This action is funded by the European Union

**ANNEX I**

of the Commission Implementing Decision on the financing of the annual action programme in favour of Pakistan for 2019 part 1

**Action Document for "Rule of law support to Pakistan"**

<table>
<thead>
<tr>
<th><strong>ANNUAL PROGRAMME</strong></th>
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<tr>
<td>This document constitutes the annual work programme in the sense of Article 110(2) of the Financial Regulation and action programme/measure in the sense of Articles 2 and 3 of Regulation (EU) No 236/2014.</td>
</tr>
</tbody>
</table>

| **1. Title/basic act/CRIS number** | Rule of law support to Pakistan  
CRIS number: ACA / 2019 / 041-481  
financed under the Development Cooperation Instrument |
| **2. Zone benefiting from the action/location** | Asia, Pakistan  
The action shall be carried out at the following location: at federal level and in the provinces of Khyber Pakhtunkhwa and the newly merged districts (former FATA)\(^1\) and Balochistan |
| **3. Programming document** | Addendum No1 to Multiannual Indicative Programme between the European Union and Pakistan for the period 2014 – 2020\(^2\) |
| **4. SDGs** | Main SDGs: Goal 16 Peace, justice and strong institutions and Goal 5 Gender equality; Secondary SDG: Goal 10 Reduced inequalities |
| **5. Sector of intervention/thematic area** | Good governance, human rights and rule of law  
DEV. Assistance: YES\(^3\) |
| **6. Amounts concerned** | Total estimated cost: EUR 20 000 000  
Total amount of EU budget contribution EUR 20 000 000 |
| **7. Aid** | Project Modality |

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\(^1\) In this document the former FATA (Federally Administered Tribal Areas) will be referred to as “the newly merged districts”  
\(^2\) C(2018)4741 of 20 July 2018  
\(^3\) Official Development Assistance is administered with the promotion of the economic development and welfare of developing countries as its main objective.
<table>
<thead>
<tr>
<th>modality(ies) and implementation modality(ies)</th>
<th>Indirect management with the United Nations (UNDP, UNODC and UN Women)</th>
</tr>
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</table>
| 8 a) DAC code(s)                              | 15 130 – Legal and judicial development  
15 210 – Security system management and reform  
15 160 – Human rights  
15 170 – Women’s equality organisations and institutions |
| b) Main Delivery Channel                      | 41 000 – United Nations agency, fund or commission (UN)  
(41 114 – United Nations Development Programme) |
| 9. Markers (from CRIS DAC form)⁴              | General policy objective                                           |
|                                              | Not targeted | Significant objective | Principal objective |
| Participation development/good governance    | ☐           | ☐                   | x                 |
| Aid to environment                           | x            | ☐                   | ☐                 |
| Gender equality and Women’s and Girl’s Empowerment ⁵ | ☐           | ☐                   | x                 |
| Trade Development                            | x            | ☐                   | ☐                 |
| Reproductive, Maternal, New born and child health | x            | ☐                   | ☐                 |
| RIO Convention markers                       | Not targeted | Significant objective | Principal objective |
| Biological diversity                         | x            | ☐                   | ☐                 |
| Combat desertification                       | x            | ☐                   | ☐                 |
| Climate change mitigation                    | x            | ☐                   | ☐                 |
| Climate change adaptation                    | x            | ☐                   | ☐                 |
| 10. Global Public Goods and Challenges (GPGC) thematic flagship | N/A |

**SUMMARY**

The action 'Rule of law support to Pakistan' ('the action') will support Pakistan’s efforts to improve the rule of law, access to justice, and delivery of efficient justice by key actors of the justice system in two targeted provinces, with a special focus on women, children and marginalised and vulnerable groups. It aims to provide technical assistance to key government institutions in the security sector and the judiciary at federal and provincial level, and to help them develop capacity.

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⁴ When a marker is flagged as significant/principal objective, the action description should reflect an explicit intent to address the particular theme in the definition of objectives, results, activities and/or indicators (or of the performance/disbursement criteria, in the case of budget support).

⁵ Please check the Minimum Recommended Criteria for the Gender Marker and the Handbook on the OECD-DAC Gender Equality Policy Marker. If gender equality is not targeted, please provide explanation in section 4.5.Mainstreaming.
The action is part of the third focal sector of the 2014-2020 Multi-annual indicative programme for Pakistan. The action mainstreams a rights-based approach both in terms of international standards, UN Sustainable Development Goals (SDGs) and relevant provisions of the Constitution of the Islamic Republic of Pakistan.

The action’s overall objective is to contribute to the strengthening of rule of law in KP and the newly merged districts and Balochistan and to ensure equal access to justice.

The action will:
1) support reform processes to ensure delivery of people-centred justice;
2) enhance access to justice for all, particularly women and marginalized groups; and
3) improve service delivery of the security sector in line with constitutional safeguards and international standards.

Consultations with the concerned stakeholders indicated that the most feasible option for implementation is indirect management with the United Nations.

1. CONTEXT ANALYSIS

1.1 Context Description

Pakistan has the world’s sixth largest population with over 207 million inhabitants (Census 2017) and a nominal GDP per capita of EUR 1,530, which ranks it 147th in the world. Pakistan’s semi-industrialised economy is the 24th largest in the world in terms of purchasing power parity and the 42nd largest in terms of nominal gross domestic product. However, Pakistan’s undocumented economy is estimated to be 36% of its overall economy. Nevertheless, Pakistan is developing and is considered one of the ’next eleven’, i.e. one of the 11 countries that could potentially be among the world’s largest economies in the 21st century. Recent Chinese investment in the China-Pakistan Economic Corridor is considered to be a game changer, particularly for Balochistan.

