This action is funded by the European Union

**ANNEX 1**

of the Commission Implementing Decision on the Annual Action Programme 2016 and 2017 part 1 in favour of Pakistan to be financed from the general budget of the European Union

**Action Document for the Promotion of Human Rights in Pakistan**

<table>
<thead>
<tr>
<th>1. Title/basic act/CRIS number</th>
<th>Promotion of Human Rights in Pakistan - CRIS number: ACA/2016/39500 financed under Development Cooperation Instrument</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Zone benefiting from the action/location</td>
<td>Pakistan. The action shall be carried out at the federal level and the provinces.</td>
</tr>
<tr>
<td>4. Sector of concentration/thematic area</td>
<td>Good governance, Human Rights and Rule of Law</td>
</tr>
</tbody>
</table>
| 5. Amounts concerned | Total estimated cost: EUR 9,600,000  
Total amount of EU budget contribution EUR 9,600,000  
The contribution is for an amount of EUR 9,600,000 from the general budget of the European Union for 2016. |
| 6. Aid modality(ies) and implementation modality(ies) | Project Modality  
Direct management – procurement of services |
| 7 a) DAC code(s) | 15160 – Human Rights, 15170 Women’s equality organisations and institutions, 15130 Legal and judicial development |
| 7 b) Main Delivery Channel | 50000 Other (52000 - Other includes 'for profit', consultants and consultancy firms); |
| 8. Markers (from CRIS DAC form) | **General policy objective** | Not targeted | Significant objective | Main objective |
| | Participation development/good governance | ☐ | ☐ | ☒ |
| | Aid to environment | ☒ | ☐ | ☐ |
| | Gender equality (including Women In Development) | ☐ | ☒ | ☐ |
| | Trade Development | ☒ | ☐ | ☐ |
| | Reproductive, Maternal, New born and child health | ☒ | ☐ | ☐ |
| | **RIO Convention markers** | Not targeted | Significant objective | Main objective |
| | Biological diversity | ☒ | ☐ | ☐ |
| | Combat desertification | ☒ | ☐ | ☐ |
| Climate change mitigation | ☒ | ☐ | ☐ |
| Climate change adaptation | ☒ | ☐ | ☐ |
| 9. Global Public Goods and Challenges (GPGC) thematic flagships |  |
| 10. SDGs | Main SDG Goals are Goals 5 and 8 |

**SUMMARY**

The support for the Promotion of Human Rights in Pakistan is the main European Union (EU) project to support Pakistan’s efforts to improve its compliance with human rights commitments. The aim is to provide technical assistance and capacity development to key government ministries at federal and provincial level, with special focus on the criminal justice chain, to strengthen the capacity to implement their own human rights agenda and to raise public awareness, knowledge and understanding of rights and how to protect them. The project foresees as well a public information campaign to inform the citizen about their rights and possibilities. The project will be in accordance with international human rights instruments, the Constitution and relevant national laws and policies - including the recently adopted Action Plan for Human Rights in Pakistan (‘the Action Plan’).

The **overall objective** of the project is to enhance the promotion of human rights in Pakistan. The **specific objective** is to further enhance the capacity of the federal and provincial institutions and to promote sensitisation and create awareness of duty bearers and the general public in the area of human rights.

The project has four interlinked **key results**:

- **Key Result 1** – Improved capacity of the Federal Ministry of Human Rights and Treaty Implementation Cells established at federal level and in the provinces.
- **Key Result 2** – Relevant Federal and Provincial departments, in particular law enforcement agencies, prison departments and the judiciary trained
- **Key Result 3** – Public awareness of human rights raised
- **Key Result 4** - National human rights institutions better equipped to perform their mandates

The project will also support Pakistan to comply with its obligations under the EU Generalised Scheme of Preferences (GSP+).

**1 CONTEXT**

**1.1 Sector/Country/Regional context/Thematic area**

Pakistan is a lower middle-income country with a population of around 185 million in 2014.\(^1\) Pakistan is ranked 147 on the Human Development Index (HDI) with a value of 0.538 for 2014 – an increase of 52.5% since 1980.\(^2\) But while poverty levels have decreased over time, they remain high. Pakistan's political and administrative structure consists of the Federal, Islamabad Capital Territory; four provinces: Balochistan, Khyber Pakhtunkhwa (KP), Punjab and Sindh; two autonomous and disputed territories; a group of Federally Administered Tribal Areas (FATA); and three lower tiers of government (districts, sub-districts and union councils). Military coups in Pakistan have been fairly common since independence and the country has been under military rule for several decades prior to the re-introduction of democratically elected government in 2008.

\(^1\) World Bank Development Indicators: http://data.worldbank.org/country/pakistan. The GDP was USD 243.6 billion and the Gross National Income per capita USD 1,400 in 2014.

