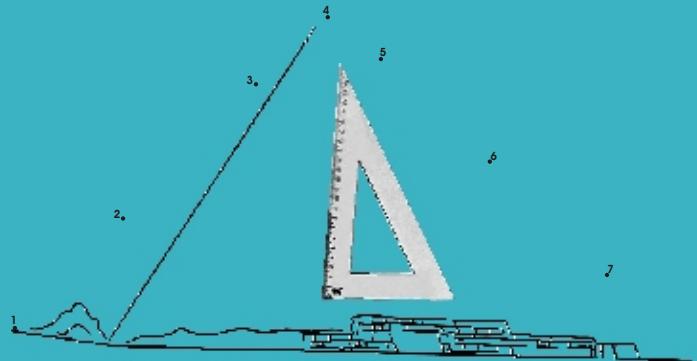


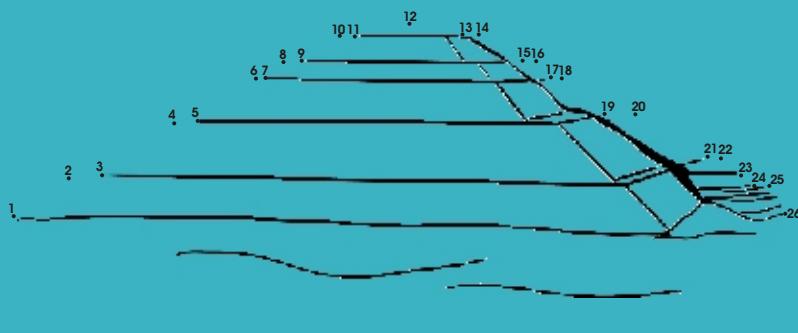


# Building Peace from the Bottom

## Local Actors' Perspective



A rapid appraisal of the District Peace Committees  
in Punjab and Sindh Provinces



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## Acronyms

CSJ	Centre for Social Justice
DPC	District Peace Committee
DCO	District Coordinating Officer
DPO	District Police Office
MCQ	Multiple Choice Question
MNA	Member National Assembly
MPA	Member Provincial Assembly
FGD	Focused Group Discussion

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## **What is peacebuilding?**

Centre for Social Justice understands peacebuilding as a multi-dimensional process, leading to sustainable, just and peaceful relationships in the society.

It essentially involves; multiple actors importantly the local, using adaptable approaches (the top down and bottom up) to transform conflicts into peaceful environment. Peacebuilding initiatives should use a holistic approach addressing structural, historical and attitudinal factors of conflicts, their root causes, and effects, in order to manage conflict and the risk of a relapse into conflict/violence.

Peacebuilding in Pakistan's context must involve and entail; strengthening governance structures through institutional, legal and policy reforms, adopting a pluralistic and democratic participation and viable economy, implementing human rights standards, ensuring justice, rule of law and strengthening equality among the citizens without discrimination in any form and manifestation i.e. equitable distribution of opportunities and resources.

Peacebuilding would require an intense and long-term engagement, involving processes such as, establishing truth about grave human rights violations, reconciliation among the adversaries, reintegration of hostile elements in the society, strengthening social relationships, ensuring autonomy and vibrancy of human rights institutions. Peacebuilding ought to be used as a policy framework, from counterterrorism initiatives to build and strengthen the infrastructure for peace e.g. District Peace Committees.

## **What is Peacebuilding Infrastructure?**

UNDP defines peacebuilding infrastructure as a "network of interdependent systems, resources, values and skills, held by government Civil Society and Community Institutions that promote dialogues and consultation; prevent conflict and enable peaceful mediation when violence occurs in a society."

Issue Brief: Infrastructure for Peace, Feb. 2013.

## 1. Background and Purpose of the Appraisal

From the very outset, CSJ made peace-building its objective and a priority, therefore, supported the efforts concerning peacebuilding by the government organs as well as the civil society organizations (CSOs). Employing the qualified human resource among its board members and the staff, CSJ made interventions for promoting the alternative and sustainable peacebuilding approaches e.g. conceptual and skills trainings for peacebuilding, conferences on de-weaponization in support of the Prime Minister Shahid Khaqan Abbassi's stand on the issue.



In 2015 -2016 CSJ carried out a research and published a report *Sowing Peace in the Mind-fields*<sup>1</sup> that analyzed the approaches, tools and methods for peacebuilding being used by the government Ministries, educational institutions and CSOs.

Informed by findings of the above-mentioned research and encouraged by the response from various stakeholders, CSJ carried out this study on the functions, capacities and needs of District Peace Committees, as part of CSJ's engagement in the Sindh and Punjab provinces during 2016-2017.

### 1. District Peace Committees: Legal and Policy Context

There isn't a specific legislation that defines the role of the District Peace Committees (DPCs) effectively in the manner DPCs are perceived or required to perform in the given context, which manifests several old and new conflicts.

Different laws that exist, were introduced to address specific needs. For instance, resolving civil matters through arbitration, reducing workload of the courts, inexpensive dispute resolution. The Arbitration Act 1940 has become obsolete therefore the courts seldom use it.<sup>2</sup> Section 89-A of the Criminal Procedure Code, also provides for out of court settlement in civil matters where the court deems fit, which may include mediation and conciliation. Its rare application leaves us with no certain results.

With a view of addressing the huge pendency and backlog of cases in the courts, the Federal government proposed a bill introducing measures for Alternative Dispute Resolution (ADR)<sup>3</sup> in 2016. The CSOs and opposition in the parliament opposed this bill because it condoned the informal system of justice called Panchayats alongside the proposed ADR Centre which CSOs feared will further weaken the vulnerable groups.<sup>4</sup> However, the ADR became an Act of the Parliament in May 2017.

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<sup>1</sup> English version published in 2016, Urdu translation, *Tameer-e-Aman ki Tadbeerain* published in 2017.

<sup>2</sup> Shahid Hamid, Advocate Supreme Court, Discussion paper Alternative Dispute Resolution, PILDAT, July 2016.

<sup>3</sup> The dispute resolution other than adjudication by Courts and includes arbitration, mediation, conciliation, neutral evaluation.

<sup>4</sup> Syed Naveed Qammar's speech in National Assembly. <https://www.dawn.com/news/1309323>

The laws constituting local government also failed to fill the void. For instance, Punjab Local Government Act 2013 in its Sections 96 – 99, provides for setting up *Panchayats* at village level and *Musaliyat Anjuman*<sup>5</sup> at city level to resolve disputes and conflicts. However, because these entities were assigned powers included to settle criminal matters also, the critics thought that arrangement would end up favouring the local influential and result in miscarriage of justice, therefore, it was considered a blessing in disguise that these bodies had not been set up until 2017. It is recommended that the powers and functions of *Panchayats*, etc., should be reconsidered. Because, these were responsible for unspeakable human rights violations such as Mukhtar Mai's gang rape and practices such as Vanni<sup>6</sup> and Karo Kari<sup>7</sup>.

On the other hand, since maintain peace and helping law and order is responsibility of all citizens under the law. Moreover, authorities, particularly the local police and administration enjoy wide range of powers, enabling them to take measures such as setting up Committees to maintain peace and social harmony. Setting up DPCs was logical and right.

The administrative machinery since British rule worked with ad-hoc committees for maintaining peace and order at district and even the lower levels. In 1980s, the district advisory committees for minorities were established through executive order though mostly without power and resources.

In Pakistan, the government tried to work through peace committees of different compositions and purpose e.g. committees were activated during Moharram<sup>8</sup> clerics from Shia and Sunni sects, minorities, etc. In the event of attack on minorities'<sup>9</sup> places of worship and settlements, the Peace Committees were activated, sometimes patronized by the Federal and Ministries dealing with Religious Affairs, Home Departments in Provinces and social actors.

Besides the abovementioned legal basis and established usefulness of the DPCs, the policy resource developed in recent years was indicative that such Committees were supposed to function at district level:

1. In 2014 the Federal Ministry for Planning, Development and Reforms created a Peace and Development Unit, to *integrate peace and stability as one of the Key Performance Indicators of development projects, but also conduct research and assessment studies on peace and conflict in the country for policymakers and public* under Vision 2025.<sup>10</sup>
2. In 2014 the National Internal Security Policy announced by NACTA<sup>11</sup> aspired in paragraph 37 to "*Develop social and physical infrastructure in terrorism-affected regions through sustained and inclusive efforts by all state institutions at federal and provincial levels.*"

<sup>5</sup> Translation: Conciliation or Mediation Body to be set up under this law, parallel to Panchayat in villages.

<sup>6</sup> Giving daughters in compensation for settling feuds, even crimes such as murder.

<sup>7</sup> Killing man and woman if guilty or suspected of having illicit relations/love affair which the others consider unacceptable.

<sup>8</sup> The sacred month for Shia Muslim, basically mourning for the martyrs of Karbala, which some of the Muslim sect do not happen to consider heretic and react negatively.

<sup>9</sup> For example: Shantinagar in 1997, Sangla Hills in 2005, Gojra in 2009, Sukkar in 2010, Joseph Colony, Lahore in 2013.

<sup>10</sup> A broad plan developed by the Ministry in compliance with UN Sustainable Development Goals.

