural and litigation processes. This service was a huge asset for the Women Centre as it allowed women to be informed about the realities and details of their cases. Moreover, the lawyers also provided active support and follow up in their case.

The Darul Amans do not have legal aid as a regular service available for their women residents. Lack of progress on their cases was one of the major reason for frustration of the women as well as the arrangement for proper and timely referral for legal support. Seventeen women were resident at the time of the visit to the Darul Aman of Swat, and only one woman's case was being looked after by the official lawyer appointed by the court. Six women had hired private lawyers and ten women were without any lawyer support. According to the Superintendent of Darul Aman of Mardan, there was only one female lawyer available to them for referrals.

Majority of women had no option but to engage private lawyers to handle their cases. Not all women had the financial means to engage private lawyers and most women were frustrated at the slow pace of progress in their cases. They felt that the lawyers provided by the Darul Aman on referral basis did not take their cases seriously compared to engaging lawyers on payment. From the accounts of women in the Darul Amans and the case of a paid lawyer on the staff of Shaheed Benazir Centre it can be concluded that the position of a paid lawyer is an important and crucial one.

## **(c) Medical Aid**

The Shaheed Benazir Bhutto Centre for Women, the Darul Amans and the Half Way House were all providing medical aid through referrals arranged with the help of NGOs or government run hospitals. Only the Women Crisis Centre, Peshawar had an in-house nurse. All the Superintendants and Managers felt that medical support is a very important support for women survivors of violence.

All Superintendants of the Darul Amans indicated the budget for the medical aid as insufficient for the number of clients served and they sometimes spent from their pocket to deal with emergency situations. Medical aid in the Shaheed Benazir Bhutto Centre for Women catered for both emergency and ongoing support of the women survivors. The concept of medical support in Shaheed Benazir Bhutto Centre for Women was survivor friendly and aimed towards empowering the survivors. The Manager in the Swat shelter professed that their staff is sensitive to the confidentiality and dignity of the cases of rape among the women survivors.

The Superintendants pointed out the great difficulties they face in attending to cases referred by courts. They face extreme difficulties in cases coming after working hours and the danger of women escaping from hospitals. In such a case there are serious repercussions for them. One of the stories shared was of



a girl who attempted suicide by wrapping an electricity wire around her wrist and giving herself an electric shock. The women at the shelter rescued her and put her in a sand hole. But for the intervention of the residents the young girl would have died. When asked the reason for the attempted suicide, the Superintendent explained that she wanted to leave the Darul Aman but since she did not have a Wali she could not be discharged. Initially her father used to call her but later he stopped calling. The girl is much better and there may be a possibility that she might get married and be able to leave the Darul Aman.

#### **(d) Recreational Activities for Women and Children**

The Shaheed Benazir Bhutto Centre for Women provides only temporary facility to women survivors of violence and refers cases to Darul Amans for provision of shelter.

The Darul Amans, the Women Crisis Centres and the Half Way House had television available for women to watch in the evening. However, the TV set was broken in Swat Darul Aman and the Crisis Centre Peshawar. Only the Half Way House has special arrangement for the children residing in shelter with women residents. There was no concept of engaging women in healthy activities like physical games, self growth or issue based information sessions. Outdoor activities were strictly prohibited but in any case as the Darul Amans did not have the space. At the most, women performed assigned duties in the shelter, prayed or remained idle with nothing else but to think about their problems.

Stitching and embroidery were offered as vocational training and in the classes held for the purpose. No involvement was seen at any of the institutions visited of engaging children in healthy activities such as games and storytelling etc.

#### **(e) Reintegration Efforts: (*Reconciliation and Mediation*)**

There is limited understanding in the Darul Amans and the Crises Centres and even the Half Way House of the concept of reintegration of women survivors. Reintegration was explained as providing women with an opportunity to devote themselves to religion and prayers, learn how to do sewing and embroidery for earning an income, arranging a successful marriage or achieving reconciliation and settlement with family.

The reintegration interventions did not have the depth for developing the financial skills of the women, social skills, and orientating them to explore different skills that would be helpful in income generation, building their confidence, mentoring their process of settlement outside of the shelter and guidance and follow up support in a systematic and planned manner. Even in cases where reconciliation occurred with the family, no follow up was maintained.

While discussing the processes of reconciliation, the Superintendants appeared biased against women who were seeking divorce or had left children consequent on the violence. The Superintendants inclinations are towards reconciliation as the best option for a woman. The pressure from the family and

the staff of the Darul Amans is so strong that some women end up by going back to their family. In two cases in one Darul Aman, the women were killed. The Superintendent had a photograph of one of the women which she showed to the assessment team with remarks *“this is the woman, she was weird and stone hearted. When her children came to meet her they were crying so much that we all became emotional, but she was not moved.”* In one of the instances the mother was killed because she had made her girl child run away.

There is no risk assessment or outlining of a safety plan in the cases of women made to reconcile with their families and there is no adequate follow up on the cases in the community. With limited options for women ending up in the shelters, it is deemed best to get them to compromise and return to their family.

#### **(IV) Networking and Referral**

The Shaheed Benazir Bhutto Centres for women had taken the initiative of maintaining a data base on their referrals to increase their referral data base to be able to provide better services to women survivors of violence. The Shaheed Benazir Bhutto Centre for Women, Swat mentioned engaging in outreach activities for increasing visibility of the Centre. They had strong linkages with other NGOs, government departments and the police.

In one of the Darul Aman, the Superintendant pointed out her family and political background as her strength in being able to engage people and ensure security. Networking and outreach activities of the Darul Amans need to be on an ongoing and systematic basis for a more efficient utilization of resources, even if some Superintendent are able to bring their own personal standing to it. Dependence of one person is never enough.