The 1973 Constitution of the Islamic Republic of Pakistan includes all major fundamental rights such as security of the person (that includes the rights to life and liberty) (Art. 9); safeguards as to arrest and detention (Art.10), right to a fair trial (Art. 10A), freedom to profess religion (Art. 20) and the right to equality in Article 25. The Constitution also includes ‘Principles of Policy’ (such as the provision of basic necessities of life, such as food, clothing, housing, education and medical relief for all) that are to be used to interpret and guide the implementation of the Constitution.\(^3\) Pakistan has ratified both UN human rights covenants and all of the main human rights conventions.\(^4\) Awareness and understanding of fundamental rights and how to protect them, however, remains low amongst the population and the duty bearers, including those responsible for implementing and reporting on key human rights conventions, legislation and policy. The country faces numerous internal and external security threats though and is involved in various conflicts that have led to limitations of rights in affected areas and within the country generally, including the lifting of the 2008 moratorium on the death penalty - initially for terrorism-related offences in December 2014, but subsequently for all capital offences on 10 March 2015. Levels of executions are very high while other key rights, such as the prohibition of torture, access to information and freedom of expression, have also been restricted.\(^5\)

There is a worrying tendency of shrinking the space for civil society.

### 1.1.1 Public Policy Assessment and EU Policy Framework

Pakistan’s overarching policy is Vision 2025 (adopted in February 2016), which states that the translation of the vision into action will require ensuring that human rights are protected. Vision 25 also commits Pakistan to the achievement of the UN Sustainable Development Goals (SDGs).\(^6\)

Policies on human rights are scarce and, where they do exist, are poorly implemented. Lack of political will, institutional and administrative challenges and weak technical capacities, coupled with insufficient financial resources, have hampered the development of a comprehensive strategic framework for the protection and promotion of human rights. However, the current government has made a significant step towards changing this by the adoption of an Action Plan for the Human Rights in Pakistan (‘the Action Plan’) in February 2016, consisting of six thematic areas: (1) policy, legal reforms and access to justice; (2) strengthening national human rights institutions; (3) implementing key human rights priorities (women’s rights, the rights of minorities, children and persons with disabilities (PWDs), and jail reforms); (4) human rights education and sensitisation; (5) implementation of international / UN treaties; and (6) implementation and monitoring. The Action Plan recognises that ‘the effective enforcement of laws and vibrant institutional mechanisms are needed for protection of human rights’ and Government has committed an amount of PKR 400 million during 2016 (approx. EUR 3.38M) for human rights education, sensitisation, awareness, research and communication related to the plan.\(^7\) Outcome 1 of the Action Plan states that a national policy framework for protection and promotion of human rights will be developed and provincial strategies formulated by the end of 2016, although it is not clear yet whether the Action Plan will be implemented within the proposed time frame. Nonetheless, it is a first step to develop the sector in Pakistan and support is recommended. Pakistan has also developed a National Plan of Action (NPA) for Children (2006 to 2015) that is now slightly outdated, while a national policy on violence against women and girls is also under development by the Ministry of Human Rights.

In 2012, the EU and Pakistan adopted a 5-Year Engagement Plan that reinforces the EU’s commitment to a stable, democratic and pluralistic Pakistan that respects human rights and benefits

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3 Courts in Pakistan have used the provisions related to the ‘basic necessities of life’ in the Principles of Policy to interpret the right to life more broadly. The right to life is thus understood to go much further than compliance with the rules related to the death penalty or the prohibition of extrajudicial killing and to include many of the so-called socio-economic rights.

4 Pakistan ratified the International Covenant on Economic, Social and Cultural Rights in 2008 and the International Covenant on Civil and Political Rights in 2010 and has to date ratified all 27 of the conventions falling under GSP+.


6 At page 28.

from its full economic potential by supporting inclusive development. The EU-Pakistan Multi-
annual Indicative Programme (MIP) 2014-2020 supports the implementation of Vision 2025 under
three focal areas: (1) rural development; (2) education; and (3) good governance, human rights and
rule of law. Support to focal area 3 is expected to contribute to enhanced protection of human rights,
progress in adherence to core international human rights instruments and labour standards, and
improved compliance with instruments and treaty body recommendations through strengthened
federal-provincial cooperation.8 The EU Human Rights Country Strategy for Pakistan (approved in
2013) identifies four main priorities for the EU to pursue in Pakistan: (1) Freedom of Religion and
Belief; (2) Women's Rights; (3) Death Penalty and (4) Rule of Law and access to justice.

Pakistan was granted GSP+ status by the European Commission (EC) in December 2013 and is
committed to ensuring the effective implementation of the 27 conventions listed in the GSP
Regulation, complying with the reporting requirements imposed by conventions, regularly monitoring
and reviewing the implementation of recommendations of relevant international monitoring bodies,
and participating in and cooperating with the EC monitoring procedure in the Regulation.