<sup>11</sup> National Counterterrorism Authority. <http://nacta.gov.pk/policies/NISP.pdf>

3. The National Action Plan for Human Rights launched on February 26, 2016 reiterated this commitment in its projected Outcome 2: its part iii on Protection of rights of minorities stated "*Strengthen and enhance the effectiveness of interfaith harmony committees establish at the district level with active engagement with the district administration and police and strong periodic reporting regime for the concerned ministries/divisions/departments.*"
4. Deciding on a Suo Moto notice concerning the twin suicide attack on All Saints Church Peshawar, the Supreme Court of Pakistan passed a judgment on 19 June 2014 that required "ix. A federal task force to be established to encourage tolerance and interfaith harmony."
5. During the field work of this appraisal the researchers were informed of administrative letters/circulars were issued by DCOs about the formation of DPCs that referred to communication SO (IS-III)-7-4/ 2006 and SO (IS-III)-7-4/2013 issued by Punjab government and letter No. DIB/2367, by the Sindh government. The local administration had set up the DPCs under these official circulars.

**The observations:** The above discussion shows that;

- a) There isn't a law and policy that embraces peacebuilding as a holistic and sustainable process. Whereas, peace-building is a holistic approach rather than dispute management which has a limited focus (negative peace<sup>12</sup> or absence of violent conflict). Peacebuilding<sup>13</sup> approach uses local means and strategies to ensure positive peace<sup>14</sup> through conflict transformation<sup>15</sup>. The existing legal resource, however, lacks an appropriate mechanism to approach the root causes of conflicts, in order to transform them into sustainable peace.
- b) The progress on the abovementioned policy measures is a broader question; nevertheless, there is legal and policy space that enables functioning of DCPs. The question before this appraisal was how effectively the existing policy space is used.

## Objectives

This appraisal was carried out with following objectives in view:

- Assess the support available to and capacity of the DPCs members in peacebuilding, conflict management and human rights, moreover to identify the needs for capacity building of members of DPCs,
- Analyze, functioning and effectiveness of DPCs in relation to designated or aspired role of DPCs/members,
- Identify areas of improvement and cooperation to enhance effectiveness of DPCs.

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<sup>12</sup> Mere absence of violence and war where, the root causes remain unaddressed..

<sup>13</sup> The term systemic peacebuilding refers to the holistic approach for peacebuilding initiatives.

<sup>14</sup> Situation where open conflict as well as the threat of conflict is absent; the causes of conflict have been removed from the situation

<sup>15</sup> Address the wider social and political sources of a conflict and seek to transform the negative energy (violence) into positive social and political change.

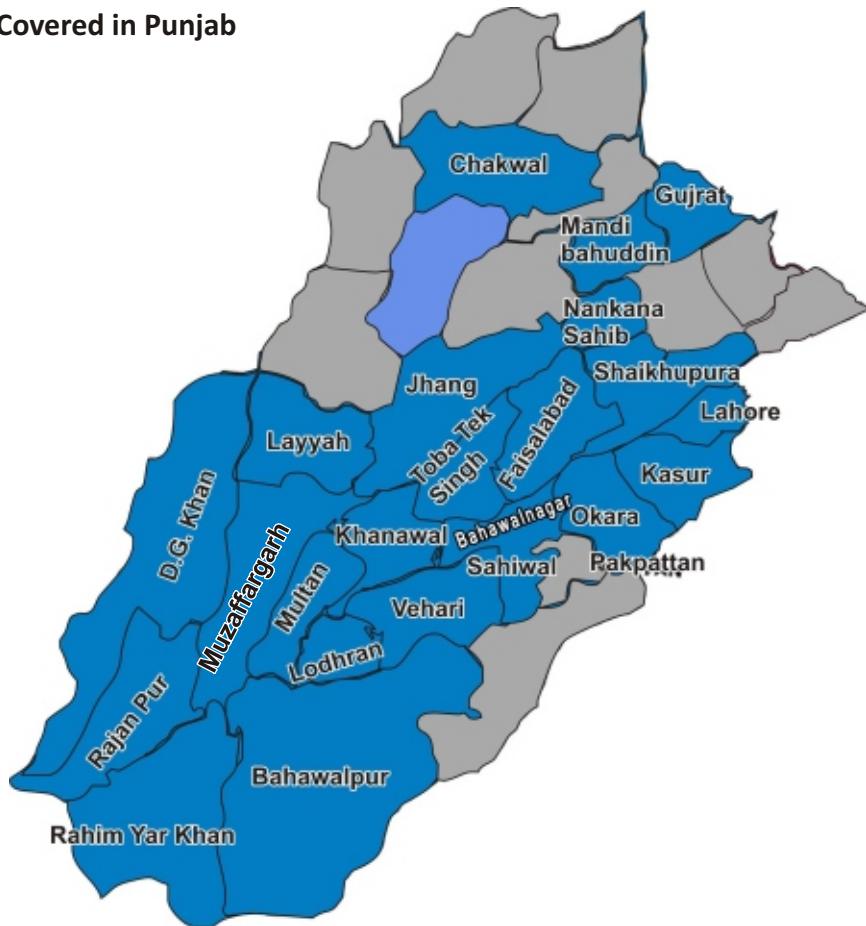
## Methodology and Reliability

CSJ developed a **questionnaire** to assess the status of DPCs in Punjab and Sindh provinces according to the abovementioned objectives. The questionnaire was designed by the project staff and improved with input from representatives of NGOs during peacebuilding training in March 2017. The training for NGOs explained conceptual framework of peacebuilding at length in order to enable the participants to also engage in the rapid appraisal as enumerators. Finalized after testing the questionnaire in Urdu language in the Lahore district, it was used in districts of Punjab and Sindh provinces.

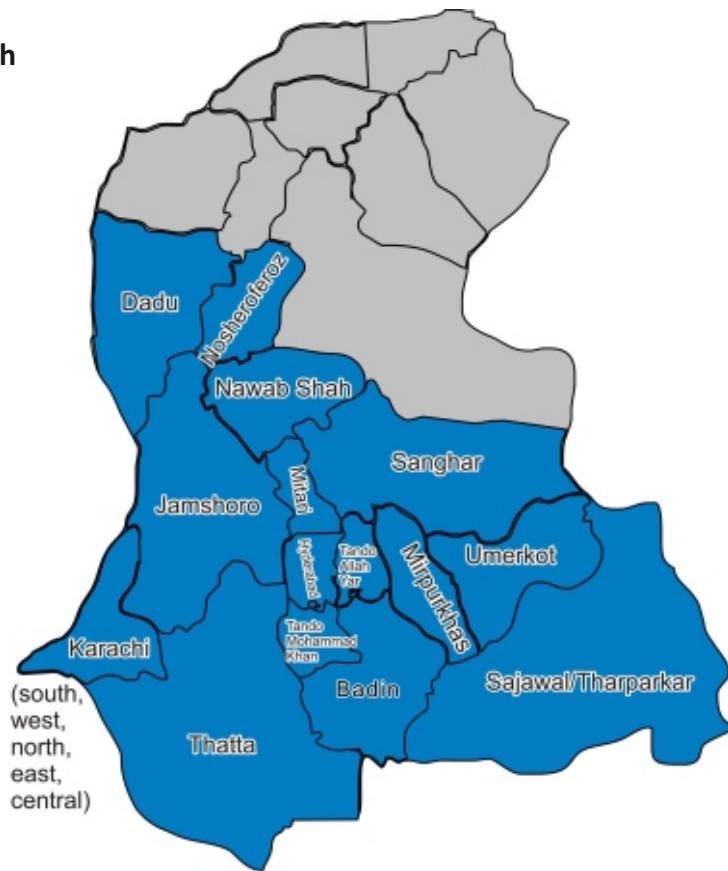
29 enumerators interviewed the members of DPCs in 38 districts in **one-on-one meetings**. The questionnaire had inbuilt follow up questions to recheck the information provided by the interviewees to avoid data inaccuracies due to memory lapses, etc. Enough time was allowed to the interviewees to cross-check information that they were providing. Official lists of members and circulars were used to verify the accuracy of data. The CSJ conducted **focused group discussion** with members of DPCs during training on peacebuilding held at Lahore in May 2017, for refining the results.

The tabulation was carried out by the CSJ staff with utmost care and relying rounding the numerical results in few cases. This appraisal primarily takes material facts into account i.e. number of members, frequency of meetings, outreach and trainings received, moreover the results are voice of the actors (members of the Committees) who are well informed about the facts on the ground. The observations and recommendations take the challenges of a peacebuilding and democracy in transition into account, adopt persuasive and pragmatic approach. Therefore, the findings of the appraisal are highly reliable and recommended for use.

### Districts Covered in Punjab



## Districts Covered in Sindh



### Data collection – sample size

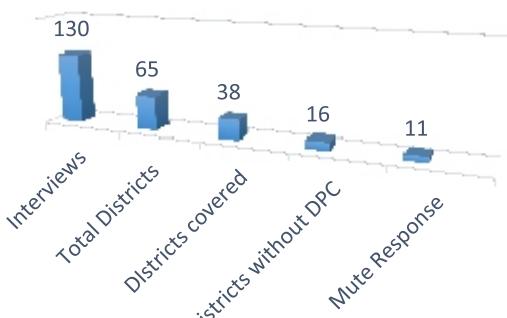
**Summary:** Data collection and compilation was carried out from March 20 to 30 May 2017.