There were no referral lists present regardless of the nature of the institution, whether a Darul Aman, Women Crisis Centre, Half Way House, or Shaheed Benazir Bhutto Centre for Women. Even where there were efforts to increase visibility and outreach was taking place, documentation was missing. Lists of referrals and record of follow up were not available anywhere except in the Women Centre in Swat which provided the assessment team with a list of referrals.

#### **(V) Record Keeping**

The documentation of cases in Darul Amans, the Women Crisis Centre, Peshawar and the Half Way house was not standardized, and that too only in quantitative terms and entered manually in registers in the Daru Amans. The qualitative aspect was totally missing everywhere in the documentation. The issue of duplication of cases is not dealt with in the reporting on a monthly basis. The documentation totally misses out on feedback of survivors on the services provided to them, and on the attitude of the management and improvements suggested by them.

Shaheed Benazir Bhutto Centres for women were using formats that were part of the SOPs notified in 2009. They had documentation of the cases available in hard as well as soft form. But a qualitative analysis of the cases was lacking here as well.

At the moment the reporting formats used by the shelters and centres do not allow much of accountability. The data does not provide insight into trends in violence against women in the areas of operation of the shelters and centres, not does it identify duplication of cases. Efforts made on follow up of cases of reintegration and supports to them do not get reflected in the documentation. Similarly, linkages developed and used for supporting women survivors of violence is not reflected anywhere. Despite all this the data in the Darul Amans could still be utilized to generate analysis with regards to violence against women cases and become a basis for improvements in their services, as well as proposing changes in policies as informed by such analysis.

## **(VI) Beyond the Financial Constraints**

The superintendants of the Darul Amans indicated budgetary constraints as the main reason for the marked gaps in their functioning. While budgets provided are never enough, significant improvements could still be made by working on some of the attitudinal issues and the set of skills of the staff employed by the shelters and centres.

The verbal and non verbal language used by the staff indicated a full control of the management over the lives of the women residents living in shelter. Women residents appeared fearful to speak up and even when they said everything was satisfactory, their tone and body language contradicted their statements. The women residents seemed to have given in to the power structure and roamed around as programmed robots. It appeared that the underlying assumption was that the women residents were immoral and need to be cleansed before they could be allowed to be free agents in society. One of the Managers confessed that she slapped a women resident once for being very outspoken. But the realization came later that the woman needed psychiatric referral and that physical punishment was not the answer for the problem. The Manager had this to say of the women coming to the shelter home *“ap ko tu pata hay in ka koi character nahe hota”* meaning “ you know that these women have no character”.

People working on issues of violence against women especially in shelter institutions need to be aware of the power imbalance between the management and the women residents, and the staff needs to be conscious of their biases to be able to do justice to the work they are involved in of care and protection to women survivors of violence. Much of the awareness can come from self motivated initiatives of the Superintendants to create an environment which is respectful of the dignity and rights of the survivors of violence. The staff can also utilize forums which can orient them to a more survivor Centreed approach in services that are provided in the shelter homes.

To empower the survivors, it is necessary that the staff is gender sensitive and has knowledge of the rights of the survivors in order for a non-intimidating environment that allows for feedback of the survivors which is incorporated in the environment.

### **13. Rules and Regulations: Standard Operating Procedures (SOPs)**

The Darul Amans, Women Crisis Centre, Peshawar, the Half Way House and the Shaheed Benazir Bhutto Centres for Women are meant to provide services and support on the very sensitive issue of violence against women in a very sensitive environment.

It was noted with concern during the assessment that the Darul Amans were following their own forms and formats with regards to registering of cases and their discharges. The SOPs that had been developed by the SW&WED in collaboration with GIZ had still not been notified at the time and had not found their way to the institutions.

The SOPs for the Shaheed Benazir Bhutto Centres for Women had been notified in 2009 by the Ministry of Women Development (MoWD). The SOPs had been developed as a result of the collaboration of Rozan and MoWD with the involvement of the Managers of the centres, District Officers and some NGOs. The status of the SOPs for the Shaheed Benazir Bhutto Centre for Women has become uncertain as has the status of the Centres themselves. Rozan feels that it will be wastage of resources and time if the province does not take forward the work done with the Shaheed Benazir Bhutto Centres for Women. A positive development noted in this regard is that GIZ is collaborating with the SW&WED to standardize the SOPs and plan for trainings on gender based violence issues, SOPs and skill building with survivors.

The ownership and pro active role of the SW&WED with regards to the SOPs and their uniform implementation in all the shelter institutions is critical of these SOPs. It will also be important to take in account the feedback of women survivors of violence in these SOPs. The implementation of SOPs should also take into account a system of monitoring and evaluation that is cost effective and transparent towards the services provided by the entire network of shelter and Aid institutions for women survivors of violence.

### **14. Role and Advocacy Efforts of CSOs for Women Survivors of Violence**

Improving services for women survivors of violence has been on the priority agenda of local NGOs for considerable time now. In recent years, there has been more coordinated efforts by NGOs to develop policy guidelines on provision of support services to women in distress, specially survivors of violence or those at risk of violence. Darul Amans were setup by provincial governments and later between 1998 and 2005 the MoWD established 23 Crises Centres entitled Shaheed Benazir Bhutto CentRes for Women all over Pakistan, out of which 4 are in Khyber Pakhtunkhwa.