1.1.2 Stakeholder analysis

The Ministry of Human Rights (MoHR) was established in 2015 and is responsible for, inter alia,
reviewing the human rights situation in Pakistan; coordination of human rights activities of Ministries,
Divisions and provincial governments in respect of human rights; harmonisation of legislation,
regulations and practices with international human rights covenants and monitoring their
implementation; and developing and conducting public awareness and education programmes to
increase understanding of human rights and the laws and remedies available to protract them. It is the
lead Ministry for the implementation of the Action Plan and is also administratively responsible for
the National Commission on the Status of Women (NCSW) and the National Commission for
Child Welfare and Development (which is expected to be replaced by the National Commission on
the Rights of the Child under new, draft legislation). As a relatively new ministry, the MoHR has
already taken steps to comply with its mandate under the Action Plan (for example, it has recently
launched a small public awareness campaign with its available funds), but will require considerable
assistance to manage its significant workload and responsibilities.

The Ministry of Commerce (MoC) is responsible for managing the Treaty Implementation Cells
(TIC) established at federal and provincial levels to oversee the implementation of the 27 conventions
falling under GSP+, although in practice, the MoHR plays the lead role when it comes to the human
rights related conventions. Provincial TICs currently fall under various departments depending on the
province, but have virtually no staff at all.9 Instead, provincial departments responsible for human
rights related issues (including the group prioritised in the Action Plan – women, children, religious
minorities, PWDs and prisoners) have appointed ‘focal persons’ responsible for gathering data and
submitting it to the Provincial TIC, which then compiles this data into reports to the Federal TIC
(under the coordination of the MoHR). The most obvious of these are listed in the following table:

<table>
<thead>
<tr>
<th>Province</th>
<th>Key Provincial Ministries</th>
<th>Responsible for:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baluchistan</td>
<td>Social Welfare, Special Education, Literacy, Non-formal Education and Human Rights Department</td>
<td>Women, children, religious minorities, PWD</td>
</tr>
<tr>
<td></td>
<td>Women Development Department</td>
<td>Women, girl child.</td>
</tr>
<tr>
<td></td>
<td>Religious Affairs and Interfaith Harmony Department</td>
<td>Religious minorities</td>
</tr>
<tr>
<td></td>
<td>Social Welfare Department</td>
<td>Women, children, religious minorities, PWD</td>
</tr>
<tr>
<td></td>
<td>Law, Parliamentary Affairs &amp; Human Rights</td>
<td>Women, children, religious minorities, PWD</td>
</tr>
</tbody>
</table>

8 At page 15.
9 The Punjab TIC currently falls under the Department of Law and Parliamentary Affairs, where one staff member is
responsible for it in addition to their normal work. In Sindh, no specific staff member has been allocated to the TIC. Instead,
a member of each of the relevant departments has been declared the focal person for that department under the overall control
of the Secretary of the Law Department. The KP TIC falls under the Department of Law which has provided one staff
member to oversee it, while each relevant Department has a focal person within the Department. In Balochistan, the TIC is
under inter provincial coordination department.
Data is also required from key actors in the criminal justice chain – law enforcement agencies, prisons and the judiciary - most of whose members have not been trained or sensitised on what data is required, why it needs to be provided, and how to report it. Some standard indicators against which to measure compliance with the human rights conventions falling under GSP+ have been developed, but there is as yet no comprehensive system in place for capturing and managing the data required. Provincial TICs therefore face challenges in responding to requests for data from the Federal level.

The National Commission for Human Rights (NCHR) is established under the Human Rights Commission Act (2012), although it only commenced activities in May 2015. It has wide powers including investigating complaints, research, monitoring compliance with the rights in the Constitution and international instruments, and public education and awareness but is severely under-staffed and under-resourced (planned is that the staff compliment will increase to 140). The NCHR has offices in Islamabad at present and is in the process of setting up divisional offices in each province. It has not been clarified, how these will coordinate or cooperate with provincial human rights commissions.

The National Commission on the Status of Women (NCSW) was established in July 2000 and is responsible for monitoring government policy and programmes for gender equality; reviewing laws, rules, and regulations affecting women; and monitoring Pakistan’s implementation of international instruments. With assistance from DFID, the NCSW is also currently conducting a women’s social and economic well-being survey (delayed at the moment while waiting for the new Chair to be appointed). Although relatively well resourced financially, the NCSW is currently under-staffed, with 18 staff members most of whom are currently deputised to them from MoHR and other departments while the formal recruitment rules are finalised.

Some provinces have also established provincial human rights related commissions - including the Punjab Commission on the Status of Women; KP Human Rights Directorate (which ‘acts’ as the human rights commission for the province); KP Commission on the Status of Women; and the Sindh Commission on Human Rights. Sindh is also in the process of establishing a commission for religious minorities. But while the Chairs of provincial commissions on women are ex officio members of the NCSW (which helps to ensure a more coordinated and coherent approach between provinces and the Federal level), they do not fall under the control of the NCSW. And provincial human rights commissions have not established formal links to the NCHR.