Out of total 65 districts in both provinces (Punjab 36 and Sindh 29) the assessment was carried out in 38 districts (23 Punjab, 15 Sindh). 29 enumerators (17 Punjab, 12 Sindh) basically members of NGOs and volunteers of CSJ collected data from the field.

Total 130 forms were used (88 Punjab, 42 Sindh). CSJ selected one Data Form for each district as representative data, after refining and cross-checking the information therein.

Five districts in Punjab and 11 in Sindh were confirmed to have no DPCs, whereas, seven districts in Punjab and four in Sindh remained unresponsive therefore it is assumed that DPCs may not be existing there as well. Hence total 27 districts (15 Sindh and 12 Punjab) had either not established or activated DPCs.

### Data Collection-Sample size



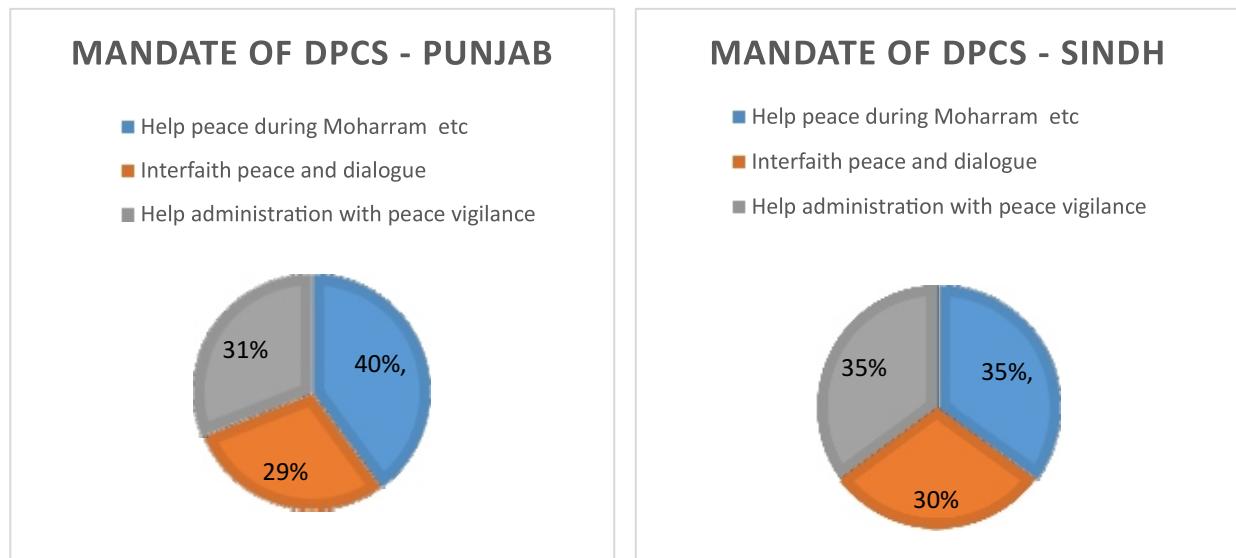
## Findings of the rapid appraisal

Table/ Chart 1: Number of years of existence, length of office (Average),

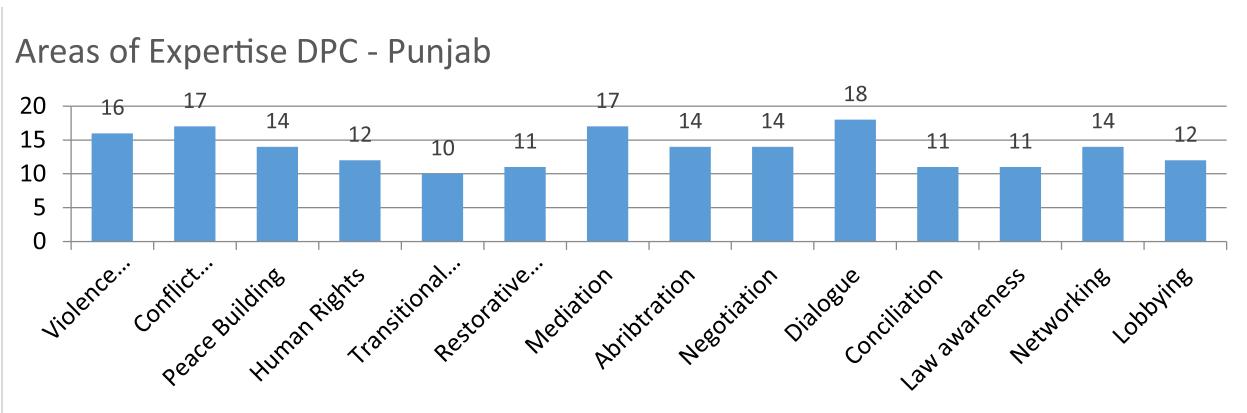
Province	DPC existed for	Term of office	Length of membership of respondents	Experience in this field
Punjab	12.5 years	3 year	11 year	14 year
Sindh	10 years	4 year	9 year	9 year

An average calculation of responses in Table 1 shows on the term of office and length that the DPCS have existed for, which appears fair amount of time in the districts where DPCs had been set up and members have been involved in DPCs.

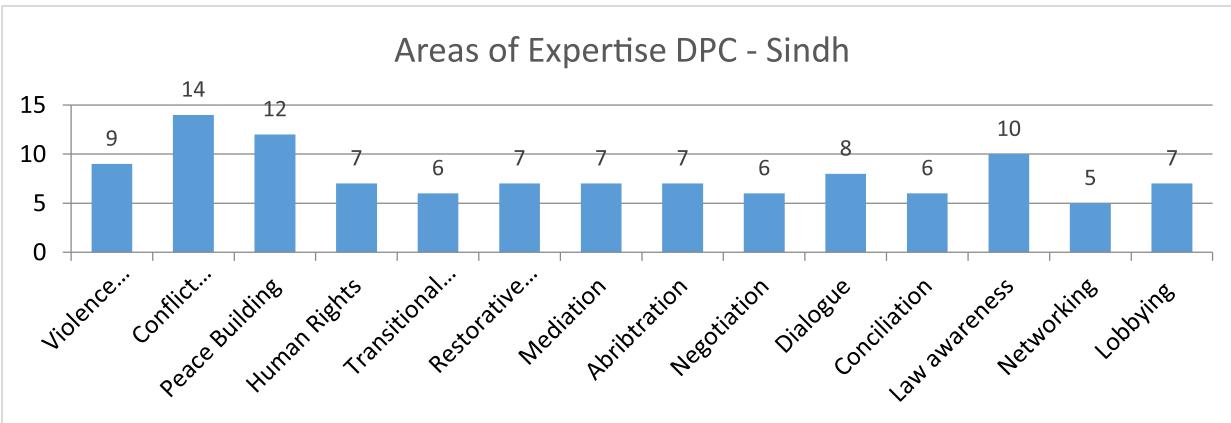
Table/ Chart 2. Mandate of DPCs



Despite that there is still a need for a defining legal source and administrative instructions, the members understood their role to be in three main areas i.e. helping administration maintain peace during Muharram, etc., interfaith peace and dialogue and vigilance for peace. This response came on three MCQs therefore it manifests certain amount of concentration of focus. The response from two provinces, also shows a relative resemblance in the understanding of the mandate among the members.

**Table / chart 3. Areas of expertise of the members**

The question about the area of expertise was composed of 12 multiple choices. Noticeably, DPCs in Punjab assessed themselves having a higher proficiency in skills involving Dialogue, Mediation, Conflict Resolution and violence prevention while a relatively lower proficiency in Transitional and restorative justice, conciliation and legal awareness.



A higher number of local actors assessed that they were at their best in Conflict Resolution, Peacebuilding and Legal Awareness, while less number of actors felt that they were proficient in Networking / Lobbying, Transitional Justice, Negotiations and conciliation.