The application of a uniform standard of care and management has been a recommendation in a number of studies that no uniform standards of care or management systems are applied in these shelters/ Centres. The SOPs for the Shaheed Benazir Bhutto Centres for Women were notified in 2009, but their status has been unclear after devolution.

In 2010, Rozan, Shirkat Gah, and Dastak formed an alliance and initiated a dialogue for the standardization of services in shelters to meet minimum standards of quality services. In addition to that the alliance also proposed a curriculum for sensitization and enhancing case management skills of the staff of the shelters. In this regard, the alliance organized national and provincial consultations involving relevant government agencies, parliamentarians, NGOs and other stakeholders to work towards the creation of a comprehensive protection system for women survivors that is fully compatible with their right to human dignity and fundamental freedoms. It was recognized that the advocacy efforts for standardization of the SOPs needed to be coordinated to be strong and preferably from one platform. Consequently, the alliance of Rozan, Shirkat Gah and Dastak organized a meeting of organizations working on shelters to streamline efforts and avoid duplication. The meeting was attended by GIZ, UN Women, MDM, Rozan, Shirkat Gah, Dastak, Aurat Foundation and NCSW. Some common advocacy agenda points were agreed upon for improving quality services in shelters and ensuring standardization of SOPs. In the same consultations, the functioning and existence of the Shaheed Benazir Bhutto Centres for Women were an important agenda as they provide vital emergency services to survivors of violence.

At the same time, the National Commission on the Status of Women (NCSW) commissioned a study to understand and assess the performance and scope of the existing Centres. This study was commenced in May 2010 while the Ministry of Women's Development still existed in Islamabad. By the time the study was completed, the MoWD was devolved and the destiny of the 26 Centres passed into the hands of the provincial governments and their future remained in a state of limbo. The devolution of the Ministry had a major impact on the future of existence of these Centres with the staff being on a contractual basis. The study by NCSW strongly advocates for the continuation of the SBCCW.

In Khyber Pakhtunkhwa, GIZ is working in partnership with the SW&WED on the standardization of the SOPs. Social Welfare can take a proactive role in ensuring the implementation of the SOPs. The SW&WED, KP is interested in studying the process of Punjab to learn from their experiences. This is a welcome step. It will be useful to engage local groups in the process also so that the resources available locally can be utilized instead of reinventing the wheel. It will also be useful to engage with local groups due to their long term presence and commitment and ability to provide support beyond limited time.

## **15. Need for Coordinated Response towards the Needs of Women Survivors of Violence in Shelters**

The SOPs for government shelter facilities can only be successfully implemented when they are backed by a coordinated response by other government institutions. In order to ensure integrated and coordinated response by the shelters, SW&WED needs to identify a coordination body that not only facilitates the shelters/Centres at district level but also at the provincial level.

Women Empowerment section of the Department can and needs to play an active role in ensuring quality care through its strong role in monitoring and evaluation. It can also facilitate interactions with

other departments like health, police, and judiciary. The department can also coordinate with other departments to explore how they can play complementary role in supporting shelters at district level. Moreover, their role should not only include orientation to other departments on the needs of women survivors but also about expected roles and responsibilities so as to create a strong referral network. The department should take up the task of facilitating the development of an integrated referral system between different departments at provincial level and replicating the same in districts. This will also ensure timely, systematic, synchronized and effective response to cases of VAW in a coordinated and complementary manner, as a result of which standards of delivery will eventually improve at the grass root level.

## 16. Recommendations

The current state of non-inclusion of gender perspective in implementation proves that the issues related to women protection and women empowerment cannot be clubbed together with primarily a social welfare agenda. A study also pointed out that “an assessment of the present status of the WDDs suggests that they need to come out of the influence of Social Welfare departments and have an independent status. Even if they are tagged with Social Welfare, women development/empowerment is a challenging area and requires gender sensitive staff and structure with rules of business (RoBs) aligned with Gender Policy and mainstreaming plans. Provincial Plans of Actions and Provincial Plan for Development and Empowerment of Women in line with the national and International commitments need to be prepared with time frames, input and output targets.”<sup>20</sup>

In the present scenario, it is very important that the Social Welfare & Women Empowerment Department takes ownership, at least, toward the implementation and monitoring of the recently approved SOPs. The implementation of SOPs should outline a regular system of monitoring and evaluation, which is cost effective and transparent towards the services provided. Training in the use of the SOPs is necessary which should obviously be the responsibility of the SW&WED.

Documentation requirements and uniformity across the province also need to be seriously looked at. The documentation should move beyond the quantitative reporting and present analysis of the cases and trends in each district which then should form the foundation of planning before the annual budget preparation process.

The budget expenses need to be reviewed to be aligned in accordance with the main functions and objectives of the shelters and centres. It should be supportive and reflective of the activities undertaken by the shelters and centres and responsive to cases dealt with.

It is also important that these institutions are provided with a forum where they can learn from each other and are encouraged to network and use cross referrals.

The standards of the shelters need to be upgraded by introducing psycho-social activities to actually put women on the road to empowerment. The staff needs to be trained in specialized skills needed to respond to the needs of the women survivors.

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<sup>20</sup> - Appraisal of the capacities of the women development departments (WDDs) at provincial level for NCSW by Dr Riffat Haq.

The absence of non-judgmental mediation and reconciliation mechanisms is a serious concern and needs to be looked at since puts women survivors at great risks when they are sent back with their families without proper situation assessment and follow up on them. The ideological framework and objectives of the institutions need to be redefined from a human rights perspective.

