



Khyber Pakhtunkhwa

# Status of Women and Girls in Khyber, Kurram, Orakzai, North Waziristan & South Waziristan

Gender Profile of Merged District



Document: Khyber Pakhtunkhwa Merged Districts Gender Profiles: Status of Women and Girls  
in Khyber, Kurram, Orakzai, North Waziristan and South Waziristan  
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## Abbreviations/ Acronyms

AIP	Accelerated Implementation Plan
BHU	Basic Health Unit
BISP	Benazir Income Support Programme
CD	Civil Dispensary
CEDAW	Convention on Elimination of All Forms of Discrimination Against Women
CHUs	Comprehensive Health Units
CHC	Community Health Centre
CRVS	Civil Registration of Vital Statistics
CRC	Convention on Rights of Child
CSO	Civil Society Organization
CNIC	Computerized National Identity Card
C&W	Communication and Works (Department)
DDA	Drawing and Disbursement Authority
DFID	Department for International Development (UK)
DHQ	District Headquarter Hospital
DHIS	District Health Information Systems
DRC	Dispute Resolution Council
DPO	District Police Officer
EMIS	Education Management Information System
EmONC	Emergency Obstetric and New-born Care
EVAWG	End of Violence Against Women and Girls
FAO	Food and Agriculture Organization (United Nations)
FR	Frontier Regions
FATA	Federally Administered Tribal Area
FCR	Frontier Crimes Regulations
FDIHS	FATA Development Indicators Household Survey
FGD	Focus Group Discussion
GBV	Gender-based Violence
GE	Gender Equality
GER	Gross Enrolment Ratio
GRAP	Gender Reform Action Plan
GIZ	German Agency for International Cooperation
HeRAMS	Health Resource Availability and Mapping System
HMIS	Health Management Information System
ICERD	International Convention on Elimination of all forms of Racial Discrimination
ICCPR	International Convention on Civil & Political Rights
ICESER	International Covenant on Economic, Social and Cultural Rights
ICPD	International Conference on Population Development
IDP	Internally Displaced Population/Person
IDS	Integrated Development Strategy
IEC	Information, Education and Communication
JJSO	Juvenile Justice System Ordinance KP Khyber Pakhtunkhwa
KAP	Knowledge, Attitude and Practices
KII(s)	Key Informant Interview(s)
KP	Khyber Pakhtunkhwa
KPCSW	KP Commission on the Status of Women
KPMD	Khyber Pakhtunkhwa Merged Districts (Support Programme)
LG	Local Government
LHV	Lady Health Visitor

LRC	Legal Reform Committee
MA(s)	Merged Areas(s)
MCFC	Mobile Citizen Facilitation Centre
MDs	Merged Districts
MICS	Multiple Indicators Cluster Survey
MNA	Member of National Assembly
MNCH	Mother and Child Health
MPA	Member of Provincial Assembly
NER	Net Enrolment Ratio
NADRA	National Database and Registration Authority
NGOs	Non-Governmental Organizations
NMDs	Newly Merged Districts
P&DD	Planning and Development Department
PLC	Police Liaison Council
PPC	Pakistan Penal Code
PPP	Public Private Partnership
QIP	Prime Minister's Quick Impact Programme
RHC	Rural Health Centre
SMEDA	Small and Medium Enterprise Development Authority
SoPs	Standard Operating Procedures
SRH	Sexual and Reproductive Health
SW&WDD	Social Welfare and Women Development Department
TDPs	Temporary Displaced Population/Persons
TDS	Tribal Decade Strategy
THC	Tehsil Headquarter Hospital/Tertiary Health Care
UC(s)	Union Council(s)
UDHR	Universal Declaration on Human Rights
UNCAT	United Nation Convention Against Torture
UNDP	United Nations Development Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNHCR	United Nations High Commissioner for Refugees
UNICEF	United Nations Children Fund
VCNC(s)	Village Council and Neighbourhood Council(s)
USAID	United States Agency for International Development
WFP	World Food Programme
WASH	Water, Sanitation and Hygiene
WHO	World Health Organization
WEE	Women Economic Empowerment

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## Executive Summary

This Study was proposed by UN Women so as to generate an analytical report, based on primary and secondary data, highlighting the present-day situation of women and girls in the Newly Merged Districts of Khyber Pakhtunkhwa province. The analysis and data provided will facilitate the Federal Government and Provincial Government of Khyber Pakhtunkhwa; UN agencies, particularly the Khyber Pakhtunkhwa Merged Districts (KPMD) project partners; and other associates in comprehensive planning, development and implementation of policies and programmes that will effectively serve the needs of the most vulnerable groups in the underserved Merged Districts, particularly women and girls.

The Government of Khyber Pakhtunkhwa, the Foreign, Commonwealth and Development Office, formerly known as Department for International Development (DFID-UK) and UN Women are all committed to advancing gender equality and the empowerment of women and girls in the Merged Districts under the KPMD Support Programme. The programme's focus is to assist KPs newly Merged Districts, Pakistan's poorest and historically most unstable area, to have improved governance and strengthened capacity to provide for the population's needs, including improved basic services and economic opportunities. Funded by FCDO, the programme provides technical assistance to help meet the basic needs of the population of KP's Merged Districts, and to assist in the implementation of the Government of Pakistan's proposed reform package, initially through the United Nations, covering livelihoods and resilience support, health and education, local governance and economic empowerment to people in, and returning to, erstwhile FATA.

The gender profiles of the five districts of Khyber Pakhtunkhwa's Newly Merged Areas, highlight the current status of women and girls, and the disparities that exist between women and men, boys and girls, with regard to education, health, economic empowerment, gender-based violence, and leadership and political participation. The study combines findings from multiple data sets. Secondary data was collected from sources from the public, private and development sectors, and included literature in the form of surveys, publications, guidelines, directive, research papers and reports. The reviewed material highlighted the salient features of the Merged Districts in terms of demography, administration, social services and infrastructure, cultural barriers preventing women and girls' access to, and control over, various resources. The situational analysis has explored gender disparities, vulnerabilities, and social exclusion as a result of poverty. The indicators used for the Study were aligned with the Sustainable Development Goals, Human Development Indices' (HDIs) and the Gender Equality Ranking (GER).

Primary data, collected through consultative meetings, focus group discussions (FGDs) and key informant interviews (KIIs), have amplified stakeholder voices from the selected five Merged Districts (Khyber, Kurram, Orakzai, North Waziristan and South Waziristan), providing an insight into the challenges that women and girls face, and their current status with regard to education, health, economic participation and empowerment, gender-based violence, and leadership and political participation.

### Key Findings:

Access to the country's formal justice system and effective social service delivery has remained a priority agenda of the KP-FATA merger reforms. The goal is to fast track development and bring people of the former FATA at par with the rest of the country. Unfortunately, implementation has been slow. To better understand how the government planned to progress on the Tribal Decade Strategy (TDS) and Accelerated Implementation Programme (AIP), the Study team engaged with KP government line departments, including education, health, social welfare and women development, agriculture, industries, local government and rural development, home and tribal affairs, forestry and wildlife to determine their sectoral focus and priorities, and assess their interventions with regard to meeting the needs of women and girls in the Merged Districts. Based on a review of the departments' past and current AIP workplans, it is clear that almost all departments working in the newly Merged Districts face some common problems: i) they lack

physical infrastructure and outreach at the district level; ii) they have limited staff in the Merged Districts, and most have problems attracting female staff; iii) the planning and implementation staff lack the technical capacity to mainstream gender equality and women empowerment considerations in their proposed projects and programmes; and, iv) there is a slow pace of budget approvals and field implementation of TDS and AIP interventions due to administrative and bureaucratic procedures.

This study's five thematic areas were analyzed using a framework that allowed discussions on prevailing gender discrimination and gender-based constraints for women and girls at the household level, between the household and target facility and institution, and then at the institution level, e.g. school, health facility, etc. Section-3 of this report presents the comparative findings for each theme of the study. Individual district specific reports have also been developed.

Presented below is a brief summary of the findings for all 5 Merged Districts:

**Education:** Hundreds of thousands of girls and boys in the Merged Districts are out of school, and the dropout ratio is extremely high among girls, particularly after primary level schooling. Access to higher education, and technical and vocational training, is currently challenging for girls. The research participants highlighted five major obstacles hindering girls schooling and access to higher education. i) Intra household discriminatory practices such as the preference of boys over girls is common, hence, investment in boys' education is considered an asset that will remain with the family, while girls are considered a liability. ii) Early marriage, which directly contributes to school dropouts among girls, and affects retention. iii) Restricted mobility due to cultural and security reasons, harassment and stigmatization that women and girls face outside their homes discourage them and their families to venture out for education. iv) Lack of schools and higher education institutions, deficiencies in the physical facilities, and v) Lack of female teachers, and their abilities to teach.

**Health:** Intra-household discrimination and lack of knowledge affects the health of women and adolescent girls. For many, it leads to malnourishment, early marriage, frequent pregnancies, complications during pregnancy at antenatal and post-natal levels, infections, and serious issues during delivery, both for mother and child. In conservative, patriarchal societies, women's health issues are often considered 'normal' and 'expendable', and women are expected to deal with these as an integral part of domestic chores and responsibilities. Various indicators convey that women and children's health is precarious in the Merged Districts, where a large population lack access to health facilities. Hence, maternal and child mortality rates are alarmingly high, as compared to the rest of the country. Some of the frequently mentioned cultural and institutional barriers that women in the Merged Districts face in accessing health care services include: i) Women and girls' health concerns are not a priority focus in most families. Unless very serious, women receive treatment at home or from the other community-based healers. ii) Poverty and restricted mobility hamper access to proper treatment. iii) At the institutional level, health facilities are inaccessible to many remote communities. iv) Health institutions are deficient in human resources, services and equipment, such as female staff, EmONC, ante and post-natal services, and delivery tables and kits, to satisfactorily respond to MNCH and SRH needs of the local population. v) Lack of primary health care infrastructure throughout the Merged Districts, i.e. Basic Health Units (BHUs), Community Health Centers (CHCs), and Civil Dispensaries (CDs), which are closest to the people and most required.

**Women's Economic Empowerment:** Post-displacement, as part of the rehabilitation efforts, several government departments and non-governmental organizations have introduced various interventions focusing on women economic empowerment, and hundreds of women have graduated from such programmes, which indicates the willingness of the communities to get engaged in productive activities. However, a significant barrier expressed by various research participants is the issue of women's restricted mobility that prevents them from working outside their home and village. Women's economic participation in the on-farm and off-farm economic activities, while minimal, exists. In the agriculture sector, women work on family-owned lands, albeit in a voluntary or unpaid capacity. These women would benefit from

extension services, through female extension workers. Unfortunately, even though a 15% quota exists for women extension workers, these positions have not been filled. Extension workers could assist links between farms and markets. Some women are involved in kitchen gardening, backyard poultry farming and cattle raising. One of the livelihood areas that could be supported is animal husbandry trainings for women. Off-farm activities include home-based micro-entrepreneurship, such as small grocery and/or clothing shops, stitching, sewing and embroidery work. Educated women are found in paid employment, generally limited to government jobs in the health and education sectors. However, each year hundreds of girls graduate from high schools and colleges but fail to find paid employment near their homes. According to the KII and FGD respondents, women in the Merged Districts have limited access to safety-net programmes like BISP, Ehsaas and youth empowerment Kamyab Jawan programmes. The secondary survey identifies interventions undertaken in the Merged Districts in the past 10 years, by the government, NGOs and donor agencies, to support women's economic empowerment, i.e. provision of skills (e.g. making mazri products, quilts, cultivation of marigolds, processing milk products); enterprise training and incubation; extension of grants and credit and linkages with markets. These programmes have attracted women's enthusiastic participation. Given an opportunity to expand their role in economic development, leading to an increase in personal or family income, primary research indicates that women will welcome this and participate actively. However, a serious issue expressed time and again is that of women's restricted mobility, which prevents them from going beyond their safe space, i.e. mohallah and village. This aspect should be kept in mind when designing future interventions.

**Gender-based Violence:** As in other parts of the country, women's and girls' mobility is highly restricted. However, community displacement to urban areas of the province, due to military operations, has to some extent changed the dynamics of established gender roles. Women, who were displaced and lived near big urban centers, are comparatively more mobile and aware of their rights and obligations. Though reluctant to openly discuss the issues of gender-based violence, voices from the field confirm its existence in the Merged Districts, in all its varied forms. Perhaps the most challenging issue is that most practices of physical, verbal and emotional abuse and domination are not even considered 'violence' and are both accepted, and meted out, as a 'norm'. Examples of violation shared during primary research included denial of basic rights, such as the right to education, health, property ownership and inheritance. Girls have little or no say in decisions with regard to their marriage. Incidences of sexual harassment, within the family and outside, and the fact that they are hushed up to avoid shame. Corporal punishment is common in educational institutions, particularly the religious institutions – Madrasahs. Because of their restricted mobility and exposure, women lack access to law enforcement institutions, i.e. police stations, courts and administrative offices. Currently, such institutions are few in the Merged Areas. And those that exist are not women friendly and deter most women from even approaching them. The intensity of these incidences varies from district to district, between educated and uneducated and rural and urban. Currently, there is no proper reporting, referral and protection system in place in the Merged Districts. Women's restricted mobility and exposure hamper women's access to law enforcement institutions, i.e. courts and administrative offices, which, except Kurram, are yet to be established within each Merged Districts.

**Women's Leadership and Political Participation:** Traditionally in the patriarchal and cultural society of the Merged Districts, the power of leadership, authority and decision-making remain with influential and powerful men. Likewise, at the household level, men are the decision-makers of all types of major decisions. There is a social stigma attached to women's participation in decision making or the electoral processes. It is however encouraging to note that women are coming forward to get CNIC and register themselves as voters. However, given their restricted mobility, and their lack of decision-making, even when opportunities present themselves, women hesitate to exercise their right to vote. Statistics show that women's participation in the 2019 provincial assembly elections was very low, in some districts less than even 10%, while in many places, women were restricted from casting their votes. Some of the main barriers to women engagement in civic and political activities include: i) male-influenced decisions over women's involvement with politics and civic engagements, ii) fear of social stigmatization on women's participation in mixed-gender public forums, iii) women's restricted mobility to access such opportunities, iv) lack of awareness

and knowledge regarding the electoral processes, and v) exclusion from, and under-representation at, decision-making positions at the household level, as well as the community forums and political parties.

## Opportunities and Priority Recommendations:

The passage of the 25th Constitutional Amendment of 2018 has brought a beacon of hope and expectations of prosperity for the 5.2 million people of Merged Areas. The Tribal Decade Strategy and the AIP have articulated how socio-economic development would be fast tracked in the Merged Areas. What is clear is the political will and commitment by the Federal and Provincial governments, and the development community to develop the Merged Areas by making available technical and financial resources. Based on a review of the line department's past and current AIP planning matrix, it is also clear that the current planning and implementation should be more gender responsive, including strategic interventions that make service delivery more accessible and responsive to women and girls, thereby having the potential to achieve gender parity in the Merged Districts.

Section-4 of this Report presents detailed recommendations, and indications of who would be responsible for their implementation. Below is an abridged version of the recommended actions and strategies, presented under two sections, i.e. crosscutting and sector specific.

## Recommendations

### Crosscutting

1. Advocate for a dedicated budget for Gender Mainstreaming in AIP 2020-2022 and beyond.
2. Train senior and mid-level government officials to promote the empowerment of women and girls in their sector plans.
3. Develop a comprehensive gender equality mainstreaming plan for the Merged Districts.
4. Build the capacity of the staff at the KP Bureau of Statistics to improve their collection and analysis of sex-disaggregated data.
5. Assist SW&WDD to advocate for the establishment of a Gender Mainstreaming Coordination Committee, comprising of ex-officio members of relevant line departments. Request ACS-Development to notify all line departments in Merged Districts to integrate diversity in all policies, practices and actions. Build the capacity of the staff at SW&WDD Wing, Directorate of Merged Districts, so that they can innovatively expand their outreach to women in remote areas of the Merged Districts. Support the department to create an extension arm into the Merged Districts, where 350 progressive men and women, 50 per Merged Districts, are trained and supported to emerge as Women Empowerment Ambassadors (WEAs). The WEAs are supported to mobilize, register and cluster women and adolescent girls at Village Council/Neighbourhood Council, forming socio-economic groups and linking them to opportunities and resources. Support SW&WDD to publish biannual gender progress reports; undertake research studies and organize conferences on the situation of women in Merged Districts per year.
6. Build the capacities of the KP Commission on the Status of Women (KPCSW), Women's Parliamentary Caucus and Ombudsperson on Harassment, so that they can promote gender inclusive legislation, policies and plans for women in the Merged Districts, and for protection against harassment at the workplace.
7. Recruit a lead Gender Advisor to guide, implement and monitor gender mainstreaming and cross-cutting considerations in the overall AIP implementation across all line departments and agencies. Position gender focal person in departments to ensure effective gender mainstreaming.

## Sector Specific

### Education

- Recommended strategies for *Action-1: Improve girls' access to education*, include the development and implementation of behaviour change communications programme; training of a cadre of local trainers and influencers to sensitize, mobilize and orient diverse segments of the community; strengthening demand for girls' education at household and community levels through the provision of stipend, plugging missing facilities, training college girls as teachers; partnerships with the private sector and community schools; setting up literacy centres; and enhancing madrasah teaching for girls.
- Strategies for *Action-2: Enhance girls' enrolment and improve retention through the enhanced learning environment*, include the piloting of a 'professional development school retention programme', where exceptionally talented female students are recruited at grade 7+ level, and sponsored over 7-9 years to be professionally groomed for, and placed in, a job in the Merged Areas; establishment of Green Clubs and WASH Clubs in both girls' and boys' schools, as productive and meaningful extracurricular activities; establishment of Parent Teacher Councils and building their capacity to identify challenges and practical solutions, with regard to girls' enrolment and retention; introduction of cash and in-kind incentives for female students to ease parents' financial burden and motivate them to send their girls to school.
- And finally, some recommended strategies for *Action-3: Overcome institutional limitations that affect effective service delivery*, include building more primary, middle and secondary schools for girls; piloting a multi-pronged 'female teacher recruitment and retention programme', designed as a randomized control trial, to determine what works best in Merged Areas; designing and implementing a loan and skills programme to facilitate social entrepreneurship for men and women around school pick and drop services for girls in rural communities, literacy centres and 'catch-up schools', and 'day-care facilities'; strengthening the data collection system at Education Management Information System (EMIS) and build staff capacity.

### Health

- Strategies recommended for *Action-4, i.e. creating awareness on the importance of MNCH/ SRH and Health & Hygiene* includes the development and implementation of a comprehensive behaviour change communications programme; identifying and extending incentive-based models of health care provision to promote behaviour change with regard to access to health care; sensitizing and mobilizing religious leaders to change mindsets.
- Strategies to support *Action-5, i.e. address the gap between demand for health care services and its provision through gender responsive and adolescent friendly MNCH/SRH services* includes extended health coverage, social protection, and health insurance to uncovered areas with the vulnerable population; piloting a multipronged 'female health professional recruitment and retention programme', designed as a randomized control trial to determine what works best in Merged Areas; gender training for existing and newly appointed male and female health staff; establishing and strengthening 24/7 Basic Emergency Obstetric and New-born Care (BEmONC) services and CEmONC health care facilities and referral services at the DHQ, THQ and CHCs; creating referral systems at community and facility levels to avail emergency transport (e.g. ambulance), skilled birth attendants, and finance to avoid crisis; supporting CBOs and community groups to organize health camps and mobile health units.
- Recommended strategies for *Action-6, i.e. prioritize MNCH and SRH services* includes establishing and strengthening BHUs, Rural Health and Family Welfare Centres; developing a cadre of trained Lady Health Workers for community engagement and service provision on SRH; designing and implementing a loan and skills programme to facilitate social entrepreneurship and Public Private Partnership models

in diagnosis and testing; strengthening the data collection system, and building staff capacity of the Health Management Information System (HMIS).

#### Women's Economic Empowerment

- Recommended strategies for *Action-7, i.e. create a narrative and institutional platform to promote and support women's economic empowerment at individual, household and community levels* includes developing a behaviour change communications programme, highlighting the importance and potential of women's role in the enterprise and the job economy in Merged Districts; setting-up in each of the 702 VC/NC, at least one Common Interest Groups, where 20-25 economically active women from neighbouring villages are clustered by the WEA around savings, skill enhancement, or production. Such activities would be equally appropriate for female members of the Farmer Field Schools (FFS); promoting the use of Information, Communication and Technology as a tool for continuing education, training, and market research and linkages. Sex-disaggregated data should be collected, and made available, on women's contribution to the agriculture and livestock sectors, given that more than 40% women are actively engaged in farming.
- Strategies suggested for *Action-8, i.e. enhance women's interest in, and access to, technical and business skills, credit and markets* includes building the capacity of female members of Common Interest Groups to undertake collective buying, production and selling, and access finance, markets and relevant on-farm and off-farm skills training, including apprenticeship; training Masharani as business guides and mentors, so that they can offer basic literacy, financial literacy and numeracy, and enterprise training and advisory to the common interest groups; establishing at least one "Market for Women Only" on a pilot basis in each district; advocating government to reform public procurement policy, where selected items are procured ONLY from female producers or traders; piloting a multipronged 'female professionals' recruitment and retention programme, where district-based line departments that support economic development are supported to access part time or full-time female resource persons to serve in the Merged Districts; developing an E-portal, supporting TV talk shows, radio programmes, and use of social media to provide a two-way communication between women entrepreneurs and potential buyers.

#### Gender-based Violence

- Strategies for *Action-9, i.e. create awareness on gender-based violence through advocacy and social mobilization* includes developing legal literacy and awareness campaigns on women's constitutional rights for protection from violence and sexual harassment; identifying, recruiting and building the capacity of active and committed male and female district gender-influencers to form a district advocacy network; sensitizing, mobilizing and engaging diverse segments of the community to address GBV issues and deconstruct stereotypes in accordance with religious teachings and through socially and culturally appropriate actions.
- Recommended strategies for *Action-10, i.e. develop a multi-sectoral coordination mechanism at district and village council/neighbourhood council level for protection and response to gender-based violence* includes recruiting one woman per VC/NCs (total 702 women for the 7 Merged Districts), as community legal para-professionals, and building their skills; advocating for women's representation on safety and dispute resolution mechanisms, and building their capacity for effective participation; establishing safe spaces run by women at district level; establishing mobile legal advisory units; and undertaking detailed studies in each of the Merged Districts on types of gender-based violence, and referral and survival pathways for victims and survivors.
- Strategies for *Action-11, i.e. capacity building of service providers to support the response and reporting of gender-based violence* includes the establishment of infrastructure (police stations, district administration office, courts, jails) and making them more women friendly; recruiting female

professionals for the justice and home department, and building the capacity of male and female law enforcement staff; building staff capacity to avoid gender bias in handling, responding and reporting family conflict cases; building capacity of all line departments on Safeguarding and Sexual Exploitation and Abuse (SEA); supporting NGOs and actors in the private sector to provide basic services to victims and survivors of violence.

#### Women's Leadership and Political Participation

- Recommended strategies for *Action-12, i.e. grassroot advocacy and outreach campaign for women's leadership and political participation* includes designing a 'political and leadership empowerment campaign' to highlight the importance of political participation of women, both as a voter and a candidate, and the need for CNIC and voter registration; facilitating CNIC and voter registration drives for local government elections through CBOs and youth groups.
- Strategies for *Action-13, i.e. Identify and establish gender-influencer groups* includes identifying, recruiting and building the capacity of male and female district gender influencers and women empowerment ambassadors to roll out the designed campaign, including a life skills module for adolescent girls; training identified community women in leadership skills to prepare them for participation in various committees and forums; developing safe and productive spaces to provide information, networking, capacity building and support to women.
- Recommended strategies for *Action-14, i.e. electoral reform policy and implementation* includes mainstreaming women's inclusion and participation in subordinate legislation (policies, rules, manuals, SOPs, guidelines) for provincial and local government planning, budgeting and monitoring processes; advocating with political parties to establish a woman wing with at least 20% women at the decision-making level; providing women and disability friendly polling stations to ensure safety and security, and provision of shade, water, washrooms, seating space, area for children, etc.

## Organization of the Report

This report is structured as follows:

**Section-1** presents a contextual overview of the erstwhile FATA that led to its merger with the Khyber Pakhtunkhwa province. It covers the opportunities and challenges that exist in the post-merger scenario, with regard to: i) Gender, Justice and Human Rights; ii) Gender and Role of the State; and, iii) Gender and the Role of the Development Community in Merged Districts.

**Section-2** revolves around the objectives and scope of this assignment, and the methodology used for primary and secondary data collection from the five districts under review, i.e. Khyber, Kurram, Orakzai, North Waziristan and South Waziristan.

**Section-3** presents the key findings of the secondary and primary data analysis. It analyses and compares key information and voices from the five-districts, structured around five thematic areas, i.e. education, health, women's economic empowerment, gender-based violence and women's leadership and political participation.

**Section-4** offers conclusions and actionable interventions and strategies for the Federal and Provincial governments, and the development community, to address some of the prominent institutional, policy and legal gaps/challenges/opportunities, so that it is possible to enhance women and girls' empowerment in the Merged Districts.

In addition to the above, a bibliography of key sources has been added.

Annexures include the methodology and research tools; individual district-wise gender profiles for the five-districts, covering the situation analysis and key information on the five thematic areas; and a list of persons that can serve as a District Gender Influential.

## Section 1 Contextual Framework

In May of 2018, the 25th Amendment to the Constitution of Pakistan was passed, resulting in the merger of the Federally Administered Tribal Areas (FATA) into neighbouring Khyber Pakhtunkhwa (KP) province. The merger, one of the most consequential reforms in Pakistan's 70-year history, is an unprecedented extension of constitutional rights and governance structures to 5.2 million of the poorest and most marginalized people in Pakistan.



*Photo Credits: Ainee Gul*

It is an important step taken by the Government of Pakistan to address the prevailing security issues, and bring prosperity to an underserved region of the country. Under the proposed reforms package, the people of the Tribal Areas have been promised basic human and legal rights under Pakistan's Constitution, along with social and economic development aid to help eradicate seven decades of alienation and deprivation among its residents (USIP, 2019). Many consider this change a 'hope for prosperity' and a 'guarantee for a brighter future' for the people of this region, especially for the oppressed, marginalized and women.

Before the merger, erstwhile FATA was managed and administered by the Political Agent Office. The then prevalent law of Frontier Crime Regulations (FCR) allowed disproportionate authority and power to the Political Agent office. The axis of development also resided completely with the political agent of the relevant Agency, which had full control over development activities of all line departments working in the area. The command structure constituted of the Political Agent (at Agency Level), Assistant Political Agent (at Tehsil Level), Political Tehsildar (at Tehsil Level), and Political Moharar (at Village Level).

The FATA Political Agents worked on authoritarian principles, where the financial, executive and legal powers were centered within one person and one office, i.e. the Political Agent of an Agency. A well-known quotation by the 19th century British politician Lord Acton: 'Absolute power corrupts absolutely' sums up the power and control of the Political Agent. Such singular power was perhaps the major cause of social inequality and a lack of provision of justice to the local population. Accessing a Political Agent was almost impossible for any resident of the area, and there existed no institution where people could appeal against the judicial powers of Political Agents. Only a few selected people, i.e. the local Maliks, had access to the Political Agents, and were able to avail resources in the form of developmental projects.

Marginalization, inequity, poor FCR governance and militancy have sustained for decades in FATA resulting in a socio-economic deficit, and poor to non-existent social and physical infrastructure. Public service delivery has remained at a minimum, adversely impacting almost all Human Development Indicators and portraying a bleak picture of the region. While the deteriorated social and economic infrastructure, unresponsive state institutions, conservative social and cultural norms resulting in biases, and discriminatory legislation, has affected everyone, but it has had a particularly severe effect on women and girls of the region.

Based on various statistical reports, poverty is wide-spread in the Merged Areas, and means of livelihood are very limited. According to the Multidimensional Poverty Index, about 73.7% of the tribal districts' population live in multidimensional poverty – which is the highest in the country. As per the figures reported by the FATA Development Indicators Household Survey (FDIHS), the literacy rate in FATA is around 33.3% (national level 58% and KP 53%) with male literacy rate at 36% (national 70%) and female literacy at only 13% (national 47%) (FDIHS-2013-14). The Gross Enrolment Ratio (GER) and Net Enrolment Ratio (NER) data for FATA show that GER at the primary level is 53%, while NER at the primary level is 41%. There is a visible gender gap, that widens as students move from primary to secondary education. For instance, female students constitute 48% of pupils in primary school, and only 34% in middle school. Furthermore, available data shows that basic health indicators in FATA were much lower than those for KP, and the rest of the country, further compounded by the lack of public health services. The maternal mortality rate is 395 per 100,000 live births compared to 275 in KP with alarmingly poor rates of skilled birth attendants (29.5 percent). For indicators on immunization, antenatal and postnatal care, FATA scores 20-30 percent lower when compared to the national trends. In addition, the fertility rate stands at approximately 5%, which is higher compared to the rest of the country - 3.8% (UNDP, 2017). Likewise, more than 87% of women have no access to any kind of media (DHS, 2017-18), and most women are unaware of their basic human rights. As compared to males, only 66% females have acquired their CNICs (NADRA statistics, Feb 2019).

Security challenges continue to exist; the mainstreaming of the newly Merged Districts (NMDs) and subdivisions is fraught with risks. Also, the merger has raised significant public expectations since the 25th Constitutional Amendment (2018) has brought FATA (now the Merged Districts) under the jurisdiction of all sections of the 1973 Constitution of a Pakistan. The people of the Merged Districts are now entitled to all the rights and privileges of Pakistani citizens. However, the effective implementation of the laws through institutional setups is yet to be experienced by the people. As such, any delay or mismanagement of the integration may create space for the formation of counter narratives against the integration process and contribute to instability in the region. The introduction of constitutional rights, elected local governments, land titling, the rule of law institutions, and empowered legislatures will fundamentally change the relationship between the citizen and the state.