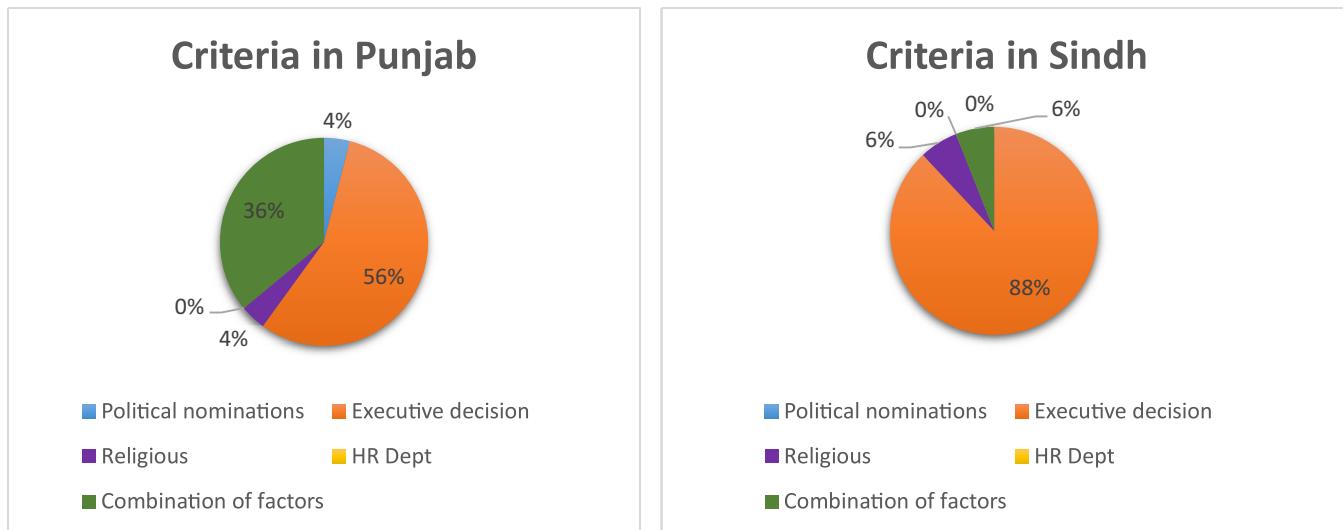
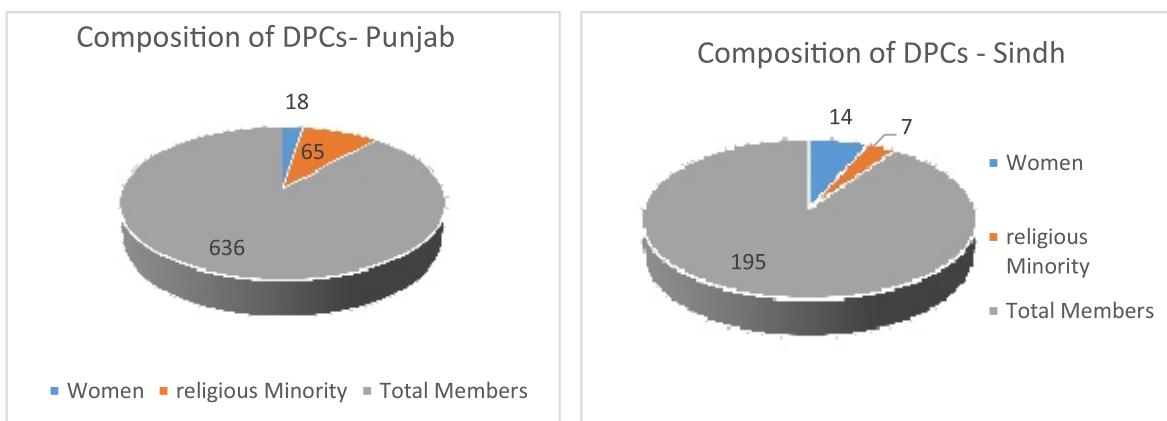
**Table / Chart 4. Criteria for appointment of members**

Chart 4 shows that the district administration heavily relied on their discretion in the appointment of the members of DPC (56 percent Punjab, 88 percent Sindh). The powers rest with DC/DCOs whereas in some districts District Police Officers took an active part in nominations. On the other side, combination of factors played a role, for instance in districts where DPCs had a long standing, either core committee members or other line departments had their say. Political influence in appointments was noticed particularly in Punjab, may be because the district administration wanted to enhance the influence of the DPCs, therefore, incorporating nominees of the MNAs and MPAs may not necessarily be a bad practice. The evidence here suggests that DPCs could be more effective, if a uniform merit based on well-known rationale was applied.

**Table/chart 5. Composition of DPCs in Punjab / Sindh**

Results about the composition of the DPCs in both provinces show that representation of women and minority communities was insufficient. Some districts do not have women and religious minorities at all. That is not only an indication of a lack of attention on the importance of gender and religious balance/diversity but also reflective of the fact that, the two sections are so marginalized that their participation does not seem to carry a value. In spite that these groups are receiving better attention in the media, etc. as compared to the past while the policy measures can remain oblivious to these concerns into account.

**Table/chart 6. Frequency of DPC Meetings:**

Punjab Districts	Weekly	Monthly	Quarterly	Bi-Annually	On call/Demand
Bahawalnagar					✓
Bahawalpur			✓		✓
Chakwal					✓
D.G.Khan			✓		
Faisalabad		✓			✓
Gujranwala					
Gujarat		✓			
Kasur					✓
Khanawal					✓
Lahore					✓
Layyah					✓
Lodhran			✓		✓
Mandi Baha Uddin			✓		✓
Multan				✓	✓
Muzaffargarh				✓	✓
Nankana Sahib					✓
Okara		✓			
Pakpattan			✓		
Rahim Yar Khan				✓	✓
Rajanpur			✓		✓
Sahiwal			✓		
Sheikhupura			✓		
Vehari					✓
<b>Total</b>		<b>3</b>	<b>9</b>	<b>3</b>	<b>17</b>
<b>Percentage</b>	<b>0%</b>	<b>11%</b>	<b>25%</b>	<b>11%</b>	<b>47%</b>

Meetings of DPCs are held on irregular basis, mostly on call or when the need arises in Punjab particularly (47 percent, Sindh 31 percent). The quarterly meetings are second category of frequent meetings (Punjab 25 percent, Sindh 34 percent). Several members of DPCs complained in the FGD that DPC meetings were on a low priority and were not considered important until these become an absolute necessity.

**Table/chart 6. Frequency of DPC Meetings:**

Sindh Districts	Weekly	Monthly	Quarterly	Bi-Annually	On call/demand
Dadu			✓		✓
Hyderabad			✓		
Jamshoro				✓	✓
Karachi East			✓		✓
Karachi West			✓		✓
Karachi South			✓		✓
Karachi Korangi			✓		✓
Karachi Central			✓		✓
Karachi Malir			✓		✓
Matiari					
Mirpurkhas					
Kumbar Shahdadkot					
Sanghar	✓				
Tando Muhammad Khan			✓		✓
Thatta			✓	✓	
<b>Total</b>	<b>1</b>	<b>1</b>	<b>10</b>	<b>2</b>	<b>9</b>
<b>Percentage</b>	<b>7%</b>	<b>7%</b>	<b>34%</b>	<b>10%</b>	<b>31%</b>

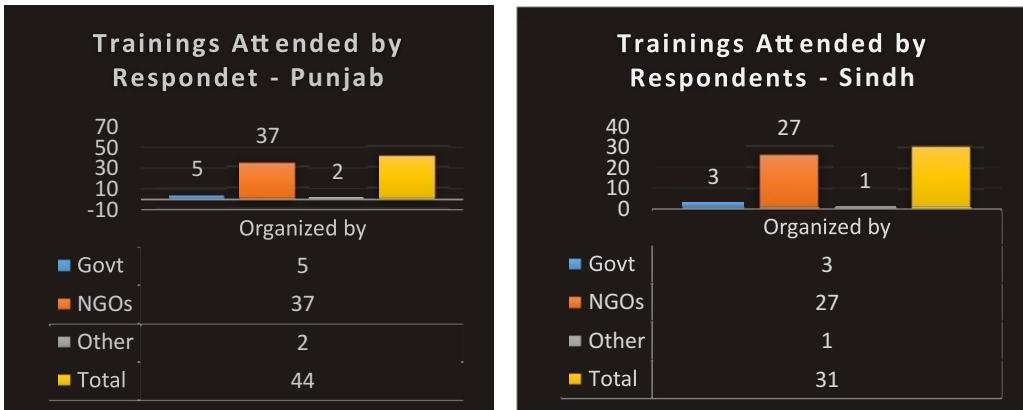
**Table/Chart 7. Professional background of members of DPCs**

Province	<b>Total</b>	Cleric	Politician	Lawyer	Teacher	Psychologist	Social Activist	<b>Others</b>
<b>Punjab</b>	<b>636</b>	22	19	14	13	4	16	<b>548</b>
<b>Sindh</b>	<b>195</b>	13	12	9	3	2	11	<b>145</b>

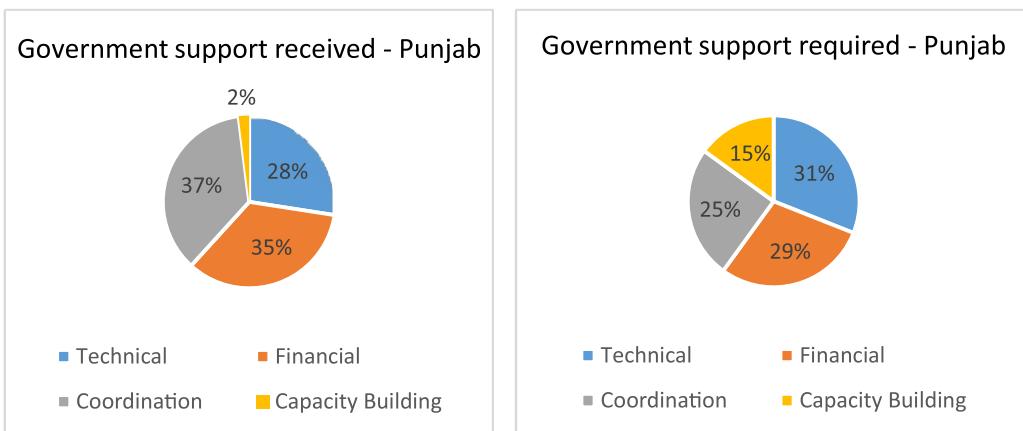
The questionnaire had six professional categories listed in this question because the researchers thought these to be important to include, while over 65 percent members in Sindh 83 percent in Punjab members hailed from professions other than religious and politicians, lawyers, teachers, psychologist and human rights workers.