1.1.3 Priority areas for support/problem analysis

The promotion and protection of key human rights are jeopardised by deep-rooted factors: lack of political will, security considerations, and cultural and societal norms and practices all contribute to the slow progress made in the development of the sector. Substantial changes may therefore take time. Although the Constitution protects all major rights and Pakistan has ratified all core international human rights treaties, awareness, knowledge and understanding of these amongst the public and key role players (including actors in the criminal justice chain) remains low, which in turn hampers the implementation of law and policy designed to protect and promote human rights.

Administrative and legislative competence for the protection of women, children, religious minorities and PWD, responsibility for the police, prisons and judiciary, and financial authority was devolved to the provinces in 2010 under the 18th Amendment to the Constitution, which continues to pose
challenges in view of institutional and legislative set up and competences. As a result, support to the protection and promotion of human rights requires a focus on role players and stakeholders at both the federal and provincial level. Considerable responsibility is therefore placed on the Federal MoHR under the Action Plan to lead and coordinate government’s commitment to and implementation of the rights in the Constitution and international treaties at both federal and provincial levels.

Pakistan requested technical assistance from the EU to strengthen the capacity and assist in awareness raising on Human Rights for duty bearers and citizen at federal and provincial level.

2 RISKS AND ASSUMPTIONS

<table>
<thead>
<tr>
<th>Risks</th>
<th>Risk level (H/M/L)</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>The MoHR’s commitment to the rights of the prioritised groups and the Action Plan appears sincere but delays in implementation and coordination of the Plan could mean delays in achieving the project’s objectives.</td>
<td>M</td>
<td>The project specifically aims to assist the MoHR to implement the Action Plan through technical assistance to the ministry and funds for awareness raising and capacity development with the MoHR and other key stakeholders at provincial level.</td>
</tr>
<tr>
<td>Coordination and communication among the main beneficiaries of the project, the Ministry of Human Rights, the Ministry of Commerce and the National Commission on Human Rights as well as between federal and provincial level are limited</td>
<td>M</td>
<td>The project aims at strengthening the coordination and communication by creating a Steering Committee with all stakeholders involved and foresees technical assistance and joint capacity development for the key stakeholders.</td>
</tr>
<tr>
<td>The security situation in some parts of Pakistan and public resistance to protecting and promoting the rights of women and religious minorities exposes the project and its staff to heightened security risks, particularly in the more restive provinces of KP, Balochistan and Peshawar.</td>
<td>M</td>
<td>The project is designed to compliment Pakistan’s own priorities, which reduces (but does not obviate) the risk. Most TA will also be local experts with knowledge of the prevailing security situation in the country. They will thus be better able to predict unrest and violence. Nonetheless, the risk remains high and the security situation will need to be constantly monitored to ensure staff are not exposed to harm.</td>
</tr>
<tr>
<td>The devolution of powers under the 18th Amendment creates a risk that efforts at federal level will not be implemented by those at provincial level or that different standards and approaches will emerge between the two levels and across provinces.</td>
<td>M</td>
<td>The Action Plan recognises this problem and tasks the MoHR to specifically focus on increasing cooperation and coordination between the federal and provincial levels, and across all key stakeholders at both levels – and discussions with relevant provincial departments suggests that there is acceptance of the role of the MoHR in this regard. Although the current support only addresses some of the needs of the MoHR (as identified by the Ministry itself), the support will indirectly increase the Ministry’s capacity to deliver on all aspects of the Plan.</td>
</tr>
</tbody>
</table>

Assumptions

The primary assumption is that the government of Pakistan is committed to the implementation of the Action Plan and the promotion and protection of Human Rights and will continue to strive for implementation, monitoring and evaluation.
3 LESSONS LEARNT, COMPLEMENTARITY AND CROSS-CUTTING ISSUES

3.1 Lessons learnt

The EU has in the past tackled the human rights sector through political dialogue and advocacy and, more recently, through the GSP plus scheme. Specific Human Rights Programming has to date been limited to support to CSOs under the EIDHR scheme.

A bilateral human rights programme was foreseen as one component of the ‘Support to Democratic Institutions and Promotion of Human Rights’ programme developed during 2011-12, but concerns of the Ministry of Foreign Affairs (MoFA) at the prospect of foreign support to human rights related programmes hampered the signature of the Financing Agreement.

A new opportunity to include support to human rights arose though when Pakistan was granted GSP+ status in December 2013. As there has not been a bilateral human rights programme or project to date, there are no ROM reports or evaluation reports of projects from which lessons might be learned. Instead, the following lessons are drawn from the previous attempt as well as an analysis of the current situation:

• A high level of buy-in and ownership by government has to be ensured at the earliest stages through regular consultation with the main role players in government (first informally and later formally).

• Challenges are pronounced when it comes to the roles, powers and functions of government and human rights institutions at the provincial level vis-à-vis those at federal level.

• There is a lack of coordination and cooperation and a tendency for all stakeholders to work in silos rather than to coordinate efforts and approaches.