Despite this development, socio-economic indicators are still worrying. Nearly 39% of Pakistanis live in multidimensional poverty, with the highest rates of poverty in the former FATA and Balochistan. In the former FATA, the literacy rate is 22%, well below the national rate of 56%. Indeed, 35.8% of men and only 7.5% of women receive education, compared to 44% of women nationally. In Balochistan the literacy rate is slightly higher at 41%, but only 22% among women.

Pakistan is on a sustainable democratic path, with the third consecutive democratic transfer of political power following the national elections held on 25 July 2018. Democratically elected provincial governments rule Balochistan and KP. FATA is undergoing a substantial reform process towards democratisation. The jurisdictions of the KP High Court and the Pakistan Supreme Court were extended to FATA in May 2018 and on 1 June 2018 the Pakistani president promulgated the 25th amendment of the Pakistani Constitution in order to merge FATA and KP. The FATA have been before the merger directly governed by Pakistan’s

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6 Figure for 2016.
federal government and each FATA agency by a political agent with wide-ranging powers but little supervision. The FATA have been ruled by a set of laws called the "Frontier Crimes Regulations" (FCR), which were enacted in 1901 by the British Empire and only slightly modified since independence. The FCR make no provision for fundamental rights and judicial guarantees for citizens. Formal justice actors (the police and the judiciary) were absent. The merger means that the FATA will be fully integrated into KP within a transitional period. With the adoption of the 25th constitutional amendment the FCR have been abolished and the population of the former FATA region will now have the same rights as other Pakistani citizens. This is of utmost importance as it accelerates the implementation of plans to merge the police and the Levies Forces and extend KP prosecution and judiciary services to the seven FATA tribal districts.

Corruption is widespread in Pakistan, including in the police and the judiciary. Transparency International’s 2017 Corruption Perception Index ranks the country in 117th place out of 180 countries.

Pakistan lags far behind in gender equality. The World Economic Forum’s 2017 Global gender gap index ranked Pakistan as 143 out of 144 countries based on economic, educational, health-based and political indicators. Gender equality is enshrined in the Constitution, but discrimination and violence against women are culturally deeply rooted. The degree of discrimination and deprivation of rights varies between urban and rural settings and among the different provinces. The provinces targeted by this intervention have particularly severe challenges in this respect. Even though women in Pakistan are generally disadvantaged, in KP, former FATA and Balochistan they are nearly invisible in public spaces and have limited participation in the labour market. They are often deprived of education and information on their rights. Women are not represented in traditional conflict resolution mechanisms (jirgas), and access to formal state institutions such as the police and the judiciary is culturally problematic. This results in very low female representation in both law enforcement agencies (0.7%) and the judiciary (5%).

Pakistan is home to around 2.7 million Afghan citizens with various statuses. After the government pushed in 2016 to return all Afghan citizens to their homeland, the situation is currently calm and no major protection issues have been reported. The action does not include any specific intervention for Afghan citizens, but a regular dialogue will be established with UNHCR's Protection programme in the provinces.

Despite current relative political stability, the volatile security situation remains a challenge, the most significant concerns being insurgency and militancy, religious extremism and

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8 The Governor of Khyber Pakhtunkhwa, Engr Iqbal Zafar said in his interview (June 2018) that it will take one and a half year to complete the process merger of Fata in Khyber Pakhtunkhwa. However, taking into consideration the length of processes that take place in Pakistan, it is difficult to foresee the exact time period of transition, and the Governor's position may be too optimistic.

9 Pakistan is a patriarchal society where Sharia law, conservative interpretations of the Koran, gender stereotypes and customary practices discriminate against women who are considered second-class citizens. Women are exposed to discrimination, physical and psychological violence in all stages of life, with less access and control over resources and limited participation and decision making power in public life.

10 Around 1.3 million Afghans who are registered by UNHCR as refugees have PoR (proof of registration) cards, around 860 000 individuals have received their Afghan Citizen Card and approximately 0.7 million are undocumented.

11 The European Commission’s Directorate-General for Humanitarian Aid and Civil Protection contributes to UNHCR’s protection programme in KP and Balochistan.
radicalisation. In large parts of Balochistan and former FATA, security is maintained by the Pakistani army. Yet, according to the latest Centre for Research & Security Studies (CRSS) report, in 2017 Pakistan witnessed a 21% decrease in violence-related fatalities across the country. 4,131 casualties resulting from violence were reported for that year, compared to 4,647 in 2015. The continually improving security situation is a positive development. Since 2014 the province of KP has been quite engaged in a visible reform of its law enforcement and criminal justice sector, which had significantly improved of the security situation. The situation in Balochistan is more complicated. Internal conflicts and multi-layered violence seriously hampers the development of civilian justice and law enforcement institutions in Balochistan. As a result, a lot of their responsibilities are taken over by military and paramilitary authorities. In 2016, 70 lawyers were killed when a suicide bomb attack decimated the province’s legal elite.