The existing state of affairs in the Merged Districts has compelled the Government of Pakistan and the international community to join hands in improving the socio-economic and political situation, and eradicating militancy from the area. Along-with the use of military force, the Government of Pakistan has set up various committees, comprising of national-level political leaders, elected representatives from erstwhile FATA, high level government officials, and civil society representatives, to propose strategies for constitutional, legal, social and economic reforms in the region. A Tribal Decade Strategy (TDS) has also been formulated, where the government has committed 1 trillion PKR over a period of 10 years for the development of the newly Merged Districts to bring them at par with Khyber Pakhtunkhwa. The Government has also announced an accelerated pace of development in these areas through the Accelerated Implementation Programme (AIP) to enhance human potential, generate economic opportunities and improve livelihoods under the TDS.

This study on 'Merged Districts Gender Profiles Status of Women and Girls (Khyber, Kurram, Orakzai, North Waziristan and South Waziristan)' focuses on acquiring an insight into gender discrimination and gender discriminatory practices at household and community level, that affect women and vulnerable groups'

access to, and control over, resources; and the gender constraints that further aggravate the situation due to supply side gaps, i.e. lack of policy and institutional support. The information gathering was designed to focus on five thematic areas, i.e. education, health, women's economic empowerment, gender-based violence, and women's leadership and political participation. As part of the study design, information was gathered to establish a contextual framework of the post-merger opportunities and challenges with regard to:

- Gender, Justice and Human Rights
- Gender and Role of State in Merged Districts
- Gender and the Role of Development Community in Merged Districts



*Photo Credits: Samina Begum*

## 1.1 Gender, Justice and Human Rights

Among many other benefits of the merger, one of the most important is peoples' expectations of being able to fulfill their rights, and access formal justice. Under the FCR law, people were deprived of their basic human rights, such as the right to identity, education, health, safe drinking water, access to justice, safety and security, and freedom of speech or expression. Destinies of tribes remained in the hands of selected individuals (the political agent and Maliks), where the entire sub-tribe could be punished for a crime committed by one person from the sub-tribe under the 'collective responsibility law', with no right to appeal against the charges in any court of law. Jirgas' were comprised of influential males, and customary rules were used to make adverse decisions against common citizens. Women did not have access to any forum where they could lodge complaints or be heard. Complaints, when made, were presented by male family members.

Perhaps the most anticipated and welcome change after the merger of FATA was the dissolution of the Political Agent office. Currently, the powers and authority of former Political Agent office have been devolved to their relevant counterpart institution as per the Constitution of Pakistan. Judicial powers have been assigned to Session Judges in the Merged Districts, the investigative and preventive powers reside with the District Police Officer (DPO), and administrative powers are held by the Deputy Commissioner of the respective Merged Districts.

The people of the Merged Areas have welcomed the fact that all sections of the 1973 Constitution, along with its amendments, and all the federal and provincial legislation, will by default be extended to the Merged Districts and there can now be a uniform access to justice. However, though laws have been extended to the Merged Districts, there is no physical infrastructure on the ground. Currently, except Kurram, all the district based civil courts for the Merged Districts are established in the urban areas of neighboring districts, e.g. courts for North Waziristan are established in Bannu, for South Waziristan in Dera Ismail Khan, for Orakzai in Hundo, and for Khyber in Peshawar. For some districts, even the district administration, i.e. the Deputy and Assistant Commissioners' offices, are operating from the neighboring districts. The Merged Districts are yet to witness the proper functioning of the courts of law within their districts. Police stations are visible only at the urban centers, mostly the district capitals. What is now critical is practical implementation. Even after two years into the merger, because of limited literacy and physical mobility, for most people in the Merged Areas, particularly women, the enactment of the formal justice system remains out of bounds.

In addition to structural issues, there are several cultural barriers that restrict access to justice, particularly for women. As in any other society, the tribal society of the Merged Districts is a combination of strong cultural and religious practices and regulations shaping societal traits. There is a lack of awareness among women regarding their basic rights. Many behaviours and practices, that could be labelled as gender-based violence, and considered 'abnormal' in other parts of the country, are considered 'normal' and permissible within the parameters of the traditional tribal society. According to DHS (2017-18), 66% of former FATA women experience physical violence and more than 80% have never reported it to even their close family members. 95% of women themselves justify wife beating and consider it a 'normal' response from men in circumstances such as when a wife burns food, argues with her husband, goes out without permission, neglects the children or in-laws, or refuses to have sex with him (DHS, 2017-18).

As per the DHS (2017-18), 66% of men and a significant percentage of women (87%) in the Merged Districts have very limited access to any sort of media (TV, Radio, Newspapers). Only 1.5% women have ever used the internet. Due to limited exposure to the outside world, the majority of the women in the Merged Areas, are mostly unaware of the merger process, reforms and the enactment of post-merger rules and regulations of the country, and what all of this could mean for them. Given that they were governed by the FCR for more than a hundred years, and severely affected by militancy, wars, conflicts and military operations, the thought of courts of law, police and the overall formal justice system may be somewhat unknown and daunting entities for them.

Other factors that impede access to justice, specifically for women, include the lack of female professionals (women lawyers, paralegal professionals, advocates) who could interact with them. Although a police station is now in place in urban areas of the Merged Districts, there is no female police staff. Women from the conservative areas of the Merged Districts are sensitive to societal norms of purdah and privacy. They would hesitate to interact and report crimes to males outside their family. Unless police stations are designed in ways that will make it comfortable for women to access required services, they will remain limited to men only. Consideration should be given to integrating today the lessons learnt from piloting projects in Pakistan and other South Asian countries that made it possible for women and other vulnerable groups to more effectively access formal justice systems. Only then would they be willing to address issues of harassment and gender-based violence, and seek refuge through law enforcement bodies and support systems.

## 1.2 Gender and Role of State in Merged Districts

Prior to the merger, decisions related to development planning in tribal areas were taken by the FATA section of the KP Planning and Development Department and implemented by KP Government. The Civil Secretariat of FATA was established in 2006 to take over decision-making functions, comprising of six departments and 11 directorates, including health, education, forestry, fisheries, irrigation, livestock and dairy development,

minerals and technical education, agriculture, sports, social welfare and roads and other infrastructure. In spite of this elaborate institutional structure, the departments showed limited performance, partially because of the lack of accountability due to an authoritarian system of governance; mainly because of the strife and conflicts experienced by the region; and most definitely because of the lack of participation by the citizens in the governance process. Though service providing organizations existed, they remained weak and ineffectual. For example, The Social Welfare Department had less than 200 employees, including support staff (chowkidars and peons), for the entire FATA region (7 districts and FR regions). The education department did not have a single qualified science teacher in any of the high schools throughout the Merged Areas. The physical infrastructure for health, education, public health engineering - were not only a few in number, but considerably depleted due to the wars and conflict experienced in these areas.



Source: ProPakistani News (2019)

The merger has made it possible for the Government of Pakistan (GoP) and the Government of Khyber Pakhtunkhwa (GoKP) to accord the highest priority to the development of the Merged Areas so that development parity can be achieved between these Merged Districts and the other settled and more developed districts in the province. Under the Tribal Decade Strategy (2020-2030), extension and decentralization of the public services are underway. During the last two years, several government line departments have developed PC-1s to implement interventions, projects or programmes in the Merged Areas under the TDS/AIP. Many of the departments have started recruiting staff to extend their operations into the Merged Areas. The departments should also consider a fixed term position for a gender focal person to ensure gender representation in their overall programme and across all line departments and agencies involved. New infrastructure is being constructed, while old and depleted infrastructure is being repaired/improved. In several districts' buildings for the district administration and the courts of law are under construction.

However, it is not enough to work only on setting up democratic institutions and processes. These must be put to work to create opportunities for citizens – both men and women, to lead healthy and productive lives. To ensure that the government actually works for the public good requires informed, organized, active and peaceful citizen participation. Citizens – most importantly again men and women - must understand ideas about citizenship, politics and government. They need the knowledge to make decisions about policy choices and the proper use of authority, along with the skills to voice their concerns, act collectively and hold public officials (i.e., elected representatives, civil servants, and appointed leaders) accountable.



Source: *The Express Tribune* (2019)

The term citizen has an inherently political meaning that implies a certain type of relationship between the people and the government. Citizens have a set of rights and responsibilities, including the right to participate in decisions that affect the public welfare. In the last seven decades, there is a major trust deficit between the public and the government. There is now an opportunity to change this perception by allowing men and women opportunities to actively participate in the governance process. In their role as nurturers and recipients of services that directly affect them and their children, women are a natural candidate for engaging with the government in deciding the quantum and quality of services to be provided in their areas. It is possible for every line department to seek views and participation, from both men and women, instead of treating them as simply passive recipients of policy decisions.

The LG Amendment Act 2019 provides a framework for a local government system in the Merged Districts where women, persons with disabilities, ethnic minorities, and youth can all demonstrate their leadership and participation in governance as democratically elected representatives. Though the local government elections are yet to take place, the proposed LG structure provides an unprecedented opportunity for the leadership and political participation of women and vulnerable groups. A total of 25 Tehsil Local Governments and 702 Village Council and Neighborhood Councils (VCNCs) will be established in the 7 Merged Districts. Each village and neighborhood council would comprise of 7 members, and while all of them could be women (women can apply for all posts), at least one WILL HAVE TO BE a woman. In other words, at the very least, 702 female leaders will be needed in 7 districts to serve as VCNC council members. This offers an unprecedented opportunity for women to come forward and claim a rightful place in community management and decision making.

The 1973 Constitution of Pakistan guarantees each citizen the right to a meaningful and fulfilling life. All citizens, men and women, girls and boys, have an individual and collective right to expect the adequate, transparent, responsive and accountable provision of services by the state and public officials. So how can citizens ensure this? A citizen can participate in government in several ways, i.e. by voting, by contesting elections, by raising their voice. By voting, the citizens are participating in a democratic process, where they vote for leaders to represent them and their ideas, and the leaders support the citizen's interest in return. The other way is for citizens to contest elections and run campaigns to seek support for their ideas. Post-

merger for the first time the MD women participated in the provincial elections as voters as well as election campaigners and contestants. Thousands of MD women cast vote in favour of their desired election contestants. Many women played the role of election campaigner for a certain candidate and played their important roles at various women polling stations. During the first historical provincial election, two women boldly contented direct provincial elections – one from Khyber and the other from Kurram; however, they could not succeed to receive enough votes to win the KP provincial assembly seat. Indeed, four MD tribal women took oath as provincial assembly members elected through reserved seats for women.



Source: Tribal News Network (2018)

### 1.3 Gender and the Role of Development Community in Merged Districts

The role of the donors, including the DFID, USAID, the World Bank, GIZ and the UN agencies, have been prominent in the erstwhile FATA region before and after its merger with KP. During the pre-merger phase, along with development interventions, the donors provided significant support to the government and civil society in humanitarian assistance, managing the displacement and repatriation of large numbers of people. The donor community played an active role in paving the way for erstwhile FATA's transition and merger with mainland Pakistan.

Today, the donors are playing a significant role in supporting the Government of Pakistan, and the Government of KP to harmonize this most deprived region with the other parts of the country. Under the UN-DFID KP Merged Districts Joint Programme (KPMD), the DFID, UN agencies and their implementing partners – the provincial and local level NGOs/CSOs are actively involved in supporting the government endeavours for the MD up-lift. During the first phase of the programme, the four partner UN agencies are joining hands to enhance communities' resilience and prepare them to cope with shocks. The programme also focuses on strengthening and improving access to and quality of education and health services in the MDs. Another important objective of the KPMD project is to improve institutions, policies and legislation to bring the MDs in line with the rest of KP districts; thus, enhancing capacities for growth and protection. FAO is focusing on strengthening agriculture, livestock and overall livelihoods, while UNICEF is supporting efforts to enhance child protection through birth registration, strengthening WASH and improving and rehabilitating the health and education facilities to enhance access and quality in health and education. UNDP is facilitating the strengthening of the public institution and policy and governance components to ensure effective and efficient implementation of the TDS and the AIP.



Source: Tribal News Network (2018)

UN Women addresses an important cross-cutting theme, i.e. gender equality and women empowerment, focusing on the protection, inclusion and participation of the women and girls in the Merged Districts. During the first phase, UN Women is facilitating sessions to raise awareness on political rights, available social services and access to justice. It is also facilitating the tribal women's access to Computerized National Identity Cards (CNICs) in five selected districts. During the current phase, UN Women is also supporting the establishment and strengthening of women community centers in each of the Merged Districts. Although the project is still in progress, thousands of women have received CNICs, and have attended awareness sessions to understand their social, economic and political rights under the international covenants and the national laws.

During deliberations with government and non-government officials, and other stakeholders such as the civil society and Merged Areas communities, it was realized that there is an expectation that the donor community will play a significant and proactive role to assist the government in designing a pro-poor, gender inclusive and gender responsive development programme. As considered by several expert interviews during research, the current Tribal Decade Strategy (TDS) and the Accelerated Implementation Plan (AIP) are gender-neutral.

An important area that the donor community is supporting is the development of policies through regional (Merged Areas) consultative processes that are inclusive of the poorest segments of the tribal society, including the impoverished women and adolescent girls, based on strong and evidence-based assessments. There is an understanding that the policies should be formulated through local consultations so that local constraints can be better identified, and context specific and indigenous solutions may evolve. It is also imperative that the donor community design gender-responsive socio-economic development programmes and projects that meet the specific needs of women and girls of the Merged Areas. While these programmes should be culture-sensitive and anchored in local realities to mitigate any backlash, they should also have an element of stretch and challenge that will serve as a catalyst to fast track change.

The Merged Districts have emerged from long-term conflicts, militancy and military operations. In spite of this, not all women in the Merged Districts have remained passive victims of patriarchal cultural and

administrative structures. There are those who have been articulate and active in the struggle against FCR and for an extension of social, political and economic rights to the area. Projects such as Mainstreaming FATA and Reforming FATA (2008-2013) provided platforms to women leaders, alongside men, to recommend pro-women reforms in FCR, and change the system of political administration in FATA. These women participated in, and led jirgas, to advocate reforms. Subsequently, women felt the need to establish their own platforms, and created networks of women with presence in nearly all Merged Districts. These networks mobilized women at grassroots levels and were at the forefront of all initiatives and movements for reforming FATA. Women leaders of the network have raised voices against injustices and in defense of human rights, especially women's rights in ex-FATA.

Though the social and economic development of the majority of women in the Merged Areas will require time, there are male and female district gender influencers who have taken the first step in challenging the status quo. It may be possible to bring about transformative change in attitudes and practices with regard to the empowerment of women and girls if there is an in-depth understanding of the existing challenges and opportunities, the will to bring about change, and effective partnerships that can mobilize skills and resources to do so.



*Channel Foundation (2014)*

## Section 2 Objectives, Scope & Methodology

The objectives and scope of this assignment were guided by the contextual framework that highlights the challenges and opportunities in the newly Merged Districts, and a review of the following Sustainable Development Goals, the Tribal Decade Strategy (TDS) and its phase-wise Accelerated Implementation Plan (AIP – 2020-2021), and Gender Equality Ranking indicators for health, education, economic empowerment and political participation.



The overall focus of this research was to identify the unmet needs for gender equality programming in the Merged Districts, and propose actions and strategies that could be designed and implemented by GoP, GoKP and development partners. The specific scope and objectives of this assignment were as follows:

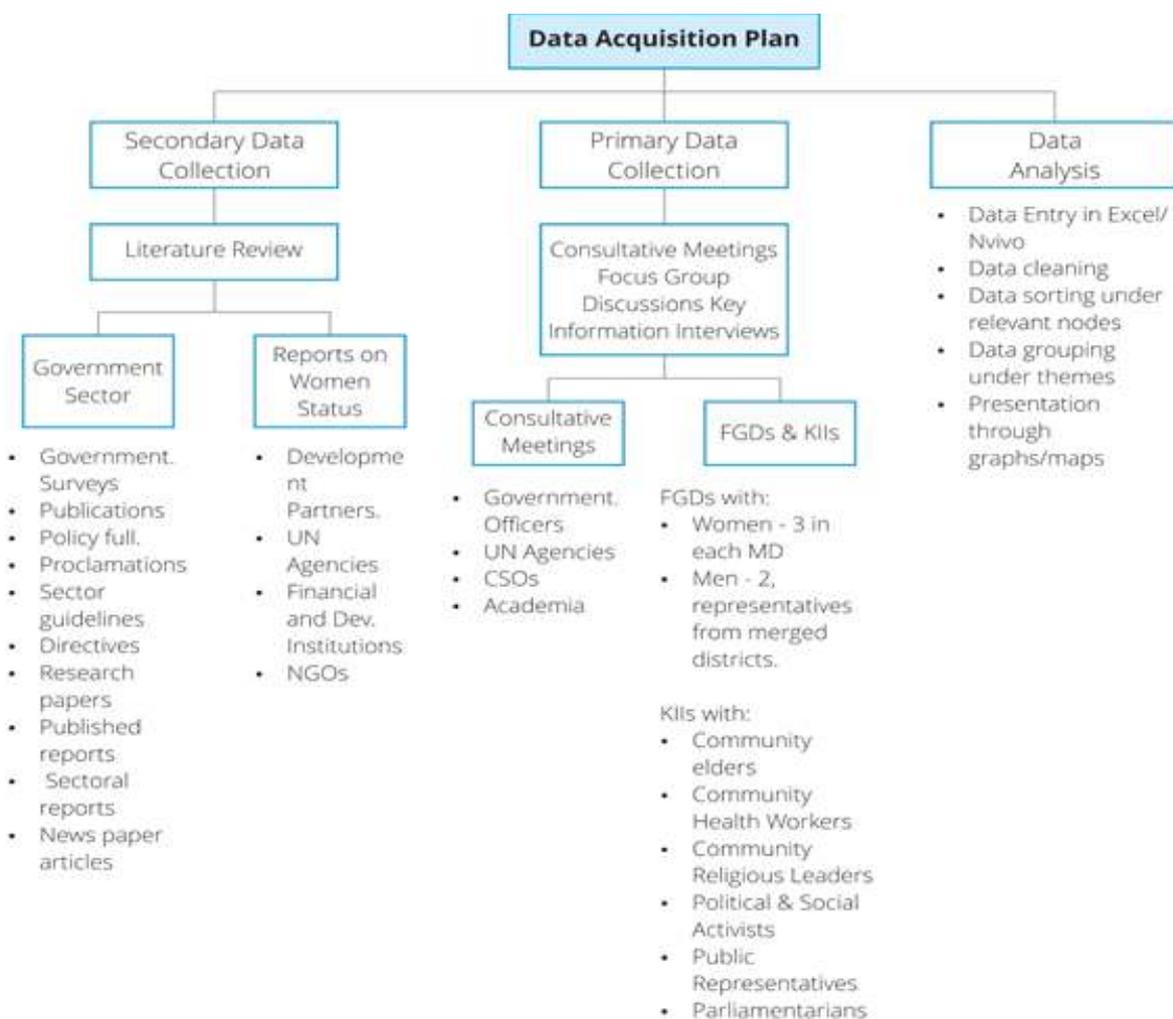
- To capture the salient characteristics of the Merged Districts, including, but not limited to, demography, administration, social services and infrastructure, gender gaps viz-a-viz employment, women's role in leadership and decision making, and gender-based violence.
- To identify factors that lead to gender disparity, vulnerability, social exclusion and the vicious cycle of poverty among women.
- To identify the social, economic and legal constraints that adversely affect women's economic participation and empowerment, social development and political engagement.
- To identify support structures and referral mechanisms that can facilitate women's access to basic social, economic and legal services.
- To identify areas of potential future risk for women and girls in the Merged Areas, and make practical recommendations on how to enhance vigilance.
- To determine the custodianship for bringing about a positive change for women and girls among departments for newly Merged Areas based on the 10-year socio-economic developmental plan for Merged Areas, i.e. the Tribal Decade Strategy 2020-2030.
- To assess present policy recommendations that can guide policymakers to enhance opportunities for equality and development of women and girls in Merged Areas.

It was agreed that the research findings would update the Gender Profile for FATA – 2013, without duplicating already known content. In addition to an overall analysis of findings for all districts, a required

deliverable of this assignment was to prepare separate district-wise profiles on gender discrimination of women and girls for each of the five selected districts.

## 2.1. Data Collection & Analysis

As illustrated in the Data Acquisition Plan below, secondary data was collected from a variety of sources. The primary data was collected through Focus Group Discussions (FGDs), Key Informant Interviews (KIIs), and consultative meetings. The data was then reviewed and analyzed.



**Secondary Data Collection:** The secondary data was collected from a variety of sources, including government institutions, civil society organizations, NGOs, funding agencies, academia, on-line resources, literature in the form of publications, government surveys, guidelines, directives, research papers and reports on the status of women across sectors.

**Primary Data Collection:** Based on the Contextual Framework and the findings of the secondary data review, the study team finalized the survey tool to explore gender disparity, vulnerability and social exclusion of women and girls in the Merged Districts. The qualitative survey questionnaire focused on the Sustainable Development Goals, Human Development Index (poor health, absence of education, low living standards, threats of violence and prevalence of overall inequalities) and some Gender Equality (GE) ranking indicators.

The primary data was collected through consultative meetings, FGDs and KIIs. The lists of those consulted, and with whom KIIs and FGDs were held, have been submitted separately to UN Women. The aim of these meetings was to understand the prevailing gender discrimination, gender-based constraints and gaps in

institutional, legal and policy frameworks that must be prioritized and addressed to promote gender equality in the Merged Districts.

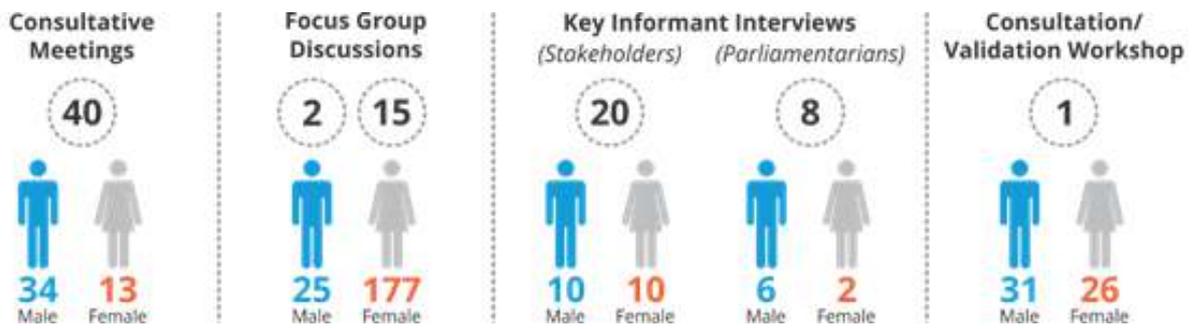


Figure 2.1: Consultative Meetings, FGDs, KIIs and Consultation workshop held during the study

Forty consultative meetings were held with approximately 47 officials from government departments, UN agencies, civil society organizations and academia. 17 FGDs were conducted, out of which 15 were with women (3 in each Merged Districts) and 2 with men (representatives from Merged Districts). These FGDs included 202 people, i.e. 177 females and 25 males. In addition, 28 key informant interviews were held with community elders, health workers, religious leaders, social and political activists (10 females and 10 males), and parliamentarians representing the Merged Districts, including members of the Women Parliamentary Caucus (2 female and 6 male).

Following the initial data analysis, a one-day provincial level consultation/validation workshop was also organized with 57 representatives (26 females & 31 males) from a varied stakeholder group comprising of government departments, development agencies, civil society groups, bi-lateral and multi-lateral organizations, semi-government autonomous bodies, and community representatives from the target districts.



### Limitations

This Study was to draw substantially from secondary data, i.e. demographics on health, education, the economy, gender-based violence and leadership and political participation, etc. However, it has been challenging to access reliable and sufficient sex disaggregated data for the merged districts. Reliable and comparable secondary data for the merged areas is available only for health and education. For other thematic areas, the research team has relied on available reports, journalistic publications, and primary data.

## Section 3 Gender Profile Khyber District

### Comparing Demographics of Merged Districts

This report encompasses the five KPMD project selected districts, namely Khyber, Kurram, Orakzai, North Waziristan and South Waziristan for the “Gender Profiling of Merged Districts of KP”. A shared approach of data collection and compilation was adopted for all the selected districts, enabling the team to formulate individual district-wise gender profiles as well as present the inter-district comparative analysis wherever possible. The gender profile of each of the selected district is submitted separately.

This section consists of a comparative analysis of the aforementioned five selected districts. This comparative analysis provides key information on five thematic areas encompassing education; health; women's economic empowerment; gender-based violence; and women's leadership and political participation. Along-with the secondary data reviewed from published sources, the analysis is also based on the voices of the indigenous girls, women and men, and seeks their recommendations on solutions to their problems and issues.

#### 3.1. Five Districts – At a Glance

All the Agencies and Frontier Regions (FRs) that were part of the Federally Administered Tribal Areas (FATA) became part of the Khyber Pakhtunkhwa (KP) province in May 2018. The Agencies were renamed as districts with their original names and were made part of various administrative divisions of KP. The following table 3.1 shows the administrative division of the selected Merged Districts.

Khyber		Kurram	
Division:	Peshawar	Division:	Kohat
Sub-Division:	None	Sub-Division:	Upper, Central & Lower Kurram
No. of Tehsils:	4	No. of Tehsils:	4
Name of Tehsils:	Bara, Jamrud, Landi Kotal & Mula Gori	Name of Tehsil:	Parachinar, Sadda, Dogar & Tari Mangal
Orakzai		South Waziristan	
Division:	Kohat	Division:	Bannu
Sub-Division:	None	Sub-Division:	None
No. of Tehsils:	4	No. of Tehsils:	8
Name of Tehsils:	Central, Lower & Upper Orakzai and Ismailzai	Name of Tehsils:	Ladha, Makin, Sararogha, Sarwakai, Tiarza, Wanna, Barmal, & Toi Khwla
North Waziristan			
Division:	Bannu		
Sub-Division:	Mirali, Miranshah & Razmak		
No. of Tehsils:	9		
Name of Tehsils:	Datta Khel, Dossali, Kharyum, Ghulam Khan, Mir Ali, Miran Shah, Razmak, Shew & Spinwam		

Table 3.1: Administrative division of the selected Merged Districts

Each Merged Districts is strategically located and borders itself with various districts of Khyber Pakhtunkhwa and various parts of Afghanistan with the exception of Orakzai, which has no direct link with Afghanistan. The following table 3.2 shows the geographic location of each selected district.

Selected Districts		
Borders	With KP	With Afghanistan
<b>Khyber</b>	Mohmind, Orakzai, Peshawar, Kurram	Nangarhar
<b>Kurram</b>	Khyber, Orakzai and Hangu	Khost, Paktiya and Nangarhar
<b>Orakzai</b>	Kurram, Khyber, Kohat, Peshawar,	No borders
<b>North Waziristan</b>	Kurram, Hangu, Karak, South Waziristan	Khowst and Paktika
<b>South Waziristan</b>	North Waziristan, Bannu, Laki Marwat, D. I. Khan	Paktika

Table 3.2: Geographic location of each selected district

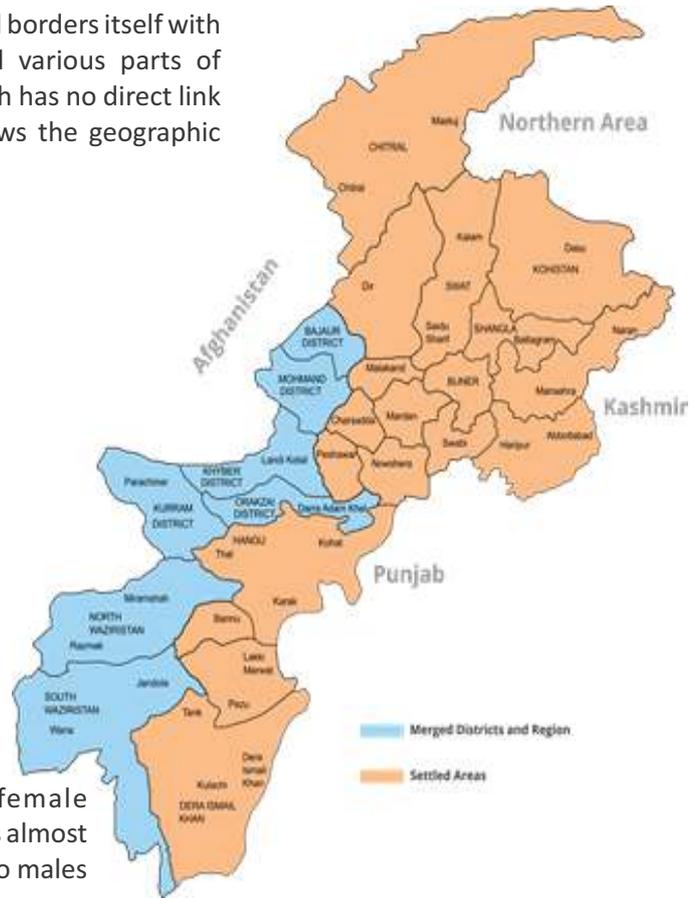


Figure 3.1 below shows that male and female distribution in all the selected Merged Districts is almost the same. Females in number are either equal to males or are slightly less.