### **Recommendations at the Centre and Shelter level**

1. It is strongly recommended that the objectives behind defining the scope of work of Darul Amans and Centres need to be reviewed from a human rights perspective. It will help develop clarity on the ideological positioning and vision for the functioning of these institutions.
2. It is strongly recommended that the standard of the existing institutions is given attention which shall require more allocations in the regular and development budgets of the province.
3. The number of Women Centres and Darul Amans are insufficient in relation to needs of protection and safety of women facing violence and abuse. There is need for additional centres in uncovered districts to cope with the needs. Each district should carry out a mapping of the services in its district and according to the profile of the district to provide a rational basis for the establishment of more centres and shelters on needs basis.
4. It is strongly also recommended to review the budgetary allocations for food, legal and medical aid.
5. It is recommended that budgetary allocation to be made for the four SBCCW and the absorption of the trained staff within the provincial budget.
6. Women Centres should be restricted to screening of cases of violence against women and providing proper referral or legal or medical support to women survivors and shelter cases should be referred to the Darul Aman of the district. The Darul Amans should be upgraded to provide specialized services with regards to the women survivors of violence and children.
7. It is strongly recommended that the Darul Amans should have a lawyer, psychologist, case manager as regular employees of the shelter. Clear job descriptions and hierarchical rankings should be developed to avoid overlaps and conflicting authority. This staff should be competent with the skills of documentation, coordination, office management. The positions for support staff should be reviewed for appropriateness and actual need as women from within the shelter could be involved many of their tasks to team work among the residents and meaningful involvement.
8. To improve the visibility and reputation of the Darul Amans it is recommended that the Darul Amans adopt a more open approach towards the functioning of the shelter and organize outreach meetings and orientations in the community to make aware women of its functioning.
9. The environment should be more responsive to the physical, psychological and recreational needs of the survivors. Shelter management should make an effort to organize activities like self growth sessions, legal awareness session, sessions of hygiene, movie screening, outings, games, morning assemblies, innovative skill building classes to help channelize the energies of the survivors in positive activities and tasks.
10. There should be special provision for education, play and recreation and psychological support for children living in shelters. The children play area should be child friendly and educational.
11. Rights of the survivors, rules and regulations, complaint procedure should be clearly displayed in the premises of the shelter.
12. A copy of the SOPs should be available to the residents who want to read them.
13. Management should arrange orientations periodically in shelter on SOPs considering the constant change in the residents.

14. For ensuring survivors feedback on shelters environment and services a system should be in place where the residents can provide this feedback without the fear of being victimized.
15. Shelters should be in close coordination with district hospitals for medical aid. This support should be available for emergencies and for periodical visits in shelter.
16. Reintegration of survivors should be aimed at empowering the survivors.
17. Survivors should be provided a private, secure and comfortable atmosphere for discussion of their situation, and for identifying options for action. Where this is not possible, at least an effort to create a confidential environment should be made (long term goal should be to provide this space)<sup>21</sup>.
18. Referral services identified should be sensitive to quality, time, and financial concerns. In cases where the involved organization (or service provider or supporter) is unable to provide quality referrals, then it should weigh possible risks against benefits expected from the referral. The survivor must be informed in case of gaps or limitations of the referral service and be prepared for the kind of service she might receive<sup>22</sup>.
19. Shelter should take a proactive role in supporting the staff member in case of risk of defamation. Legal support should also be provided to the staff members if required.

#### **Recommendations at the Provincial level**

20. Initiating or developing the process of gender mainstreaming with the Directorate is essential to ensure a uniform vision and mission at all levels in the department from the provincial to the district levels for tangible progress towards gender sensitivity and towards the development and implementation gender responsive policies.
21. The department should arrange regular trainings on issues related with sensitization, ethical handling, case management, legal awareness, gender analysis of budget spending etc. Staff must be made accountable for the application of principles and standards acquired from training into their work.
22. Training of support staff should be ensured with regards to standards of conduct, ethical considerations and sensitivity required in the area of protection and safety of women survivors of violence.
23. Staff should be encouraged to look after their own well being. This includes physical safety needs as well as emotional health.
24. The vocational training program needs to be upgraded which should be able to look beyond the traditional skills for women. It should be providing a vast variety of options to women, which should be based on the interest and skills of the women residents. It should also take into consideration the marketability of the products and support in finding markets.
25. The shelters should be shifted in government owned buildings which meet the requirement of safety, proper infrastructure, health and hygiene for the shelter residents. This aspect needs to get integrated in the future planning of the Department on a priority basis.
26. Planning and performance review meetings of the Women Centres and Darul Amans should be done annually for experience sharing and collective learning on achievements and challenges faced. This should create an opportunity for strategy development bases on collective inputs for the Department.

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<sup>21</sup> - Guidelines for the Protection of Dignity and Rights of the Survivors of Violence

<sup>22</sup> - Guidelines for the Protection of Dignity and Rights of the Survivors of Violence