Whilst the security situation is improving slightly, access to justice remains highly problematic. The World Justice Project’s rule of law index rated Pakistan among the worst performing states. It scores 5th out of 6 countries in the South Asia region. Formal justice is largely perceived by the population as unreliable, corrupt and slow, unattainable, not citizen-service-oriented and not affordable. Even though in the most recent universal periodic review Pakistan formally agreed to ensure the right to a fair trial for all and to ban traditional and informal justice systems, the majority of citizens continue to refer disputes to traditional conflict resolution mechanisms. This raises concerns as regards compliance with human rights standards, in particular regarding the situation of women and girls who are often the first victims and are simply not represented in such informal adjudication settings.

In its 2017 CCPR review of Pakistan, the Human Rights Committee expressed serious concerns regarding the right to a fair trial and the administration of justice in Pakistan. The federal and provincial governments have taken this recommendation seriously and started to tackle the legal and institutional weaknesses in law enforcement and the judiciary. The relevant policy documents propose establishing oversight mechanisms to strengthen the accountability of the police and the judiciary, but there is still a long way to go. Figures for 2017 show that Pakistan’s judiciary is suffering from a backlog of two million cases, with lawsuits taking on average nearly 10 years to be resolved. The accountability mechanisms are dysfunctional.

1.2 Policy Framework (Global, EU)

In 2012 the EU and Pakistan adopted a five-year engagement plan that strengthens the EU’s commitment to a stable, democratic and pluralistic Pakistan that respects human rights. The

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13 The Balochistan government has been criticised by international human rights groups for not having done enough to stop the violence and for failing to follow up on alleged human rights abuses which include torture, enforced disappearances of those suspected of either terrorism or opposing the military and extrajudicial killings.

14 Rule of Law Index report 2017-2018 by the World Justice Project


16 According to the latest statistics of the Law and Justice Commission of Pakistan (LJCP), there are 38,539 cases pending with the Supreme Court, 293,947 with the five high courts of the provinces and 1,869,886 cases with the subordinate judiciary of the four provinces and the federal capital. Most cases are civil, land and revenue disputes and may result in a criminal offence if not solved in time.
new EU-Pakistan Strategic Engagement Plan was finalised at the end of 2017 and should be endorsed in the coming months. Its priorities include strengthening governance.

The 2014-2020 EU-Pakistan multi-annual indicative programme supports the implementation of Vision 2025 in three focal areas:

1. rural development;
2. education; and
3. good governance, human rights and rule of law

The proposed action targeting this last focal area is in line with the new European Consensus on Development which aligns the EU’s development policy with the 2030 Agenda for Sustainable Development. The action responds to the EU focus on support to areas of good governance and inclusive and sustainable growth for human development. It supports better access to justice

– by building capacity towards a citizen-service-oriented law enforcement and justice system; and
– by scaling up and fostering legal aid and alternative dispute resolution for all citizens, especially the poor and vulnerable.

In addition, the EU human rights and democracy country strategy for Pakistan identifies rule of law and access to justice as well as gender equality and women’s rights as priorities. In October 2016, in the framework of a strategic dialogue, the then-Advisor to the Prime Minister on Foreign Affairs of Pakistan asked the HRVP, who consented, to provide support to the rule of law sector in the merger of FATA with KP. After the Pakistan Tehreek-e-Insaf (PTI) won the elections on 25 July 2018, this demand for technical and political support from EU is likely to further increase.

The local Gender Action Plan II of the European Union in Pakistan embraces all thematic gender priorities. This action is particularly relevant for Priority 3 "Strengthening girls’ and women’s voice and participation" and will contribute towards Priority 1 "Ensuring girls and women's physical and psychological integrity".

In December 2013, Pakistan was granted GSP+ (generalised scheme of preferences) status by the European Commission. In exchange, Pakistan must ensure and report regularly on the effective implementation of the 27 international conventions listed in the GSP Regulation and particularly the core human rights conventions, which include recommendations on fair trials and access to justice.

1.3 Policy Analysis of the partner country/region

Pakistan's overarching policy is 'Vision 2025'. Based upon seven pillars, the Vision 2025 states that the government will focus on key areas, including the development of social and human capital, governance (including the protection of human rights), institutional reforms and modernising the public sector

A coordinated overarching national policy on strengthening the rule of law in Pakistan has not yet been developed. However, important policy documents at federal and provincial level set out essential ways to strengthen the rule of law from different angles, with specific focus on security and criminal justice. Improvement s in this sector are of particular importance for Pakistan's progress in view of SDG 16 - Peace, justice and strong institutions.
The public policy at federal level:

The 2018-2023 National Internal Security Policy (NISP) of the National Counter Terrorism Authority (NACTA) was approved by the cabinet in May 2018. The NISP is the first attempt at an overarching, comprehensive policy for the country. Aimed at federal and provincial stakeholders, it integrates development measures with efforts to promote security and peacebuilding as outlined in Vision 2025. The policy is meant to be a federal framework for internal security and embraces as one pillar the legal, criminal justice system reforms and judicial reforms. The NISP also aims to reorient the security apparatus towards a ‘people-centric’ approach that will better serve the citizens of Pakistan, and improve civilian oversight and police accountability in order to address corruption issues. The National Action (2015) is the previous policy document of the NACTA defining the way forward in the fight against terrorism. Point 20 of this action plan contains the action point ‘Revamping and reforming the criminal justice system’.