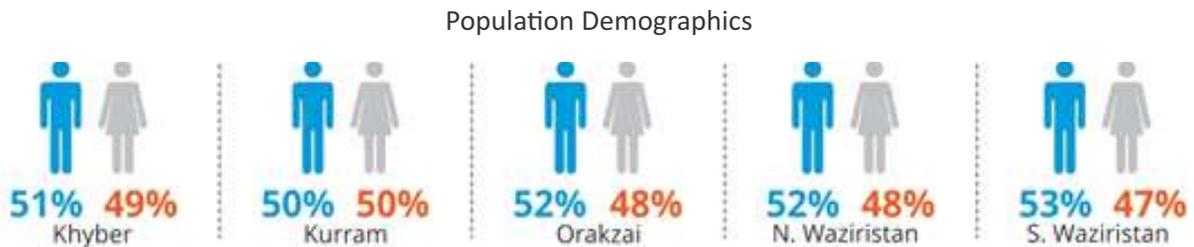
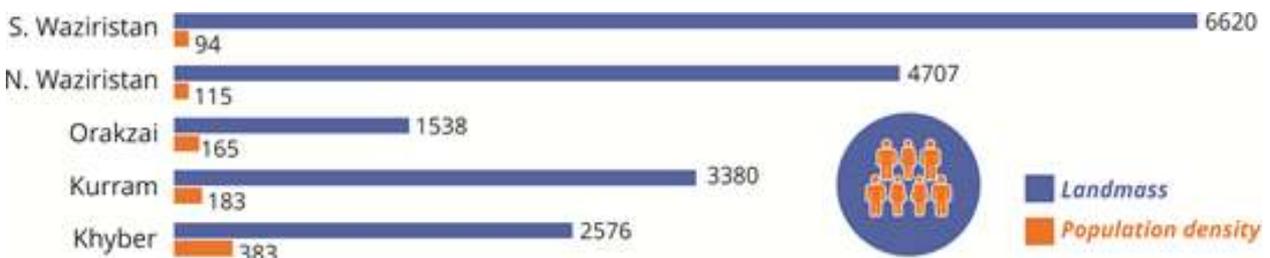


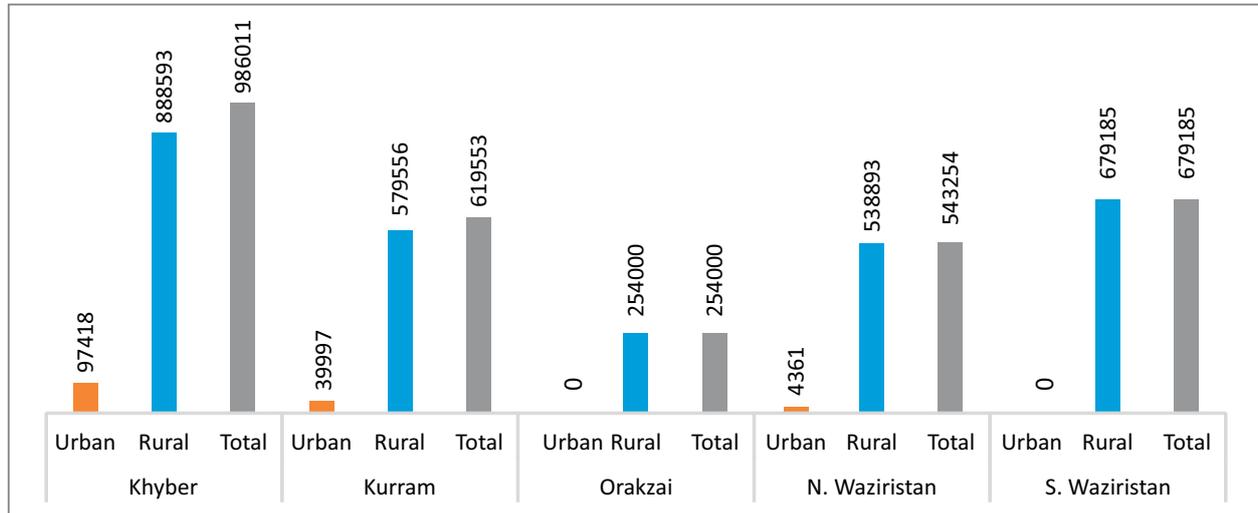
Figure 3. : Male and female distribution in selected Merged Districts

The following graph 3.1 shows the population density of each district against its landmass. Khyber district is comparatively a more populated district i.e. 383 persons per sq. km, which may be because of its proximity to Peshawar. From Khyber, as we move along with the border of Afghanistan, the density decreases continuously and drops to only 94 persons per sq. km in district South Waziristan, which is the largest among the selected Merged Districts. With the exception of Khyber district, all other selected districts fall far below the average population density of KP and Pakistan, which is 350/sq. km and 287/sq. km respectively.



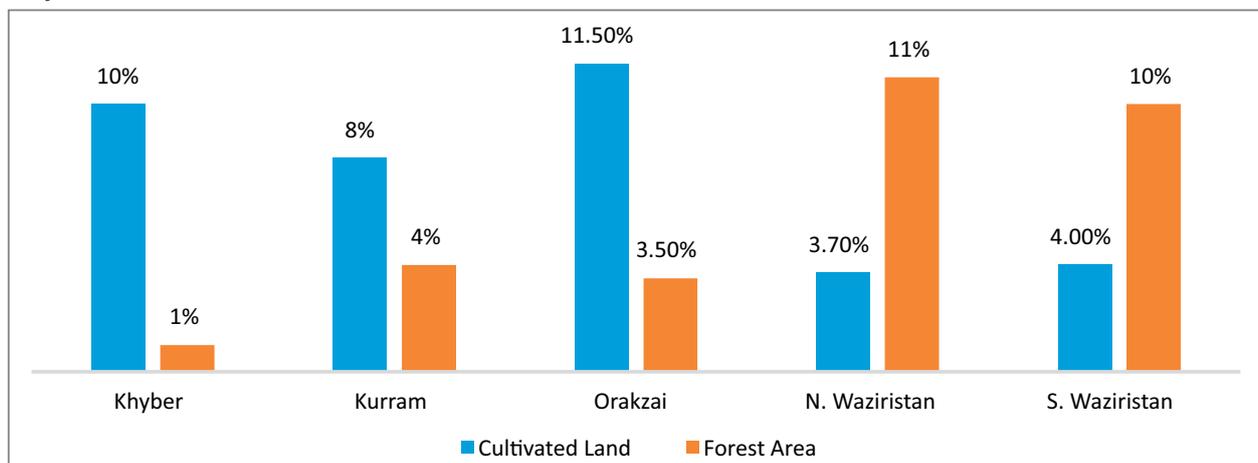
Graph 3.1: Population density of each district against its landmass

Approximately 99% of the population of the selected Merged Districts speak Pashtu. As seen in Graph-3.2 below, the majority of the population in the five Merged Districts reside in rural areas. Urban areas are conspicuous only in Khyber and Kurram districts. This may be because the population of Merged Districts is divided into tribes that reside together in catchment areas that mostly comprise of rural settings. Around 10% population of Khyber, 6% of Kurram and 1% North Waziristan resides in an urban setting, while the remaining reside in rural areas, whereas, the average urban population of KP is 19% and that of Pakistan is 36%.



Graph 3.2: Proportion of urban and rural populations in five districts  
Source: Population census 2017

The terrain in all the five Merged Districts is mostly mountainous with small portions of cultivated land. The following Graph 3.3 highlights that the highest cultivated area with respect to total landmass is of the Orakzai district. The forest cover is highest in North and South Waziristan. The areas Shawal and Pir Ghal were known for thick forests at the border of North and South Waziristan, however, most of the trees have been cut in these areas. The forest cover in Merged Districts is less than the average Pakistan forest cover, which is 5.2% and far less than KP, which has a forest cover of around 25%, the highest in Pakistan. Wheat is the major crop, followed by maize and barley in all Merged Districts. Rice, grapes, mustard, onions and masoor pulse are emerging as prominent crops. Pine nuts in North and South Waziristan, tomatoes in Kurram and saffron in Khyber district have emerged as commercially crops of the respective area. Forests are a source of income and people obtain medicinal plants and other non-timber forest products such as sericulture, mariculture, apiculture, and mazri from these forests. People are also involved in small businesses such as shop keeping and livestock. In addition, men have migrated to cities and mostly to the Gulf countries thus enabling their families in Merged Districts to receive foreign remittances, which is a major source of livelihood.



Graph 3.3: Cultivated land and forest area in each district

For women, across Merged Districts, livelihood opportunities are almost non-existent. Only a small number of rural women are involved in small family-owned agriculture and livestock activities on their own lands and backyards. Few are involved in home-based businesses such as sewing, stitching, grocery shops and beauty parlors. Few of the urban educated women are employed as teachers in the health and education sectors in the government and private organizations.

During the secondary research, issues requiring immediate attention were also identified, which are common to all five selected districts, i.e.

- Law and order situation because of the insurgency, militancy, age-old sectarian rift, inter-tribal rivalries and lack of peace and security.
- Tribal patriarchal culture and traditions resulting in restricted mobility and limited socio-economic participation for women.
- Inadequate development in the area resulting in the low socio-economic status of women in particular.
- A wide gender gap in all development indicators.
- Low female literacy and weak health; mainly the result of patriarchal culture and tradition as well as the unavailability of service providing institutions and services.
- Aggravated shortage of skilled labor, owing to lack of vocational training institutes.

## Comparing Secondary Data for Merged Districts

This section presents a comparative analysis of the education and health sectors in the five selected Merged Districts. It does not include any analysis of the other three thematic areas due to the unavailability of any credible and reliable sex-aggregated data on women's economic empowerment, gender-based violence, and women's leadership and political participation. The Data Acquisition Plan describes the numerous sources that secondary data was collected from and subsequently reviewed. An extensive literature review was undertaken by the team with several reports collected from non-government sources, these too had limited to no information or data on the three thematic areas. The only secondary data available that is both sufficient and comparable for the selected Merged Districts is in the education and health sectors.

### 3.2. Education

Education shapes social realities and helps in understanding and connecting to nature and the rest of the people in the world. The right to education is recognized as one of the basic rights of every child across the globe. Like, many other countries, the Constitution of Pakistan also recognizes free education for every child irrespective of gender, color, religion, social status, etc. However, due to various structural and cultural reasons, the Merged Districts are among the regions where education statistics portray an ominous situation.

During the research, consultants observed that the overall education system in the selected Merged Districts is in shambles and presents a very bleak picture. According to the FDIHS (2013-14), only 33.3% of the population (10 years and above) is literate as compared to 53% literacy in KP and 58% in Pakistan. Women's literacy is only around 13%, which is very low compared to women's literacy rate for KP and Pakistan, which is 36% and 47% respectively.

As per the First Monitoring Report of Elementary and Secondary Education Department on "State of Education in the Merged Districts", attendance percentage of teachers in schools was 82 percent, while only 62 percent of students attend schools regularly. According to the same study, 45% of the schools had no

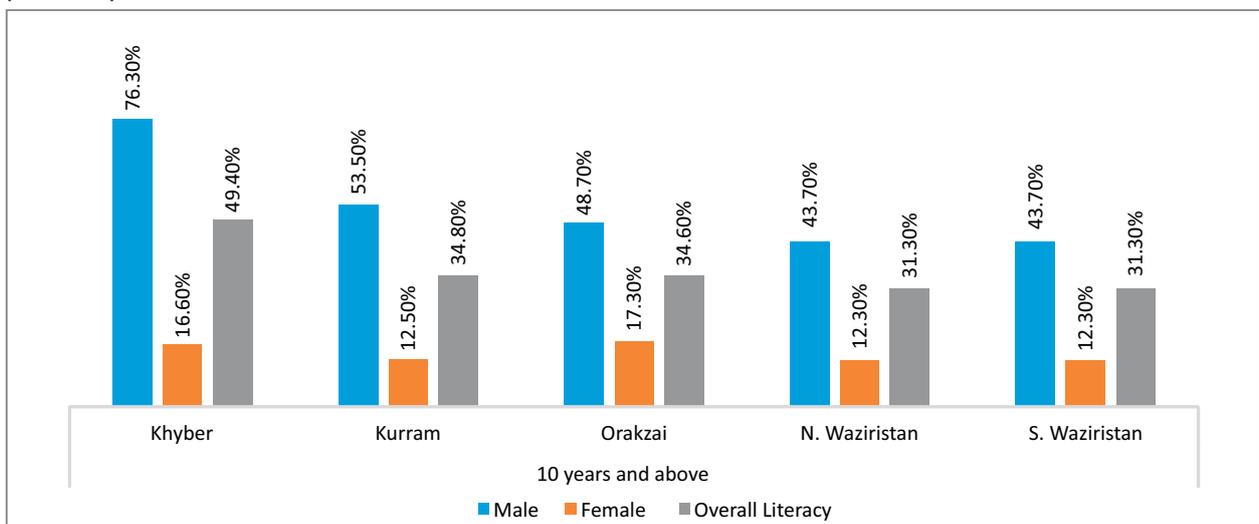
electricity, 82% of schools had no boundary walls, 49% schools failed in the provision of clean drinking water to students, while 30% had no washrooms at all. This situation calls for immediate development programming interventions. In response, the government has allocated PKR 36 billion for the facilitation of education in the Merged Districts under the 2019-2020 fiscal budget.



A public school in lower Orakzai

Secondary research indicates that the highest overall literacy rate of the population (10 years and above) is of Khyber district, which is 49.4%, which is followed by Kurram (34.8%), Orakzai (34.6%) and Waziristan (31.3%). All the selected districts fall way below the literacy rate of KP (53%) and that of Pakistan (58%). The male literacy rate is also highest in Khyber district i.e. 76.3% while the highest female literacy rate is in Orakzai District (17.30%). The average male literacy rate of KP and Pakistan is 72% and 70% and the female literacy rate is 36% and 47% respectively.

The following graph 3.4 indicates that the literacy rate among males is also low but the female literacy rate presents a dismal situation in all selected Merged Districts. Various factors contribute to this dire situation of female literacy in Merged Districts; including cultural and social constraints, poverty, local leaders' disinterest in promotion of education in their communities, hostile attitude towards women's education and independence, and extremely low budgetary allocations for the education sector to date. However, the current government has allocated a much larger budget for education, which may alter the situation positively.



Graph 3.4: Literacy rates in all selected Merged Districts  
Source: FATA Development Indicators Household Survey 2013-14

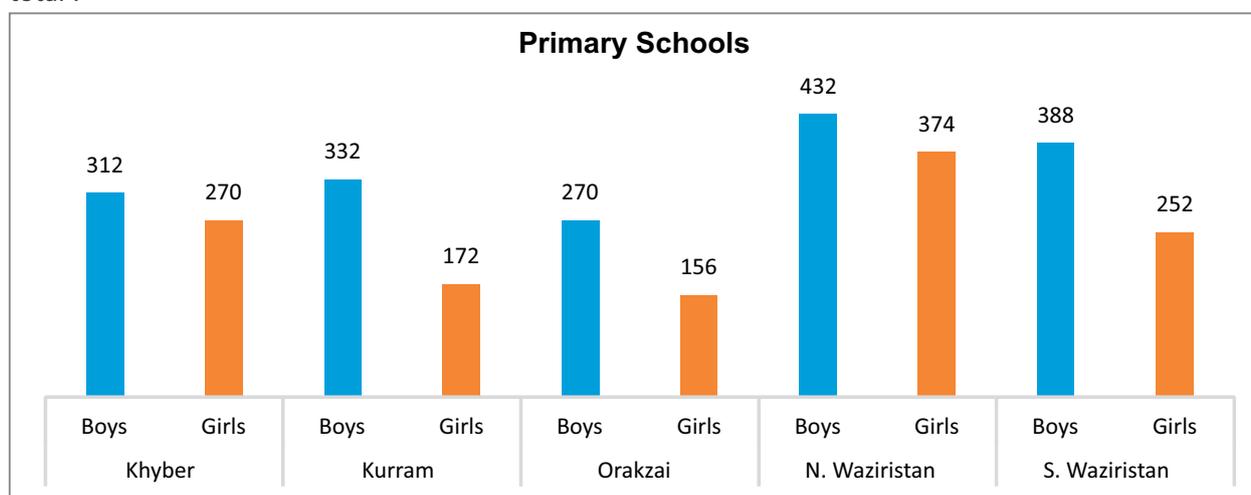
Table 3.3 below depicts that there is a gender gap in terms of availability of schools at all levels, in all the selected districts. While the male and female population is almost the same in all districts, the educational opportunities are comparatively dismal for female girls.

Level		Primary School	Middle School	High School	Higher Secondary	Degree College
Khyber	Boys	312	30	32	2	3
	Girls	270	24	7	2	1
	Total	582	54	39	4	4
Kurram	Boys	332	36	39	-	3
	Girls	172	17	12	-	4
	Total	504	53	51	0	7
Orakzai	Boys	270	18	22	3	1
	Girls	156	14	9	0	1
	Total	426	32	31	3	2
N. Waziristan	Boys	432	50	31	1	1
	Girls	374	35	11	0	1
	Total	806	85	42	1	2
S. Waziristan	Boys	388	56	26	-	1
	Girls	252	21	9	-	1
	Total	640	77	35	0	2

Table 3.3: Gender disparity at all school levels in the selected districts  
Source: District wise education statistics 2017-18

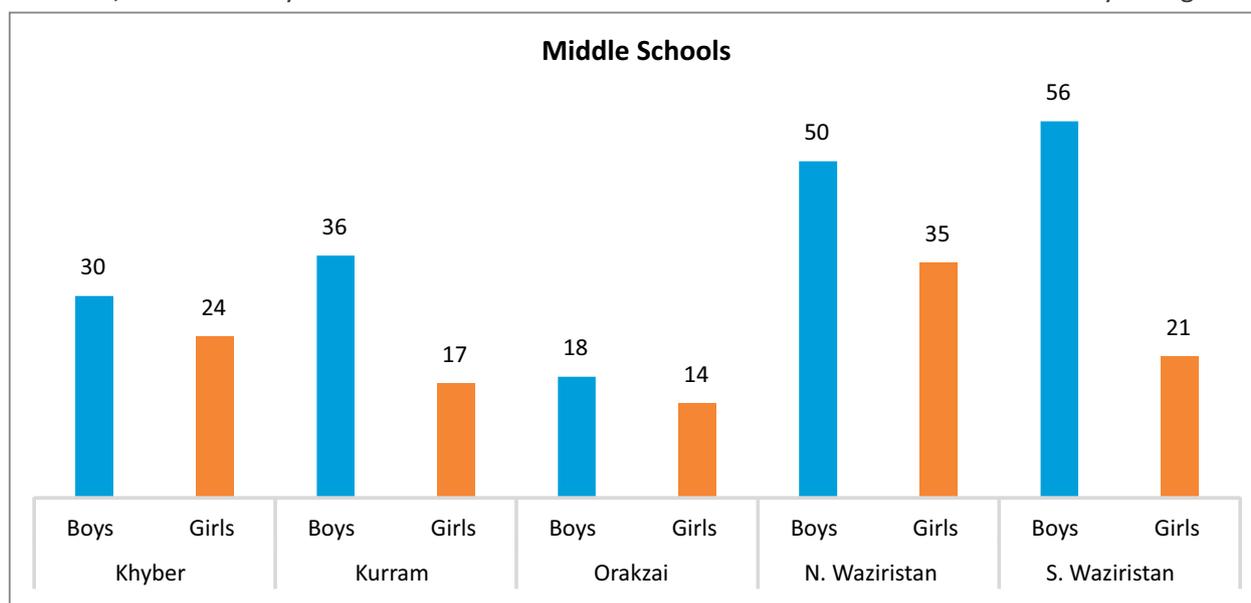
The prevailing situation is because gender equality in education has largely remained neglected owing to the strict tribal patriarchal culture and lately due to Talibanization. Though the number of schools for both boys and girls are low and insufficient to meet the educational needs, but in the case of female schools, the situation is worse, particularly at the middle and high school levels. Kurram and South Waziristan have no higher secondary schools, while Orakzai has three higher secondary schools; all only for boys. According to Education Management Information System (EMIS) "Statistical Report 2017-18 of Government Educational Institutions", there are approximately 307 non-functional schools, out of which 271 are primary schools, 24 middle schools, and 12 high schools.

The following graph 3.5 shows the gap between the availability of primary schools for boys and girls. Comparatively, the disparity is low in the case of Khyber and North Waziristan districts, where the gap is only 7% of the total. The largest gap is in Kurram (32%), followed by Orakzai (27%) and South Waziristan (21%). The average gap between boys and girl's government schools in KP at primary school level is 19% of the total<sup>7</sup>.



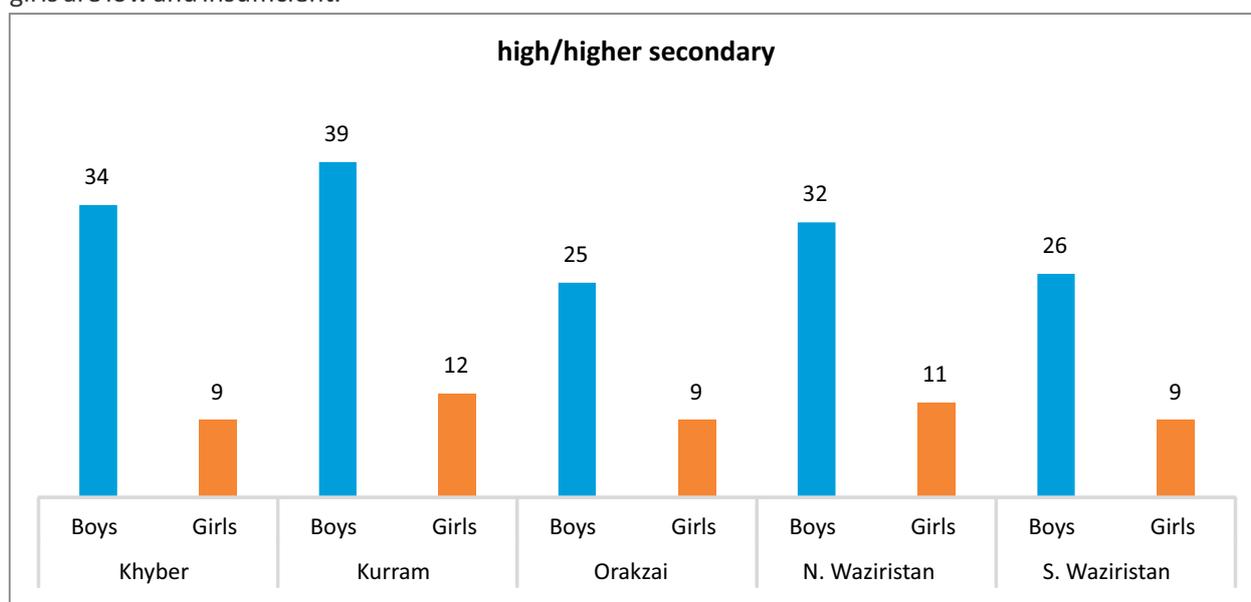
Graph 3.5: The gap between the availability of primary schools for boys and girls

With regard to the availability of middle schools, the largest gap is in South Waziristan (45%) of the total, followed by Kurram (36%) and North Waziristan (18%). In Khyber district, there are 24 middle schools for girls versus 30 boys' schools, whereas in Orakzai, there are 4 less girls' schools than boys' schools. The average gap between boys and girl's government schools in KP, at the middle level is 10.4% of the total. However, the availability of overall schools for middle level education is insufficient for both boys and girls.



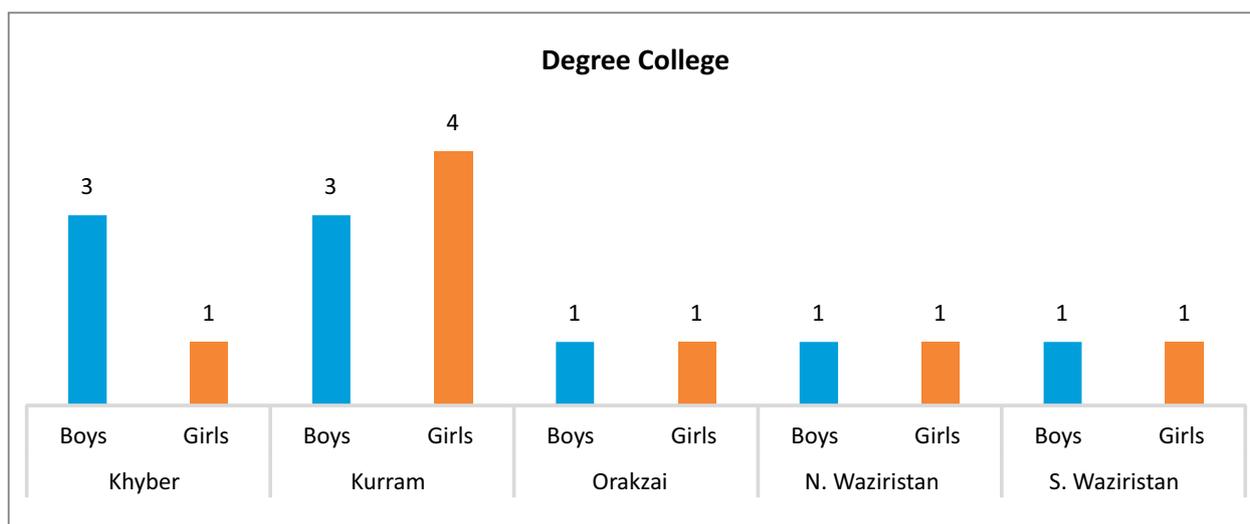
Graph 3.6: The gap between the availability of middle schools for boys and girls

At high and higher secondary school education level, the gap with regards to the availability of schools for boys and girls further widens in almost all the districts. The largest gap is observed in Khyber district, where girls' schools are 58% less than boys, followed by Kurram (53%), North and South Waziristan (49%) and Orakzai (47%). The gap in all selected districts is far greater than the average gap of all high/higher secondary government schools in KP, which is 28%<sup>8</sup>. In high school education also, the opportunities for both boys and girls are low and insufficient.



Graph 3.7: The gap between the availability of high / higher-secondary schools for boys and girls.

At degree level, there are 3 colleges for boys as compared to 4 for girls in Kurram district. In the other 4 districts, there is only 1 girls' college in each district, which is insufficient to meet the educational needs of young girls wanting to pursue higher studies.



Graph 3.8: The gap between the availability of degree level schools for boys and girls.

Enrolment at the primary level is somewhat encouraging in almost all the districts as compared to the population of respective districts. Table 3.4 below shows the enrolment figures of 2017-18. However, these figures also indicate that after completion of primary education, 97% of students drop out and do not continue their education to the next level i.e. middle school.

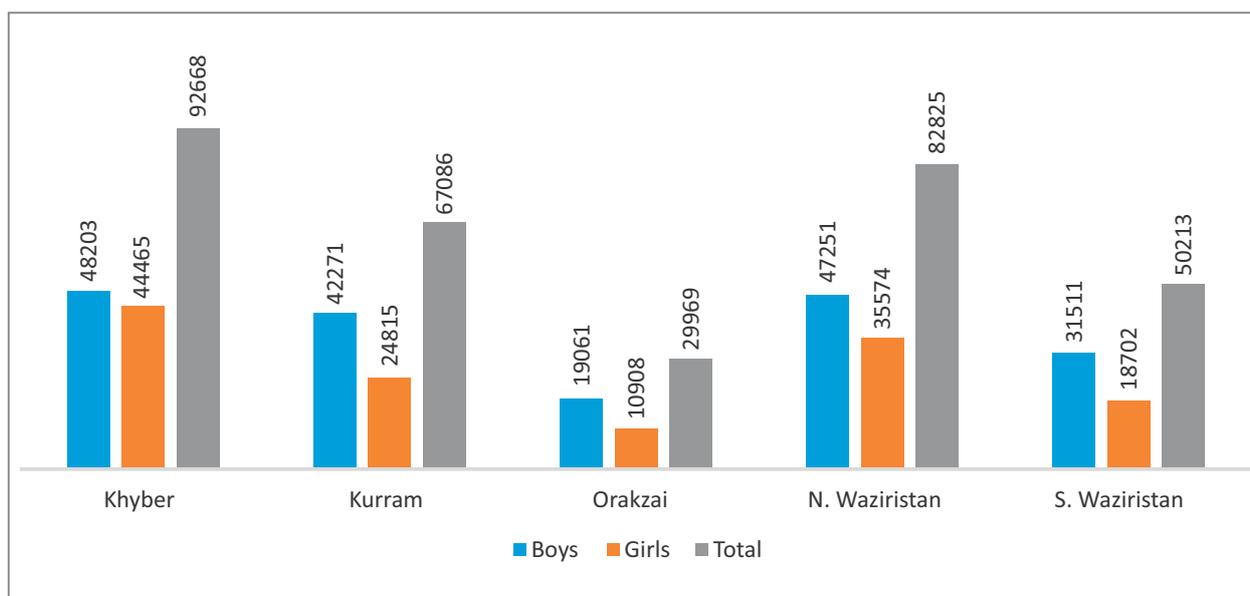
An interesting aspect is that the dropout ratio is equal for both boys and girls. If the enrolment at primary level is taken as the base then comparatively only 3% students were enrolled in middle schools, 10% boys and 7% girls at high schools, 2% boys and 1% girls at higher secondary level and 3% boys and 1% girls were enrolled at degree level.