It is generally observed that DPCs have heavy representation of the traders, a group which desires to be close to the local administration and also has some monetary resources to offer in charity, etc. Studies show that trader is also the group that extremist organizations have extracted resources from in the past couple of decades.<sup>16</sup> Table 7 shows that members who identified themselves, as activists by profession were only 2.51 percent in Punjab 5.64 percent in Sindh. This is in huge contrast with results of the Table 8 below, which shows that 85 percent of trainings DPC members received had been provided by the NGOs. Hence, the NGOs emerge as service providers as contributors to peacebuilding efforts but their participation in the peacebuilding infrastructure set up by the government(s) did not receive enough appreciation.

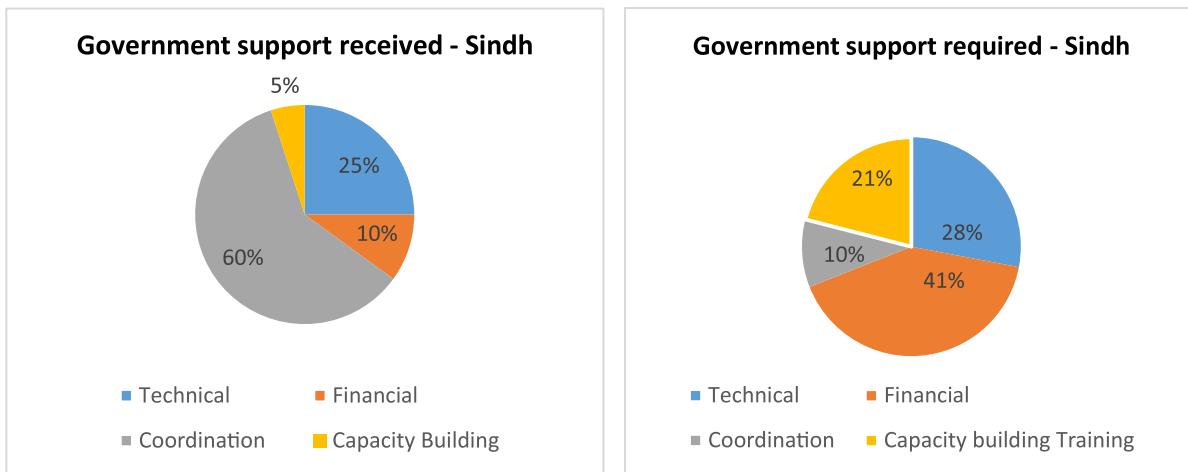
<sup>16</sup> Farooq Sulehria, Rise of Islamic Fundamentalism in Pakistan. <http://links.org.au/node/117> , Graham E Fuller, Islamic Fundamentalism in Pakistan, RAND, <https://www.rand.org/content/dam/rand/pubs/reports/2007/R3964.pdf>.

**Table/Chart 8. Trainings of DPCs**

Out of 38 total 31 respondents/ members DPCs had attended trainings related to peacebuilding, which is good number pragmatically speaking. 85 percent of those trainings had been provided by the NGOs, although NGOs are rarely invited to become members of DPCs.

**Table/Chart 9. Government Support in Punjab/Sindh**

The perceptions of government support provided and required do not reflect a disparity. Implying that except the need for financial resources DPCs members / respondents were satisfied with the provisions. The comparison of the demand and supply in the two charts is suggesting need for more financial resources than the other inputs. Nevertheless, more input is certainly required for the peacebuilding work. Because the performance is also contingent upon inputs such as capacity building, coordination and technical support from the government offices, etc.



The perception reflected here about the government support received and what is required, presents different in Sindh than what transpired in the response to this question in Punjab. The opinion in Sindh shows that the government was providing sufficient in terms of coordination (60 percent), though they want to see more input coming from the government in terms of financial resources, technical support and capacity building.

The difference of perceptions in two provinces may be due to better infrastructure facilities and governance in Punjab whereas on the other hand high political sensibilities in Sindh.

*Peace as right* is not an established discourse nor it is yet an understanding prevailing in the implementation of peacebuilding initiatives, for instance, the implementation of the National Action Plan 2014. These elements and factor needs to be considered in the overall analyses.

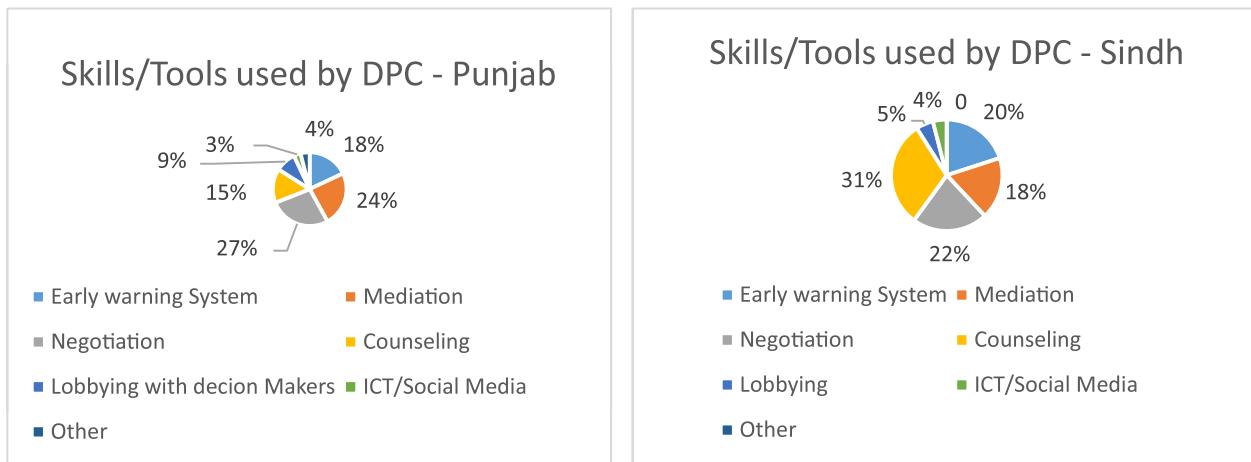
**Table/Chart 10. Conflicts resolved in past three years and nature of conflicts**

Province	Feuds/ altercations	Child/CBV	Sectarian	Business	Family issues	Religious	Blasphemy	Total
Punjab	87	23	501	250	3	191	3	1,058
Sindh	14	0	8	4	5	58	0	85

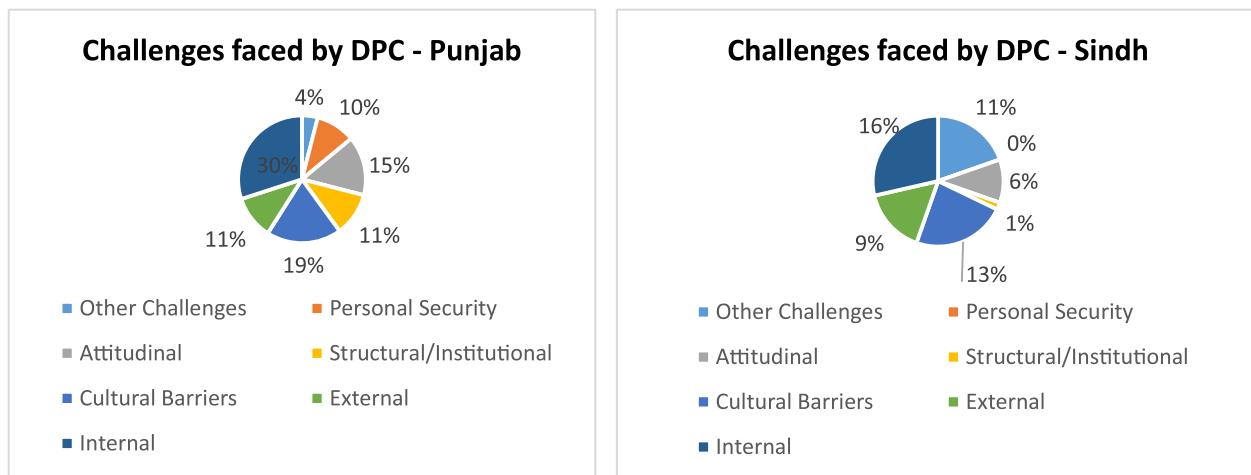
The questionnaire had sought response only on three categories of conflicts namely; religious, sectarian and other. The respondents added four more categories to the response as shown in the Table 10.