The National Judicial Policy Making Committee under the Supreme Court developed the 2009 Judicial Policy (revised in 2012), which is the reference policy document for the priorities of the justice reform and contains concrete recommendations to provincial courts as well as the criminal justice chain, the executive and prison administration. Efficiency and timely justice, reducing the backlog of cases and the referral of minor cases to alternative dispute resolution (ADR) committees are among the policy’s priorities.

The public policy at provincial level:

In KP the 'Rule of law roadmap: Reform of the criminal justice system' is a comprehensive document prepared by the Home and Tribal Affairs department to help achieve item No 20 of the National Action Plan. The roadmap focuses on strengthening institutional capacity, and on improving the infrastructures, human and financial resources of the criminal justice institutions including the police, the prosecution, the judiciary, prisons, reclamation and probation. The Peshawar High Court has also approved the 'Judicial Reform Strategy 2018 – 2022', which has its own action plan. Details are yet to be made public, but key priorities are to modernise the judiciary by introducing of a comprehensive digital roll-out of the court’s case management system to increase efficiency by innovation, capacity building, improving access and reducing the backlog of cases. After the decision to merge FATA with KP, an annex to the rule of law roadmap for KP for the newly merged districts (former FATA) is in the drafting and a revision of the other policy documents is expected.

In Balochistan, the Home and Tribal Affairs department has made a strong commitment to policy reform by developing the comprehensive 'Rule of law roadmap Balochistan' and Implementation plan (2018 – 2022). The rule of law roadmap has been officially approved and budgeted by the government. The road map Balochistan is very ambitious and tries to combine the comprehensive reform of the criminal justice chain (law enforcement, 

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17 The NISP with a comprehensive work plan was approved during the last days of the previous government. At this stage, it is not clear how the new government will accept the document and how it will be provided to the provinces.

18 The National Judicial Policy Making Committee under the Supreme Court was established in 2002 to improve the capacity and performance of the administration of justice at federal and provincial level. The Committee drafted the 2009 National Judicial Policy. The Chief Justice of Pakistan is the chairman of the Committee and the Chief Justice of the Federal Sharia Court and the Chief Justices of the High Courts are its members. The Secretary of the Committee is the Secretary of the Law and Justice Commission of Pakistan (LJCP) (cf. infra).

19 The launch was planned for May 2018, but has been cancelled.
prosecutors, prison) and the national judicial reform priorities. However, given the current situation, the time-frame of the roadmap seems unrealistic. It is nonetheless important that government's efforts in reforming rule of law in Balochistan get support from the EU. Even if the time-frame for implementation will most likely require adaptation, these efforts have so far not received international donors' attention and support.

The proposed support to the rule of law sector is coming at a time where KP, former FATA and Balochistan are in the process of implementing significant policy reforms. All provincial policy documents were prepared by the local authorities with technical assistance from the UN and involved varying levels of donor consultation. They show the serious commitment on the part of the authorities to professionalise law enforcement and the justice sector and make reference to the national policy framework.

There is no recent national gender plan. In KP, policy guidelines for women’s empowerment were announced in 2017. Balochistan and FATA have not yet developed the gender framework, although in 2016 UN Women released a four-year strategic plan for implementing the Balochistan Gender Equality and Women’s Empowerment Policy. In the law enforcement and justice sector and the rule of law roadmaps, gender is mainstreamed with specific targets and key performance indicators.

1.4 Stakeholder analysis

Main stakeholders at federal level are:

The Law and Justice Commission of Pakistan (LJCP) is a federal government institution headed by the Chief Justice of Pakistan. It has 12 members including the Chief Justice of the Federal Sharia Court, the Chief Justices of the High Courts, the Attorney General of Pakistan, the Secretary to the Ministry of Law and Justice, the Chairperson of the National Commission on the Status of Women and four other provincial members. The LJCP is a pivotal institution for initiating meaningful policies and is considered the think tank of the judiciary. It’s role is to:

- carry out regular and systematic legal reviews in view of unifying, simplifying and modernising the legal framework;
- reform the administration of justice including human resource development and case management;
- coordinate between the judiciary and executive authorities,
- manage the access to justice fund (for free legal aid); and
- prepare and operate schemes for access to justice, legal aid and protecting human rights.

The LJCP has its own secretariat and library, but is currently not fully in the position to fulfil its mandate due to capacity and staffing turnover and gaps. However, it is very involved in the administration of legal aid and prison data collection. The LJCP is a key stakeholder for legislative reviews and amendments as well as policy development and coordination between

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20 In general the problems in the justice sector in Pakistan are similar and national and provincial strategies are similar as well. However, due to the lack of attention from the international donors’ side and poor financing from the authorities, Balochistan's development level in justice sector is lower than in other provinces.

21 Established under the Law and Justice Commission Ordinance (XIV) of 1979
stakeholders and conceptualization of ADR and free legal aid and will benefit from targeted support.

The National Counter Terrorism Agency (NACTA) was established in 2008 as an administrative entity under the Ministry of Interior. It was reorganised as a federal agency in 2013 to act as a focal national institution to unify the State’s response to counter terrorism and terrorism by combining the efforts of law enforcement and intelligence agencies throughout Pakistan. The Agency’s mandate and position has been strengthened in the recent past and the Agency is now the main institutional body for the NISP. To bridge the gap between the federal level and the provinces, it is planned to establish an Inter-Provincial Coordination Committee headed by the Minister for the Interior and involving Chief Ministers and Home Ministers to oversee the implementation of NISP’s provisions that provinces are required to implement. NACTA is a vital stakeholder in the policy dialogue on security sector reform.