27. Department and Centres should take initiatives to increase visibility of the centres and shelters. Shelter Manager should be provided the opportunity and also take initiative to participate in other fora for learning purposes and awareness about the shelter facility.
28. Detailed SOPs have been developed already. It is important that the staff is aware of the guidelines outlining systems and procedures for management of the shelters and centres, case management, documentation and monitoring and evaluation and begin to apply them in their work. The SW&WED must take a pro active role in the dissemination of these to the districts and monitor the use of these on a continuous basis.
29. The Department should invest in the review and upgrading of the database for the shelter institution afresh to be reflective of quantitative and qualitative aspects of cases dealt with. It should highlight difficulties faced, lesson learned and strategies used. It should reflect activities against the performance objectives. This data base should be linked to the Directorate online to make access to the data and monitoring of the performance relatively more easy and cost effective.
30. It is strongly recommended that the Directorate has a Monitoring & Evaluation (M&E) Officer to ensure quality in the implementation of projects and against the budgets released. The M&E Officer could be given, inter alia, the function of the preparation an annual report of the Shelters and Women Centres highlighting cases of violence taken up and services provided to them. The monitoring of the use of SOPs could be another function.
31. It is strongly recommended that custodial restraint should not be exercised of women seeking shelter. Moreover distressed women should be registered on self referral basis and should be discharged on self recommendation as well after due consideration of all the possible risks.
32. It is strongly recommended that criminal cases should not be send to shelter as it is beyond the capacity and objectives of the shelter. Similarly cases needing psychiatric assistance needs to be sent to psychiatric facilities.
33. For Crisis Centre, Peshawar it is recommended that the beggary issue should not be mixed with the issue of violence against women and the Centre should respond to cases of violence only.
34. Preference should be given to female in the recruitment of staff for Shelters and Centres considering the sensitive nature of the cases that come to the shelters. Male staff should not be eligible for the post of the Manager, Assistant Manager, Social Welfare Officer/case manager, psychologist and Visiting Legal Officer and medical doctors should preferably be females also. Even support staff with the exception of drivers and security could be females as well. Individuals seeking jobs in shelters homes must be screened for sensitivity towards the issues of survivors. Disciplinary action for mishandling of the survivors should be part of the job descriptions of the staff of the shelters and centres.
35. The SW&WED should consider the provision of a vehicle to each shelter and centre to minimize the risk of harm to woman survivor and staff during necessary travel involved for them in connection with the cases.
36. There is need for development of procedures for risk assessment and harm in cases of very high risk cases which should be considered by the SW&WED in collaboration with appropriate partners. Protocol for the physical safety of staff is also recommended. These components should be part of the training of the staff.

# **Addendum to the Assessment Report**

## **Assessment of the Halfway House, Peshawar by the The Provincial Commission on the Status of Women Khyber Pakhtunkhwa, July 2012**

### **1. Concept of Halfway House (HH)**

HH provides shelter to destitute women for a maximum period of 6 months. Anyone in need of shelter can walk in and stay.

- Unlike a Darul Aman, HH does not entertain courts cases, unless specifically referred. This happened once in the case of Ms. Ramsha, a minor girl who was later on shifted to Crises Centre Peshawar. Similarly, women undergoing legal trial for theft and murder charges are also not eligible
- Accompanying children up to the age of 10 are accepted with the female survivors of violence
- Essentially different from Darul Aman in term of the freedom it allows to the residents in choosing to leave whenever they want but subject to some formalities laid down

#### **1.1 Objectives of the HH as stated in the PC I of the project**

- a. Providing institutional cum residential care to run away and destitute women in referral cases and their subsequent reintegration in the society.
- b. Arranging for effective compromise and reconciliation with the families.
- c. Imparting vocational and skills training to enable them to generate income for their livelihood
- d. Providing legal assistance to and imparting ethical and religious teaching
- e. Imparting education to the children, accompanying their mothers

### **2. Governing Structure**

The HH is under the overall supervision of the SW&WED and specifically the Women Empowerment section of the Directorate of SW&WED.

1. Approved Staff of the HH and management:  
The management of the HH is in the hands of a Superintendent or Manager. She reports to the AD (WE) directly. The approved staff structure is:
  - a. Superintendent/Manager in charge (BPS-16)
  - b. Warden
  - c. KPO + Admin & Finance
  - d. Theology Teacher
  - e. Vocational Teacher

f. Psychologist/LHV

Support Staff: Driver, Gatekeeper, Cook, Peon, Aya/cleaner, Sweeper

### **3. Operational Guidelines**

Currently there are no SOPs for the HH. Job Descriptions exist for the Manager, Warden, Theology & Vocational teachers and Psychologist. The PC I document also provides for quarterly reporting to the Directorate. Reporting is done on admissions & discharges, reason for admission, number of children accompanying the female resident, and needs of the residents i.e. psychosocial, legal or medical.

### **4. Services**

#### **4.1 Case Management**

All the cases are dealt with on principles of respect for the confidentiality and protection of the residents. The following forms are used to record the cases:

- a. History Form: Basic information of the resident, nature of the problem, family background etc
- b. Discharge Form: Completed by the In-Charge along with an undertaking form endorsed by the victim using her thumb impression

#### **4.2 Liaison & Coordination**

The In-Charge is required to maintain active liaison with the relevant Police Station in case of residents with a police case. No formal liaison exists with the health department.

#### **4.3 Security**

Security arrangements were satisfactory as security cameras have been installed and two police guards are on duty simultaneously. Two Policemen have been deputed by the FC for the security of the HH.

#### **4.4 Accommodation**

Accommodation exists for 33 to 40 persons. The boarding rooms are large and spacious with beds for four persons. There are spacious sitting and dining areas for the residents and large open areas for an outdoor life. All the rooms are very well furnished. The renovation of the building was funded by GIZ.

#### **4.5 Services**

- Skill training is provided in embroidery, cutting, sewing and glass painting. Food service has been contracted out.
- Lessons in theology are provided on a daily basis.
- Television facility exists for viewing between fixed times
- Participation in HH chores is voluntary for the residents.
- Washing machine is available for washing of personal clothes.

- A uniform is prescribed for the residents.
- Only Friday is visiting day for relatives or contact day by phone with relatives.
- Basic education for accompanying children is envisaged

## **5. Assessment of HH**

According to the Minister SW&WED, she has envisaged the HH as her dream project and it has taken a substantial amount of her time to advocate for it with the Cabinet. All told, the approval of the PC-1 and the repairs and renovation of an old building took three and a half years before the HH was inaugurated on 17 December 2011.