The data from Punjab province brings astonishingly high number of conflicts resolved by the DPCs, which is not unthinkable for three years given the perceivable scale of disputes/conflicts and if DPCs were functioning in full swing. However, in fact the data received from Bahawalnagar, Rahim Yar Khan, Vehari, Jhang and Lahore presented a high claim about conflicts resolved which affects the average (46 Punjab while 5.6 Sindh in each district) of the province exponentially.

In the overall picture, either DPCs in Punjab had to deal with and had required capacity to deal with more number of conflicts/ disputes which is encouraging.

**Table/Charts 11. Skills/tools used by DPC for conflict resolution and Peacebuilding**

Negotiation is the most used skill in both provinces 27 and 22 percent in Punjab and Sindh respectively, followed by mediation, counseling and early warning. This shows a degree of resilience among the people in dispute or conflict as well as the abilities of the actors. This pattern must encourage the stakeholders to employ peacebuilding techniques to their maximum potential.

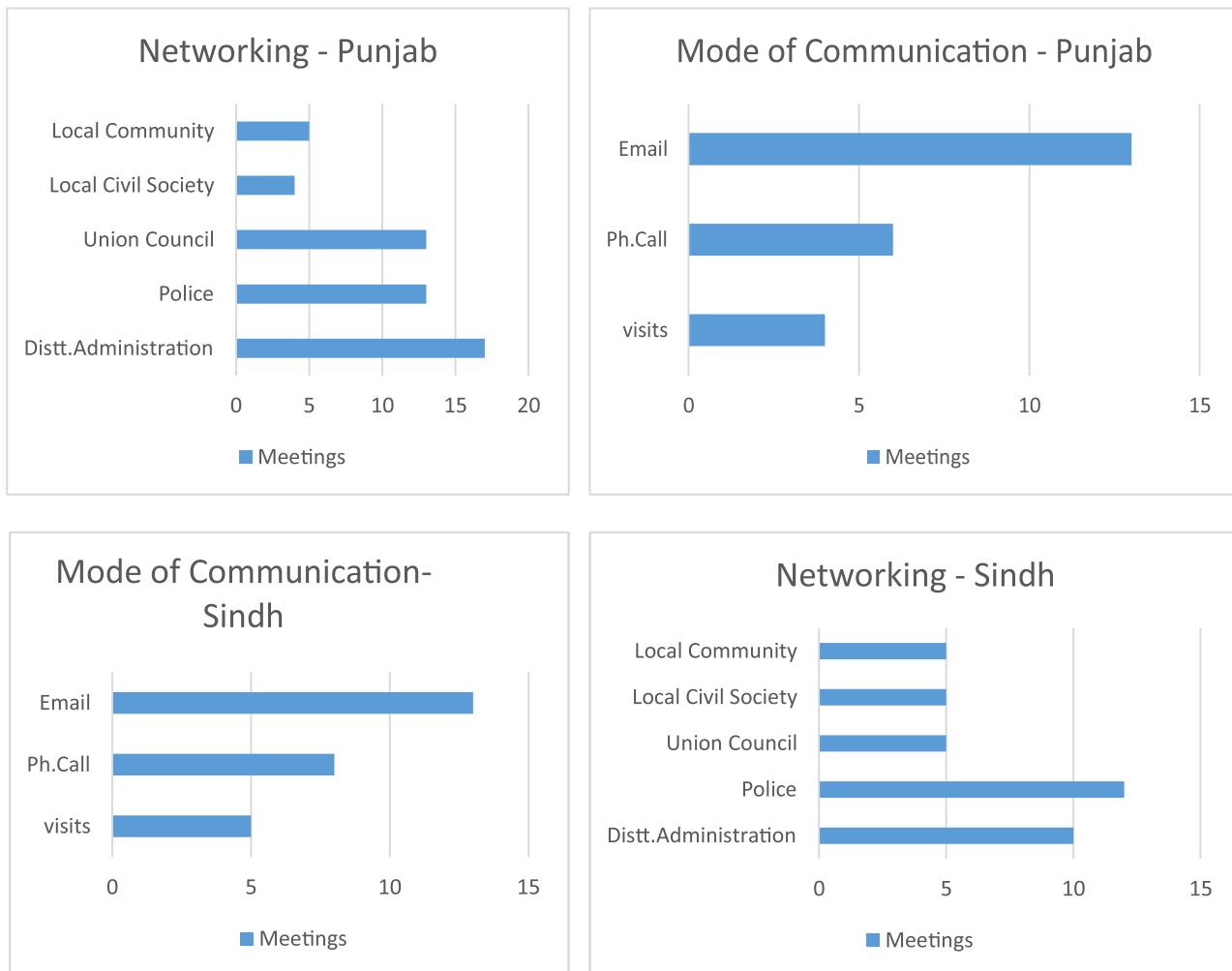
**Table/Charts 12. Challenges faced by DPCs**

Respondent from Punjab saw challenges existed at all levels: Internal or within DPCs such as lack of funds (16); External such as lack of coordination with other departments (6); Cultural barriers e.g. paltry participation of women in DPC due to restricted mobility (10); Structural issues such as lack of funds, issues of selection,

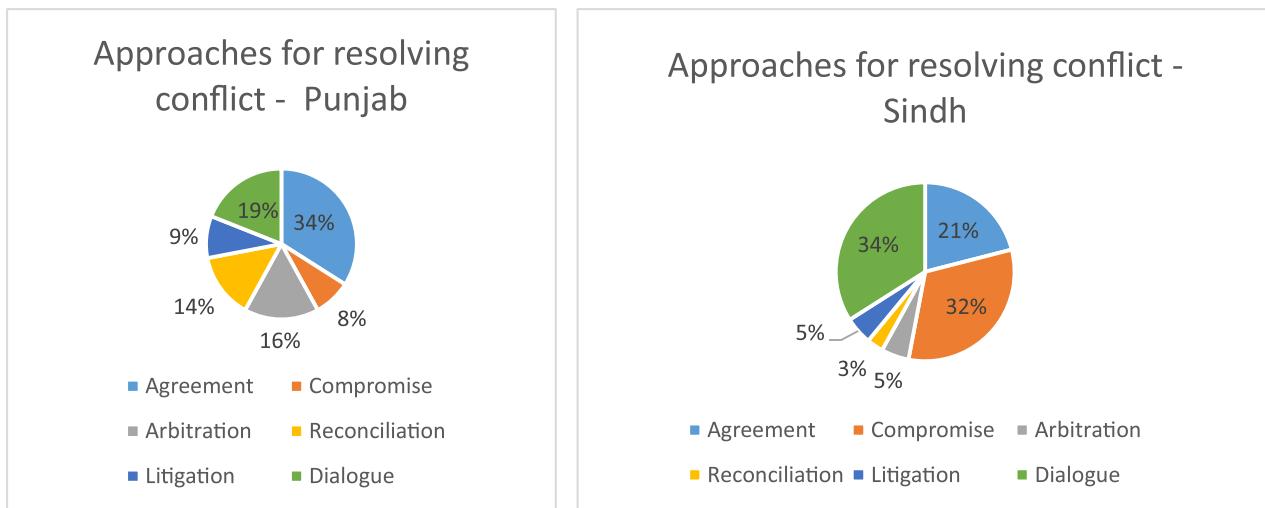
behavior of administration, delays in implementation decisions (6), attitudinal issues (8) security issues (5). Respondents from Sindh emphasized on lack of resources, financial crises and lack of coordination.

It is hard to imagine peacebuilding work enjoying smooth sail in the context of Pakistan, recovering from extremist threats and problems related to political transition and governance issues. Nevertheless, the issues being faced by DPCs, which form the infrastructure necessary for stabilization process, appear to be in need of immediate attention of the provincial and Federal governments.

**Table / Chart 13. Networking with other Institutions/Individuals (Private/Governmental)**



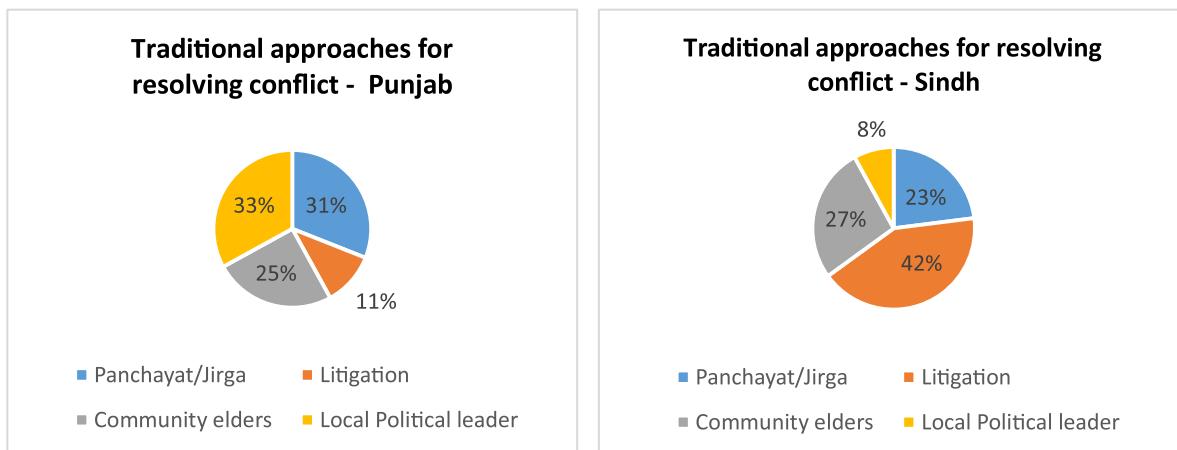
The question about means of communication / networking was primarily to assess tools and capacities. Chart 13 shows the prevalence and frequency of coordination and communication between DPCs and other stakeholders on the lower side whereas interaction with district administration was more frequent. Yet, members of DPCs receive calls during emergency, dispute of family matters and for the protection of citizens during processions. On the other hand, CSO and government offices use emails as a mode of communication to share important information or circulation of invitation/call for demonstration, etc. which is encouraging.