3.2 Complementarity, synergy and donor coordination

The project complements the Country-Based Support Scheme of the European Instrument for Democracy and Human Rights (EIDHR), which has focused (and continues to focus) primarily on the rights of women, children and religious minorities. Although the project includes no direct support to CSOs, it will compliment EU support to CSOs under the EIDHR and those working on local government supported under the CSO-Local Authorities programme, which is expected to follow the human rights based approach to development. The project is complementary to other governance programs where Human Rights components have been integrated, particularly in the program “Improving the performance of the parliament of Pakistan” (IP3), the RoL programs on access to justice, such as the Access to justice in Punjab programme (2014-2017) and the Citizens Justice and Peace Programme in KP. Finally, a Parliamentary Support Programme will be formulated later in 2016 that will be aligned to the current project and which is expected to support Committees and role players in Parliament to understand and pass relevant human rights legislation and to perform their oversight role when it comes to human rights.

Most Member States (MS) and ‘like minded donors’ supporting on human rights have channelled their support through CSOs, and support is usually linked to specific provinces. The proposed project complements these efforts by strengthening state capacities and by focusing on the key Federal Ministry as well as roleplayers and stakeholders in the four provinces. Numerous DPs have provided and continue to provide support to law enforcement, the judiciary and prisons including the UK’s Rule of Law CSSF programme, a GIZ training programme for criminal investigators and prosecutors in Punjab, and UNODC’s Protection and promotion of fundamental human rights through support to the Punjab Provincial Police Department programme (2016-19). Much of this has been localised in one or two provinces and there is thus little consistency. The project will compliment this support by conducting a thorough analysis of training provided compared to the learning needs of the target

10 The one exception to the rule may be the United Kingdom, which is currently exploring opportunities to support and engage with the NCHR that might include technical assistance to the NCHR either through DRI or UNDP (both of which are supported by FCO funds and both of which currently provide limited TA to the NCHR) or through a joint and coordinated approach. The FCO hopes to have a clearer understanding of their engagement in about one or two months’ time.
groups and developing training and other capacity development activities to fill any learning gaps. Complementarity and synergies with the existing programs of mandated UN agencies in view of women's and children's rights (UNWOMEN and UNICEF) as well as governance and rule of law (UNDP and UNODC) will also be assured.

The primary donor coordination bodies are the Human Rights Working Group and the Interagency Gender and Development Group that is made up of donors and multilateral agencies working on gender issues in Pakistan since 1985.

3.3 Cross-cutting issues

The project has human rights as its central focus. In line with the human rights approach envisaged in Art. 3.8 of the DCI, the project targets both the supply side (government ministries and departments as well as criminal justice role players) and the demand side of human rights, such as national institutions and the citizen through public education and awareness raising on their fundamental rights. It is anticipated that some CD support included in the project will be provided by well-established CSOs, while the MoHR might also consider joint conferences and workshops with government staff and CSOs to discuss current issues and develop joint approaches to address them. It is also likely that at least some of the long- and short-term TA suggested by the project will be drawn from or provided by CSOs. Support to MoHR to conduct public awareness and education campaigns will also increase access to information for citizens, while support to commissions to develop and enhance complaints mechanisms and conduct public inquiries will also ensure that the voices of end users and beneficiaries are heard. Gender equality and women's empowerment is addressed through support to the Action Plan, which identifies women and child rights as key priorities, and it is anticipated that women’s rights will be specifically targeted in capacity building and public awareness, particularly gender training to law enforcement, judiciary, and prisons, and in public education and awareness campaigns. Gender inclusivity will be further supported by support to the TICs (especially when it comes to the implementation of those conventions dealing with the right to equality and women’s rights) and by ensuring that all training or other capacity development activities target as many women participants as possible. The project does not include direct support to climate change or the environment, but lessons learned in the support to TICs regarding the seven human rights treaties in GSP+ might also lead to improvements in implementing, monitoring and reporting on those related to climate and climate change.

4 DESCRIPTION OF THE ACTION

4.1 Objectives/results

The overall objective of the project is to enhance the promotion of human rights in Pakistan.

The specific objective is to further enhance the capacity of the federal and provincial institutions and to promote sensitisation and create awareness of duty bearers and the general public in the area of human rights.

The project has four interlinked key results:

- Key Result 1 – Improved capacity of the Federal Ministry of Human Rights (MoHR) and Treaty Implementation Cells (TIC) established at federal level and in the provinces.
- Key Result 2 – Relevant Federal and Provincial departments, in particular law enforcement agencies, prison departments and the judiciary trained
- Key Result 3 – Public awareness of human rights raised
- Key Result 4 - National human rights institutions better equipped to perform their mandates.

The project is relevant for Agenda 2030. It contributes primarily to the progressive achievement of SDG goals 5 and 8. It also promotes progress towards increased participation in the economic life of Pakistan for women and minority groups. This does not imply a commitment by the country benefiting from this project.
4.2 Main activities

Key Result 1 – Indicative list of activities under this result include:

- MoHR will lead a needs assessment exercise for the MoHR and TICs at federal level and in the provinces through an inter-ministerial process with a view to assess their capacity building requirements to allow them to fulfil their respective responsibilities.
- MoHR will prepare a capacity development plan based on the needs assessment exercise and share with all relevant stakeholders for finalisation and implementation.
- MoHR in consultation with relevant stakeholders develop manual containing guidelines for effective discharge of their responsibilities and Pakistan’s obligations in the field of human rights.