Main stakeholders in KP and the newly merged districts (former FATA):

The Judiciary has significant deficits. In its 2017 review of Pakistan, the Human Rights Committee expressed serious concerns about the right to a fair trial and the administration of justice. The Committee’s main concerns were the independence and effectiveness of justice, including the considerable backlog of cases and the long procedures, and the lack of high-quality legal education and continuing professional training for legal professionals. The judiciary is in the process of digitalising the case management system to rationalise and streamline the litigation process. Another key priority in addressing the backlog is to avoid new cases by making the ADR system fully functional for minor offenses and by operationalising free legal aid. Judiciary of KP will benefit from technical support in the operationalization of ADR and free legal aid.

The Home and Tribal Affairs Department occupies a central position since it covers the departments for police, prosecution, prison, public safety as well as the police complaint commission and the directorate for reclamation and probation. In recent years, the most attention has been focused on the police, and the other departments have been neglected. Law enforcement: KP police has around 70,000 police officers (0.75% women) and has made significant progress in the reform towards an efficient, trusted and citizen-centred service. The police has designed and implemented a variety of strategic initiatives and institutional reforms. It has prioritised investments in capacity building, introduced six special police schools for investigation and established mechanisms such as helplines, a community liaison office and district conflict resolution centres to help it transform into a citizen-centred service. Increasing the number of women in the police force is a priority. There has been a targeted

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22 Decisions are made by a board of governors comprising the Prime Minister, the Minister for the Interior, the Chief Minister of the Provinces, the Ministers for the Interior, Law and Justice, Finance and Defence as well as the intelligence services and parliament representatives.

23 A detailed stakeholder analysis and more information can be gathered by reading the Rule of Law roadmaps for KP and Balochistan.

24 The Pakistani judiciary operates separately from the executive and is a hierarchical system with two classes of courts: the superior (or higher) judiciary and the subordinate (or lower) judiciary. The superior judiciary is composed of the Supreme Court of Pakistan, the Federal Shariat Court and five High Courts of the provinces. The subordinate judiciary consists of civil and criminal district courts, and numerous specialised courts. The criminal courts were created under the Criminal Procedure Code 1898 and the civil courts were established by the West Pakistan Civil Court Ordinance 1964. The Provincial High Courts exercise both administrative and judicial supervision over the lower courts in the provinces.
recruitment drive and special facilities have been set up, such as gender desks, women’s dormitories with childcare and mentoring during exam preparation.

In former FATA, a formal justice system with classic stakeholders and the separation of the judiciary from the executive is not in place yet. However, the government intends to extend the formal legal system of KP in the areas. The main stakeholders involved in the KP/FATA merger and the development of a transition plan are the Ministry of States and Frontier Regions (SAFRON), the Committee on FATA Reforms and the FATA secretariat in close cooperation with the above-mentioned KP stakeholders.

Home and Tribal Affairs Department and KP Police will benefit directly from technical assistance and support linked to citizen friendly service delivery, digitalization and modernization, including strengthening of gender sensitive policing.

Main stakeholders in Balochistan:

The Judiciary has a significantly lower backlog of cases, but this is linked more to the fact that the people do not refer cases to the judiciary than to the quality of the justice system. It is worth mentioning that the High Court is well equipped and fully staffed. However, the challenges in lower courts are more fundamental. 25% of the positions for judges are not occupied, there are only 154 court rooms but 105 more are required, and all facilities need improvements in infrastructure. The Judicial Academy faces the same challenges, since it has no physical infrastructure and staffing yet. As in KP, the Balochistan judiciary will benefit from support in the operationalization of alternative dispute resolution and free legal aid.

The Home and Tribal Affairs Department is mandated to perform an overarching role in driving the reform initiatives. Its key functions include coordinating law enforcement agencies, including maintaining internal security and public order; handling the administration of prisons; and rehabilitating offenders.

Police and Levies: The police force has 35 000 staff, but covers only 10% of the territory of Balochistan. The levies force has a historical background as the tribal community police and covers 90% of Balochistan's territory. It has a total of 25 447 staff. Despite having a large number of staff, the police workforce still has few staff with expertise in criminal investigations. It barely cooperates with prosecution services and continues to be negatively perceived by citizens. The levies force lacks fundamental infrastructure, equipment and capacity. Balochistan Police has a large section focusing on the fight against terrorism, but has yet to integrate a citizen-centred approach. The main priority of the Home and Tribal Affairs Department and the Inspector General Police was improvement in service delivery through assistance in digitalization and modern policing techniques such as establishment of a forensic lab and specialised investigation training courses.

Bar councils in all the provinces will play an important role in the coordination/establishment of legal aid mechanisms.

The right holders, the citizens of KP including the newly merged districts and Balochistan, lack knowledge of fundamental rights and expertise as well as financial means to access justice. The majority of family disputes are solved within the traditional Jirga system, where only men are represented. Legal literacy is in general low, but women face an additional hurdle in the realization of their rights, as cultural barriers prohibit the access to formal justice unless specific measures for women are in place. The right holders will benefit from legal awareness and advice on fundamental rights with special focus on women and girls.
1.5 Problem analysis/priority areas for support

The action will support Pakistan's NISP and the rule of law roadmaps for KP and Balochistan. It will focus geographically on Islamabad and the area covered by the last EU rule of law programme in KP and the newly merged districts. Support to Balochistan will concentrate on Quetta and the surrounding areas.