Level		Primary School	Middle School	High School	Higher Secondary	Degree College
Khyber	Boys	48203	1705	6043	618	3726
	Girls	44465	720	1408	138	352
	Total	92668	2425	7451	756	4078
Kurram	Boys	42271	1297	6099	729	1691
	Girls	24815	566	4048	154	866
	Total	67086	1863	10147	883	2557
Orakzai	Boys	19061	544	2035	934	-
	Girls	10908	357	905	0	0
	Total	29969	901	2940	934	130
N. Waziristan	Boys	47251	2123	4034	133	357
	Girls	35574	1393	1024	0	142
	Total	82825	3516	5058	133	499
S. Waziristan	Boys	31511	976	1447	257	0
	Girls	18702	486	596	347	0
	Total	50213	1462	2043	604	0

Table 3.4: Enrolment for boys and girls in all schools in selected Merged Districts

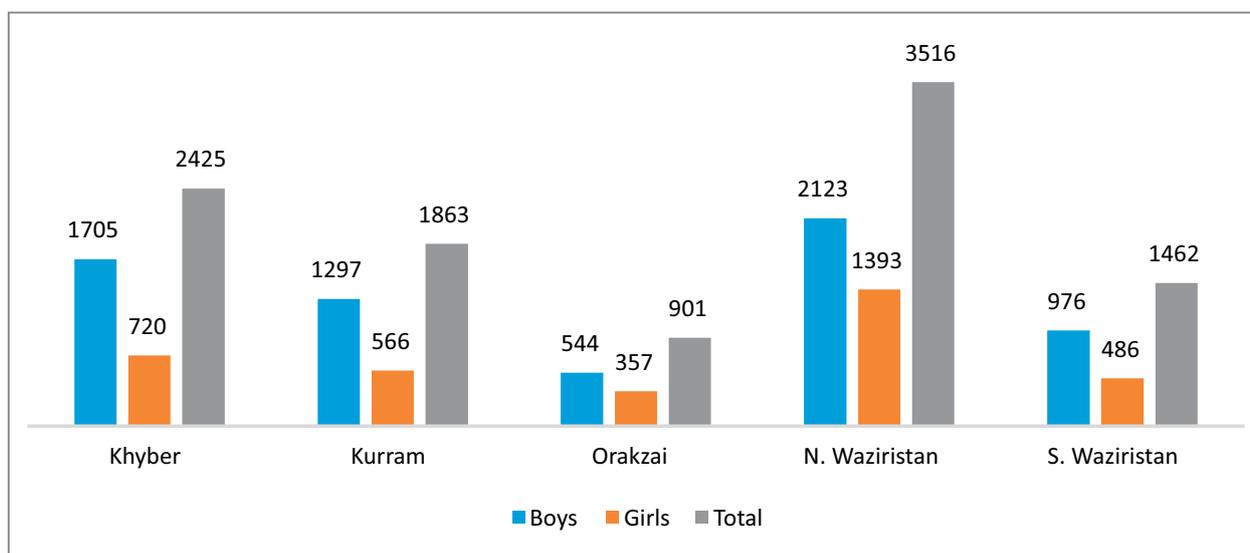
Source: District wise Education statistics of KP 2017-18

Graph 3.9 below shows the primary level enrolment in the selected Merged Districts. Out of the total enrolment in primary level education in the respective district, the highest percentage of female enrolment is in Khyber district, which is 48% followed by North Waziristan (43%), Kurram and South Waziristan (37%) and Orakzai (36%), whereas, average female enrolment in primary level education in KP is 46%. It has been observed that girls' enrolment has always been low compared with that of boys at all levels of education but the gap between the boys' and girls' enrolment at the primary level is highest in Orakzai, Kurram and South Waziristan comparatively.



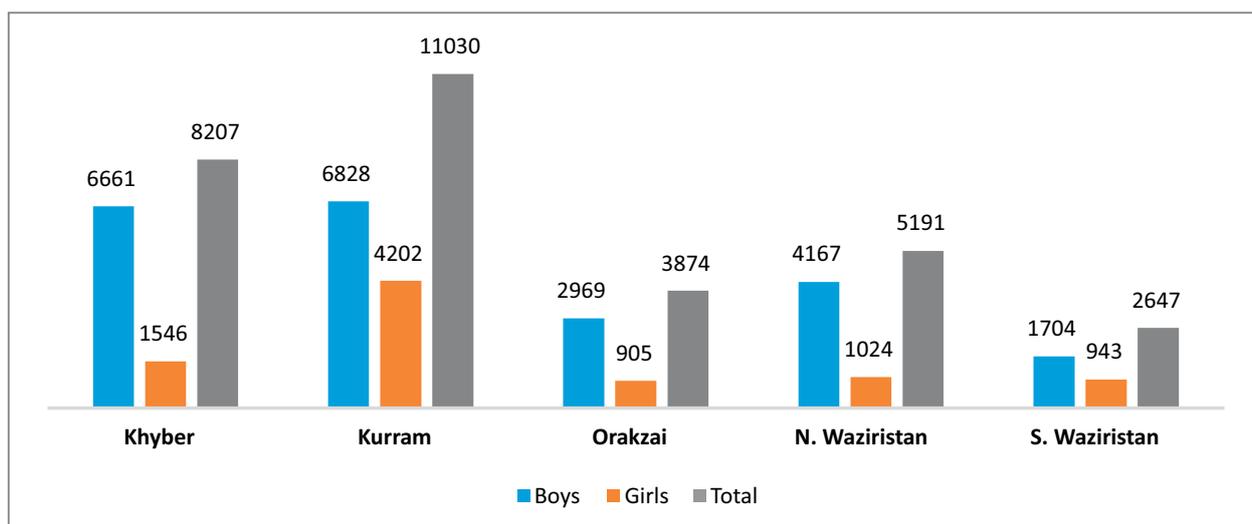
Graph 3.9: Enrolment for boys and girls in primary schools in selected districts

The gender disparity is evident in the graph 3.10 below with the highest in Khyber and Kurram districts. At the middle level, there is a significant decrease in enrolments in almost all the selected Merged Districts. Out of the total enrolments at the middle level in the respective districts, the highest percentage of female enrolment is in Orakzai and North Waziristan, which is 40%, followed by 33% in South Waziristan and 30% in both Khyber and Kurram, however, the female enrolment in middle level education in Government schools of KP is 39% of total enrolments, which will get comparatively much better if we include enrolments in the private sector schools and madrasahs.



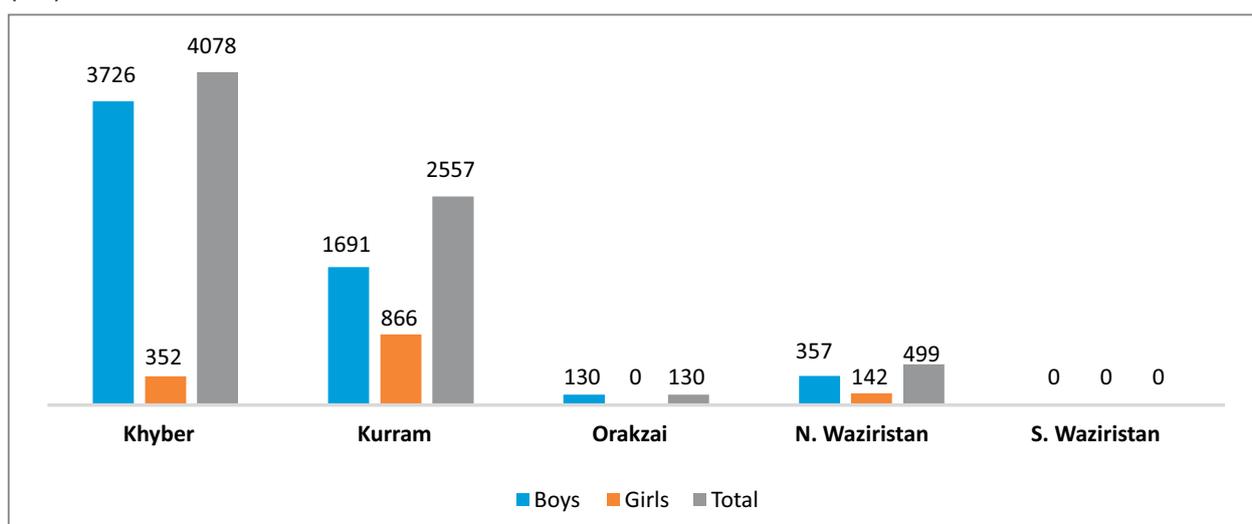
Graph 3.10: Enrolment for boys and girls in middle schools in selected districts

The below given graph 3.11 shows that at high school and higher secondary level education, the gender disparity further widens. Out of the total enrolments at high school and higher secondary school level, the highest number of female enrolments are in Kurram district (38%), followed by South Waziristan (36%), Orakzai (23%), North Waziristan (20%) and Khyber (19%). Whereas, the average female enrolment in KP at high & higher secondary level is 37% of the total enrolments (might be higher if private schools and madrasahs enrolments are taken in consideration), which means %age enrolment in government schools of Kurram and South Waziristan are at par with government school enrolments in other districts of KP and Orakzai, North Waziristan and Khyber lags behind and need attention.



Graph 3.11: Enrolment for boys and girls in high and higher-secondary level schools in selected districts

At degree level, the enrolment situation, as shown in graph 3.12 below, is not encouraging for both males and females. However, the highest number of enrolments in degree level education is observed in Khyber district. With respect to the total number of enrolments in degree level education in respective districts, the highest female enrolments are in Kurram district (34%), followed by North Waziristan (28%), and Khyber (9%).



Graph 3.12: Enrolment for boys and girls in degree colleges in selected districts.

A significant gap also exists in the availability of male and female teachers at all levels. The disparity between male and female teachers is significant and this situation is the result of disparity that exists at available male and female schools and the number of male and female enrolments. The following table 3.5 highlights that at almost all the schooling levels, the number of male teachers is double or even more the number of female teachers serving the schools.

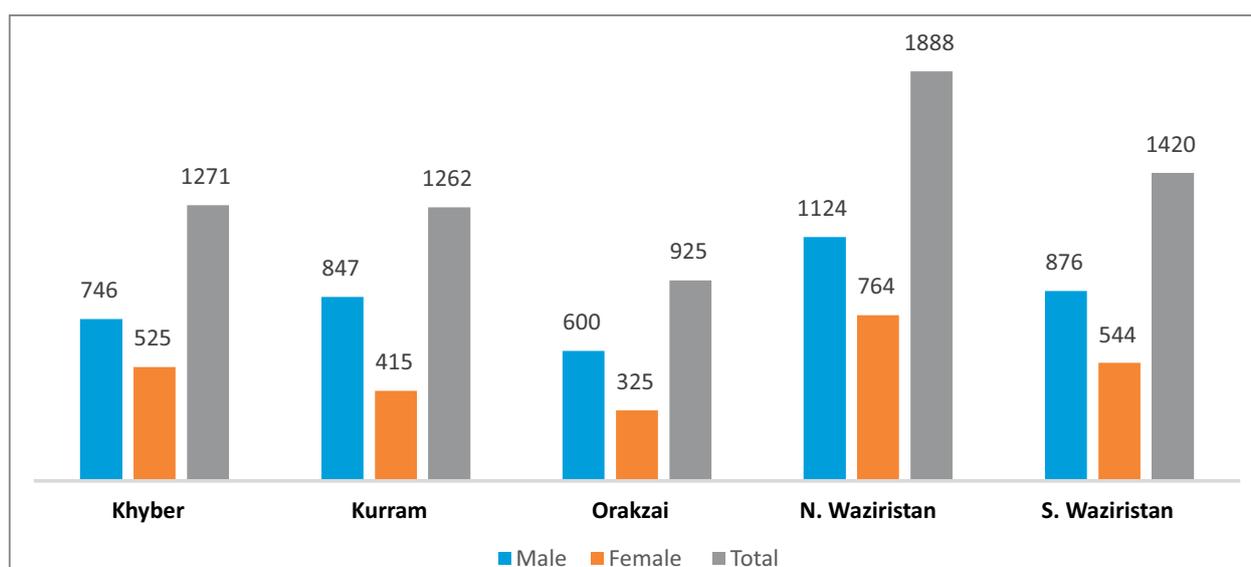
Level		Primary	Middle	High	Higher Secondary	Degree College
Khyber	Male	746	161	405	70	89
	Female	525	76	63	29	26
	Total	1271	237	468	99	115
Kurram	Male	847	183	454	51	97
	Female	415	66	120	12	65
	Total	1271	237	468	99	162
Orakzai	Male	600	94	202	47	89
	Female	325	41	62	0	26
	Total	925	135	264	47	115
N. Waziristan	Male	1124	370	433	28	65
	Female	764	125	77	0	22
	Total	1888	495	510	28	87
S. Waziristan	Male	876	324		325	79
	Female	544	98		79	22
	Total	1420	422		404	101

Table 3.5: Availability of male and female teachers for all school levels in selected districts.

Source: District wise Education Statistics, 2017-18

As previously mentioned, several schools are non-functional despite repatriation of families after their displacement. There are numerous reasons for this however the non-availability of teachers and vacant teachers' posts are the most conspicuous reason.

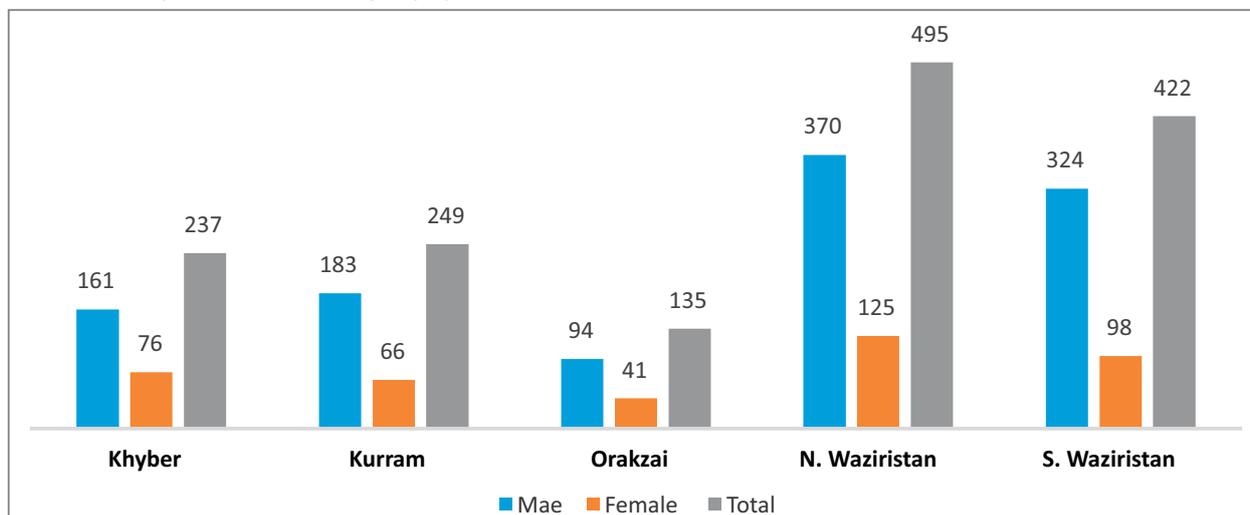
Concerning the availability of teachers in primary schools, the following graph 3.13 shows that the highest gap is found in Kurram district '432 fewer female teachers', followed by North Waziristan '360 fewer female teachers', South Waziristan '332 fewer female teachers', Orakzai '275 fewer female teachers' and Khyber '221 fewer female teachers'. The highest student to teacher ratio at the primary school level is in Khyber, i.e. 65:1, in case of boys and 85:1 in case of girls. For North Waziristan, it is 42:1 for boys and 47:1 for girls. For Orakzai, it is 32:1 for boys and 34:1 for girls. And for the Kurram district, it is 50:1 for boys and 60:1 for girls. The average student-teacher ratio for primary level education in KP is 35:1 for boys and 51:1 for girls. Throughout the districts, the ratio of girls per teacher is higher than boys. According to the UNESCO Institute for Statistics (<http://uis.unesco.org/>), the average pupil-teacher ratio, for primary schools in Pakistan was 44.3:1 as of 2018.



Graph 3.13: Availability of male and female teachers in primary schools in selected districts

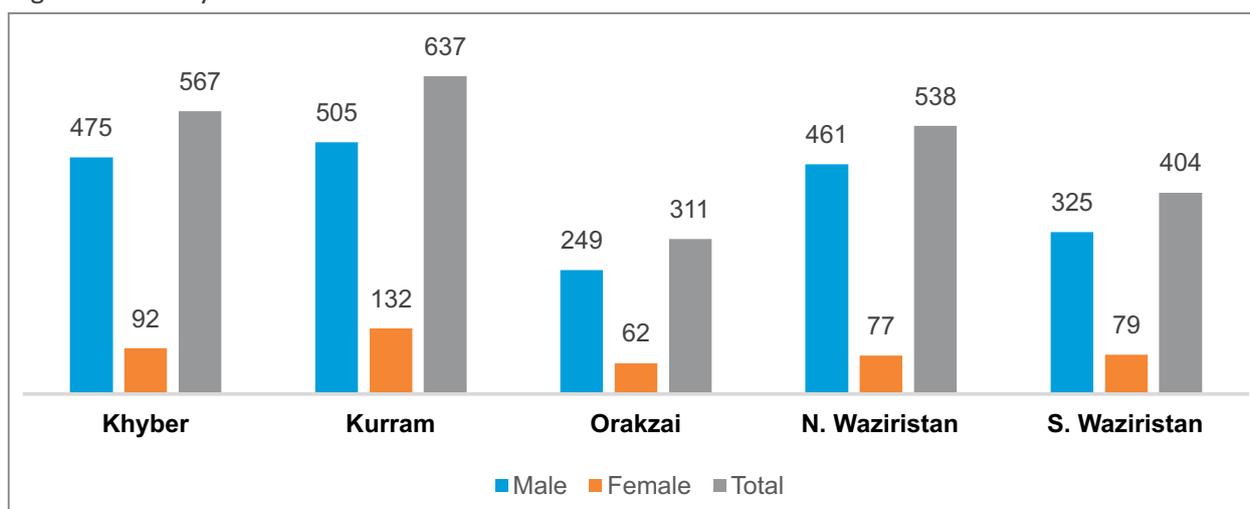
At middle-level education, the highest disparity between the availability of male and female teachers exists in South Waziristan, as shown in Graph 3.14. The male-female teacher's gap is highest in North Waziristan

(245), followed by South Waziristan (226), Kurram (117), Khyber (85) and Orakzai (53). The highest student to teacher ratio for middle level education is in Khyber district, which is 11:1 for males and 9.5:1 for girls, in Kurram it is 7:1 for males and 9:1 for girls, in Orakzai, 6:1 for boys and 9:1 for girls, in North Waziristan, 6:1 for boys and 11:1 for girls and in South Waziristan, it is 3:1 for boys and 5:1 for girls; presenting a positive picture that the teachers are available but the number of students is far less. The student-teacher ratio for middle level education in overall KP is 52:1 for boys and 51:1 for girls. According to the UNESCO Institute for Statistics (<http://uis.unesco.org/>), pupil-teacher ratio, at the middle level in Pakistan was 16.7:1 as of 2018.



Graph 3.14: Availability of male and female teachers for middle schools in selected districts

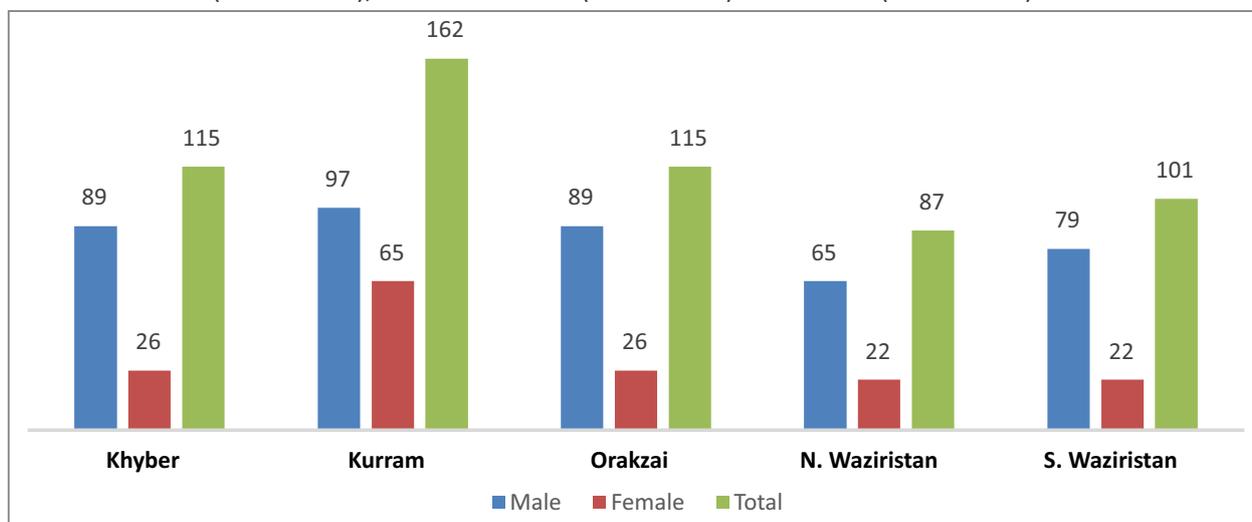
At the high and higher secondary school level, the availability gap of male and female teachers further widens. As shown in graph 3.15, the gap is highest in N. Waziristan (384 teachers), followed by Khyber (383 teachers), Kurram (373 teachers), Orakzai (187 teachers) and South Waziristan (246 teachers). The average student to teacher ratio at high and higher secondary school level in case of Khyber district is 14:1 for boys and 17:1 for girls, for Kurram it is 14:1 for boys and 32:1 for girls, for Orakzai, it is 12:1 for boys and 15:1 for girls, for North Waziristan, it is 9:1 for boys and 13:1 for girls and for South Waziristan it is 5:1 for boys and 12:1 for girls. However, the student-teacher ratio for this level of education in KP is 8.5:1 for boys and 10:1 for girls. Similarly, evidence suggests that the ratio of girls per teacher is higher than it is for boys at this level. According to the UNESCO Institute for Statistics (<http://uis.unesco.org/>), pupil-teacher ratio, at the high and higher secondary level in Pakistan was 28.99:1 as of 2018.



Graph 3.15: Availability of male and female teachers for high/higher secondary schools in selected districts

At the tertiary level education, the pupil-teacher ratio in Pakistan is 33.5:1, as of 2018. However, in the case of Khyber, it is 42:1 for boys and 14:1 for girls. For Khurram, it is 17:1 for boys and 13:1 for girls. In the Orakzai,

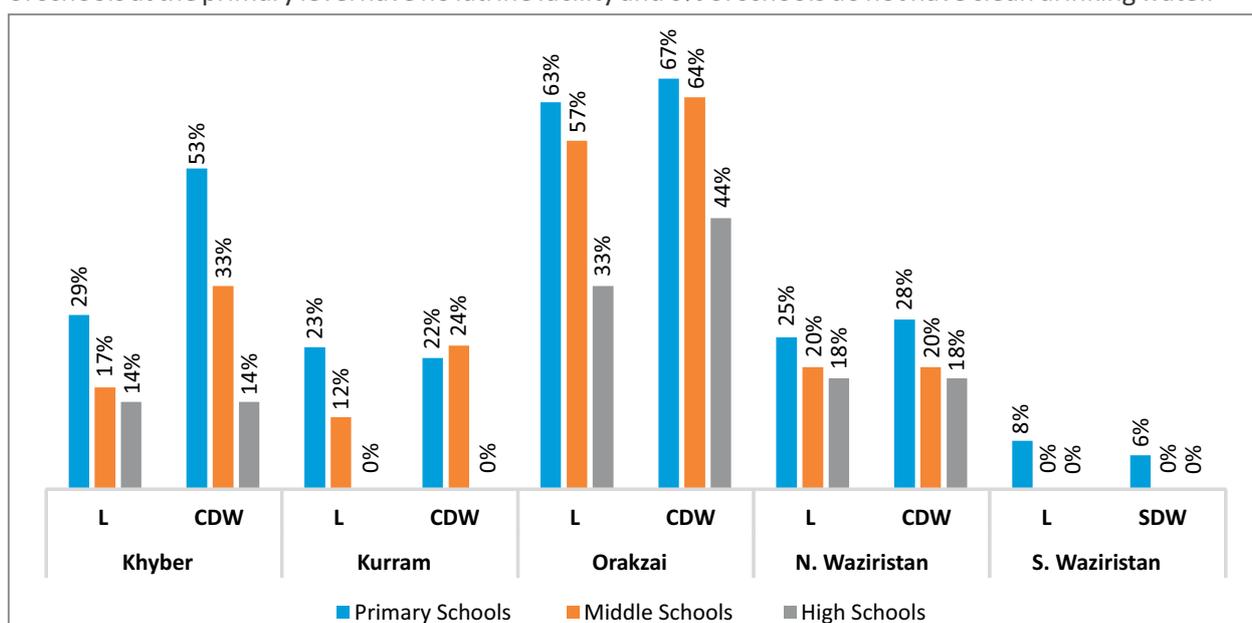
it is 1.5:1 for boys and no teachers for girls. In North Waziristan, it is 5.5:1 for boys and 6.5:1 for girls, and in the case of South Waziristan, there are no teacher's data available for degree level education both for boys or girls. The following graph 3.16 shows that the highest gap between the availability of male and female teachers at degree level education exists in Khyber and Orakzai, which is 63 teachers each, followed by South Waziristan (57 teachers), North Waziristan (43 teachers) and Kurram (32 teachers).



Graph 3.16: Availability of male and female teachers in tertiary education and degree colleges in selected districts

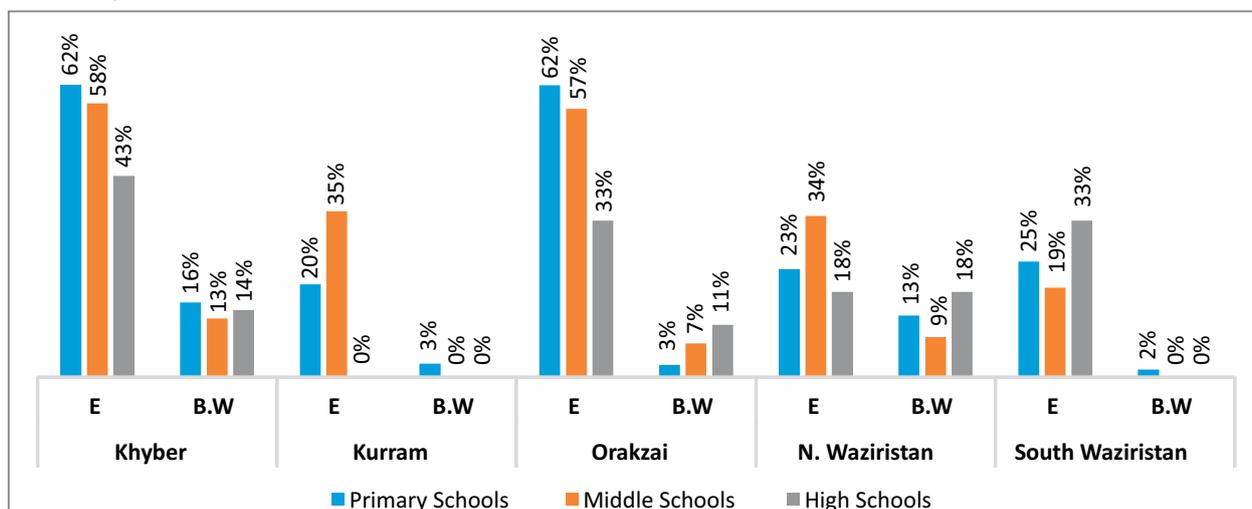
Some of the barriers that prevent boys and girls from attending school include poverty, geographic remoteness, armed conflict, poor-quality education and lack of school infrastructure. While some of the barriers will be discussed in the later sections of this report, the graph below highlights the state of basic facilities at the school level, i.e. latrines, clean drinking water, a secure boundary wall, uninterrupted electricity supply, etc. For this study, a comparison of basic school facilities was undertaken only for the girls' primary, middle and high schools.

As highlighted in graph 3.17 below, the situation with regard to the availability of latrines and clean drinking water is quite dismal. About latrines, the worst scenario is in Orakzai, where 63% primary, 57% middle and 33% high schools do not have latrine facilities, and 67% primary, 64% middle and 44% high schools do not have clean drinking water facility. The situation in South Waziristan is comparatively better, where only 8% of schools at the primary level have no latrine facility and 6% of schools do not have clean drinking water.



Graph 3.17: Percentage of primary, secondary and high schools with missing latrines(L) and clean drinking water (CDW) facilities

Graph-3.18 shows the availability of electricity and boundary walls in primary, middle and high schools in the five selected districts. The situation is the worst in Khyber district where 62% primary, 58% middle and 43% high schools do not have electricity and 16% primary, 13% middle and 14% high schools are without boundary walls. However, for these provisions, the situation is comparatively better in Kurram district, where 20% primary schools and 35% middle schools have no electricity and only 3% of schools are without boundary walls.



Graph 3.18: Percentage of primary, secondary and high schools with missing Electricity (E) and boundary walls (BWs)

### 3.3. Health

The availability of district-wise health statistical data is severely limited for the Merged Districts. However, preliminary analysis of the existing secondary data reveals that there are challenges in service availability and readiness to provide essential MNCH/SRH services in Merged Districts. To adequately address the health service needs of patients, especially women and adolescent girls, the presence of service delivery and core health personnel is a critical starting point. Poor socio-economic, political, and ecological factors such as accessibility, affordability and availability of health services contribute to the dismal health and survival situation that prevails in the Merged Districts. There seems to be a severe lack of understanding concerning services required to support healthcare services for women, especially maternal, infant and child health across the continuum of care.

In response to the dismal figures stated in the Pakistan Demographic and Health Statistics, 2017-18, the KP Government has decided to construct 68 Comprehensive Health Units (CHUs) under the Prime Minister's Quick Impact Programme (QIP) to provide medical facilities to patients of the Merged Districts at their doorsteps. For quick resolution of all health-related problems in the newly Merged Districts, this initiative is a critical first step in introducing a new system along the pattern adopted in the settled areas of KP.