In contrast with the conventional philosophy of a Shelter Home, the HH has been set up to provide quality services to the needy and homeless women of the province with a maximum period of stay at the HH as six months with the objective that within this period a woman would be empowered enough to support herself for life when she is reintegrated within the community.

This concept has been borrowed from a relatively successful application of the concept in Bangladesh. It remains to be seen how the concept works out in our province over time. The start has been initially with strong support at the highest level from the Minister for SW&WED, adequate resources and an extremely good infrastructure in comparison with other Shelter Homes and Darul Amans where the need is the greatest. One show piece in a provincial headquarters is and shall never be enough to serve the vast needs of the abused and oppressed women of the province.

The challenges that the show piece project shall face, as in all other cases, shall be the careful selection of the staff and the continuance of the same level of funding in future. The staff would need to be committed and sensitive to the needs and aims of the Project and the residents they have in their charge. This is where most of the show pieces fail as the recruitment tends to be compromised on political grounds and/or the lack of the appropriate pool of human resources for such projects. Raw and inexperienced staff is often recruited with the hope that training, always ad hoc and in an incremental way shall make up for the lacunae. Habits get already set by the time trainings are organized.

The assessment of the HH was included in the third party Assessment of the Shelter Homes/Crises Centres of the province by the Provincial Commission on the Status of Women, KP. But, it was very early days since its opening and there were many issues then. The start was inauspicious and with many gaps in services and management. The Consultant was not able to get a good insight to have a considered assessment of the HH in her report. The Commission decided to have its own quick assessment done so that it could serve as an addendum to the report on the Shelter Homes and Crises Centres. For this purpose, the Coordination Officer of the Commission visited the place and the report of the PCSW is based on her findings.

## **6. Recommendations**

The Coordination Officer reported that “the management is committed to providing peaceful and constructive environment to the residents by ensuring that their physical needs are met. However, it is recommended that a holistic approach needs to be taken to ensure this, for which attention is required to the need for psycho-social counseling to the residents that are survivors of gender based violence.

Currently the House has volunteer psychologists providing this support which is not sufficient. The need is for a full time well trained professional psychologist based in the House”.

The recommendations for the improved services of the HH are listed below:

1. Fill the post of the Psychologist for the HH. The recruitment of this vital post should be strictly on basis of the qualifications and experience of the person.
2. The Parent Department under which the HH functions should work on the aspect of adequate legal aid to the concerned residents. Currently, there is reliance on associated volunteer female lawyers associated with the House who visit the House, meet the survivors of abuse, record their case history and forward the case to legal professional with the requisite expertise. This aspect of the services of the HH needs constant monitoring and occasional assessment to determine if it is working satisfactorily.

As an alternative in case of major gaps, the Department could consider a full time post of a legal advisor. It is important point to note thought that the needs of the GBV survivors would vary according to the nature of their cases/problems, family, property and criminal cases, and it would be difficult to have the requisite knowledge with one person. So even if this alternative is considered, the essential pro active function of the legal staff would be to seek the needed legal support from the panel of legal experts associated with the HH for a case and follow up on a continuous basis.

Another alternative would be formally associating the legal team of the “Peace Project” of the SW&WED with the HH.

3. The whole agenda of the skill training imparted in the HH would have to be based on the marketability of the products of the residents. It would have to rely on the WED to link it with marketing channels as the Department has its Industrial Homes from way back and there should be some networks that have been developed to link the HH with them for the sale of their proceeds and for some funds to return to the government.
4. There is urgency for SOPs for the HH to provide guidance to the Staff at the highest level in the management hierarchy for them to set the right environment and maintain a standard that is required of a show case project. This is not a task of “business as usual” and requires professionalism of an acceptable standard to provide a future for the residents in their charge in ultimately integrating back within community with the ability to fend for themselves with dignity.
5. Networking with medical facilities for case referrals need to be strengthened.
6. Presently, the HH is underutilized with high overhead costs. The Department needs to have a greater awareness among the public as to its existence.
7. The forms in use need scrutiny by a knowledgeable person to make them more exhaustive and remove the need to use plain paper to fill information to cover problem background, needs, skill aptitude and contact details of the victims.

## **Annex I**

### **Terms of Reference for Assessment**

#### **Assessment of Women Shelter Houses and Crises Centers of SW&WDD, KP**

<b>Nature of Study:</b>	Third Party Assessment
<b>Duty Station:</b>	Peshawar
<b>Duration:</b>	3 months from acceptance of Proposal

#### **1. Background**

The Provincial Commission on the Status of Women is a statutory body set up under the NWFP Act XIX 2009. It serves as an advisory body to the government on issues connected with the protection and empowerment of women. The overall purpose of the Commission is to work towards the emancipation of women, equalization of opportunities & socio-economic condition among women and men and elimination of all forms of discrimination against women.

Among the main functions of the Commission is the assessment of programmes, projects of the government for social care and protection for women. The government of KP has 01 Women Crises Center and 05 Darul Amans. Some Facilitation Centres were set-up after the floods of 2010 for the care and protection of the displaced women and children. In addition, there are 4 Centres, entitled the Shaheed Benazir Women Centres that are funded by the Federal Government. However, since the devolution of the Ministry of Women Development since 1 July 2011, a case is ongoing for their take over by the provincial government. These Centres have been assessed by the NCSW and a report is being finalized.