**Table/ Chart 14. Peacebuilding approaches commonly used by people to resolve conflicts**

The question about approaches used did not specify the type of conflicts that were dealt with but any disputes which were settled by the actors (members DPCs) or which they were privy to. Usually, these disputes range from low or high gravity violation, crimes and civil disputes.

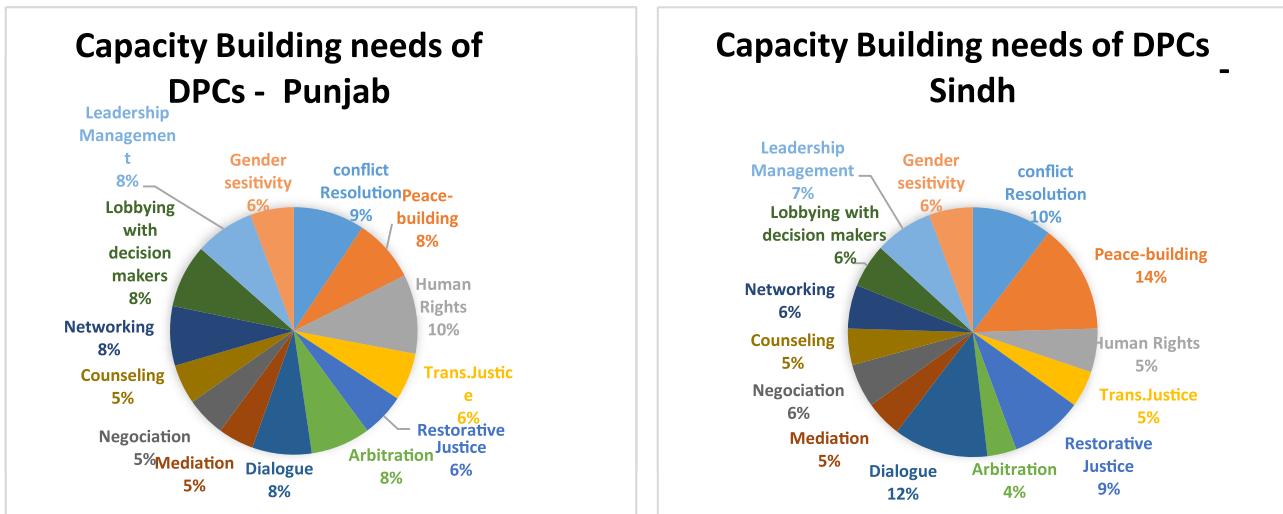
This question was meant to collect insights into whether sustainable forms of conflict resolution were popular or viable in the locale of the actors.

With 42 to 53 percent conflicts/disputes shown to be resolved through *compromises and agreements* in Punjab and Sindh respectively explains that the conflicts were resolved, probably, by the weaker party conceding to demands of the more influential party, partially or fully. Hence the concept of *just peace* isn't seen to be popular in alternative dispute resolution methods.

**Table / Chart 15. Use of traditional approaches to conflict resolution**

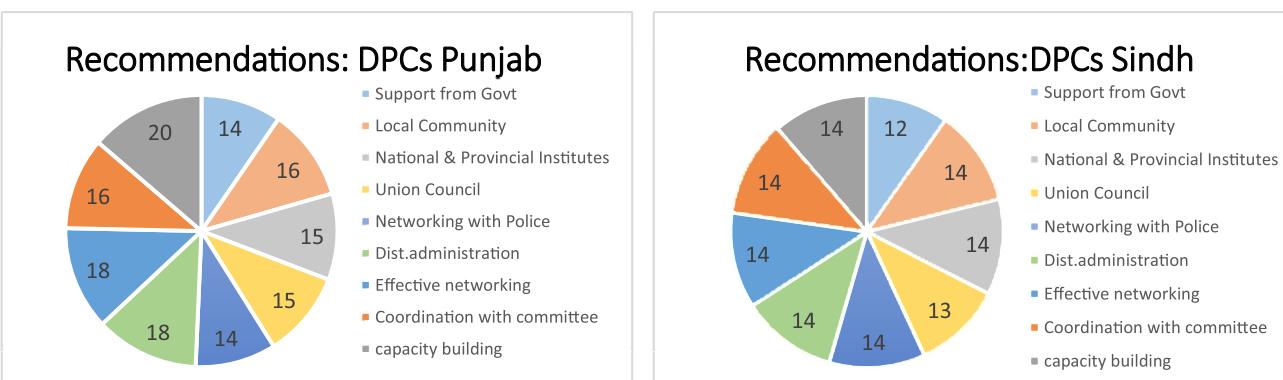
The two questions meant to look into prevailing practice as well as results of traditional and more nuanced conflict resolution. The results in Chart 15 confirm almost what was reflected in the Chart 14, nearly 50 percent disputes are being settled in Panchayats and Jirgas or by the community elders. The difference between the *Panchayat* and *Community elders* is that earlier is little more formal and historical, while *Community elders* is a category that comes in while due to migration and other factors but has similar function. Community elders still decide on the disputes or “resolve” them, as people find this inexpensive way of dispute resolution.

**Table/Chart 16. Capacity building training needs of DPCs**



The response to this multiple-choice question presented in grid is reflective of wide range of training needs in concepts and practices in peacebuilding. This implies that despite being engaged the actors or practitioners were eager to learn more to enhance their capabilities in peacebuilding work. Response to this question would be helpful for the providers of such trainings to choose priorities of their training designs for the respondent group.

**Table/ Chart 17. Recommendations of the Local Actors to improve the work of DPCs**



Response on the question of multiple choices of recommendation, DPCs urged to government organs to provide them financial and technical support to enhance their capacity-building to perform in their respective districts, effectively. Again, the response reflects eagerness as well as hope, which is necessary ingredient of actors engaging in task as serious and urgent as peacebuilding.

### **Conclusions of the appraisal:**

Peacebuilding in Pakistan is as complicated as the drivers and the manifestations of violence i.e. the inequality of rights, social divisions, imbedded religious discrimination, foreign and security policy issues, weaknesses of the political and administrative structure. Here are key conclusions of this appraisal:

1. The existence and performance of DPCs is heavily contingent upon how the district and provincial administration feel about the need at a given time. DPCs were not established in seven districts of Punjab and four Sindh provinces.
2. The DPCs in most districts are established, though all were not functional. Moreover, DPCs were not active in preventing conflicts and violence owing to the limited focus on peacebuilding. The administration made no effort to involve DPCs in preempting, preventing and the handling of the situation even during the protests that threatened law and order in big cities. For instance, the protest over electricity and water shortages. In many cases the committees were activated after some incidents. The law enforcement approach was applied exclusively to deal with tensions and conflicts.
3. There are issues of capacity and comprehension on part of the local actors i.e. members of DPCs, and the local administration, about the peacebuilding work.
4. In some instance members of DPCs were not aware of their role and responsibilities, as the circular/notification issued by the government does not mention their mandate with clarity.
5. There was no guiding criterion for nomination of members for DPCs instead the selections are made on the recommendations of MNAs /MPAs.
6. The majority of the respondents shared that the meetings of DPCs are mostly called on emergency basis rather than held on regular basis hence there is little focus on preemption and prevention of conflicts.
7. As regards to resources, DPCs do not have any office, staff or budget to rely on their functions effectively.

8. A majority of DPCs lack representation of minority communities, women and professionals such as; human rights and peace activist, lawyers and psychiatrists.
9. There is no provincial mechanism to monitor the performance of DPCs.
10. DPCs as a whole need skills and capacity in peacebuilding approaches, tools of conflict analysis and resolution.
11. The administrative approach is heavily relied upon rather than people centric and inclusive approach in appointments and managing the DPCs. Although over 80 percent respondents had received some form of training and exposure about peacebuilding through NGOs, yet NGOs were not invited in sufficient number to be part of the DPCs. Nor were their help sought in capacity building and conflict management whereas CSOs/ NGOs have maintained a manifested competence, aptitude and willingness to engage in peacebuilding efforts with the government.