Priority 1: Support to the reform processes to ensure delivery of people-centred justice

The first priority will be to address the inconsistent and outdated legal and regulatory framework and the lack of cooperation between stakeholders (at federal/provincial as well as inter-provincial level) which is one of the main reasons for the dysfunctionality of the rule of law. The legislative system dramatically changed in 2010 with the 18th amendment of the Constitution that devolves legislative powers to the provinces. There is currently some confusion at federal and provincial level on legislative competence, and legal harmonisation, understanding and awareness of the existing legal framework must be improved. A better understanding of the existing legal framework is particularly relevant for the amendments needed to guarantee better and speedier access to justice for poor and marginalised people, i.e. ADR and paralegals. Modern techniques and methodologies, for collection and use of forensic evidence is also one of the priorities at a provincial level.

Priority 2: Strengthen equal access to justice for all particularly women and marginalized groups

The majority of Pakistanis does not have access to formal justice because the system is dysfunctional and because they lack information on their legal rights. The World Justice Project’s rule of law index revealed that 72% of the interviewed sample chose to take their dispute to a traditional or local mechanism (jirgas, panchayats) for resolution. This is particularly true for people of low educational and economic status, and women. In FATA, where the legal framework of Pakistan did not apply, it is particularly important to create awareness on fundamental rights and access to justice in order to prepare the ground for the establishment of democratic structures. The experience in KP showed that women in particular were unaware of personal status laws, particularly related to marriage, divorce, inheritance rights and of the current laws on protection of women's rights and do not have essential personal documents, such as birth and death certificates, voter registration cards and marriage contracts.

Conflicts in the communities in the targeted areas concern predominantly civil matters, such as family law and inheritance, land disputes and petty crimes linked to drug abuse. If the traditional approach to conflict resolution is followed, this often leads to criminal offences, such as murder.

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25 The Pakistan legislative framework is based on a complex combination of common law, inherited from the British, and sharia, or Islamic law. The colonial power introduced common law gradually, as the need arose, and with limited jurisdiction in criminal and civil matters. The 1898 Code of Criminal Procedure and the 1908 Civil Procedure Code have been amended.

26 Community based paralegal networks have been established as an ADR mechanism, but strategies for the future development and recognition of paralegals as providers of justice-related services at community level are to follow. A law adopted in 2017 provides guidance on the use of ADR. State-based free legal aid is provided under the Access to Justice Development Fund, a statutory endowment fund managed by the LJCP, but bylaws have to be developed to make it operational. Paralegals operate as mediators and may advice on simple issues such as document registration, issuance, reference to institution, etc.. Legal advice and representation in courts is provided by lawyers.
The second priority will strengthen mechanisms that reduce the referral of minor offences to the justice system and provide access to justice and bridge the gap to the traditional justice system (jirgas). These mechanisms include alternative dispute resolution in line with the Dispute Resolution Act 2017 and the provincial legislation. Strengthening alternative dispute resolution mechanisms to address civil and minor criminal issues will reduce the burden on the justice system. In KP the alternative dispute resolution mechanism that has been established in line with the KP Police Act 2017 is called District Resolution Councils and show good results. 7 000 mediations were recorded in 2017 and the Inspector General Police is convinced that this is part of the reason why murder cases dropped 26% in 2017. Alternative dispute resolution should be extended to the newly merged districts (former FATA) and Balochistan. The capacity of the counsellors has to be further strengthened and their activities have to be closely monitored to ensure they comply with constitutional safeguards. Questions that cannot be answered or solved by the alternative dispute resolution councils should be referred to court within well-defined and established referral mechanisms.

To ensure marginalised groups have access to justice, the institutionalisation of free legal aid is of utmost importance. In practice there is almost no institutional legal aid, poor and unrepresented defendants are not provided the legal representation they need. In particular women, young people, the economically disadvantaged and populations in remote areas have almost no access to legal aid, nor do the majority of the prison inmates. Pakistan has an institutionalised free legal aid scheme with a reasonable (but unspent) budget under the Access to Justice Development Fund, which is managed federally by the LJCP. However, the District Legal Aid Centres that are supposed to provide free legal aid using this Fund need technical support to be fully operational.

It is essential to improve women’s access to justice. The support to women will address hurdles to women’s empowerment following an in-depth gender analysis in the provinces. The action will improve information on women’s rights and strengthen culturally-sensitive service delivery. It will focus in particular on raising awareness through paralegals, helping to deliver justice by introducing ADR and legal aid.

Priority 3: Improve the quality of justice delivery in line with constitutional safeguards and good practices.

The police and the judiciary have lost public confidence both because of the insurgency and the 'war on terror', and corruption and ineffectiveness. As outlined in the NISP, the state security and justice apparatus must modernise not only its infrastructure and capacity but also redefine its raison d’être and adopt a people-centric approach. They need to be strengthened and transformed into citizen-oriented services.