#### **2. Objective of the Assignment**

The objective of the assignment is to conduct an assessment of the women protection and crises centers under the Social Welfare and Women Development of the Govt. of Khyber Pakhtunkhwa for purposes of identification of gaps in procedures and mechanisms governing the Centres for recommendations towards improvement in these.

#### **3. Scope of Assignment**

1. A review of the annual planning and budgetary appropriation to the Shelter Houses and Crises Centers
2. Study of existing practices/Standard Operating Procedures (if in place), for identification of gaps
3. Assessment of capacity of administrative and technical staff for assigned functions
4. Performance in terms of women served
5. Overall strengths and constraints
6. Identification of areas needing improvements and specific recommendations for improvements required

#### **4. Deliverable**

A report on the findings to the PCSW

#### **5. PCSW Requirements for Conduct of the Assessment:**

PCSW shall seek proposals from several persons/firms. Interested parties shall be required to forward their proposal along the following lines:

- a. a document outlining approach and methodology for the Assessment
- b. the cost for conducting the assessment, including fee of the Consultant, Travel cost, daily allowance, etc

#### **6. Duration**

Completion of travel to Centres	within one and a half month
Preparation of Draft Report	by end of the second month
Review Meeting with PCSW	within third month
Incorporation of comments	within third month
Submission of Final Report	end of third month

#### **7. Schedule of Payment:**

1. 30% on signing of agreement with PCSW
2. 20% on finalization of methodology and its approval by PCSW
3. Reimbursement of costs of travel and DSA on actual
4. 30% on submission of draft report
5. Final 20% on approval of report by PCSW

#### **8. Qualifications and Experience required**

- Masters Degree in Social Sciences preferably in Gender Studies.
- Between 5 to ten years experience of institutional capacity needs analysis and assessment, social and development sector research
- Knowledge of quantitative and qualitative research, data analysis and ability to analyze for policy directions based on research findings
- Good drafting skills for compilation of information into a report suitable for sharing with the highest levels of the Government, its development partners, and civil society.
- Familiarity with government systems
- Fluent in English and Pashto
- Good Computer literacy

## Annex 2

### List of Persons interviewed

- SW&WED, Peshawar**
1. Additional Secretary ( Women Empowerment), SW&WED
  2. Planning Officer, SW&WED Secretariat
  3. Assistant Director(WE), Directorate of SW&WED
  4. Planning Officer, Directorate of SW&WED
- Swat District**
1. Executive District Officer, Social Welfare
  2. Acting Superintendant, Darul Aman
  3. Warden, Darul Aman
  4. Vocational teacher, Darul Aman
  5. Women survivors, Darul Aman
  6. Manager, Women Crisis Centre
  7. Social Welfare Officer, Women Crisis Centre
  8. Assistant, Women Crisis Centre
- Mardan District**
1. Executive District Officer, Social Welfare
  2. Superintendant
  3. Warden
  4. Vocational Teacher
  5. Women survivors
- Abbotabad District**
1. Executive District Officer, Social Welfare
  2. Acting superintended, Darul Aman
  3. Women Survivors, Darul Aman
  4. Manager, Women Crisis Centre
  5. Social Welfare officer
  6. Assistant
  7. Aya
  8. Manager
- Peshawar**
1. Manager, Women Crisis Centre Peshawar
  2. Assistant, Women Crisis Centre Peshawar
  3. Social Welfare Officer, Mera Ghar, Peshawar
  4. Psychologist, Mera Ghar, Peshawar
  5. Executive Director, Mera Ghar, Peshawar
  6. Program Manager, Mera Ghar, Peshawar
  7. Warden, Mera Ghar, Peshawar
  8. Women survivors, Mera Ghar (NET), Peshawar
  9. Warden, Half Way House, Peshawar
  10. KPO, Half Way House, Peshawar
  11. Women Survivor



## Annex 3

### Budget and Expenditure of DuA & Centres (July 2011- June 2012)

DUA/WC	Budget head	Budget allocation	% of budget	% of spending	No. of cases July 2011 to June 2012
Swat DUA Till Month of March 2012	Total budget	23,19,000	100.0	45.5	109
	Pay - officer	<b>116,900</b>	<b>5.0</b>	0	
	Pay – staff	395,100	<b>17.0</b>	106.4	
	Allowances	<b>12,44,800</b>	<b>53.7</b>	36.9	
	Operating Expenses	<b>559,400</b>	<b>24.1</b>	31.3	
	Legal Aid	Nil	N/A	N/A	
	Medical Aid	Nil	N/A	N/A	
	Food	250,000	0	0	
Crisis Centre Peshawar Till month of April 2012	Total budget	48,88,100		55.5	59 women survivors + 46 beggars (women and children)
	Pay - officer	229,200	4.69	82.9	
	Pay – staff	791,670	16.20	83.0	
	Allowances	<b>11,00,230</b>	22.51	73.4	
	Operating Expenses	18,87,000	38.60	26.19	
	Legal Aid	N/A	N/A	N/A	
	Medical Aid	150,000	3.07	Nil	
	Food	600,000	12.27	23.58	
Abbotabad DUA Till month of April 2012	Total budget	24,54,390	100	67.3	
	Pay - officer	Nil	Nil	Nil	
	Pay – staff	354,300	14.2	83.2	
	Allowances	284,640	11.6	79.2	
	Operating Expenses	16,95,450	69.1	62.8	
	Legal Aid	N/A	N/A	N/A	
	Medical Aid	N/A	N/A	N/A	
	Food	10,00,000	40.7	58.7	