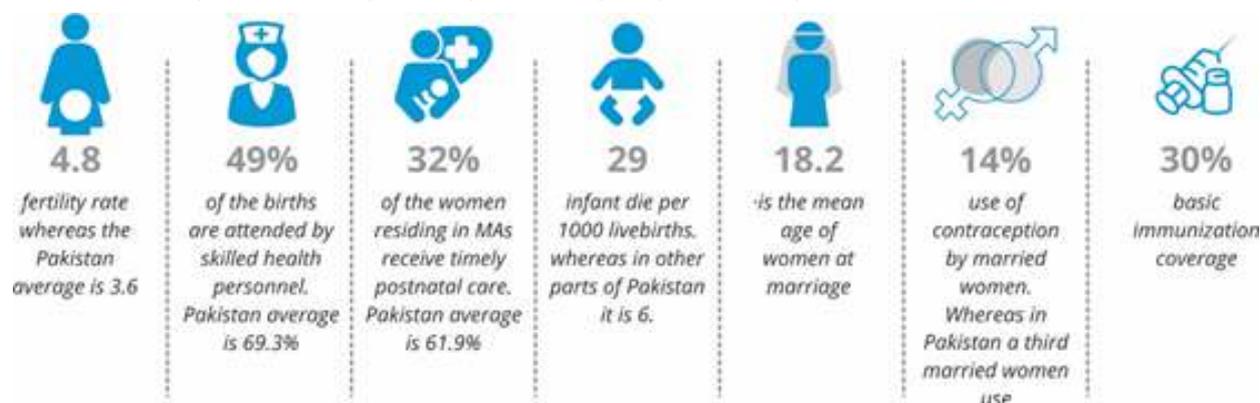


Figure 3.2: Demographic & Health Statistics in NMDs (2017-18)  
**Pakistan averages source:** "World Bank collection of development indicators"  
 "Landscape Analysis of Family Planning Situation in Pakistan."

In addition, the government is also emphasizing mega infrastructure facilities being constructed with the assistance of the Pakistan Army in the military affected areas such as Galjo hospital in Orakzai, Doggar hospital in Central Kurram, Trauma Center at Parachinar Kurram district, and a special section for health provision at district headquarters hospital in Miran Shah, North Waziristan. Most of the hospitals of former FATA have been operationalized and further initiatives are planned to ensure quality treatment services for patients. These initiatives will help in resolving issues such as the non-availability of regular delivery service and doctors at the health facility, along with access issues for the people of the Merged Districts particularly women and children. Free medical treatment to the residents of Merged Districts is covered under the Sehat Sahulat Programme, initiated by the Ministry of National Health Services, Regulations and Coordination in collaboration with the KP Government.



Figure 3.3: Institutional Delivery Services in Selected Districts Pre-Merger, Pakistan  
(Source: Imran Inayat Yousafzai, et al; 2012)

In all the Merged Districts, health care service delivery is administered through primary and secondary health care facilities as follows:

Primary level Health Care Facilities	Secondary Level Health Care Facilities
<ul style="list-style-type: none"> <li>• Civil Dispensaries (CDs)</li> <li>• Basic Health Units (BHUs)</li> <li>• Rural Health Centers</li> <li>• Community Health Centers (CHCs)</li> </ul>	<ul style="list-style-type: none"> <li>• Tehsil Headquarter Hospitals</li> <li>• District Head Quarter Hospitals.</li> </ul>

Table 3.6: Structure of Health Care System

An ideal health package encompasses the availability of required health care providers, services and necessary equipment for women's health related issues, mother and child health services, family planning, pre-and post-natal services, provision for safe delivery kits and routine immunization. However, the current situation validates that almost all the selected districts are deficient with regard to necessary services, equipment and qualified health care providers. It is generally expected that district headquarter hospitals are best-equipped in every district. However, the Health Resources Availability Monitoring System (HeRAMS, 2018) statistics reveal a large gap concerning the availability of critical professional health care providers, particularly needed in these areas, where women suffer from severe health and gender-based violence issues. Table 3.7 below provides the number of available staff at the district headquarter hospitals in the selected districts.

Staff	Khyber			Kurram			Orakzai			N. Waziristan			S. Waziristan		
	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap
Physicians	2	1	1	2	0	2	2	1	1	2	0	2	2	0	2
Dental Surgeon	2	1	1	2	0	2	2	0	2	2	1	1	2	0	2
Eye Specialists	2	1	1	2	0	2	2	0	2	2	0	2	2	1	1
Radiologist	1	1	0	1	0	1	1	0	1	1	1	0	1	0	1
General Surgeons	2	1	1	2	2	0	2	2	0	2	2	0	2	1	1
Gynaecologist	2	1	1	2	2	0	2	1	1	2	0	2	2	0	2
Paediatricians	2	1	1	2	0	2	2	1	1	2	0	2	2	1	1
Anaesthetists	2	1	1	2	0	2	2	1	1	2	0	2	2	0	2
Medical Officers	108	15	93	108	23	85	108	20	88	108	18	90	108	23	85

Table 3.7: Gap between available and required staff at District Headquarters Hospitals  
Source: HeRAMS (2018)

All the Merged Districts are adversely affected due to regional conflicts and many women have suffered post-traumatic stress because of war and gender-based violence. There is a need for psychological support and counselling. However, there is no such facility available in any of the Merged Districts. There is no tertiary care hospital in any of the Merged Districts; hence patients requiring more advanced care are referred to cities, particularly Peshawar. In many of the districts, the Maternal and Child Health centers and LS/SFC centers are almost non-existent. Although, the North Waziristan district has the highest number of MNCH and LS/SFC centers, unfortunately, they lack adequate and qualified staff and necessary equipment.

Overall, the health facilities are scarce and insufficient to ensure health services for all. Many of the primary level health facilities available in the districts, particularly in the rural areas, are considered hard-to-reach and inaccessible for the people. A district specific comparison of the health facilities in the selected districts is presented in table 3.8 below:

Available Health Facilities					
Facility	Khyber	Kurram	Orakzai	N-Waziristan	S-Waziristan
Hospitals	4	3	6	8	8
Dispensaries	24	44	23	123	27
CHCs	10	2	5	47	4
BHUs/LS/SHC	12	20	23	26	6
MNCHs	2	1	0	52	0
Total (Reported)	52	70	57	256	45
Total	62	78	71	313	135

Table 3.8: Available health facilities in selected districts  
Source: HeRAMS (2018)

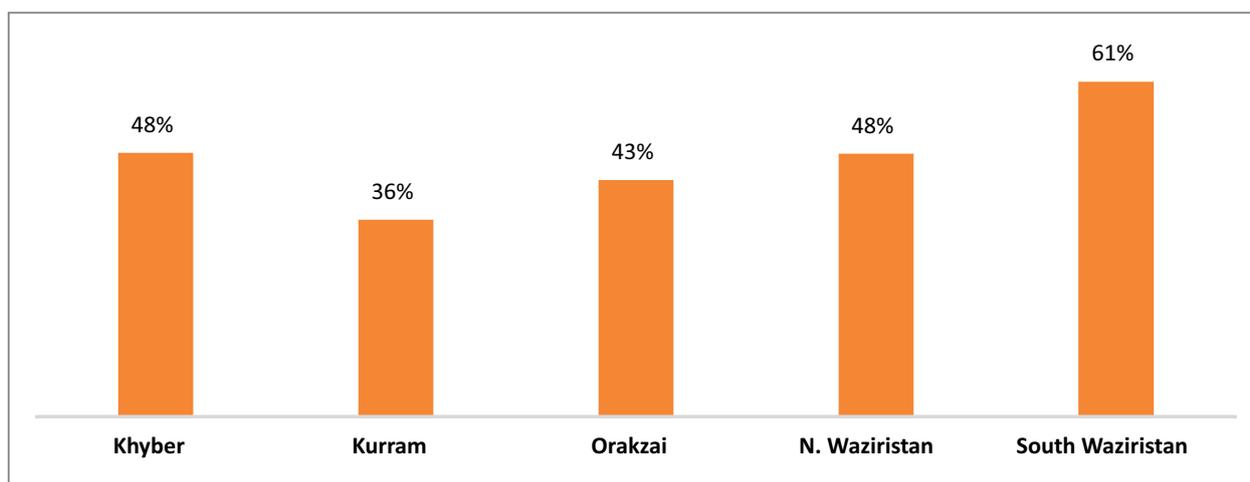
There are approx. 179 health facilities (10 Khyber, 8 Kurram, 14 Orakzai, 57 N. Waziristan, 90 S. Waziristan) that are not regularly reporting to the Directorate of Health Services (DHS) through the District Health Information System. Also, 56 health facilities in Khyber, 42 in Kurram, 54 in Orakzai, 96 in North Waziristan and 42 in South Waziristan are, either damaged overall, partially damaged or extremely damaged. However, the majority of the partially damaged facilities are now functional.

BHUs and CDs are the primary healthcare providing facilities in rural areas. They are currently sub-optimal and almost non-functioning due to a severe lack of staff, services and equipment. Many of them are unable to satisfactorily provide health care to the people of their respective areas. The following Table 3.9 illustrates an evident gap between the required and available healthcare staff in each of the selected Merged Districts:

Staff Availability at BHU/CHC Level															
Staff	Khyber			Kurram			Orakzai			N. Waziristan			S. Waziristan		
	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap
MOs	12	10	2	19	18	1	20	15	5	19	12	7	7	3	4
LHVs	22	15	7	20	15	5	24	18	6	30	21	9	10	6	4
Health Tech	44	22	22	40	30	10	48	31	17	60	34	26	20	13	7
Health Edu	12	0	12	19	0	19	20	0	20	19	0	19	19	0	19

Table 3.9: Gap between the required and available healthcare staff at BHU/CHC level  
Source: Health Resource Availability and Mapping System (HeRAMS) in health facilities of FATA Pakistan (2018)

There is an acute shortage of health care staff in all the Merged Districts at BHU/CHC level facilities. Although North Waziristan has the highest number of health facilities, the district faces the highest shortage of medical officers, Lady Health Visitors (LHVs) and health technicians. Health educators are an essential source for providing health education to the communities. However, despite the sanctioned posts, they are not available in any of the selected Merged Districts. Regarding the overall shortage of health care staff at BHU/CHC level, South Waziristan presents the highest gap – 61% between the required and available staff, followed by Khyber (48%), North Waziristan (48%), Orakzai (43%) and Kurram (36%).

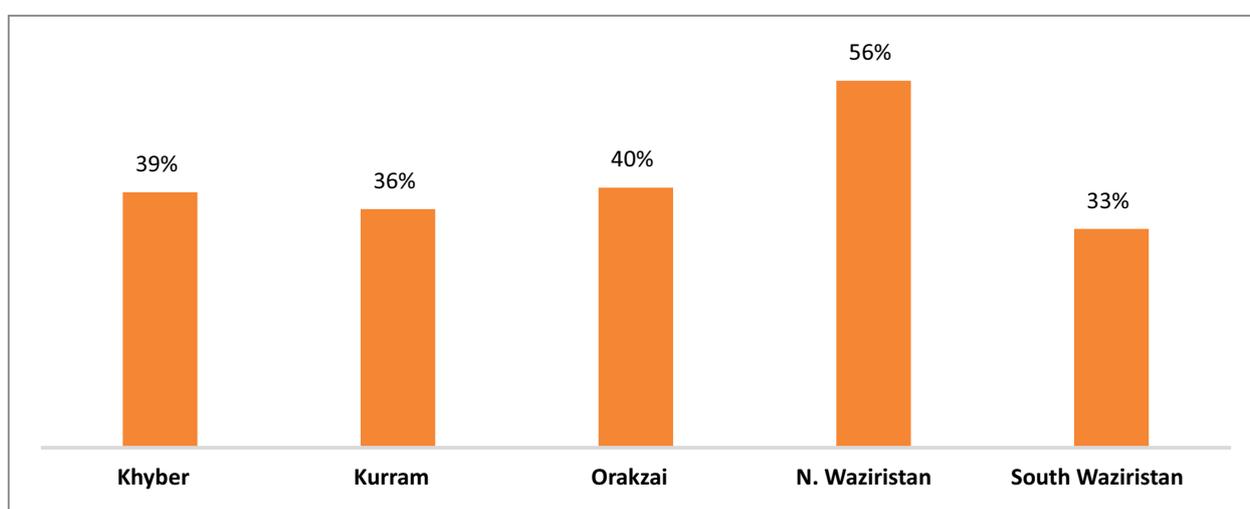


Graph 3.19: Shortage of health care staff at BHU/CHC level

Staff Availability at CD Level															
Staff	Khyber			Kurram			Orakzai			N. Waziristan			S. Waziristan		
	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap	Req.	Ava.	Gap
LHVs	24	16	8	44	40	4	16	12	4	71	29	42	16	10	6
Dispensers / Med. Tech.	24	14	10	44	32	12	16	10	6	71	43	28	16	12	4
EPI Technicians	24	14	10	44	12	32	16	7	9	71	22	49	16	10	6
Health & Education	24	16	8	44	40	4	16	12	4	71	29	42	16	10	6

Table 3.10: Gap between the available and required health care staff at CD level

Source: HeRAMS (2018)



Graph 3.20: Shortage of health care staff at CD level

The above description depicts a grim picture of the availability of key health care providers at the primary and secondary level health facilities. The shortage of staff at the primary level is appalling in itself since this is the only health care source available to the majority of the rural population, particularly women and children. It is also deduced that the overall health care package in all the selected Merged Districts does not include the provision of basic mother and child health services, including family planning, and pre- and post-natal services, availability of safe delivery kits and routine immunizations. Table 3.11 below shows the status of service provision and availability of equipment at the primary level health care facilities in all the five selected Merged Districts.

Staff	Khyber		Kurram		Orakzai		N. Waziristan		S. Waziristan	
	Ava.	Req.	Ava.	Req.	Ava.	Req.	Ava.	Req.	Ava.	Req.
<b>BHU Level</b>										
Service Provision										
Routine Immunization	8	12	18	19	17	20	6	19	6	7
Child Screening & Malnutrition Monitoring	1	12	7	19	14	20	1	19	0	7
Antenatal Services	7	12	11	19	7	20	4	19	0	7
Basic EmONC	4	12	8	19	6	20	2	19	0	7
Postpartum Care	2	12	6	19	6	20	2	19	0	7
Equipment Availability										
Refrigerator	8	12	14	19	13	20	9	19	1	7
Safe Delivery Kit	5	12	16	19	7	20	3	19	1	7
Sterilization Facility	1	12	8	19	12	20	18	19	6	7
Microscope	4	12	1	19	6	20	5	19	1	7
Delivery Table	8	12	9	19	15	20	5	19	1	7
<b>CHC Level</b>										
Service Provision										
Routine Immunization	8	10	1	2	1	5	15	15	12	19
Child Screening & Malnutrition Monitoring	0	10	1	2	3	5	0	15	1	19
Antenatal Services	2	10	0	2	2	5	1	15	0	19
Basic EmONC	0	10	1	2	2	5	2	15	0	19
Postpartum Care	0	10	1	2	2	5	0	15	0	19
Equipment Availability										
Refrigerator	3	10	0	2	2	5	3	15	8	19
Safe Delivery Kit	3	10	1	2	2	5	4	15	7	19
Sterilization Facility	3	10	1	2	2	5	3	15	7	19
Microscope	3	10	1	2	1	5	4	15	9	19
Delivery Table	3	10	1	2	4	5	4	15	8	19
<b>CD Level</b>										
Service Provision										
Routine Immunization	12	24	24	49	11	22	0	85	13	33
Child Screening & Malnutrition Monitoring	1	24	3	49	4	22	1	85	0	33
Antenatal Services	1	24	3	49	4	22	1	85	0	33
Basic EmONC										
Postpartum Care										
Equipment Availability										
Refrigerator	9	24	16	49	10	22	24	85	2	33
Safe Delivery Kit										
Sterilization Facility										
Microscope	3	24	3	49	4	22	28	85	2	33
Delivery Table	9	24								

Table 3.11: Status of Service Provision and Equipment Availability at BHU, CHC and CD level  
Source: HeRAMS (2018)

The readiness of the existing health facilities to deliver health service packages is unreliable due to lack of ability to provide 24-hour service, lack of full complement of basic equipment, lack of standard operating procedures (SoPs) for infection prevention, diagnostic, capacity and essential medicines to provide

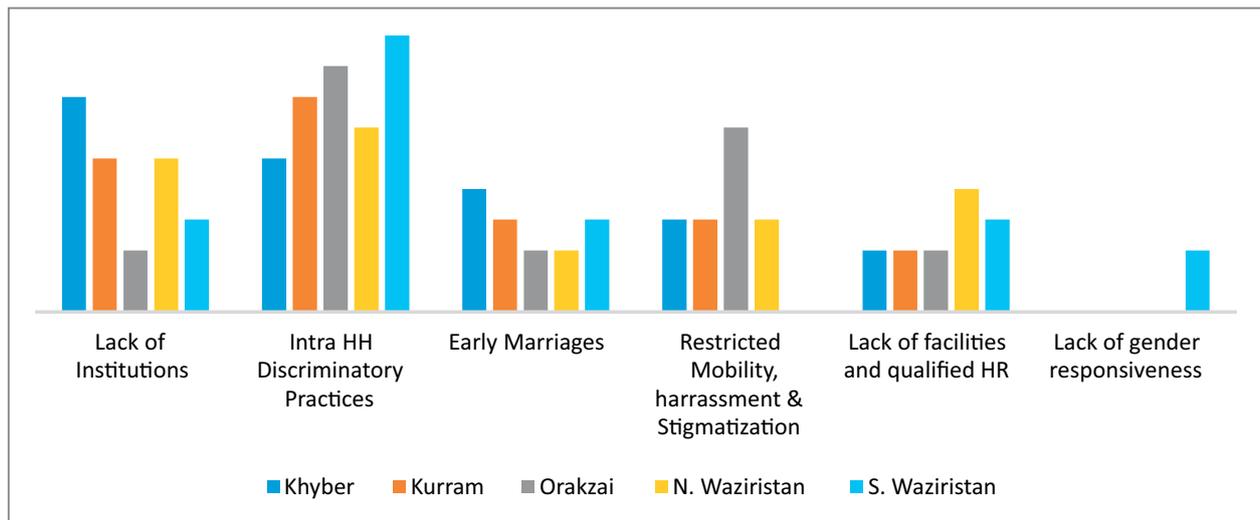
adequate MNCH/SRH services. The above table elaborates the disparity between the available and expected services and necessary equipment required to satisfactorily meet the health care needs of women and children in all the selected districts. In the case of Kurram district, there are only 12 health facilities in the district that provide some basic level of emergency obstetric and newborn care (EmONC), out of which only 9 are available at the BHUs, CHCs and CDs level. Another gap highlighted was the lack of evidence or quantifiable data, on any recent capacity building of healthcare professionals, or the presence of treatment protocols and referral guidelines, for victims of gender-based violence.

## Comparing Primary Data for Merged Districts

The second part of the comparative analysis comprises of the 'voices from the field', collected through FGDs, KIIs and consultative meetings from the selected Merged Districts. The primary data focuses on five thematic areas, i.e. education, health, women's economic empowerment, gender-based violence, and women's leadership and political participation.

### 3.4. Education

During the field research participants, highlighted many challenges that girls face in the attainment of their education. Based on the weightage given by the respondents to the challenges, a district wise comparison is presented below:



Graph 3.21: Education challenges emphasized by FGDs, KIIs participants

Respondents from Khyber district identified lack of Institutions as their foremost challenge. In the other districts, the major challenge that was emphasized was the intra-household discrimination that inhibits parents from sending their girls to school. Other challenges that were discussed, as given weightage by the respondents include early marriages; restricted mobility, harassment and stigmatization; and lack of facilities and qualified teachers. When comparing the finding from all five districts, intra-household discriminatory practices is placed as the number one reason for girls' lack of education.

A root cause of such discrimination is parents' preference of boys over girls, considering the boy as an investment and the girl as a liability. A persisting belief is that since boys carry the family name, and emerge as bread earners, they are worth investing in.

*“Boys are free to get an education, to play, to walk in the village street, but girls cannot do so”*  
*Out of School adolescent girls in Kurram*

Girls will get married and serve another household making no economic contribution to the parental household.

*“To settle down for a girl is more important than education. She has to raise and take care of a family. She does not go for a job, so family matters must precede education.”*

*Female FDG participant from Orakzai*

Participants also emphasized the existing perception that girls and women's roles were pre-ordained and revolved around household chores, family care and reproductive aspects of life. This 'reality' is also believed by some girls themselves.

Such beliefs make adolescent girls particularly vulnerable. Girls in North Waziristan seem to be affected the most, where around 95% do not attend school. According to the respondents, intra-household discriminatory practices are more common amongst non-literate parents, who are less willing to send their girls to schools, and instead send them to Madrasahs, which are more accessible to poor and rural parents.



*Source: The International News (2017)*

Parents prefer to send their girls to madrasahs since they are more accessible and affordable, and fulfil parents' perception of religious obligation as well. Madrasahs mushroomed and flourished during the Taliban regime. Gender discrimination was reported to exist in these madrasahs as well, i.e. female Madrasahs normally teach Quran and some basic religious rituals only; while male Madrasahs teach Quran, hadiths, rituals, logic and modern subjects like basic math, science and languages as well.

*“For girls, it is enough to learn the Quran and to know the basics of religion necessary for her daily life; the boys need to get higher religious education, they can become scholars and imams”*

*A female FGD participant in S. Waziristan*

Lack of Institutions was rated as the second highest weighted challenge by the participants of FGDs and KIIs. They reported that there are limited educational institutions for girls, making it necessary for them to travel long distances to reach.

*“We need more and more schools for our children, particularly girls, so that basic literacy is attained among all children. Then we need more primary and high schools to make our children skilful for their future livelihoods.”*

*A female political activist from Khyber*

The additional travelling costs, and lack of security, often affect the parental choice of schooling, particularly among marginalized parents; because if they want their daughters to be educated, they either have to accompany them to schools or arrange safe transportation. Cultural and mobility restrictions affect females travel to distant schools. It was, however, noted that girls living in urban areas of the selected Merged Districts have better access to public educational institutions. In Orakzai, the issue of restricted mobility was highlighted many times. Even those parents who want to send their girls to school feel restricted because of the non-availability of nearby girls' schools.

*“Times have changed, people want all their children to be educated. But they don't have access to schools and they can't guard their children 24/7 from going to, and coming from, schools.”*

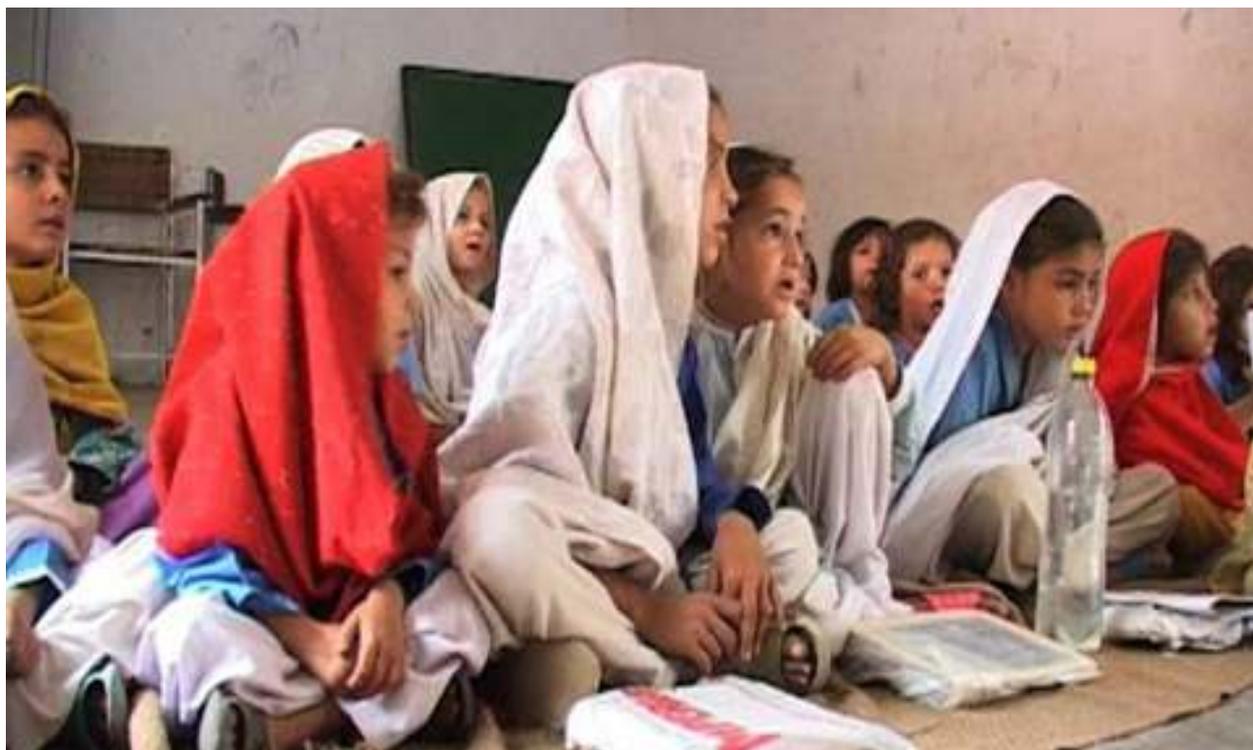
*A father from Orakzai*

*“Like me, several of us from Khyber definitely want our daughters to be highly educated – equal to our sons. We want them to be doctors, professors, lawyers and CSP officers. However, unfortunately, many of us are economically limited and cannot send our daughters to other cities for higher education. I would suggest that the government prioritize female education over males and establish higher education institutions for girls in every tribal district on a priority basis.”*

*Female KII respondent from Khyber*

And many cannot afford to invest in the additional required efforts and resources. It was repeatedly highlighted that situation in urban areas is favorable, as they are better equipped and girls can access several nearby schools, or avail local transportation. However, girls in rural areas continue to face problems.

Participants also identified the practice of early marriage for girls as a significant challenge across the districts, preventing girls from going to school or results in school dropouts. Perception regarding early marriage varies across urban and rural setting. Families in urban settings consider 18 years as an appropriate age for marriage, whereas in rural areas, people believe 15 years as an appropriate age for marriage. However, in both cases, girls' education is affected. Early marriage is a norm in all selected districts; parents see it as a religious obligation and a cautionary measure to protect girls from undue harassment. Early marriage may be one of the key reasons for dropouts in middle and high school. According to the KIIs and FGDs, early marriages are more common amongst the uneducated families and households with low socioeconomic status.



Source: Tribal News Network (2019)

*“Parents can hardly wait for their daughters to reach puberty. Girls face pressure from their parents for an early marriage”*

*Male FGD participant from Khyber*

*“Girls quit after 5th grade, because for further education they would need to go to Peshawar. Boys can survive alone, but girls cannot go to live on their own – be it with relatives.”*

*Respondent in Khyber*

Another reported barrier to girls' education is their restricted mobility, and the harassment and stigmatization faced at the community level when they step outside their home. Common examples were quoted across the five districts, where according to local traditions, girls are not allowed to go out of their houses without a male companion or a related family member. Since colleges are mostly situated in urban areas, they are out of bound for rural girls.

Even if girls manage to complete high school education, it would be difficult for her to pursue higher and technical education in the city. A respondent from Orakzai shared examples of sexual harassment that occurred in the district, making it now more difficult for girls to step out. Fear of social stigmatization compels parents to restrict their daughters from leaving home.

*“After graduating from primary education, girls reach the age of puberty and parents become hesitant to allow her to go to school. Arranging companionship or transport for them is impossible for many parents.”*

*A father from N. Waziristan*

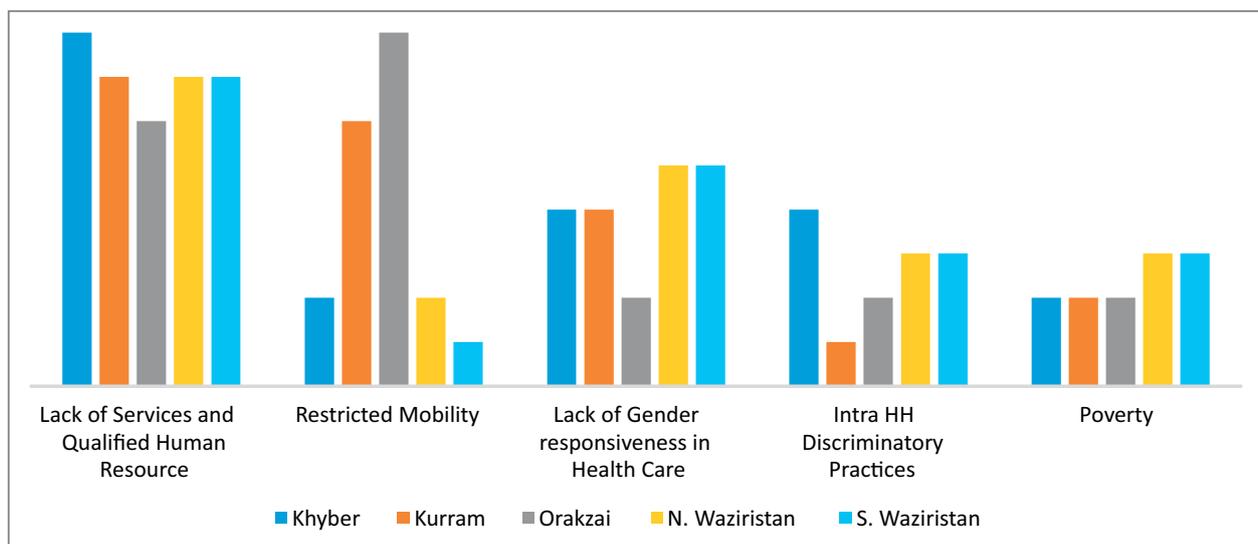
Respondents in all districts mentioned that all the Merged Districts were highly conservative, where wearing a veil (purdah) was diligently practiced, and female interaction with an outside unrelated male was prohibited. This makes sex-segregated schools, with only female teachers, a must. Currently, a majority of teachers, particularly at the secondary and high school levels, commute from neighbouring districts. Lack of

basic facilities at schools, such as the absence of latrine, boundary walls, clean drinking water and electricity, pose a challenge, and results in high dropouts.

In almost all the districts, the respondents emphasized the need to engage local female teachers for girls' schools, even if the government had to relax conditions for recruitment. Many suggested that if the local teachers were not available, the teachers who commute from the neighbouring districts or urban centers be provided safe transportation, or given family housing facilities near the schools.

### 3.5. Health

Primary research was conducted to understand the main challenges and barriers women and adolescent girls face at the household, community and institutional levels while availing health care services. Respondents from Khyber, Kurram, North and South Waziristan reported a 'lack of services and qualified human resources' as the biggest challenge that females face. In Orakzai, respondents reported this as a second major challenge, listing restricted mobility to reach facilities as their biggest challenge.