KP has made significant progress in recent years in setting up a modern, citizen-oriented police and justice system. With donor support, the institutional framework and capacity have significantly improved, resulting in model police stations, community policing, digitalised case management and improved investigation techniques including forensics. However, there is still much to be done. The rule of law roadmap provides a clear direction. The KP government and judiciary will need support to handle the merger with FATA. KP authorities expressed their interest in technical support in view of the FATA merger, but the actual support for implementation will be defined when the KP rule of law Roadmap for the newly merged districts is finalised. The part on the expansion of the KP judiciary is already concrete, with a clear idea of the set-up of a basic court system, but there remain uncertainties regarding the law enforcement agencies, mainly whether and how to integrate the levies force. The
Balochistan government shows a strong commitment to implement the rule of law roadmap, but the security situation where police and justice are main targets is a concern, and movements in some areas out of the capital Quetta are hardly allowed by the authorities. Under the third priority, the action will focus to enhance the public trust in the law enforcement sector by supporting modernization and citizen friendly services. Assistance will comprehend support to digitalization and improved investigation techniques. The provincial governments showed special interest in forensics, and this action will be linked to the EU CAPRI II action. The present action will also include infrastructure upgrade and capacity building on IT and modern policing techniques. Through targeted measures the presence and the working environment for women in law enforcement will be promoted.

2. **RISKS AND ASSUMPTIONS**

<table>
<thead>
<tr>
<th>Risk</th>
<th>Risk level</th>
<th>Mitigating measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>Change of political leadership after 2018 elections</td>
<td>Medium</td>
<td>EU to keep close and constant dialogue with relevant institutions and at all political levels, especially after the 2018 elections.</td>
</tr>
<tr>
<td>Lack of political will and commitment</td>
<td>Medium</td>
<td>EU to increase awareness and highlight the importance of strengthening rule of law. EU to maintain regular diplomatic and political dialogue.</td>
</tr>
<tr>
<td>Duplication with other activities</td>
<td>Low</td>
<td>Use and update the donor’s matrix. Maintain regular dialogue with relevant authorities, donors’ implementing agencies and carry out a comprehensive review of the on-going actions. Make a regular review with donors in the rule of law sector in order to ensure coordination. Programme contractor to attend rule of law donors’ coordination meetings in Islamabad. Support reactivation of rule of law donors meetings at provincial level.</td>
</tr>
<tr>
<td>Security situation hampers or does not allow project implementation</td>
<td>High</td>
<td>Monitoring security situation. Provide adapted implementing modalities with agencies that already have security systems in place and provide local/national expertise.</td>
</tr>
<tr>
<td>Visa and Non objection certificate are not delivered by the Pakistan authorities or delivered slowly.</td>
<td>High</td>
<td>Plan ahead visits to areas that require a NOC, in particular sub-areas in KP and in Balochistan. Favour national vis-à-vis international expertise to mitigate the risks.</td>
</tr>
<tr>
<td>Programme action leading to conflict drivers</td>
<td>Medium</td>
<td>Inception phase of the programme implemented based on existing conflict sensitive analysis studies such as United Nations Development Programme (UNDP) ones in FATA, KP and Balochistan. Recalibrate and use peace engine elements and remove conflict driver</td>
</tr>
<tr>
<td>Region’s destabilisation</td>
<td>Medium</td>
<td>Apply and use rule of law as a leverage for peace stabilisation by ensuring that action is conflict sensitive. Develop analysis and tool for assessing root causes of the conflict.</td>
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<tr>
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<tr>
<td>Divert from provincial and international rule of law policies</td>
<td>Medium</td>
<td>Use KP and Balochistan rule of law roadmap as continuous basis for action in close coordination with national authorities, assuring national and provincial ownership. The programme is entirely aligned with a set of government-led frameworks with common themes and similar strategic focus, in particular on improved compliance with better standards, enhancing the relationship between people and rule of law systems and with better management of data to drive more responsive policy, resource allocation and institutional/systemic accountability to the targets set. Programme design stresses on SGP 16, 10 and 5 in all of the results-based actions and targets set.</td>
</tr>
<tr>
<td>Respect of Human Rights</td>
<td>Medium</td>
<td>Apply constant ’do not harm’ policy in every action of the programme and regularly reassess human rights risk management by conducting ’do not harm’ test to check compliance with fundamental rights laid down in the Pakistani Constitution. This applies in particular for FATA where there is a risk of causing harm due to the lack of a formal justice system in the region.</td>
</tr>
<tr>
<td>Traditional gender unbalance</td>
<td>Medium</td>
<td>Programme action based on conflict gender sensitive analysis and mapping. Regularly reassess the risks and recalibrate action accordingly. Action focuses on disaggregated data, gender empowerment and inclusive representation.</td>
</tr>
</tbody>
</table>

**Assumptions**

Ownership and political commitment are ensured. Security situation is monitored and sustained. The government supports the use of international expertise (e.g. through swift delivery of Non objection certificates, Visas, etc.) if needed.
3. LESSONS LEARNT AND COMPLEMENTARITY

3.1 Lessons learnt

The design of this action builds largely on the lessons learned from the previous EU-funded rule of law programmes, namely

- the ’Access to justice in Punjab’ (A2J);
- the CAPRI project; and
- on-going EU-funded programmes, such as
  - the ’Citizens justice and peace programme in KP’;
  - the PACT (‘Support to Pakistan's action to counter terrorism’ (PACT), with special reference to KP – funded by the EU’s instrument contributing to stability and peace); and
  - CAPRI II (‘Support to the Punjab Forensics Institute’ – also funded the EU’s instrument contributing to stability and peace).