#### **Recommendations:**

In view of the findings of this rapid appraisal, following recommendations are made to improve the effectiveness of district peace committees:

- 1) Given their logic and usefulness, the government must ensure that DPCs are established in all districts.
- 2) The provincial governments/Home departments must clearly define the mandate of DPCs, and role and responsibilities through a circular/notification and the copy of the notification should be provided to all members of DPCs to improve their sense of responsibility towards peacebuilding efforts.
- 3) The government is urged to introduce unified mechanism at province level about the term of office for the members of DPCs and other terms spells the qualifications and expectations so that people may volunteer themselves in each district.
- 4) The government should incorporate a combination of experienced professionals such as; lawyers, human rights and peace activists, teachers, religious and political leaders, and psychologist/ psychiatrists to serve as members of District Peace Committees. Even, the government must ensure the representation of people from different religions and beliefs in the DPCs, and particularly ensure at least one-third representation of women.
- 5) The members for DPCs should not be designated on the basis of their political affiliation, instead they must be selected following set criterion which include; moderate viewpoints, peaceful approach to handle conflicts, and profound experience of dealing with diverse communities.
- 6) The membership of persons who nurture prejudices towards diverse communities and are involved in spreading hatred and intolerance should be avoided.

- 7) The government should authorize and equip DPCs with resources to call meeting to assess their performance and design work plan on monthly/ quarterly basis at least.
- 8) The government should invest in DPCs by providing them with adequate technical, infrastructural as well as financial support to work effectively and efficiently for making contribution to peaceful coexistence.
- 9) The government should conduct trainings for DPCs to enhance the capacity of its members in peacebuilding and conflict resolution.
- 10) The government must develop guidelines containing contents such as; mandate of DPCs, concepts of human rights, peace, harmony & diversity, Understanding concepts of non-discrimination, non-violence, tolerance, peacebuilding strategies and framework, human rights protection mechanism, techniques to analyze conflict, skills for conflict resolution and conflict transformation, conflict management responses and methods, and early warning system for conflict prevention and monitoring.
- 11) Connectivity and networking between the stakeholders/actors working in various dimensions of peacebuilding should be enhanced through work sharing and joint initiatives.
- 12) The government find ways to encourage mutual learning among the DPCs from different districts / provinces to share their learnings, achievements and challenges faced in the fields and due recognition of actors and the work in peacebuilding.



### Annex A: Enumeration in Punjab

	<b>Enumerator</b>	<b>Organizations</b>
1.	Sadiq Mirza	Youngman society, Vehari
2.	Munesh Madan	Sundash Development Organization, Bahawalpur
3.	Amjad Hussain	Development for Health, Education, Work and Awareness Welfare Society-DHEWA, Chakwal
4.	Nadeem Ahmed	Youth Front Pakistan, D.G.Khan
5.	Faisal Rasheed	Awareness and Motivation Pakistan- AWAM, Faisalabad
6.	Romesh Gill	AIDS awareness Society, Gujarat
7.	Asif Munawar	Nobel Concern for Human Development-NCHD, Jhang
8.	Aamir Shabir	Muwakhat Foundation, Lahore
9.	Zareen Aamir	Muwakhat Foundation, Lahore
10.	Naeem Ahmed	Society for the Protection of the rights of the child-SPARC, Islamabad
11.	Nasreen Awan	Anjaman Falah-e- Niswan, Sahiwal
12.	Zaib Nawaz	Taang Waisab, Sargodha
13.	Anila Usman	AWAD-CD, Multan
14.	Awais Khokher	Society for Education and Development, Nankana Sahib
15.	Naseer Numan	National Rural Support Program
16.	Abdul Rub Farooqi	Jaag Welfare Movement, Rahim Yar Khan
17.	Sultan Mazari	Social welfare Society (SWS) Rojhan Rajanpur

### Enumeration in Sindh

	<b>Enumerator</b>	<b>Name of the organizations</b>
1.	Nisar Ahmed	Dilawar Hussain Local Support Organization, Badin
2.	Sahib Khan	Sujag Sunsar Organization Sanghar
3.	Mubeena Khanum	Society for the protection of the rights of the child-SPARC, Hyderabad
4.	Javed Rojhani	Hand in Hand with Educated and Labour people- HHELP, Jamashoro
5.	Kanwar Lal	Sami Foundation, Umar Kot
6.	Imran Bhand	CSJ, Hyderabad
7.	Gulam Sarwar	Community Initiatives for Development in Pakistan, Matyri
8.	M. Adeel Awan	Sangat development Foundation, Hyderabad
9.	Sobia Jeelani	Peace and Development Organization, Sanghar
10.	Abdul Wahid	Indus Resource Centre, Nosheroferoz.
11.	Yasir Arafat Jatoi	Education Research and Development, Larkana
12.	Mir Hassan Balouch	Al-Mehran Foundation, Sajwal/Thatta

**Survey (test) Questionnaire**  
**Assessment of District Peace Committees at Punjab and Sindh - Pakistan**

Date: -----

**Section 1: Information of the respondent**

1. Respondent's name: ----- 2. Title/Function: -----

3. Mailing address, e-mail, phone/ mobile):  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

4. Area(s) of expertise:

Sr. #	Area	Mark (X)
A	Violence prevention	
B	Conflict resolution	
C	Peace-building	
D	Human rights	
E	Transitional justice	
F	Restorative justice	
g	Mediation	
h	Negotiation	
i	Counseling, inter personal, intra and inter community dispute resolution	
j	Networking	
k	Lobbying with decision makers	
l	Other:	

5. Years of experience working in your Area(s) of expertise: -----

**Section 2: Information of the DPC**

1. District: -----

2. a) Peace Committee since: ----- b) Mandate of the peace committee;  
 c) Duration/Reform.....

- i. help peace and normalcy during Moharram
- ii. Interfaith peace and dialogue
- iii. Help administration with peace vigilance.

3. Number of the current Committee members: (Number of female/male) -----

4. How many individuals from religious minority communities are member of the Committee: -----

5. How many women are member of the Committee: -----

6. How frequent DPC hold meetings? (Tick the correct answer)

Weekly, Monthly, Quarterly, Bi-annually, on call or demand

7. What is the criterion for the nominee to be the Committee member?

8. What is the Diversity of professional background of Committee member?

9. What is the process of Committee members' selection?

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10. What is the process of planning/ decision making?

---

11. How many Peace-building/ conflict resolution trainings committee members have participated in?

Number of trainings (Individual/Collective): -----

Number of members participated: -----

12. What kind of government support the Committee receives (e.g.): technical, financial, coordination or capacity building training organized by government.

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13. What further support is required from the government? (Technical, financial, coordination)

---

14. Number of matters/ conflicts resolved by the Committee: -----

15. Nature of the matters/ conflicts resolved: -----

16. What skills/ tools are used by the committee for conflict resolution and peacebuilding in the District?

<b>Sr. #</b>	<b>Approaches</b>	<b>Mark (X)</b>
a	Early warning system	
b	Mediation	
c	Negotiation	
d	Counseling	
e	Lobbying with decision makers	
f	Use of ICT/ social media	
g	Other:	

17. Identify the challenges for conflict resolution and Peace-building work in the district, which are affecting your work according to gravity from 1-6.

<b>Sr. #</b>	<b>Challenges</b>	<b>Mark (X)</b>	<b>Nature of challenge (Explanation)</b>
a	Internal (within the DPC)		
b	External (with other departments)		
c	Cultural barriers		
d	Structural / Institutional		
e	Attitudinal issues		
f	Personal security issues		
g	Other challenges		

18. a) Does the DPC do networking with other institutions/ individuals (private or governmental)?  
 b) If yes, kindly identify the stakeholders and check the appropriate box.

Institution's Name	Contact Frequency/ Meetings				Mode of Communication			
	Weekly	Monthly	Quarterly	Bi-annually	Visit	Ph. Call	E-mail	Participation in programs/informal meetings
District administration								
Police								
Union council								
Local civil society organizations								
Local community members								

19. In your opinion how do people resolve conflicts (intra and inter-community) in the district (Kindly check with X and assess in percentile)?

Sr. #	Approach	Mark (X)	Percentage
a	Agreement (Negative Peace)		
b	Compromise		
c	Reparation (Compensation)		
d	Litigation		
e	Reconciliation (Positive Peace)		

- a) Does the Committee use any traditional/ cultural conflict resolution mechanisms / techniques?

Yes	
No	

- b) Which forums of traditional conflict resolution do you think works the best?

Sr. #	Form	Mark (X)
a	Panchayat	
b	Jirga	
c	Involving community elders	
d	Involving local political leaders	

### **Section 3: DPCs capacity building needs**

1. What are the specific training and capacity building needs of the DPC's members?

Sr. #	Theme	Rank	Explanation
a	Conflict resolution		
b	Peace-building		
c	Human rights		
d	Transitional justice		
e	Restorative justice		
f	Mediation		
g	Negotiation		
h	Counseling		
I	Networking		
J	Lobbying with decision makers		
K	Leadership and management		
L	Others		

### **Section 4: Recommendations**

1. What are the important areas of intervention for strengthening DPCs?

Sr. #	Recommendations	Mark (X)
a	Capacity building	
b	Better coordination within Committee	
c	Effective networking with:	
d	District administration,	
e	Police,	
f	Union Council	
g	National and provincial human rights institutions	
h	Local community	
i	Enhanced support from the government (technical, financial)	

**Note:** Findings of the Appraisal are presented in a sequence different than the order of the questions in the questionnaire



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