Graph 3.22: Health related challenges reported by participants of FGDs and KIIs

Lack of gender responsive in healthcare facilities was reported as a considerable challenge by all the five selected districts.

*“My daughter was sick, and I took her to the health facility three days continuously but could not find the female staff to examine her. At last, when her situation deteriorated, we borrowed some money from a neighbour and took her to Peshawar to a private clinic.”*  
 Female FGD Participant from Orakzai

Examples were shared of how disappointing the services offered by health care institutions were. One of the most significant was the lack of availability of qualified, technical and professional female staff to cater to women and children health needs. In a society that is conservative, and where purdah is religiously practiced, the availability of female health care staff is imperative and a pre-requisite to enable women and adolescent girls to avail health treatment. Currently, a majority of the available female staff were reported to have been recruited from outside the district; hence their attendance is irregular. In Kurram, respondents mentioned that the general attitude of the government health care providers has not been very welcoming.

*“We lack education and health facilities in Shiwa and we carry our patients to Miranshah or Bannu for even minor medical treatments.”*  
 Male FGD participant from N. Waziristan

The rural health facilities lack some very basic services such as labor rooms, medicines, delivery kits, and immunization, adding to the suffering and frustration of the people. Deliveries through unskilled traditional birth attendants at homes, are still a common practice, resulting in high maternal and infant mortality and morbidity.

*“Govt. hospitals are of low quality and have no quality staff & equipment. They treat women and men equally and do not have any special attention towards women and their needs.”*

*Male FGD participant from Kurram*



*Source: World Bank Group (2018)*

*“Men are considered superior. They get priority attention and are immediately taken to see doctors. Women, on the other hand, stay home unless very seriously ill, and even then, she has to seek permission and get money from the men.”*

*Respondent from N. Waziristan*

*“People are poor here. Unless the situation is very severe, women are advised to adopt traditional healing methods at the household and community level from elderly women in the village.”*

*Female FGD participant from Khyber*

*“When women or girls are seriously sick and/or have a complicated pregnancy – even then they mostly do not talk to males about their issues – only the elderly women are informed who then seek permission for the sick or pregnant woman to be taken to hospital. Simple illnesses are normally taken care of at the household level by elderly women using their traditional wisdom”*

*Female FGD participant from South Waziristan*

In all the selected districts, there is a lack of gender responsive healthcare facilities and services as a majority of the health facilities are either urban based or sparsely scattered in rural areas making a large segment of rural women's accessibility difficult. There is a lack of availability of female doctors, LHVs, nurses and

technicians, and those that are available are not adequately trained. Rural BHUs, CHCs, and CDs do not cater to the special needs of women and girls, such as sexual and reproductive health. To do this they would require female staff, equipment, proper labor rooms, medicines and immunization. Culturally, seeking health care from a male is not acceptable to a vast majority tribal population.

*“I met a pregnant woman in the hospital who was severely bleeding during her entire pregnancy. She was very weak. I asked her why she did not visit the hospital for treatment before. She replied that she shared her condition with her husband but he did not allow her to seek health services, saying that it was normal to bleed during pregnancy, and arguing that our mothers and grandmothers didn't go to hospitals during pregnancies and deliveries, so there was no need for her to do so.”*

*A female Health Care Provider in Orakzai shared her experience:*



*Source: Dawn News (2019)*

*“People do not plan in advance and they do not take women to hospitals, unless very serious. Our families prefer women to deliver inside their homes in Purdah – because of this, women face last minute complications – and sometimes end up in either women or child death or both”*

*Female respondent from Orakzai*

*“People, particularly poor children and women get sick quite often. We do not get good basic health facilities near our hometowns. People get basic treatment at home, but for serious illnesses, they need to take their patients to other cities and sometimes even Peshawar and Multan. Transportation to and treatment in big cities is very costly. To save family lives, the poor borrow money from others, which they try to pay back throughout their lives.”*

*Female FGD participant from North Waziristan*

Intra-household discriminatory practices and preferential treatment of boys over girls is also conspicuous in the tribal culture. Pregnant women expecting a boy can demand better treatment than the woman expecting a girl. In North Waziristan, sick and pregnant women face multiple constraints that can directly impact their very survival. Women's special health needs are generally not even recognized. When it comes

to access to health, women are not considered equal to men. Overall, comparatively, rural women face greater discrimination at the household level than urban women.

In the tribal society of the Merged Districts, women's health is considered a personal and private matter, not to be openly discussed with the male in the family. Sick women, particularly the pregnant ones, are hesitant to openly talk even with their husbands regarding their health. And yet, it is the men that decide whether a woman can access external health care support.

*“I have been there (to the health facility) myself and there were no basic facilities available to properly treat women. The place was very unhygienic, plus none of the equipment was in order.”*

*Key Informant from Khyber*

Poverty is a significant barrier to access health care services is the lack of resources available to pay for those services. Many of the health facilities that offer advanced services are in urban areas or distantly located in rural areas. Those from lower socio-economic strata find it difficult to bear the high cost of adequate health care. In most families, it is men, or elder women, who control financial resources. This makes the younger women dependent on males, mainly husbands, to access MNCH services. Women from the poorest segments of society are more at risk. The majority of the respondents were unaware of the Sehat Sahulat Cards.

*“We must take permission from our men before going to see a doctor. We are not allowed to go alone doesn't matter how serious the situation is.”*

*FGD participant from Kurram*

An issue repeated time and again was the restriction on women's physical mobility. The respondents highlighted the cultural norms that constrain women's access to health care facilities. In many rural households, women's health is not a priority and men are less likely to spend more money on their health, despite their demand for more children, particularly boys. A general attitude amongst men and even elderly women is that 'birthing' is a natural process, and should not demand additional care or support. Even for accessing health care for themselves or their children, women are not allowed to go out alone. They have to seek permission from husbands, fathers, elder brothers, or other male members for external health services. Furthermore, the companionship of a male family member is also required, meaning that her treatment is entirely dependent on the availability and will of male family members.

### 3.6. Women's Economic Empowerment

Across the Merged Areas, women are actively engaged in on-farm family-owned agriculture, albeit as volunteers and unpaid labor. They also help out with livestock management and small home-based businesses. Agriculture activities include plantation and harvesting of the produce, and livestock and poultry farming within or very close to their homes. A few women reported selling dairy products (milk and home-made ghee) within their villages and towns to supplement their family income. Though rare, some respondents gave examples of women's involvement in off-farm activities, such as their own home-based micro-enterprises - grocery shops, cloth shops, stitching and embroidery, making bridal dresses and a running beauty parlor.

Recently, educated women have been more visible in paid employment in the education and healthcare sectors, or at employment positions where women would have to deal primarily with women and girls. As confirmed by the respondents of both KIIs and FGDs, economic opportunities for women in the Merged Districts are very limited, and to carve out a share for them may prove challenging.

In the last decade, and more significantly after post-displacement, as part of rehabilitation efforts, development organizations have focused on improving livelihood opportunities for men and women. During the rehabilitation phase, many organizations successfully led cash for work initiatives for both men and women. This clearly indicated that if opportunities are provided, in addition to men, women will also opt for income generating activities.

In the past five years, numerous capacity building initiatives have been undertaken by government and non-government organizations for both men and women, to impart technical and enterprise development skills and to assist them to set-up or improve their business.

In a consultative meeting, the research team was informed of how a UNDP programme supported more than 2,600 women in accessing business management skills training, around 2000 women to receive technical, vocational skills and livelihood trainings, and follow-up support for around 800 women to receive business development grants. In collaboration with government departments and civil society organizations, FAO, USAID and GIZ have promoted on-farm and off-farm small enterprise initiatives in the Merged Districts.

During the conflict period, while the displacement had its hardship, for some there was also a silver lining. Those families, including women, who were camped close to urban centers were exposed to new ways of doing things. Some women had to adopt the responsibilities of their men e.g. going to the market for purchasing, dropping children to schools, etc. This resulted in mindset change for both men and women, where men saw the opportunity and potential of including women in more than just household chores. Most low-income families in the districts have limited cultivable land and are therefore currently engaged in subsistence farming.

*“Poverty is one of the biggest causes that hinder affordability of poorer segment of the district to properly cultivate their lands for bigger and marketable yields and gain access to the market and sell their products”*

*Both men and women highlighted*

*Male participant from Khyber*

Some initiatives have been taken by development agencies to train small landing farmers to grow high value, off-season vegetables, or set up farmer enterprise groups for collective buying, processing and selling. Some initiatives have introduced women to new sets of skills, such as marigold production, animal milk production and by products production, mazri work, quilt making, mushroom production, etc. A KII respondent shared how women in Khyber district have increased their income by engaging in producing marigold, milk by-products, mazri, quilts, etc. to improve their socio-economic status. These women can also be supported through women extension workers for better on-farm practices and a farm to market connect, also through tele-farming.

Responses from all five Merged Districts indicate that women's role in the on-farm economy is becoming visible, and they are active in harvesting on their family lands. However, it will take time and effort to ensure that this role is adequately valued.

*“Women are the most devoted caregivers and service providers at the HH level and they never demand any reward or wages for faithfully serving their families, even if they are providing extra services, like working on the farms; unfortunately, still their efforts are considered worthless.”*

*A female Key Informant from Khyber*

Women's involvement in paid agriculture activities remains almost non-existent, mainly because even if they are active in the production process, they remain invisible to the market due to purdah and restrictions on physical and social mobility. As shared by the participants, women are not allowed to work on other peoples' lands because of cultural norms, given that paid work lies in a man's productive domain. No matter how much she assists the man in his economic activity, a woman's work will be an informal contribution, and will, therefore, remain unaccounted.

*“Women are not supposed to work on other people's land for payments, it is against our culture and traditions. If she is working in her own fields, she would be doing so only for the family.”*  
An elderly woman from Kurram

According to the local traditions and tribal laws women do not own land as culturally and traditionally only men are entitled to property ownership rights. This gender discrimination persists across urban and rural areas of Merged Districts, and there is no significant variation between the rich and poor or educated and uneducated. The tribal woman will remain a tenant, even if it is family land. Some of the female respondents indicated that if they had ownership of lands, and could cultivate it as per their will, they would most certainly engage in livelihood activities.

An area of economic activity that is common in the Merged Areas, and where women are actively engaged, is the breeding and caring of livestock. The primary purpose of having livestock is to ensure dairy and poultry products for family consumption. And that may be why most male and female respondents see this activity as a part and parcel of their reproductive role, and not a highly potential source of livelihoods and income for women. Currently, many of the economically poor households have small herds of livestock mainly for their households.



Source: UNDP 2018

However, some FGDs and KIIs female participants also shared how they were supplementing their family income by selling milk, ghee and eggs to the neighboring community. In Kurram, it seems that families are comparatively more involved in supporting their male family members in agricultural activities. While in the

Waziristan region, women's involvement in agriculture is comparatively low. A respondent did, however, share an example, where a woman in her village oversees livestock for other family members and charges a fee or takes payment in kind.

The recent successful efforts of economic intervention carried out by the UN agencies and non-governmental organizations (for example, the FAO and SRSP interventions in Kurram) and the overall economic pressures caused by higher inflations have somehow started the change of mind-set of the tribal people. In all the districts, women requested support from the government and non-government entities for capacity building and allocation of resources in kitchen gardening, green fodder farming, fruit and vegetable production and processing, backyard poultry farming, and lamb fattening. Women can also be provided training in marigold production, milk by-products making, mazri products, quilt making and mushroom production and processing. For women in North and South Waziristan, training in fruit (plan nuts, apricot, apples, etc.) harvesting, cleaning, grading and packaging, would be more beneficial; while females in Kurram and Orakzai would be more interested in vegetable farming and packaging. However, these trainings need to be tailored according to the local contexts and geography.

There are currently limited opportunities for women, except in the fields of education and healthcare. Given cultural restrictions, there are not many avenues that are open to the majority of women in the Merged Areas. The respondents had high expectations that once development begins in the Merged Districts, employment opportunities for women will increase in the public sector. It is expected that women in Khyber will be more interested in employment opportunities given their higher education levels and closer proximity to the provincial capital Peshawar.

*“The district needs more health facilities, schools, social welfare centers and local government's interventions. This will not only bring development in the area, but also generate employment opportunities – we expect that now after merger things will improve.”*

*An elected provincial representative from Kurram*

In both Kurram and Khyber, each year hundreds of girls graduate from high school and college. However, only a handful of these educated women are accommodated in the formal employment sector, mostly as a teacher and health care providers in various government and non-government institutions. The rest remain at home and/or get married.

Several research participants noted that lack of employment opportunities, particularly among the youth, is one of the major reasons for social unrest, economic insecurity, and the overall prevalence of poverty in the Merged Districts. In the past, it is the lack of economic opportunities that have compelled the youth to engage in militancy.

Currently, due to a lack of locally available employment opportunities, the majority of male's travel to other parts of the country – Islamabad, Karachi, Lahore and Peshawar, and to the Middle East in search of a job that will provide livelihoods for their families.

In the tribal societies of Merged Districts, women are highly discriminated against participating in productive activities, particularly outside their homes. They are considered weak and are confined to fulfill household chores. The analysis of the field data concludes that such views regarding women economic participation mostly remain the same in urban and rural areas as well as among the educated and uneducated people. However, many FGD and KII participants also informed that these trends in almost all Merged Districts, particularly in their urban centers, is now changing, and there is a shift in men's view regarding women's participation in economic activities owing to limited agriculture lands, lack of irrigation water, scarcity of income opportunities and overall inflation.

And yet, there are still those women and men who believe that it is the man's job to earn income. As per one respondent, why should women make it hard upon themselves?

*“Women are the queens of our houses, what else do they want? They get everything at ease sitting at their homes. It's the men who suffer the hardships to make a living.”*

*A male participant from Khyber*

According to some respondents, it is girls that receive higher education and/or are employed who challenge the traditional practices of early marriage and restricted mobility. They are the ones who challenge and change their parents' and family expectations from them.

In the next 5-7 years, one expects to see accelerated development in the Merged Areas. Numerous development projects have been activated, and more opportunities are in the pipeline. All of these are expected to create unprecedented opportunities for both men and women to actively engage in economic activities, be it through jobs or enterprise. However, the skill set that will be needed as a result of new initiatives must be identified now, and appropriate technical and vocational training be made available, so that when the time is right, these opportunities can be tapped.

*“I have seen hundreds of girls and women in Peshawar working in schools, colleges, universities and hospitals. I hope after the merger these services will expand here too. However, I suggest that we should be provided with training opportunities, because in our regular schools we don't get such knowledge.”*

*A young adolescent girl from Orakzai*

Participants from Kurram, Khyber and South Waziristan shared examples of women who have started supplementing their household income by setting up home-based micro enterprises such as grocery or cloth trading shops, sewing, embroidery, stitching and knitting. Though they face mobility restrictions, they manage to sell their products within the village and nearby villages as well. In Khyber district, a woman shared an example of how she was selling her products to a middleman, who sold them to shops in Peshawar. Respondents also shared how in Parachinar, Kurram, there are a few women-run shops (like a woman only market) in one part of the city that provides services to women only. In North Waziristan, women reported making and selling handicrafts from home, rearing and selling livestock, chicken and eggs at the village level.

During our field study, many females from all the selected districts mentioned their interest in receiving skills and enterprise training around their localities so that they could initiate and enhance their income. Many were keen to explore ways in which they could acquire seed money or start-up support (financial and technical). A KII respondent shared an example of how 60 women from these Merged Districts were imparted business incubation training. In short, based on this consultation, it is apt to say that there is an openness emerging amongst both men and women to exploring pathways to economic opportunities for women, that should be tapped and leveraged.

*“We should be provided training on entrepreneurship skills within our area. Once trained, we need some money to start our business. Unfortunately, we don't have enough money to start a business and don't know how to deal with banks.”*

*Few participants mentioned*

In urban areas of the districts, women can be seen in markets in the veil, and to some extent can buy and sell. But in rural areas, their mobility continues to remain highly restricted. In most of the areas, women going to

markets, even in purdah, are stigmatized as “immoral” women. Therefore, many rely upon their male family members or Masharani or third parties (middlemen) to buy raw materials and sell their products. Women's access to credit/finances is hindered because of their lack of education, awareness regarding opportunities, markets, bank procedures, and interests. There are opportunities available in the Merged Districts to access finance, which includes leveraging the “Insaaf Rozgar Scheme” executed by Bank of Khyber. Akhuwat branches are active in North Waziristan, Kurram, and Orakzai, and can extend interest free loans/finances to new male and female entrepreneurs, but to avail this opportunity they need support to receive business know-how, capacity building trainings and awareness regarding banks, SMEDA, Prime Minister youth support & Ehsaas programmes, etc.

*“Our people are uneducated and have very limited exposure to the outside world. It is only because of the recent displacement that we had the opportunity to live outside the district and be exposed to other ways of life. But still, we don't know how to deal with outside businesses because we don't have proper knowledge and documentation.”*

*A male key informant said in Orakzai*

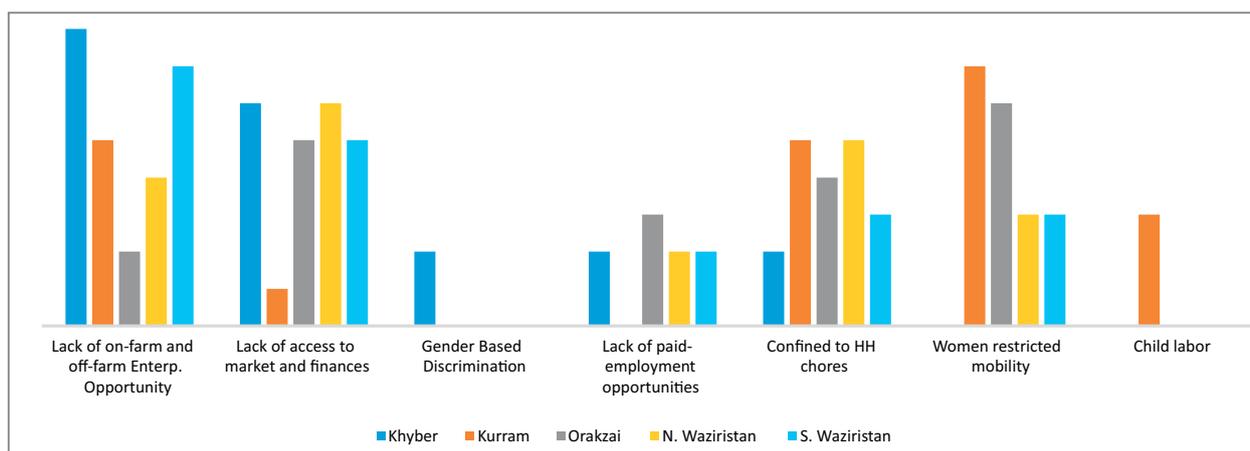
Though there is no authentic available data at the region or the district level, it is assumed that there are a large number of women-headed households in these districts. Most of these women are either widows, who have lost their husbands and other males family members in the drone attacks, militancy and military operations; or those with a much older husband who may be sick. Because of mobility restriction, these women are not permitted to go out for work, and therefore lead an impoverished life. In Orakzai and South Waziristan, many such women and their households were reported to be dependent on charities of their family members, villagers, or supported by the village philanthropists. Though many of these women get cash support from the Benazir Income Support Programme, this remains insufficient for their needs. Based on interviews only, it seems that women headed households are in greater number in South and North Waziristan, perhaps because of continued militancy and military operations.

*“People of the area support me financially and provide me other necessary items. My paternal relatives also support me, because I have no source of income. However, that support is meager and I am unable to provide my children with good education and health.”*

*A widow in N. Waziristan*

Local elected representatives and social and political activists volunteered to supply additional data on this deserving group, should there be an interest to take this discussion further.

Based on the responses collected during the FGDs and KIIs, seven major challenges were highlighted that prevent women from actively participating in economic activities. Though the challenges are common across the five Merged Districts, the severity of the issue varies from district to district. A graphical representation is presented below.



Graph 3.23: Major challenges faced by women for their participation in economic activities

Khyber and South Waziristan valued “lack of on-farm and off-farm entrepreneurial opportunities” as women's biggest challenge and hindering their participation in economic activities. Participants from Kurram believed that 'women restricted mobility' was the biggest challenge in their district. North Waziristan's participants viewed 'lack of access to market and finances' the biggest challenge for those women of their district who wanted to participate in economic activities.

The research participants, particularly women also examined several contextual opportunities relevant to their respective areas, which they wanted to engage in, and supplement their skills and knowledge, for enhanced livelihoods. Some of the major ones are presented in the following table:

Women Preferences for Enhanced Economic Opportunities and Livelihood	
On-Farm	Off-Farm
Kitchen Gardening	Bio-gas Production
Fruit & Vegetables Production & Processing (pine nuts, apple, apricots, etc. for pickles, murrabah, tomatoes, Potatoes, etc.)	Small Women-owned Businesses (shops)
Green Fodder Farming	Embroidery and Stitching Skill Development
Date Farming & Packaging	E-Commerce Business Training
Backyard Poultry Farming	Health and Education Social Enterprises (schools and clinics establishment)
Cattle Farming	Beauty Parlour/Beauty Saloon Training and establishment
Livestock Rearing / Animal Husbandry	Vocational Training (health technician, LHW, etc.)
Dairy Farming	
Wool Production	
Fish-Farming	

Table 3.12: Women preferences for economic opportunities and livelihoods

### 3.7. Gender-based Violence

Before the independence, administration of the tribal areas of Khyber Pakhtunkhwa was complemented with the Frontier Crimes Regulation, a law that was an engine of oppression and subjugation. Through this law, inhabitants of tribal areas were subjected to systematic exploitation and unfair treatment. This system continued for decades even after the independence of Pakistan and people generally remained deprived of their basic human rights. Conservative cultural norms in a deprived environment negatively affected the security and mobility of women. Conflicts and wars further deteriorated and disturbed the lives of the common people. Given their role in the household, and their lack of access to, and control over, resources, women have been the most vulnerable and deprived segment of the patriarchal society.



Source: Asia Foundation 2018

The rise of militants in the region challenged the writ of the state and impacted the social structure of society. Their biggest and most negative impact was on women and girls. They destroyed female education infrastructure to discourage their access to education. They suppressed the proponents of rights and education by killing them. They created a situation of fear and deprivation, and restricted women's movement and any form of social, economic, and political empowerment.

*“A woman had started her own garments business in the Bara market. Her husband used to support her in the business, which was doing very well. But then came the militants, who imposed a ban on females' education and jobs outside.”*

*Levine, Ullah, Khan, Mushtaq Ahmad & Uddin, 2019*

When the military initiated their operation, some families left the districts, while others stayed. However, that era also limited mobility for men and women, and left a permanent mark on the minds and psyche of those who experienced those times. To date, the military is still stationed in the districts. There are frequent security checks and curfews, making it impossible for men, let alone women, to feel safe. Many still carry the fear and trauma and the learned behaviors of the past. And according to the KII respondent, military presence and security checks is one major reason why women mobility continues to remain restricted.

In addition to all else, there is sectarian violence in Kurram and Orakzai which also impacts the mobility of local people, and more so the situation of women.

*“Women suffered a lot during the displacement, and this increased multiple folds when compelled to live in camps. Though some relief packages were offered, but in no way can they substitute for their once settled life.”*

*A female key informant from Kurram*



Source: Pakistan today, 2014

On the other hand, because of cultural restrictions, women generally have limited exposure and mobility outside their families and villages, which restricts them from attaining education, proper healthcare and economic opportunities. Displacement was a harsh reality. During this time, men and women faced hardships and losses such as destruction of their house and livelihoods, disruption of their children's education, direct combat with cold and harsh weather, hunger, and psychological trauma of war and conflicts. But on the plus side, men and women were also exposed to a better governed State, one where it was possible to access better public services, i.e. education, health, transport, public parks, paved roads, housing with sanitary facilities. This exposure provided the people of the Merged Districts a measurement for quality living standards. And it brought about, in both men and women, a positive shift in patriarchal and conservative mindset.

*“Females suffered a lot during evacuation – a pregnant woman and some old people died on the way. Some were harassed and sexually abused during the evacuation, while many families were looted.”*

*A female key informant from Orakzai*

As a result of their exposure to other cultures, some families are resisting notorious societal practices such as Swara and Ghag or Zhagh, exchanging women for blood feuds, and claim of man over a girl, etc. During displacement, women had to undertake many roles that men used to earlier play, e.g. shopping for grocery or household items, dropping children to school and picking them, paying utility bills, etc. Because of displacement, some families have established their businesses in big cities. Their level of conservatism has reduced. During their displacement, some women who lived close to, or in, urban centers, set up small home-based businesses or took up a job.

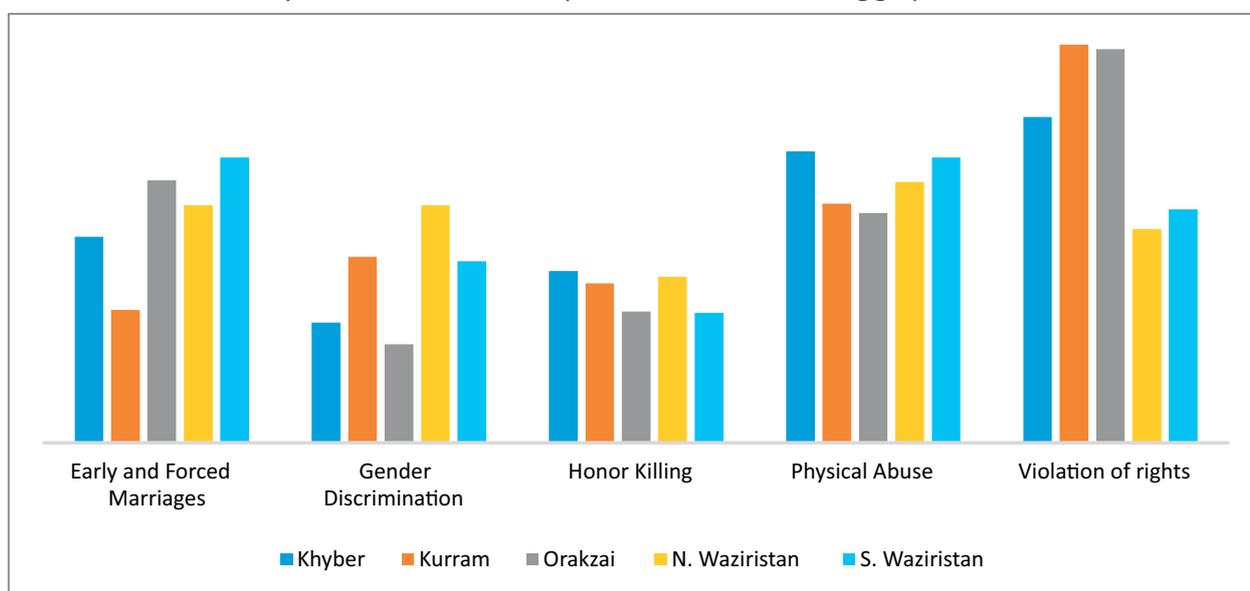
*“Though initially difficult, but over time, the IDPs started searching for a permanent livelihood in these cities; with-time many have successfully established small and large-scale livelihoods.”*

*A male key informant from South Waziristan*

Despite many efforts, the research team could not find any valid data or research carried out on GBV in Merged Areas. The only reliable available data was from the Demographic and Health Survey Pakistan (2017-18) in the erstwhile FATA region which highlighted the following:

- More than 66% women experience spousal physical, sexual, or emotional violence.
- Out of these 66% of women, around 80% never seek help because of shame and non-availability of effective remedial sources/outlets.
- 95% of the women themselves justify wife-beating for petty reasons.
- More than 99% do not possess any land or properties, and women have no access to their inheritance.

During primary research, it was decided that more emphasis would be placed on discussing this topic, and requesting anecdotes, examples and quotes. It was a challenge to have women openly express their views on the subject, and discuss traditional practices and experiences with regard to GBV. However, the FGD and the KII respondents confirmed that GBV practices existed across the Merged Districts, and in urban and rural areas. Complemented by the one-on-one interviews with the key informants, the five more common types of GBV and their severity across the districts are presented in the following graph.



Graph 3.24: The types of GBV and their severity across the five selected districts

All the selected districts highlighted the occurrence of five types of GBV. However, respondents from Khyber and Kurram districts emphasized that “violation of rights” of women as the biggest type of GBV prevailing in their district followed by 'physical abuse'.

*“We face the worst forms of gender discrimination in the world. Our important roles as mothers and wives are not recognized. Everything we do is taken for granted. Women are neither given rights as prescribed by the religion nor as per the Constitution of Pakistan. We were, and are, considered as second-class citizens within and outside our homes.”*

*Female key informant from Khyber*

*“To date, the birth of a boy is widely celebrated, while that of a girl remains quiet and confined affair at home. It is as if a woman has to be ashamed of giving birth to a girl.”*

*Adolescent girl from Orakzai*

The respondents from Orakzai reported 'violation of rights' as the number one GBV in their district, followed by 'early and forced marriage'. Respondents from North Waziristan indicated that 'physical abuse' was the biggest form of GBV in their district followed by 'gender discrimination'. While South Waziristan reported 'early and forced marriages' and 'physical abuse' as equally traumatic forms of GBV in their district.

Violation of rights is a GBV issue that prevails across all selected Merged Districts. Women and girls are deprived of their right to inheritance. They cannot own land. The gender-based discrimination at the household level begins with a preference of boys over girls, impacting girl's access to, and control over, every resource, e.g. education, healthcare, mobility, choice of food, clothes, decisions regarding marriages, etc. Women do not have control over financial resources, and are not involved in any decision-making, even at the household level. Though people in the tribal areas claim to follow Islamic teachings, in practice they negate many of the edicts of the religion that actually gives women basic human rights as noted by many women and girls.