Key Result 2 – Indicative list of activities under this result include:

- MoHR together with relevant departments including law enforcement agencies and judiciary will develop a training strategy for the training of trainers and also organise trainings and other capacity development initiatives such as study tours for relevant/selected departments.
- MoHR and relevant stakeholders will develop general training modules as well as multi-sector training modules as appropriate.
- MoHR will initiate a plan for awareness-raising and finalise it with consultation with all relevant stakeholders. Thereafter seminars and workshops may be held for stakeholders at federal and provincial levels.
- MoHR will collaborate with relevant departments / agencies to identify and determine areas in need of changes in existing policy / legal framework through a study/ research activity as and when required.

Key Result 3 – Indicative list of activities under this result include

- MoHR to design and conduct a public awareness raising campaign (including social media, documentaries, TV shows etc., as decided by MoHR).

Key Result 4 - Indicative list of activities under this result include

- Assistance in the development of Standard Operating Procedures (SOPs) for producing annual reports based on their activities during the year
- Assist in the preparation of rules and procedures and capacity building

4.3 Intervention logic

Protection of human rights is a priority of the Government of Pakistan. The Government has taken and will continue to take steps to ensure that rights of its citizens are protected and safeguarded in line with its constitutional and international obligations. Landmark initiatives involving the introduction of political, socio-economic, legislative and legal reforms have been taken in the past. This include inter alia establishment of National Human Rights Institutions, formulation of the National Action Plan on Human Rights and allocation of resources.

It is important to continue this progress in the field of human rights and further consolidate the gains achieved so far. For this purpose the Government will continue to assume its role and responsibilities, and where necessary, may seek cooperation from its partners in line with its priorities, social cultural values and ethos.

In this regard, it is important that the capacity of the Federal and Provincial Departments, where required, be enhanced to help them discharge their responsibilities in the most effective manner. Besides, it would be necessary to focus on awareness raising efforts for the benefit of the general population.

11 Although it will be left to the institutions to develop their own CD plans (with assistance from TA and based on the results of the analyses), it is envisaged that some support could be provided by bodies such as the Global Alliance for NHRIs and the Asia-Pacific Forum for NHRIs, linkages with these and other regional bodies could be supported, and experience exchange and learning visits could be included to similar commissions in the region and elsewhere.
public so as to inform them of their rights and responsibilities. It would therefore be appropriate that the Government undertakes a capacity building and awareness raising activity based project which will augment government’s efforts towards these objectives.

The activities under the project will be envisaged, planned, designed and executed by the departments of the government of Pakistan and the provincial authorities.

The EU being a development partner has evinced desire to cooperate in this domain providing assistance for carrying out capacity building and awareness raising exercise.

5 IMPLEMENTATION

5.1 Financing agreement

In order to implement this action it is foreseen to conclude a financing agreement with the partner country, the Islamic Republic of Pakistan, referred to in Article 184(2)(b) of Regulation (EU, Euratom) No 966/2012.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4.1 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission’s authorising officer responsible by amending this decision and the relevant contracts and agreements; such amendments to this decision constitute technical amendments in the sense of point (i) of Article 2(3)(c) of Regulation (EU) No 236/2014.

5.3 n/a

5.4 Implementation modalities

5.4.1.1 Procurement (direct management)

<table>
<thead>
<tr>
<th>Subject in generic terms, if possible</th>
<th>Type (works, supplies, services)</th>
<th>Indicative number of contracts</th>
<th>Indicative trimester of launch of the procedure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Technical Assistance for all four Key Results</td>
<td>Services</td>
<td>1</td>
<td>4th quarter 2016</td>
</tr>
</tbody>
</table>

5.5 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply, subject to the following provisions.

The Commission’s authorising officer responsible may extend the geographical eligibility in accordance with Article 9(2)(b) of Regulation (EU) No 236/2014 on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realisation of this action impossible or exceedingly difficult.

5.6 Indicative budget

<table>
<thead>
<tr>
<th>EU contribution (amount in EUR)</th>
<th>Indicative third party contribution, in currency</th>
</tr>
</thead>
<tbody>
<tr>
<td>5.4.1.1 Procurement (direct management) – service contract:</td>
<td>9,000,000</td>
</tr>
<tr>
<td>----------------------------------------------------------</td>
<td>-----------</td>
</tr>
<tr>
<td>5.9 Evaluation, 5.10 Audit</td>
<td>200,000</td>
</tr>
<tr>
<td>5.11 Communication and visibility</td>
<td>200,000</td>
</tr>
<tr>
<td>Contingencies</td>
<td>200,000</td>
</tr>
<tr>
<td>Totals</td>
<td>9,600,000</td>
</tr>
</tbody>
</table>

5.7 Organisational set-up and responsibilities

To ensure ownership and that the project addresses issues prioritised by Government itself, a Project Steering Committee (PSC) will be established made up of:

- A senior representative of the MoHR (Chairperson).
- A senior representative of the Ministry of Commerce
- A senior representative of the Ministry of Law and Justice
- A senior representative of the NCHR
- A senior representative of the NCSW
- A provincial TIC representative from each of the four provinces (to be determined by the provinces themselves).
- A representative of the EUD as observer.
- Further members as decided and agreed by the PSC.