<b>SBBWC Abbotabad Till month of April 2012</b>	Total budget	27,46,000	100	70.83	197
	Pay - officer	656,400	23.90	85.12	
	Pay – staff	462,600	16.85	96.10	
	Allowances	977,000	35.58	87.61	
	Operating Expenses	611,000	22.25	10.14	
	Legal Aid	240,000	8.74	0	
	Medical Aid	24,000	0.87	11.67	
	Food	36,000	1.31	34.80	
<b>SBBWC Swat July 2011- June 2012</b>	Total budget	27,46,000	100	50.72	49
	Pay - officer	656,400	23.90	43.40	
	Pay – staff	462,600	16.85		
	Allowances	977,000	35.58	74.14	
	Operating Expenses	611,000	22.25		
	Legal Aid	240,000	8.74	12.50	
	Medical Aid	24,000	0.87	0.00	
	Food	36,000	1.31	25.56	
	Operating Expenses	18,87,000	38.60	26.19	
	Legal Aid	N/A	N/A	N/A	
	Medical Aid	150,000	3.07	Nil	
Food	600,000	12.27	23.58		
<b>Abbotabad DUA Till month of April 2012</b>	Total budget	24,54,390	100	67.3	
	Pay - officer	Nil	Nil	Nil	
	Pay – staff	354,300	14.2	83.2	
	Allowances	284,640	11.6	79.2	
	Operating Expenses	16,95,450	69.1	62.8	
	Legal Aid	N/A	N/A	N/A	
	Medical Aid	N/A	N/A	N/A	
Food	10,00,000	40.7	58.7		

## Annex 4

### Number of Women Served by Shelters & Half Way House

Month/Year	Mardan DuA	Swat DuA	Abbotabad DuA	Half way House
July 2011	30	17	9	
August 2011	27	1	3	
Sept 2011	30	11	10	
Oct 2011	27	11	7	
November '11	33	4	10	
December '11	35	3	8	
January 2012	39	6	7	4
February 2012	59	5	9	3
March 2012	37	13	11	9
April 2012	81	8	11	22
May 2012	92	11	10	17
June 2012	108	19	11	14
<b>Total</b>	<b>618</b>	<b>109</b>	<b>106</b>	<b>69</b>

## Annex 4.1

### Number of Women Served by Women Crisis Centres

Month/Year	Peshawar Crisis Centre	Swat SBBWC	Abbotabad SBBWC
July 2011	7	9	10
August 2011	3	2	15
September 2011	2	10	15
October 2011	5	13	4
November 2011	7	1	26
December 2011	2	7	10
January 2012	1	1	11
February 2012	7	1	7
March 2012	7	2	15
April 2012	5	-	22
May 2012	11	1	19
June 2012	2	2	17
<b>Total</b>	<b>59</b>	<b>49</b>	<b>171</b>

March            16 beggars with 11 children = 27  
April            11 beggars with 4 children = 19

## Annex 5

### Staff Positions in Darul Amans

<b>Mardan</b>	<b>Swat</b>	<b>Abbotabad</b>
Superintendent Warden Vocational teacher Religious teacher KPO Driver Cook Naib Qasid Watch man Cleaner Aya	Manager (vacant) Religious teacher (Additional charge as Manager) Warden Vocational teacher Clerk Four policeman Two Watch man Cook Naib qasid Cleaner	Warden Two Watch man Aya

### Staff Positions at Shaheed Benazir Bhutto Centre for Women

<b>Swat</b>	<b>Peshawar</b>
Manager Social Welfare officer Legal Officer Lady Assistant Driver Watch Man Aya Cook Sweeper Security Guard	Manager Religious teacher KPO Vocational teacher Warden Assistant warden Nurse Cook Assistant cook Naib Qasid Cleaner Watch Man

## Annex 6

### Overview of Infrastructure & Services by Shelters & Centres

Service	DuA Mardan	DuA Swat	DuA Abbotabad	H.H.House	SBBWC Swat	SBBWC Abbotabad	Crisis Centre Peshawar
Shelter	Yes	Yes	Yes	Yes	Referral	Referral	Referral
Counseling	Referral	No					Yes
Transport	Yes (old)	Yes(Old)	No	Yes	No	No	No
Education	No	No	No	No	No	Yes	Yes
Medical Aid	Referral	Referral	Referral	Referral	Referral	Referral	Yes
Legal Aid	Referral or self financed by survivors	Referral or self financed by survivors	Referral or self financed by survivors	Referral	Referral	Referral	Referral
Vocational Skill	Yes	Yes	Yes	Yes	Referral	Referral	Yes
Reconciliation & Mediation	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Follow up	No	No	No	No	Yes	Yes	No
Integration Options	No	No	No	Yes	No	No	Yes
Marriage Arrangement	Yes	Yes	Yes	-	No	No	No

## Annex 7

### Physical Profile of Darul Amans

Physical Profile	DuA Mardan	DuA Swat	DuA Abbotabad	Half Way House
Rooms for Survivors	2 (4 per room)	3	2	Total 13
Rooms for Staff	2 (Warden & Vocational Teacher)	1	1	
Washroom for survivors	1	1	1	Multiple
Wash room for Staff	?	1	?	Multiple
Laundry	Yes	Yes/	No	Yes
Transport	Old vehicle	No	Old vehicle	Yes
Room for Counseling	No	No	Yes	Yes
Room for Meetings	No	No	Yes	Yes
Security	1 Policeman 1 Chowkidar	4 Policemen 1 Chowkidar	2 Chowkidars	Policeman & Chowkidar
Activities	Ludo, Badminton, TV	TV not working	TV	TV , walks