*“It is an inhuman and barbarian practice, which has been in practice in this society for ages. It is more often used for personal benefits or to exact revenge.”*

*Female key informant from N. Waziristan*

Physical abuse is the most common, and the most rampant form of violence. Women are subjected to domestic violence, particularly physical and verbal abuse and assault. And this can happen for the pettiest reason, e.g. there was insufficient salt in the food. Many of the respondents reported physical abuse as a matter of daily routine.

*“Wife beating is common – our men say that women are like animals. They only understand the language of a stick to keep them on track.”*

*Young female FGD respondent from North Waziristan*

According to them, these issues exist in both urban and rural settings, but its occurrence is comparatively more in uneducated families. Interestingly, some older women believe that being a woman, it is in their destiny, and it is 'normal' to be beaten when women will not fulfil their household responsibilities.

*“Domestic violence is a serious issue faced by women. And their perpetrators are men who are supposed to protect her, i.e. close male relatives like brother, father, husband, brother-in-law, and father-in-law.”*

*Female key informant from South Waziristan*

Honor Killing – A few respondents of FGD and KIs reported the occurrence of honor killing and considered it a serious issue. Though the secondary data noted that in Orakzai and Kurram 1-2 cases of honor killing happen every two weeks (the FRC report, 2019), but several research respondents negated this and said that incidents of honor killing are on the decline and hardly 1 to 2 cases come forth in a year. However, there was also a dominant view that because of the non-existence of main-frame media in the region, such cases are not reported in the press. In South Waziristan, the word 'Tor' – translated as 'Black' is used for 'dishonor' – when a man and a woman commit adultery. It also reported that Tor happens, but its occurrence has been quite rare during the past few years.

*“Husband of a beautiful girl, who was mentally unstable went to Afghanistan and rumour spread that he is dead. The husband's brother asked the woman to marry him, but she refused on the basis she was not sure of her husband's death. The husband's brother got violent and accused the women of adultery with a young boy in the neighbourhood and shot her dead, which later proved to be a false allegation.”*

*A female key informant from Khyber*

Honor killing invariably exists in the urban and rural setting of all selected districts with slight severity in rural areas. In North Waziristan, honor killing is usually termed as suicide just to avoid the stigma attached to honor killing. Many participants were of the view that the insurgence of Pakistani laws in the region will further decrease the honor killing incidences.

*“Women in our society are treated worse than dogs.”  
A female from Kurram who was exchanged to settle a feud*

Early & Forced Marriages - Early marriage is a common phenomenon across Merged Districts. Girls are married at the age of 15 to 17 years. Our respondents also mentioned that sometimes the girls are married at the age of 13 years, particularly in South Waziristan.

*“As part of the culture, parents do not ask their daughters their choice of a marriage partner. Most parents see marriage as a responsibility to fulfil at the earliest.”  
An adolescent from S. Waziristan*

Parents find it obligatory to marry their daughters soon they reach the age of puberty. Besides early marriages, girls also face forced marriages. Parents take their decisions and enforce them without getting the consent of their daughters.

*“Unfortunately, early marriages are quite common in our society. Furthermore, marriages are mostly fixed at birth for both boys and girls. The parent can hardly wait for their daughters to reach puberty. Girls, more than boys, face pressure for an early marriage, from the parents' as well as the in-laws.”  
A key informant from Khyber*

The worst form of forced marriages is when women are married in exchange for blood feuds. This practice is called Swara in Pashto, where the family who has killed more members of the opponent family has to exchange girls to settle the dispute. Many respondents reported that such marriages were more common earlier but not anymore. Marriage of a widow with a husband's brother is a common practice. This form of forced marriage easily becomes the cause of the GBV, if a woman refuses such marriage. Such types of marriages are still taking in many parts of the MDs, with an argument that the 'family honor; should remain within the family.

Respondents were asked about the existing rescue & relief services they could be accessed in a time of need. Since the entire region has been following the same type of traditional and tribal codes, their response was unanimous. All of them responded that in the majority cases victims remain silent and bear the violence in the name of shame, stigma and family honor. However, a few female victims may report to their (parental) families and their families resolve the issue. Only some severe cases would be reported to the local jirga. The team was informed that even members of a Jirga may avoid intervening in such cases, and may compel the families to reconcile, instead of punishing the culprit and providing relief to victims.

*“The difference between people in cities and this region is that people in urban districts of Khyber Pakhtunkhwa report GBV cases to police, courts, media and other state authorities, while here we cannot even discuss such cases in our conversations”  
A female political activist from South Waziristan*

In the post-merger scenario, the tribal women are optimistic that their (the victims/survivors) voices will be heard through the courts of law. The elected representative from North Waziristan raised several concerns: Will a woman who is not as well-resourced be able to the costs of filing and following cases in the current justice system? Will the Pakistani justice system be able to issue timely and speedy decisions? Will safe houses or shelters be available for those women who need a secure shelter to avoid any kind of retribution? According to the respondents from other districts as well, the current situation is not promising. Almost two years after the merger, the courts are yet to be established within the districts (except Kurram).

### 3.8. Women's Leadership and Political Participation

Women's civic engagement and the participation of women in an election has been a controversial topic in the newly Merged Districts. Some voices support the participation of women as voters and candidates, and then there are those who oppose.

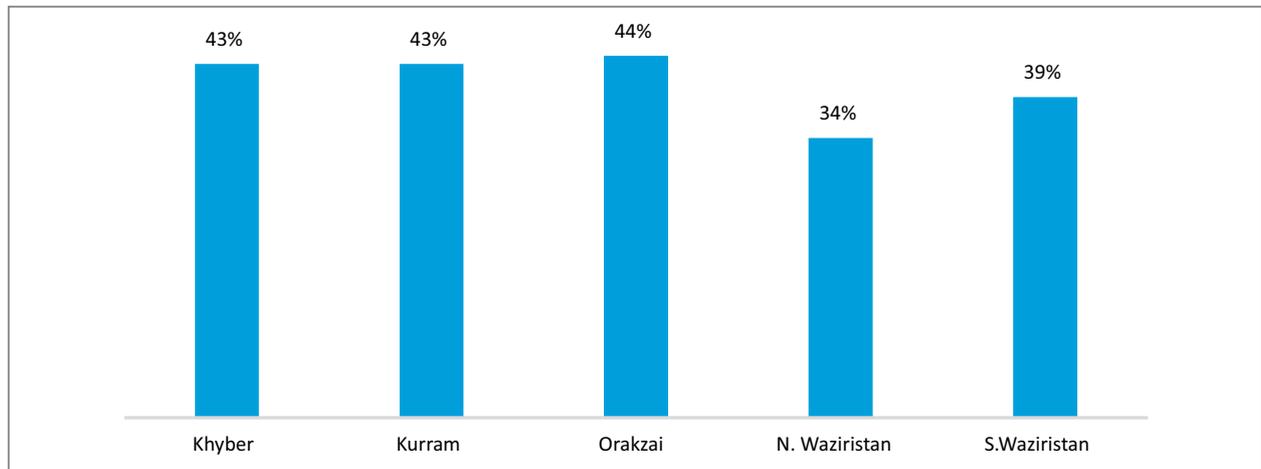
The elections of July 2019 were the historic moments for all the Merged Districts when people for the first time cast their votes to elect their representatives for the Provincial Assembly of Khyber Pakhtunkhwa. Following the election, in August 2019, twenty-one candidates took oath in the Provincial Assembly and became part of the mainstream politics and lawmakers for the first time. Women participation in politics has conspicuously come forth, as per the ECP data, women voters' registration witnessed around a 40% increase as compared to 2013 elections.



Source: *The Frontier Post* (2019)

According to the Election Commission of Pakistan, for the provincial assembly elections 2019, the total registered voters were 2.8 million in tribal districts, out of which around 1.13 million were women registered votes. Due to cultural reasons, although a large number of women are still not registered as voters; with this number, however, women can play a decisive role in winning or losing of any candidate. Unfortunately, the participation of women in elections has always been controversial in the Merged Districts. Voices from various quarters raise opposing participation of women in elections; though less in number (only 28.6% in 2019), but it is encouraging that women participate as voters in the elections.

Women's struggle for their role in leadership and political participation started since 2013 elections and before that their participation was insignificant. In 2013, Badam Zari, from NA-44 Bajuar Agency (former FATA) directly participated in the election as a candidate. Ali Begum from Kurram and Naheed Afridi from Khyber districts followed her legacy and participated in the 2019 provincially assembly elections. In the 2019 election, though Ali Begum and Naheed Afridi could not win their elections, they laid a foundation stone. Indeed, four women were selected on reserve seats and sworn into the Provincial Assembly, three of whom are from Merged Districts.

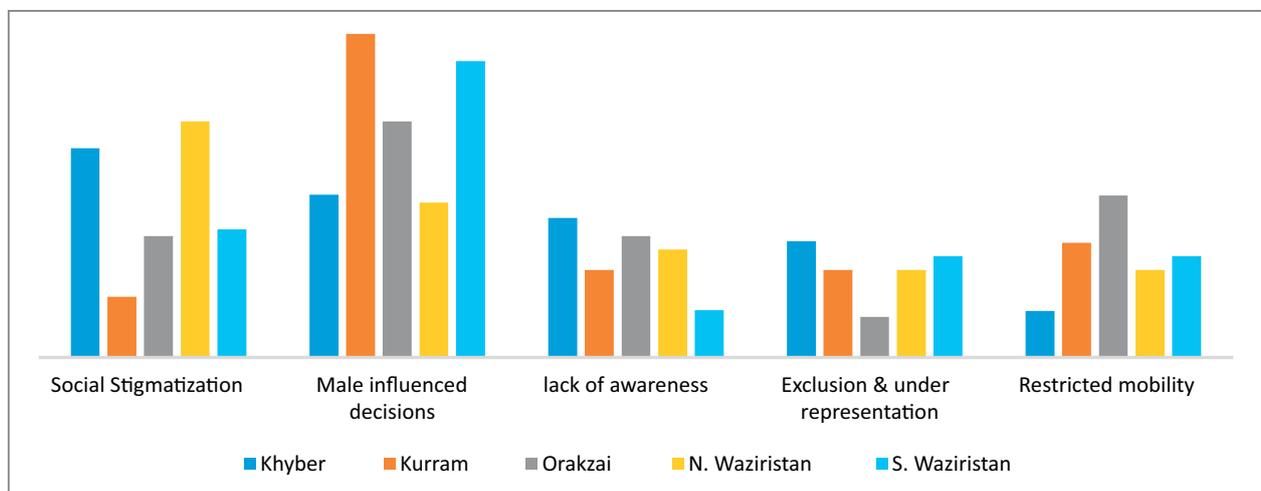


Graph 3.25: The percentage of registered women voters, against the total registered voters in each Merged District

The above graph highlights the percentage of registered women voters, against the total registered voters in each Merged Districts. It is heartening to see that a large number of women are now part of the political process, and can pursue their rights protected under the Constitution of Pakistan.

During the FGDs and KIIs, participants were given a chance to discuss their experience of 2019 elections and also, they were encouraged to express their expectations from the upcoming local government elections. Participants were vocal and excited to share their experiences as many of them informed the team that they were mobilizers of various candidates and participated in elections enthusiastically. They told the team that though the turnout as compared to total registered women voters was very low but if this turnout is compared with that of the 2013 election, the results are encouraging. They also expressed various challenges faced by them, which are presented in the following graph based on the weightage given to these challenges by participants.

The graph below highlights the challenges, and the severity of issues, affecting women's leadership and political participation across the districts.



Graph 3.26: Challenges affecting women's leadership and political participation across the Merged Districts

Though participants from all districts expressed that they faced five major challenges during the election. However, participants of Khyber and North Waziristan districts were of the view that the biggest challenges for women in their districts were 'social stigmatization' followed by 'male influenced decision'. Participants of Kurram and Orakzai expressed 'male influenced decisions' and 'restricted mobility' as major challenges. Participants of South Waziristan also emphasized over 'male influenced decision' being the biggest challenge followed by 'social stigmatization'.

Respondents from Khyber and North Waziristan felt that social stigmatization was a major reason why women would not actively participate in politics. They described social stigmatization as 'being labelled as 'not a good woman, or being spoken of in a derogatory way. They were reluctant to participate in the political process as either candidates or voters.

*“Unfortunately, women are highly discouraged to play leadership roles by this patriarchal society. If women want to contest in the elections, her family and people of the area will not allow her as it is considered against the local customs and people will badmouth her.”*

*Male participant from Kurram*

Moreover, sexual harassment cases reported from some political gatherings in other KP districts, also added to families' reluctance to let their women participate in politics.

*“Stepping out for females to participate in politics is like preparing oneself for stoning from the people of this conservative society. When a woman goes out for even a genuine health reason, people use derogatory words for her. So, politics is a far thought.”*

*Female from N. Waziristan*

Male influenced decisions were heavily reported by the participants from all the selected districts. They told that women were not free to cast their votes out of their own free will. In general women in the MDs lack participation in any sort of decision, particularly outside their homes. The male members of their family have mostly influenced their decision. Female political participation and vote cast also is highly influenced, and women have to cast even their votes as per the wish of their male family members – mainly husbands, fathers and brothers. In the tribal society of all the districts, the clans and families have a strong influence in shaping the decision of the communities, including women.

*“Men have more wisdom and experience and can make better decisions”*

*FGD participant from Kurram*

People give votes to certain clans instead of taking into consideration the manifesto, plans and priorities of the contestants. It was observed throughout the MDs that women cannot participate in politics and use their own choice, rather their males influence all their participation and voting choices.

*“A woman's place is at home; the outside political affairs are for men. They know better than us what and who is right for our leadership.”*

*A female from Orakzai*

*“Most of the time it is the tribal elder who decides for the entire tribe who should they vote for. And the whole tribe complies with the decision.*

*A female key informant from N. Waziristan*

Lack of Awareness was also reported by participants from all districts; however, more weightage was given by participants from Kurram and Orakzai districts. Many factors such as illiteracy, less exposure, restricted mobility discourage women to engage in activities outside their homes. Due to some of the same factors, women were indecisive on whom to vote and why in 2019 elections as well. In such situations, women rely on others, mainly male family members' decisions, to cast vote as per their directions or even abstain from the democratic process. Furthermore, participation as a candidate and voters is a novice experience for the MD women. However, a majority of them are not yet adequately aware of the electoral processes which makes them reluctant to participate.

*“Success in politics needs strong support and backing but in Kurram's tribal society women are neither supported nor given any leadership roles.”*

*In Kurram many women were of the view*

*“For the last many months since the 2018 merger, we at the local government level have been trying to encourage women to come forward and get ready for the upcoming local government elections. However, we are not successful in interesting women in these processes. Now we have to first convince and motivate the gatekeepers (the males) to create space for women so that they can actively play their developmental and decision-making roles.”*

*Govt. official from Merged Area secretariat*

Exclusion and under representation were mainly highlighted by the participants of Khyber and North Waziristan districts. Participants were of the view that women's active engagement with civic, political and electoral process is not approved at the household as well as the societal level. Leadership and politics are considered as 'men's job', while women's gender roles prohibit their participation in public affairs.

All political parties in all the selected districts have a male dominating environment, with representation from the same patriarchal mindset, which makes it challenging for a woman to enter and actively engage in the political process. Furthermore, to make room in political parties requires huge financial and human capital, which is a difficult proposition for women to manage, thus the political parties would rather prefer influential men than women to ensure intra-party support, and to ensure winning the assembly seat. None of the political parties have established their women wing in the MDs so far. Indeed, the political process in the MDs is in its infancy; an enabling environment for women's political participation and playing an active leadership role will take time

*“I am not taking part in elections merely to win, but for the political liberty of women in Pakistan.”*

*Woman candidate from Khyber said in her interview with Eye News Network Service*

*“Political parties are also male-dominated, women face huge challenges to create a space for herself ... there is no mechanism of check and balance and those with wealth get party tickets and contest elections (or obtain women reserved seats), hence, are able to buy votes as well.”*

*Female key informant from Khyber*

Participants from all selected districts highlighted restrictions on women's mobility outside their homes as a big challenge for women participation in any sort of civic activities, including politics. The prevailing cultural, traditional and structural norms and practices have severely restricted women's mobility and have affected

their daily lives, including their access to education, health, sources of livelihood and civic and political engagements. The particular cultural restrictions in the Merged Districts do not give leverage to women to go out and interact with people from the outside.

*“For women in Orakzai, involvement in politics is at the bottom of their list of priorities. Because of their restricted mobility, they are unable to achieve even their most basic rights like health and education.”*

*Female key informant from Orakzai*

### 3.9. Grassroots Leadership Development

With the inception of the FATA-KP merger, exposure through displacement and the recent provincial elections, women's political participation has gradually started in all the Merged Districts, some districts are ahead than the others, e.g. Khyber. Within the framework of tribal identity and culture, a majority of the people are willing to accept change, including educating their daughters and letting their women participate in the economic sector and employment. The research team during its interaction with the people, identified several young men and women from the business, sports and politics sectors, as potential leaders and activists. They showed enthusiasm and willingness to voluntarily work as gender influencers and change agents. With the utilization of energy and enthusiasm of the educated youth, the development and prosperity of the Merged Districts are now much easier and sustainable than before. There is a need for improved, effective and efficient connectivity between the state, international community and people of Merged Districts.

Identification and development of a pool of activists and potential candidates from the upcoming local government election will also pave the way to develop potential grassroots leadership in all Merged Districts. These people, particularly the elected local government youth and women, can play an important role in the identification and implementation of women development focused schemes at the grassroots level.

Interestingly, the majority of the newly elected provincially assembly members (MPAs), entering the provincial legislature for the first time; are educated, young, energetic, and willing to work with dedication and commitment for a cause – helping the oppressed communities of the MDs. The research team got engaged in consultation with these representatives from all the districts. They were observed to be well informed of the TDS and AIP priorities, and have already developed priority PC-1s and looking forward to their approval and implementation of development schemes in their respective districts. They vowed for promoting the gender equality and women empowerment agenda within their districts as well as at the other forums, including the provincial assembly.

## Section 4 Conclusions and Recommendations

This section briefly concludes the findings of this Study, and offers recommendations at two levels – to affect behavior change at the household, community and societal levels, and strengthen demand articulation; and to support supply side interventions through specific changes in policy and at the institutional level.

### Conclusions from the Study

As per the findings of this Study, it can be concluded that education for girls has not emerged as a priority, either for local leaders or for parents. Some of the intra-household discriminatory practices that affect girls' access to education include the social and cultural norm of seeing boys as an investment and girls as a liability. Educating girls is also seen as unnecessary, and often expensive, endeavour particularly for poor families. The practice of early marriage is widespread in the region and in some districts, girls continue to fetch 'bride price', making it an incentive for parents to marry them off at an earlier age. Another persistent challenge is the distant location of primary, middle and high schools. Many parents fear that if they send their girls to school, they could fall victim to harassment or worse, causing stigmatization and loss of reputation that would be impossible to recover from. Girls' education is also severely affected by insufficient numbers of schools, especially in rural and more remote areas. Where schools do exist, they lack basic facilities (toilets, boundary walls, drinking water) and qualified female teachers.

Intra-household discrimination and lack of knowledge affect the health of women and adolescent girls. For many, it leads to malnourishment, early marriage, frequent pregnancies, complications during pregnancy at ante-natal and post-natal levels, infections, and serious issues during delivery, both for mother and child. In conservative, patriarchal societies, women's health issues are often considered 'normal' and 'expendable', and women are expected to deal with these as an integral part of domestic chores and responsibilities. Women from poor families suffer health issues in silence due to their lack of decision-making abilities and control over finances. Where women do find the courage and resources to seek health care services, they face internal impediments due to mobility (women friendly transport/security). In terms of an institutional response, there is a lack of primary health care infrastructure throughout the Merged Districts, i.e. Basic Health Units (BHUs), Community Health Centers (CHCs), Civil Dispensaries (CDs). Those that exist are not within easy access for women. Most institutions lack facilities to support women's need for MNCH and SRH services. They lack labor rooms, safe delivery kits, appropriate medicines, immunization, etc. Such health care institutions also lack female doctors, nurses, paramedic staff and technicians which prevent women and adolescent girls from conservative families from receiving health care services.

The Study also confirms that in spite of women's currently limited role in formal employment or entrepreneurship, they are engaged with family enterprises or livelihood activities, e.g. poultry and livestock management, on-farm activities, stitching and sewing, etc. Women in the Merged Districts are involved in agriculture and livestock related work as unpaid staff or voluntary workers, almost as part of their reproductive role. Some earn small amounts of money by taking care of other peoples' livestock for them. And yet, a general societal perception is that it is the men who work for payment, whereas women work as free, unpaid labor. Given an opportunity to expand their role in economic development, leading to an increase in personal or family income, primary research indicates that women will welcome this and participate actively.

The Study highlights interventions undertaken in the past decade by government, NGOs and donor agencies to support women's economic empowerment, i.e. provision of skills (e.g. making mazri products, quilts, cultivation of marigolds, processing milk products); enterprise training and incubation; extension of grants and credit and linkages with markets. While these programmes have attracted women's participation, a repeated issue expressed time and again is that of women's restricted mobility, which prevents them from

going beyond their safe space, i.e. mohallah and village. Also, it is to be remembered that women have little or no assets, e.g. they have no entitlement to land.

Field interviews remind us that 'women' in the Merged Districts, even poor women, are not a homogenous category. Those women, who were displaced, and lived in and around settled districts, are more educated, and physically and socially mobile, than their counterparts. They are the ones that would be even more ready and welcoming to engage in economic activities. Given the job opportunities that will open out with the establishment of government institutions, NGOs and private sector companies, one can expect a large number of jobs and enterprise opportunities for women and girls in the Merged Districts, e.g. female support staff in offices, schools, colleges; canteens in girls' schools; officers and attendants in financial institutions, etc. This constitutes an unprecedented opportunity for women's economic empowerment, provided that immediate constraints such as the 'male' mind-set, and restricted mobility, can be managed.

Though reluctant to openly discuss the issues of gender-based violence, voices from the field confirm its existence in the Merged Districts, in all its varied forms. Perhaps the most challenging issue is that most practices of physical, verbal and emotional abuse and domination are not even considered 'violence' and are both accepted, and meted out, as a 'norm'. Examples of violation shared during primary research included denial of basic rights, such as the right to education, health, property ownership and inheritance. Girls have little or no say in decisions with regard to their marriage. Incidences of sexual harassment, within the family and outside, and the fact that they are hushed up to avoid shame. Because of their restricted mobility and exposure, women lack access to law enforcement institutions, i.e. police stations, courts and administrative offices. Currently, such institutions are few in number in the Merged Areas. And those that exist are not women friendly, and deter most women from even approaching them.

Men hold primary power and dominate in roles of political leadership, decision-making, moral authority, social privilege and control of the property. There is a social stigma attached to women's participation in decision making or the electoral processes. It is however encouraging to note that women are coming forward to access CNIC and register themselves as voters. However, given their restricted mobility, and their lack of decision-making, even when opportunities present themselves, women hesitate to exercise their right to vote. One view is that there is no genetic disposition for having leadership qualities; it is learnt through practice and proper exposure. Given the highly conservative patriarchal society in the five districts, and the male-dominated power structure throughout the organized society and individual relationships, currently it is the men and boys that have a natural and prior claim to power and privilege. Women and girls may be able to claim a space, but for that, the status quo will have to be challenged, and men and boys will have to willingly share. In the past decade, both men and women have emerged in these Merged Districts as district gender influencers, committed to creating a better and more secure world. With the support of such progressive thinkers, GoKP and development partners can lead transformative development towards the empowerment of women and girls in the Merged Districts.

## Recommendations for Future Programming

Recommended below are cross cutting and sectoral actions and strategies that should be taken up by GoP, GoKP, and development partners to improve the situation of women and girls in the Merged Districts, and enhance their social, economic, legal and political empowerment.

### 4.1 Cross Cutting

- # 1. Dedicate budget for Gender Mainstreaming in AIP 2020-2022 and beyond. *Responsibility: KP P&D, UNDP Merged Areas Governance Programme and UNDP Decentralization, Human Rights and Local Governance (for advocacy and technical support).*
- # 2. Train senior and mid-level government officials in key relevant departments to promote women's empowerment through their sector plans. *Responsibility: KP P&D/DoP, UN Women, UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 3. Develop a comprehensive gender equality mainstreaming plan for the Merged Districts, using the recently notified Programming Approaches, Analytics and Measurement (PAM) Framework for AIP 2020-2021 planning. *Responsibility: KP P&D, UN Women, UNDP Merged Areas Governance Programme and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 4. Build the capacity of the KP Bureau of Statistics to collect and present sex disaggregated data for all the projects and programmes implemented in the Merged Districts. *Responsibility: GoKP, P&D/DoP, UNICEF, UNFPA, FAO, UN Women, UNDP Merged Areas Governance Programme (for technical support).*
- # 5. Strengthen the capacity of personnel in the SW&WDD Wing, Directorate Merged Districts, and expand its outreach to women in remote areas of the Merged Districts. Build the capacity of department gender focal persons. *Responsibility: KP, SW&WDD, UN Women, UNICEF, FAO and UNDP Merged Area Governance Project, and UNDP Decentralization, Human Rights and Local Governance and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
  - # 5.1 Establish a Gender Mainstreaming Coordination Committee (GMCC) comprising of line departments with the potential to directly affect social, economic political and legal empowerment of women, i.e. agriculture, education, livestock, industries, public health engineering, local government, home and tribal affairs, irrigation, mines and minerals, forestry, wildlife, environment and culture and tourism. Advocate for the ACS Development to notify the departments as ex-officio members of the GMCC, obligated to submit a gender, diversity and inclusion mainstreaming plan, and presenting regular progress reports.
  - # 5.2 Notify all line departments in Merged Districts to respect diversity in all policies, practices and actions and create a permanent position for gender focal person, i.e. all existing offices renovated and new offices constructed should have female washrooms, waiting rooms, rest and prayer areas; job quota for women and PWDs should be established as per law; ramps and appropriate toilets made for persons with physical disabilities; women membership quota be notified for all committees by the various line departments.

- # 5.3 Notify C&W to ensure that all washrooms in newly constructed middle and high school, and colleges are made using girl/women friendly specifications, i.e. with proper dust bins, full length mirror, sanitary napkins, running water, washbasin, etc.
- # 5.4 Identify, recruit and train 350 progressive men and women as District Gender Influencers or Women Empowerment Ambassadors (WEAs), 50 per Merged Districts. Select older men and women (Masharan and Masharani), as well as younger, more educated male and female youth. In the Energy-Experience Synergy Model, the younger would bring the energy, while the older team members would bring the experience, and together they would create the synergy required for change. A WEA directory would be available to GoKP and the development partners so that relevant target groups can be reached in the Merged Districts.
- # 5.5 Train WEAs in basic concepts of women's social-economic-political-legal empowerment. Build their skills to conduct awareness raising sessions at the community level, managing community resource centers, providing skills or enterprise training, facilitating market linkages, and linkages to resource institutions such as banks and micro-finance institutions, Sehat Sahulat programme, Skills for All programme, Kamyab Jawan programme, Ehsaas, SMEDA, Chamber of Commerce and Industry, international agencies and NGOs.
- # 5.6 Support WEAs to mobilize and register women and adolescent girls' clusters (20-25 persons per cluster) at Village Council/Neighbourhood Council level, and orient them to opportunities for development and change.
- # 5.7 Publish biannual gender equality progress reports; undertake research studies in the Merged Districts to track stakeholders' (women, men, male and female youth, government officials, and male and female community elders) perceptions about women's status in the Merged Districts; and organize at least 2 conferences on the situation of women in Merged Districts per year.
- # 6. Build the capacity of KP Commission on the Status of Women (KPCSW), Women's Parliamentary Caucus and Ombudsperson on Harassment so that they can promote gender and inclusion centric legislation, policies and plans for women in the Merged Districts, and for protection against harassment at the workplace. *Responsibility: KP P&D, UNDP Local Government programme (for technical support) and UN Women.*
- # 7. Recruit a Lead Gender Advisor to guide, ensure and monitor the programming and cross-cutting considerations in the overall programme and across all line departments and agencies involved. A fixed term gender focal person position may also be created for effective gender mainstreaming in all sectors. *Responsibility: UNDP Local Government programme and UN Women.*

## 4.2 Sector Specific

### Education

Action – 1: Improve girls' access to education.

## Strategies:

- #1. Develop and implement a behaviour change communications programme, aimed at household and community levels, comprising a series of messages to promote the importance of girls' education, existing challenges (limited mobility, purdah, mind-set, affordability), and innovative best practices in Pakistan and the province that had a positive impact on women, the household, the family and the country. Train a cadre of local trainers and influencers to use information, education, communication (IEC) material, and the social media, to sensitize, mobilize and orient diverse segments of the community, including Maliks and elders (Masharan), influential male members of the community, key religious figures and parents, so that more girls access primary, secondary and higher secondary education and vocational skills. Responsibility: KP, Education Department, UNICEF and UN Women (for technical and financial support).
- #2. Strengthen demand for girls' education at household and community levels. Responsibility: KP, Education Department, UNICEF and UN Women (for technical and financial support).
- # 2.1 Provide stipends to primary and secondary school girls.
- # 2.2 Select educated college girls in the Merged Districts as teachers and fast-tracking their training under the Continuous Professional Development (CPD) programme.
- # 2.3 Plug missing facilities in existing government schools, including upgrading toilets in girls' middle and high schools to meet the specification for girl friendly toilets.
- # 2.4 Build partnerships with private schools, community schools, and literacy centers, in close proximity of the area, through Education Voucher Schemes.
- # 2.5 Map madrassahs for girls in the Merged Districts, and assess their current enrolment, existing challenges, and ways in the relevance and quality of the curriculum and teaching can be improved.

Action – 2: Enhance girls' enrollment and improve retention through enhanced learning environment.