The role of the PSC will be to determine priorities for the project, consider and approve annual workplans and budgets (developed and submitted by the technical assistants to the project), and oversee implementation, coordination, monitoring and evaluation of the project.

The project will be ‘housed’ within the MoHR, which will be responsible for the management of the project and of the technical assistance provided under a service contract. The MoHR will participate in the development and approve terms of reference (ToR) for the assistance to be contracted to ensure the ToR clearly define the expertise and specific outputs required. All specific ToR for assignments in line with approved work plans will be first approved by the MoHR.

Indicatively the provision of the following Technical Assistance experts is planned:

- A senior Human Rights expert/capacity development (coordinator)
- A senior Human Rights expert/awareness raising
- An accountant with significant experience in EU procurement rules, systems and practices.
- A pool of short term experts

5.8 Performance monitoring and reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) or the list of result indicators (for budget support). The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring.
reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

5.9 Evaluation

Having regard to the nature of the action, mid-term and final and/or ex-post evaluations will be carried out for this action or its components via independent consultants contracted by the Commission.

The mid-term evaluation will be carried out for problem solving, learning purposes, in particular with respect to course correction and realignment of activities to address any changes that have occurred.

Final and/or ex post evaluation will be carried out for accountability, and learning purposes at various levels taking into account in particular the fact that lessons learnt could feed into any following EU assistance programming.

The Commission shall inform the implementing partner at least one month in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Indicatively, two contracts for evaluation services shall be concluded in the 4th quarter of 2018 (for the mid-term evaluation) and in the 3rd quarter of 2021 (final and/or ex-post evaluation).

5.10 Audit

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

Indicatively, one contract for audit services shall be concluded in the final year of the programme.

5.11 Communication and visibility

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU. This action shall contain communication and visibility measures which shall be based on a specific Communication and Visibility Plan of the Action, to be elaborated at the start of implementation and supported with the budget indicated in section 5.6 above.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Manual for European Union External Action shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

Implementation shall take place through procurement (direct management). Services will be contracted by the EU Delegation possibly as part of a larger contract of the EU Delegation dedicated to a joint communication and visibility activities covering all sectors of cooperation and with the possibility of using budget allocations under different decisions.

[12]
Indicative table of communication and visibility measures to be concluded:

<table>
<thead>
<tr>
<th>Subject in generic terms, if possible</th>
<th>Type (works, supplies, services)</th>
<th>Indicative number of contracts</th>
<th>Indicative trimester of launch of the procedure</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication and Visibility activities</td>
<td>Services</td>
<td>1</td>
<td>1st quarter 2017</td>
</tr>
</tbody>
</table>
### APPENDIX - Indicative Logframe matrix (for project modality)

<table>
<thead>
<tr>
<th>Overall objective: Impact</th>
<th>Results chain</th>
<th>Indicators</th>
<th>Baselines (incl. reference year)</th>
<th>Targets By end of project (unless otherwise stated)</th>
<th>Sources and means of verification</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Specific objective(s):</strong></td>
<td>2. Status of provincial strategies on promotion of Human Rights</td>
<td>2. Uncoherent provincial strategies on promotion of Human Rights</td>
<td>2. Approved and coherent provincial strategies on promotion of Human Rights</td>
<td>2. Existence of provincial strategies</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

| Specific objective(s): Specific purpose(s): Outcome(s) | To further enhance the capacity of the federal and provincial institutions and to promote sensitisation and create awareness of duty bearers and the general public in the area of human rights. | To further enhance the capacity of the federal and provincial institutions and to promote sensitisation and create awareness of duty bearers and the general public in the area of human rights. | 1. x % of competent national authorities that ensure compliance with Human Rights obligations, namely reporting obligations and quality of reports 2. Extent of awareness on Human Rights (to be defined in Inception phase) | 1. Limited knowledge and capacity and challenges in data collection and reporting 2. Limited awareness and public discussion on Human Rights | 1. x % of functioning and well trained national authorities to ensure compliance with Human Rights and reporting 2. Better understanding of Human Rights (to be defined in Inception phase) | 1. Government of Pakistan (GoP) reports to human rights treaty bodies and GSP plus 2. Annual reports of Ministry of Human Rights on Implementation of National Human Rights Action Plan | The GoP will remain committed to promoting human rights. |