## Strategies:

- #1. Pilot a 'professional development school retention programme' where exceptionally talented female students are recruited at grade 7+ level, and sponsored over 7-9 years to be professionally groomed for, and placed in, a job in the Merged Areas, i.e. as a lawyer, police officer, lady health workers, nurse, lab technician, agriculture extension worker, veterinary, computer technician, IT professional, etc. *Responsibility: KP, Education Department, UNICEF, UN Women, FAO, UNDP through its Special Emphasis Programme (for technical and financial support) and KP based professional training academies.*
- #2. Assist the establishment of Green Clubs and WASH Clubs in both girls' and boys' school, as productive and meaningful extra curricula activities, where messages of health, hygiene, and better quality of life can be transferred from the students to the parents and family, and positive leadership qualities can develop in boys and girls. The intervention would require the development of the experiential, story and activity-based life skills and right-based modules, and training of male and female teachers as focal persons. The female teachers would also learn messages related to menstrual hygiene management, sexual and reproductive health, harassment, and the importance of political participation, enterprise skills, etc. Hygiene and MHM kits can be given to adolescent girls at the school level. *Responsibility: KP, Education Department, UNICEF, UN Women, UNDP's Special Emphasis Programme (for technical and financial support) and KP Teacher Training Institute.*
- #3. Establish Parent Teacher Councils, build their capacity to identify and prioritize with regard to girls' enrolment and retention, and support them to develop and implement practical

solutions. *Responsibility: KP, Education Department, UNICEF, UN Women (for technical support).*

- #4. Introduce cash or in-kind incentives for female students, e.g. scholarships, school uniforms, books and school supplies, and student feeding programmes to ease parents' financial burden and motivate them to send their girls to school. *Responsibility: KP, Education Department, UNICEF and UN Women (for technical and financial support).*

Action – 3: Overcome institutional limitations that affect effective service delivery.

Strategies:

- #1. Build more primary, middle and secondary schools for girls in closer proximity to large groups of population/villages (as per standard operating procedure) to address issues of distance/mobility and increase enrolment and retention. *Responsibility: KP, Education Department, UNICEF, UN Women, other development partners (for financial support).*
- #2. Pilot a multi-pronged 'female teacher recruitment and retention programme', designed as a randomized control trial, to determine what works best in Merged Areas, e.g. hostel adjacent to the school; placement of husband-wife/brother-sister mehram teacher teams in remote areas; providing transportation, accommodation and hardship allowance to female teachers from other areas to increase their commitment and minimize absenteeism; pick and drop services for teachers, etc. *Responsibility: KP Education Department and P&D, UNICEF, UN Women, UNDP through its Special Emphasis Programme (for technical and financial support).*
- #3. Design and implement a loan and skills programme to facilitate social entrepreneurship for men and women around school pick and drop services for girls in rural communities, literacy centers and 'catch-up schools' for young women and older girls who missed their schooling because of the conflict situation and early marriage; and 'day-care facilities' in higher secondary schools and colleges to encourage married girls and young mothers to continue education. Provide interested candidates technical and entrepreneurship training, and loans and start-up grants to set-up the business. Guarantee for 1-2 years a per month revenue for support to a targeted number of girls. *Responsibility: GoP (EHSAAS, Prime Minister's Interest Free Loan, Skills for All, Kamyab Jawan), GoKP (Education Department, P&D and other relevant line departments, SMEDA, and Bank of Khyber), UNICEF, UN Women, MAGP UNDP SEP (for technical and financial support).*
- #4. Strengthen the data collection system, and build staff capacity of the Education Management Information System (EMIS), to collect sex disaggregated data, and effectively document, analyse and report the collected data. *Responsibility: KP, Education Department, UNICEF, UN Women (for technical support).*

## Health

Action – 4: Create awareness on the importance of MNCH/SRH and Health & Hygiene.

Strategies:

- #1. Develop a comprehensive behaviour change communications programme, developed around important activities along the continuum of care (life-cycle approach) for reproductive health issues, pregnancy, childbirth, maternal and new-born health and child health, which will save lives. In addition to targeting women and adolescent girls, these messages should reach older women, and men in general, through inter-personal

communication, group awareness sessions and campaigns, especially regarding protection from COVID-19, and use of mobile technology. Train district gender influencers and women empowerment ambassadors to communicate with mobilized community groups, tribal elders, religious leaders, community influencers, media and health professionals. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

# 2. Explore and extend incentive-based models of health care provision (giving cash, materials, food basket) to promote behaviour change, e.g. delivery by Skilled Birth Attendant, children and women fully vaccinated, dewormed, nutrition support, insecticide treated bed nets. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

# 3. Sensitize and mobilize religious leaders in the district, so that they may use the holy scriptures to encourage families to challenge current mind-sets that demand son preference and restrict women's and girls' access to health care during pregnancy and childbirth. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

Action – 5: Address the gap between demand for health care services and its provision through gender responsive and adolescent friendly MNCH/SRH services.

Strategies:

# 1. Extend health coverage, social protection, and health insurance to uncovered areas with a vulnerable population in the Merged Districts, with hard to find community-based health workforce, (CMWs/LHWs), through existing support programmes, Public Private Partnerships, CBOs, mobile clinics, and mobile technology. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support), and EHSAAAS, Sehat Sahulat programme.*

# 2. Pilot a multipronged 'female health professional recruitment and retention programme', designed as a randomized control trial, to determine what works best in Merged Areas, e.g. women from adjacent (settled) districts encouraged and facilitated to apply with cash and in-kind incentives (e.g. cash allowance, childcare and free and safe accommodation and/or transportation) and continued education credits; appointment of husband-wife or mehram doctor/technician team; providing transportation, accommodation and hardship allowance to increase commitment and minimize absenteeism; on-board fresh graduates and create a blended apprenticeship cum training programme. *Responsibility: KP, Health Department, UNICEF, UNFPA, UN Women, UNDP through its Special Emphasis Programme (for technical and financial support) and KP based professional health training institutes.*

# 3. Build the capacity of existing and newly appointed male and female health staff so that they are capable of offering gender responsive and adolescent friendly health care services to women and girls, and can effectively investigate and manage cases in gender-based violence, i.e. timely identification, treatment, referral, and appropriate (confidential) reporting of incidents. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

# 4. Establish/strengthen 24/7 Basic Emergency Obstetric and New-born Care (BEmONC) services and CEmONC health care facilities and referral services, especially at the DHQ, THQ and CHCs. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

#5. Create referral systems at community and facility levels to avail emergency transport (e.g. ambulance), skilled birth attendants, and finance to avoid the crisis. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

#6. Support CBOs and community groups to organize health camps and mobile health units in a selected district. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

Action–6: Prioritize MNCH and SRH services.

Strategies:

#1. Establish and strengthen BHUs, Rural Health and Family Welfare Centers, for provision of 24/7 Skilled Birth Attendant Services/Rapid Diagnostic Tests (RDTS) at VC/NC level. Build staff capacity to provide gender responsive and adolescent friendly MNCH/SRH services at the community level. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

#2. Develop a cadre of trained Lady Health Workers for community engagement and service provision on SRH. Through them, provide free medicinal supplements (milk, vitamins, etc.) to women, adolescent girls and children to address issues of malnutrition. *Responsibility: KP, Health Department, UNICEF, UNFPA, and UN Women (for technical and financial support).*

#3. Design and implement a loan and skills programme to facilitate social entrepreneurship and Public Private Partnership models in diagnosis and testing (CT scans, Digital X-ray, Blood Bank, Blood testing, etc.). Provide interested candidates technical and entrepreneurship training, and loans and start-up grants to set-up the business. Guarantee for 1-2 years a per month revenue, through a voucher programme, to deliver X quantity of services. *Responsibility: GoP (EHSAAS, Prime Minister's Interest Free Loan, Skills for All, Kamyab Jawan), GoKP (Health Department, P&D, Industries, SMEDA, and Bank of Khyber), UNICEF, UNFPA, UN Women, MAGP UNDP SEP (for technical and financial support).*

#4. Strengthen the data collection system, and build staff capacity of the Health Management Information System (HMIS), to collect sex disaggregated data, and effectively document, analyse and report the collected data. Establish district level HMIS. *Responsibility: KP, Health Department, UNICEF, UNFPA, UN Women (for technical support).*

### Women's Economic Empowerment

Action–7: Create a narrative and institutional platform to promote and support women's economic empowerment at individual, household and community levels.

Strategies:

#1. Develop a mind-set change communications programme, highlighting the importance and potential of women's role in the enterprise and the job economy in Merged Districts, its impact at individual, household and community levels, and provide examples of economically active women at provincial and district levels who serve as positive role models. Target messages to women of all ages, adolescent girls, and men (including masharan) and boys and other gatekeepers at household and community levels. Highlight the role that men and boys can play in this process. Build the capacity of women empowerment ambassadors, political and social activists, women-led multi-purpose voluntary groups, the staff at the community resource centers, to orient and inspire the

community to end gender discrimination and stereotypes that act as barriers to women's economic empowerment. Develop IEC material for inter-personal communication, group awareness sessions and campaigns, and use through mobile technology. Highlight the livelihood implication of COVID-19. *Responsibility: KP, Industries Department, SW&WDD, media groups, FAO, UN Women and UNDP (for technical and financial support).*

- # 2. Set-up in the 702 VC/NC to be notified in the 7 Merged Districts, at least 702 Common Interest Groups (also referred as Economic Interest Group or Self-Help Group or Farmer Enterprise Group). Train the women empowerment ambassadors to organize and sensitize clusters of 20-25 economically engaged women from neighbouring villages around becoming members of Farmer Field Schools (FFS), savings, skill enhancement, or production (e.g. kitchen gardens, nurseries, embroidery and sewing centers, agro-forestry products, etc.). Advocate government to collect sex-disaggregated data to accurately record and reflect women's contribution to the agriculture and livestock sectors. *Responsibility: GoKP (SW&WDD, Industries, Agriculture and Livestock Department), GoP (EHSAAS, Skills for All, Kamyab Jawan), and development partners including FAO, UN Women and UNDP (for technical and financial support).*
- # 3. Promote the use of Information, Tele-Farming Agriculture, Communication and Technology as a tool for continuing education, training, and market research and linkages (E-commerce). *Responsibility: GoKP (SW&WDD and Khyber Pakhtunkhwa Information Technology Board and Industries Department), and development partners including UN Women and UNDP (for technical and financial support).*

Action-8: Enhance women's interest in, and access to, technical and business skills, credit and markets.

Strategies:

- # 1. Build the capacity of female members of Common Interest Groups, Farmer Field Schools, or Farmer Enterprise Groups to undertake collective buying, production and selling, and access finance, markets and relevant on-farm and off-farm skills training, including apprenticeship. Link the entrepreneurs, especially male and female farmers, to available ICT based services (alerts, access to markets) and products, and video tutorials in local languages. Advocate government to make the extension services available to female farmers. Farm technology, appropriate to women, should be considered to increase their productivity, especially in the areas of food processing and food preservation of fruits, vegetables and livestock products. *Responsibility: GoKP (SW&WDD, Industries, SMEDA, TEVTA, Agriculture and Livestock Department), GoP (EHSAAS, Skills for All, Kamyab Jawan, BISP), and development partners including FAO, UN Women and UNDP (for technical and financial support).*
- # 2. Train the Masharani as business guides and mentors, so that they can offer basic literacy, financial literacy and numeracy, and enterprise training and advisory to the common interest groups, and link them to the socio-economic opportunities and resources offered by line departments, banks and microfinance institutions, Chambers of Commerce and Industry, markets, international agencies and NGOs. *Responsibility: KP SW&WDD and development partners including FAO, UN Women and UNDP (for technical and financial support).*
- # 3. Establish at least one "Market for Women Only" on a pilot basis in each district, where 15 to 20 shops/retail spaces allotted to women on a rental basis. These women would be mobilized and skilled so that they can effectively set up these shops. These shops would serve as outlets for the common interest groups and be instrumental to challenge the

existing mind-set and status quo with regard to women's participation in economic activities. Responsibility: KP SW&WDD and development partners including FAO, UN Women and MAGP, UNDP's Special Emphasis Programme (for technical and financial support).

- # 4. Advocate government to reform public procurement regulations, where selected items are procured ONLY from female producers or traders, e.g. uniforms for school children and health staff, hospital linen; brooms and dusters, plants and nursery products required for offices or by departments; low cost sanitary napkins to be distributed in schools; vegetables, eggs, chicken and milk required by government managed cafeterias, etc. To begin with, a % allocation or quota may be reserved for women. Train common interest groups to pursue procurement opportunities and bid for the same. *Responsibility: KP SW&WDD and development partners including FAO, UN Women and MAGP, UNDP's Special Emphasis Programme (for technical and financial support).*
- # 5. Pilot a multipronged 'female professionals' recruitment and retention programme', where district-based line departments that support economic development, i.e. agriculture research and extension, dairy, livestock and fisheries, industries, TEVTA, SMEDA, microfinance banks, are supported to access part time or full-time female resource persons to serve in the Merged Districts. Experiment models that have shown results in similar traditional and culturally conservative settings, e.g. hire male-female mehram teams (brother-sister; father-daughter; mother-son; husband-wife); train and hire community-based resource persons or extension workers as self-employed social entrepreneurs (e.g. female veterinary, agriculture extension workers, female vocational trainers for stitching, sewing, beautician, mazari, quilt making, etc., para-professionals in livestock, dairy, fruit and vegetable processing, legal literacy, plumbing, fruit and vegetable nursery raising, electrician, etc.); develop MHM women entrepreneurs from within the community who would produce sanitary napkins; provide transport, accommodation and hardship allowance to department staff to increase their commitment and minimize absenteeism; on-board fresh graduates to serve as interns through a blended apprenticeship cum training programme. *Responsibility: KP SW&WDD and development partners including FAO, UN Women and MAGP, UNDP's Special Emphasis Programme (for technical and financial support).*
- # 6. Develop an E-portal, support TV talk shows, radio programmes, and use of social media to provide two-way communication between women entrepreneurs and potential buyers with regard to products, markets, trends and opportunities. *Responsibility: GoKP (SW&WDD and Khyber Pakhtunkhwa Information Technology Board and Industries Department), and development partners including UN Women and UNDP (for technical and financial support).*

### Gender-based Violence

Action-9: Create awareness on gender-based violence through advocacy and social mobilization.

Strategies:

- # 1. Develop legal literacy and awareness campaigns on women's constitutional rights for protection from violence and sexual harassment, and holding and disposing of property. Defy the existing 'norm' using indigenous examples of perseverance and courage, and implement the campaign at the community level through face-to-face communication, use of IEC material/stories, radio broadcast programmes, social media, popular folklore and

theatre groups. Include sessions on GBV implication due to COVID-19 lockdown restrictions, and how to protect self. *Responsibility: KP, SW&WDD and Home Department, local government department, KPCSW, UNICEF, UNFPA, and UN Women (for technical and financial support).*

- # 2. Identify, recruit and build the capacity of active and committed male and female gender-influencers from each of the Merged Districts, and support them to form a district network that would advocate and sensitize against harmful and violent practices, and serve as a hub or platform to assist survivors to access relevant and timely support. *Responsibility: KP, SW&WDD and Home Department, local government department, KPCSW, UNICEF, UNFPA, and UN Women (for technical and financial support).*
- # 3. Sensitize, mobilize and engage diverse segments of the community, including local Maliks and elders, and influential such as religious leaders and scholars, to address GBV issues and deconstruct stereotypes in accordance with religious teachings and through socially and culturally appropriate actions. *Responsibility: KP, SW&WDD and Home Department, local government department, KPCSW, UNICEF, UNFPA, and UN Women (for technical and financial support).*

Action–10: Develop a multi-sectoral coordination mechanism at district and village council/neighborhood council level for protection and response to gender-based violence.

Strategies:

- # 1. Recruit women, 1 per the 702 VC/NCs in the 7- Merged Districts, as community legal para-professionals, and build their through a series of interventions to that they can identify various forms of gender-based violence, use behaviour change communication strategies to influence mind-sets, and guide affected households and individuals on ways to access referral and remedial measures, and seek care and support for physical and emotional abuse, including access to access to ombudsperson and harassment offices. *Responsibility: KP, SW&WDD and Home Department, local government department, KPCSW, UNICEF, UNFPA, and UN Women (for technical and financial support).*
- # 2. Advocate for women's representation on safety and dispute resolution mechanisms, i.e. the Police Liaison Councils and Dispute Resolution Councils, and build female members' capacity to be effective in such forums. *Responsibility: KP, SW&WDD and Home Department, local government department, KPCSW, UNICEF, UNFPA, and UN Women (for technical and financial support).*
- # 3. Establish at the district level safe spaces run by women that can be accessed by survivors of violence. *Responsibility: KP, SW&WDD and Home Department, KPCSW, UNICEF, UNFPA, and UN Women (for technical and financial support).*
- # 4. Establish mobile legal advisory units, 1 per Merged Districts, to provide legal aid and counselling, especially for the more mobility constrained women who need to access more formalized legal services. *Responsibility: KP, SW&WDD and Home Department, KPCSW, UN Women and UNDP Special Emphasis Programme (for technical and financial support).*
- # 5. Undertake a detailed study on the types of gender-based violence, and map referral and survival pathways for victims and survivors in the Merged Districts, with the support of research professionals, academia, community paralegal professionals and the district gender influencers, and share the report with appropriate stakeholders for future programming. *Responsibility: KP, SW&WDD and Home Department, KPCSW, UN Women, UNICEF, UNFPA, Higher Education Commission (for technical and financial support).*

Action–11: Capacity building of service providers to support the response and reporting of gender-based violence.

Strategies:

- # 1. Establish infrastructure (police stations, district administration office, courts, jails) so that the administrative, legal and law enforcement institutions are visible at the district level, and make them more welcoming to women clients by ensuring separate women's desks, adequate and well-trained female staff, separate rest areas/washrooms, also for persons with physical disabilities. *Responsibility: KP, SW&WDD, KPCSW, UNFPA, and Home Department.*
- # 2. Recruit female professionals for the justice and home department, and build the capacity of male and female law enforcement staff (police, lawyers, judges, prosecutors, deputy and assistant commissioners, etc.) so that they can be appropriately responsive to cases pertaining to gender-based violence. *Responsibility: KP, Home Department, SW&WDD, KPCSW, UNFPA, UN Women, and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 3. Build the capacity of police, legal practitioners, first responders and providers of health and other support services so that there is no undue gender bias in handling, responding and reporting family conflict cases, and the response, reporting and monitoring mechanisms are strengthened. *Responsibility: KP, Home Department, SW&WDD, KPCSW, UNFPA, UN Women and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 4. Build the capacity of all line departments on Safeguarding and Sexual Exploitation and Abuse (SEA). *Responsibility: KPCSW, UNFPA, UN Women and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 5. Support NGOs and actors in the private sector to provide basic services to victims and survivors of violence through establishing medical care, women safe shelters, counselling and psychosocial services and promote free legal aid. *Responsibility: KP, SW&WDD, KPCSW, UNICEF, UNFPA, and UN Women and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*

### Women's Leadership and Political Participation

Action–12: Grassroot advocacy and outreach campaign for women's leadership and political participation.

Strategies:

- # 1. Design a 'political and leadership empowerment campaign' to highlight the importance of political participation of women, both as a voter and a candidate, and the need for CNIC and voter registration. The campaign would use IEC material, and a variety of media (print, social media, theatre) to highlight the impact of a vote on the individual, household and community development, and the opportunity for women, persons with disabilities, peasants and minority groups, to participate in decision-making and politics through the upcoming VC/NC elections. The campaign would also inform women of the upcoming opportunities where they can play a leadership role in managing their community. *Responsibility: KP, SW&WDD, Local Government and Rural Development Department and Local Government Training Institute KPCSW, UN Women, and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*

- # 2. Facilitate CNIC and voter registration drives for local government elections by supporting CBOs and youth groups to organize CNIC registration drives. *Responsibility: KP SW&WDD, NADRA, UN Women (for technical and financial support).*

Action – 13: Identify and establish gender-influencer groups.

Strategies:

- # 1. Identify, recruit and build the capacity of male and female district gender influencers and women empowerment ambassadors to roll out the designed campaign, and a specially designed life skills module for adolescent girls, through sessions held at the community level. The life skills module would cover topics that would inspire and guide young minds towards change. The module would introduce young women to Pakistani high achievers and role models in social, legal, political and economic fields of endeavour. *Responsibility: KP, SW&WDD, UN Women, and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 2. Train identified community women in leadership skills to ready them for participation in various committees and forums, e.g. Forest Management Committee, Environmental Protection and Management Committee, Village Conservation Committee, Water Management Committee, PHE sanitation committees, etc. *Responsibility: KP, P&D, SW&WDD, UN Women, and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 3. Develop safe spaces, e.g. community resource centers and women community centers, to provide information, networking, capacity building and support to women. *Responsibility: KP, SW&WDD, P&D, UN Women, and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*

Action – 14: Electoral reform policy and implementation.

Strategies:

- # 1. Mainstream women's inclusion and participation in subordinate legislation (policies, rules, manuals, SOPs, guidelines) for provincial and local government planning, budgeting and monitoring processes. *Responsibility: KP, SW&WDD, Local Government and Rural Development, KPCSW, UN Women and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 2. Advocate with political parties to establish a woman wing with at least 20% women at the decision-making level. *Responsibility: GoP (Election Commission of Pakistan), KP SW&WDD and Local Government and Rural Development, KPCSW, UN Women, and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*
- # 3. Provide women and disability friendly polling stations to ensure safety and security, and provision of shade, water, washrooms, seating space, area for children, etc. Ensure women candidate's safety and security while campaigning during the elections. *Responsibility: GoP (Election Commission of Pakistan), KP SW&WDD, Local Government and Rural Development, Home Department, District Administration, KPCSW, UN Women and UNDP Decentralization, Human Rights and Local Governance (for technical and financial support).*

## Annex-1

## Methodology

### Development of Qualitative Assessment Tools

An initial review of the secondary data enabled the research team to develop a set of qualitative tools to conduct KIIs and FGDs in the five districts. The tools were designed to capture the following areas of enquiry:

- Existing gender norms, roles and decision-making processes at household and community level
- Access to, and control over, financial and capital resources
- Institutional responsiveness – from a demand side perspective
- Institutional responsiveness – from a supply side
- Women participation in education, health, economic and political arena
- Perception of women's role as care givers/care takers
- Threats to women's security – GBV and displacement
- Women's contribution to productive work or economy, e.g. farm related, home based work
- Barriers to effective participation in mainstream activities, e.g. employment, politics
- Perception of future opportunities for women in post-merger scenario
- Existing policies on gender – strengths, weaknesses, opportunities and threats
- Gender issues as perceived by the service providers

The qualitative tools used as a guideline for the consultants and district-based teams to facilitate the FGDs and KIIs are attached below. For ease of use, these tools were further translated into Urdu and Pashto.

### Enumerators' Recruitment & Training and Field Test of Tools

The data collection team were selected based on certain criteria, i.e. minimum bachelor's degree, research experience, and familiarity with the terrains and local language. The field team comprised of 4 females, 4 males and 2 field coordinators/supervisors. The selected team was then trained on basic concepts of gender equality, research ethics, use of the developed qualitative tools, and effective documentation. To ensure their understanding of field protocols, role-plays were conducted in Pashto. The team was also oriented to the concepts of safeguarding, ethics, and 'do no harm'. It was firmly conveyed that the research team would abide by the following principles of safeguarding and ethics:

- No human subjects would be pressurized or compelled to participate in the study. All study participants would be administered with oral or written consent prior to their voluntary participation.
- FGDs and KIIs would be conducted in safe spaces following human safeguarding and protection parameters.
- No audio/video recordings or photographs would be made without prior approval of the research participants.
- No one would be physically, mentally and/or emotionally harmed in any way during this research.

The above principles were adhered to throughout the study. Respondents identity was protected and not revealed to anyone. All the recordings have been secured and labelled with pseudonyms and coded identities.

In order to pilot the qualitative tools, 2 full days were spent in Peshawar and Khyber district, testing the tools with male and female respondents. The purpose was to check the tools for language accuracy, understanding, suitability to the local context, response pattern and timing required to administer the FGD and KII. The tools were revised based on field observations.

### Selection of Participants for FGDs and Respondents for KIIs

Using the finalized tools, FGDs and KIIs were conducted in 5 selected districts. Efforts were made to ensure representation from different community strata encompassing ethnic groups, ages, marital status, adolescent girls, persons with disabilities, socio-economic status, literacy, etc. People were also invited from varied communities, e.g. those with high/low access to basic services, and different social, economic and cultural contexts. The total number of participants in the 17 FGDs included 177 women/girls and 25 men representing diversity with regard to age, i.e. for women, those of a reproductive age (20-49), older women (50+), adolescent girls (14-19).

For the 20 KIIs, the key informants selected from the 5 districts included community elders, community health workers, religious leaders, political and social activists, public representatives, etc. In addition, 8 KII were conducted with male and female parliamentarians to obtain a better sense of government policies and programs, socio-cultural constraints adversely affecting women's empowerment, social, economic and political development and explore possibilities of openings for interventions and projects through lawmakers' support.

### Data Control and Quality Assurance:

The study followed an explicit quality assurance framework to manage accurate and valuable data collection and analysis. The project deployed field data collection mechanism through which the qualitative data was collected manually by note-takers as well as electronically by using audio recorders (where permitted) with prior consent from participants. Field Research Coordinator/Supervisor reviewed the FGDs and KIIs at the end of each discussion/interview prior to leaving the research sites, which were subsequently reviewed by the team lead by the end of the day to ensure quality inputs. Day to day fieldwork was supervised and monitored by research coordinators and randomly by the team lead, which enabled them to provide oversight of the daily data collection and collation.

The hand-noted data was cleaned, and the audios were sent for transcription on a daily basis. The recorded FGDs and KIIs were transcribed from Pashto and/or Urdu to English. The transcription documents were compared with the audio recording on a regular basis to ensure the audio recordings were transcribed correctly. The lead consultant and other trained personnel ensured appropriate data entry using the NVivo and Excel research database designed for the assignment. The team statistically examined, particularly the quantitative data, to produce results using appropriate tools for the report.

### Data Entry and Analysis:

Once the data was collected and transcribed the following steps were taken for the data entry and analysis.

Data Punching/ Entry	The data analysis team developed data entry templates in MS excel and data nodes in NVivo.
Data cleaning	All essential checks and filters were applied to the data to exclude duplication, data errors and irrelevant nodes.

The following key steps resulted in required data analysis and the data was:

- Sorted/arranged under relevant nodes.
- Listed and grouped under generic themes/ areas.
- Presented in graphs, project maps and word clouds.

### Consultation/Validation Workshop

Following the analysis of the initial data and preparation of the zero draft analytical report, a one-day provincial level consultative meeting was organized with 57 representatives from a wide range of stakeholders, comprising of government departments, development agencies, civil society groups, bi-lateral and multi-lateral organizations, semi-government autonomous bodies, and community representatives from the target districts. The consultative/validation workshop aimed at exploring further inputs/feedback from the participants on:

- Socio-economic and governance data collected and analyzed for the profile.
- Programmatic strategies and approaches to access women successfully.
- Identification of risks and challenges (tribal, religious and/or political) for women's access to social services, and relevant mitigation strategies.
- Identification of provincial level issues/bottlenecks in developing gender-responsive policies.
- Strengthening coordination and partnership between the stakeholders for improved, effective and efficient implementation of development programs.

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<sup>1</sup> United States Institute of Peace (USIP), Special Report 421, March 2018. Extracted January 07, 2019. <https://www.usip.org/sites/default/files/2018-03/sr-421-mainstreaming-pakistan-federally-administered-tribal-areas.pdf>

<sup>2</sup> UNDP, Multidimensional Poverty Index (MPI) in Pakistan (2016). Available at [http://www.pk.undp.org/content/pakistan/en/home/library/hiv\\_aids/Multidimensional-Poverty-in-Pakistan.html](http://www.pk.undp.org/content/pakistan/en/home/library/hiv_aids/Multidimensional-Poverty-in-Pakistan.html) – MPI is a measure that captures the severe deprivations that each person experiences with respect to education, health and standard of living. The index has been calculated using the PSLM survey and is a product of two components: 1) incidence of poverty, 2) intensity of poverty.

<sup>3</sup> Govt. of FATA. Available at <https://fata.gov.pk/facility-home.php?d=46> quoted by UNDP-Pakistan, FATA Development Advocate Journal, Vol.4, Issue-2, June 2017.

<sup>4</sup> DFID supported, UN Tribal District Project, 2018-19.

<sup>5</sup> Available with UN Women for reference

<sup>6</sup> Further details on the methodology used are attached as Annex-1.

<sup>7</sup> Annual statistical report of Government Schools, 2017-18, Deptt. Of Elementary & Secondary Education.

<sup>8</sup> Annual statistical report of Government Schools, 2017-18, Deptt. Of Elementary & Secondary Education.

<sup>9</sup> Annual statistical report of Government Schools, 2017-18, Deptt. Of Elementary & Secondary Education.

<sup>10</sup> <https://www.indexmundi.com/facts/pakistan/pupil-teacher-ratio>

<sup>11</sup> Annual statistical report of Government Schools, 2017-18, Deptt. Of Elementary & Secondary Education.

<sup>12</sup> Annual statistical report of Government Schools, 2017-18, Deptt. Of Elementary & Secondary Education.

<sup>13</sup> The Expressed Tribune, by APP Published May 11, 2019

<sup>14</sup> HeRAMS, 2018

<sup>15</sup> The PAM frame is a recently notified planning tool by GoKP to organize AIP resource allocations for each sector in terms of outcome, outputs, inputs, institutional readiness, allied actions, performance indicators and means of verification. A template of this Framework can be accessed from MAGP, UNDP.

<sup>16</sup> The Energy-Experience Synergy Model was first used by the Mera Maan team in Samangan, a conservative province of Afghanistan, to expand women's physical and social mobility by creating a champion team to drive local change. This team comprised of those who were older, more experienced, and well acquainted with the 'gate-keepers' in that society, and those who were younger, with more energy and drive, and who wanted to challenge the status quo and bring about change. The successful piloting of this approach was later replicated in Badakshan, Afghanistan; Mansehra, Pakistan; Bahawalpur, Pakistan.





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