<p>| Specific objective(s): Specific purpose(s): Outcome(s) | 1. x % of functioning and well trained national authorities to ensure compliance with Human Rights and reporting 2. Better understanding of Human Rights (to be defined in Inception phase) | 1. Approved National Policy Framework on Human Rights | 2. Approved and coherent provincial strategies on promotion of Human Rights | 2. Existence of provincial strategies | | | |</p>
<table>
<thead>
<tr>
<th>Outputs (SP 1)</th>
<th>Output 1: Improved capacity of the Federal Ministry of Human Rights and Treaty Implementation Cells established at federal level and in the provinces</th>
<th>Outputs (SP 2)</th>
<th>Output 2: Relevant Federal and Provincial departments, in particular law enforcement agencies, prison departments and the judiciary trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.1 Number of needs assessments conducted.</td>
<td>1.1 0</td>
<td>1.2 Number of Capacity development plan for MoHR and TICs produced</td>
<td>1.2 0</td>
</tr>
<tr>
<td>1.2 Number of Capacity development plan for MoHR and TICs produced</td>
<td>1.2 1</td>
<td>1.3 No. of staff attending training activities at national and international level disaggregated by sex (based on needs assessment and plan).</td>
<td>1.3 0</td>
</tr>
<tr>
<td>1.3 No. of staff attending training activities at national and international level disaggregated by sex (based on needs assessment and plan).</td>
<td>1.3 x (based on needs assessment and plan).</td>
<td>1.4 No. Manual(s) and guidelines developed</td>
<td>1.4 0</td>
</tr>
<tr>
<td>1.4 Manual(s) and guidelines developed</td>
<td>1.4 x (based on needs assessment and plan).</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outputs (SP 2)</th>
<th>Output 1: Improved capacity of the Federal Ministry of Human Rights and Treaty Implementation Cells established at federal level and in the provinces</th>
<th>Outputs (SP 2)</th>
<th>Output 2: Relevant Federal and Provincial departments, in particular law enforcement agencies, prison departments and the judiciary trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 Number of Needs assessment of actors of the criminal justice chain completed</td>
<td>2.1 0</td>
<td>2.2 Number of Training and awareness raising strategy completed</td>
<td>2.2 0</td>
</tr>
<tr>
<td>2.2 Number of Training and awareness raising strategy completed</td>
<td>2.2 1</td>
<td>2.3 No. of trainers trained disaggregated by sex.</td>
<td>2.3 0</td>
</tr>
<tr>
<td>2.3 No. of trainers trained disaggregated by sex.</td>
<td>2.3 x disaggregated by sex. (based on needs assessment and plan).</td>
<td>2.4 Number of training modules developed</td>
<td>2.4 0</td>
</tr>
<tr>
<td>2.4 Number of training modules developed</td>
<td>2.4 x</td>
<td>2.5 No. of staff trained - data disaggregated by sex.</td>
<td>2.5 0</td>
</tr>
<tr>
<td>2.5 No. of staff trained - data disaggregated by sex.</td>
<td>2.5 X disaggregated by sex.</td>
<td>2.6 No. of staff reached by sensitisation activities disaggregated by sex.</td>
<td>2.6 0</td>
</tr>
<tr>
<td>2.6 No. of staff reached by sensitisation activities disaggregated by sex.</td>
<td>2.6 x disaggregated by sex (based on needs assessment and plan).</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

1.1 The Action Plan will be timeously implemented.
1.2 General elections in 2018 will not hamper implementation.

As above.
| Outputs (SP 3) | Output 3: Public awareness of human rights raised | 3.1 Number of Pre- and post-perception survey of public awareness on Human Rights | 3.1 0 | 3.1 1 1 x Pre- and 1 x post perception survey of public awareness on Human Rights conducted | 3.1 Perception surveys | As above.
| 3.2 No of public awareness and communication strategy | 3.2 0 | 3.2 1 | 3.2 Public awareness and communication strategy | |
| 3.3 No. of products developed (documentaries, video clips, social media campaign, etc) according to strategy | 3.3 0 | 3.3 X (based on public awareness and communication strategy) | 3.3 Copy of products (documentaries, video clips, social media campaign, etc) | |
| 3.4 No. of workshops and seminars carried out at Federal and provincial level | 3.4 0 | 3.4 X (based on public awareness and communication strategy) | 3.4 Reports and attendance sheets of workshops and seminars at Federal and provincial level disaggregated by sex | |
| Outputs (SP 4) | Output 4 National human rights institutions better equipped to perform their mandates | 4.1 No. of Standing Operating Procedures developed | 4.1 0 | 4.1 x | 4.1 Standing Operating Procedures | As above.
| 4.2 No. of annual and no of thematic reports produced | 4.2 0 | 4.2 x | 4.2 Annual and no of thematic reports of NCHR and NCSW | |
| 4.3 No. of capacity development plans developed | 4.3 0 | 4.3 2 | 4.3 Capacity development plans | |
| 4.4 No. of staff trained at national and international level disaggregated by sex | 4.4 0 | 4.4 x disaggregated by sex | 4.4 Training reports and attendance lists | |