The ‘EU support in Punjab’ (A2J) supported free legal aid through a paralegal network supervised by trained lawyers. It also managed to establish and operationalise the District Legal Aid Centre (DLCE) to provide free legal aid under the Access to Justice Development Fund, as a pilot in Lahore District Court. It was not possible to set up a case management system due to the strong opposition of the Bar Council, which has a financial interest in slow pace justice. The same considerations led to a delay in setting up the DLCE. The Bar Council has to be on board to establish the future DLCEs in KP, FATA and Balochistan.

The KP programmes focus on improved citizen-centred police services and promoting women’s rights. They produced positive results, such as setting up model police stations, including gender desks; specific women’s dormitories at the Police Academy; community policing plans; and providing managerial support. The digitalisation component has been developed, but not yet launched. Alternative dispute resolution centres have been established in police premises and are showing good results. The ADR system should be extended to FATA as part of the merger with KP. In law enforcement and justice, women’s empowerment and access to leadership and decision making positions is still a challenge, but establishment of gender sensitive infrastructure, special capacity building and mentoring, of women showed very positive results. This approach led to a higher number of female police officers and it improved the access to justice for women in general.

The specific situation in former FATA and Balochistan means that support to the rule of law has been insignificant. In Balochistan, UNODC has set up an online training centre and provides training to trainers for high-level police officers. Even if the development of the security situation is difficult to predict, it has to be kept in mind that the situation in KP was similar to Balochistan in 2009. One reason for the significant improvement of law enforcement agencies in KP is intensive donors’ support in the province. The proposed EU support in Balochistan and FATA areas should have similar positive impact in improvement as it happened in KP.

The EU action ’Counter terrorism associated prosecutorial reform initiative’ (CAPRI II) supports the Punjab Forensic Science Agency with the aim of increasing the use of forensic intelligence including database sharing for fingerprints, DNA and firearms. Lessons learned from the first part of CAPRI II are that the law enforcement officers have to change their
mentality to accept and master new methodologies for collecting evidence. This cannot be achieved within a short timeframe and has to be accompanied by constant mentoring. Forensics and the modernisation of investigation and evidence collection are of high priority in Balochistan and KP and the new action can be linked to the CAPRI programme.

Regular political engagement at strategic level through EU-Pakistan strategic dialogue, as well as significant regular sectoral policy dialogue are of utmost importance to reach results.

Due to security challenges, flexibility to adapt to changing circumstances and opportunities is essential. The limited possibility for international experts to be stationed there has also to be taken into account.

3.2 Complementarity, synergy and donor coordination

The design of this action builds upon the results of the EU-funded A2J programme in Punjab and the ‘Citizens Justice and Peace’ programme in KP. It also complements the on-going EU funded PACT and CAPRI II programmes.

Donor coordination is primarily ensured at federal level in Islamabad where regular meetings are held through rule of law donor’s coordination on a bi-monthly basis. Donor conferences to ensure funding and the coordination among donors were held in 2018 in Islamabad for the Balochistan rule of law roadmap and for the KP rule of law roadmap. More globally, the Government of Khyber Pakhtunkhwa adopted a Strategic Development Partnership Framework to ensure smooth collaboration between the government and its development partners. A sectoral working group 'Peacebuilding and rule of law' is co-chaired by the EU and the Home and Tribal Affairs Department.

The main other donors involved in the sector in KP/FATA are USA, the UK Department for International Development and Switzerland. There is a thematic division of tasks with the US focusing on criminal investigation and counter-terrorism, and a geographic/task division with the UK focusing on the cross-government/judiciary coordination of rule of law reforms in KP, and a broad governance and service provision programme in FATA, which includes rule of law administration and access to justice in KP. Switzerland provides assistance on legal and paralegal aid in KP until 2019.

The USA has provided USD 150 million for criminal investigations and counter-terrorism training through the US Bureau of International Narcotics and Law Enforcement Affairs; a large part of this funding has been spent in KP and some in Balochistan. They have developed law enforcement programmes and counter-terrorism through the UNODC agency and police assistance. The Bureau is also implementing an overseas prosecutorial development assistance and training programme that includes KP and Balochistan, and also provides assistance for counter-narcotic programmes. USAID has conducted a gender programme and the International Criminal Investigative Training Assistance Program remains heavily involved in improving international criminal investigative techniques. The US also provides support for infrastructure.

The UK is also a major donor in the rule of law sectors in Pakistan. It has just earmarked GBP 100 million with UNDP for assistance in the newly merged districts (ex-FATA). In addition, the UK is signing a Memorandum of Understanding with UNODC for GBP 1.3 million to operationalise rule of law roadmaps and enhance forensics capability in Baluchistan and Sindh from February 2019 to March 2020. Furthermore, the UK contractor Adam Smith International started a 2016-2020 support to KP, focusing on support to the police, forensics, prosecutors, judiciary, prisons, parole and probation to implement the rule of law roadmap,
improve the coordination and strategic planning of rule of law delivery through better use of
data and resource allocation to drive up standards of investigation, forensics, prosecution and
adjudication in cases of serious sexual crime and homicide. Amongst others, the work
addresses internal and external accountability of the police and prosecutors, witness and
victim management, and strategic communications. The UK and the EU are also co-funding
the CAPRI II programme supporting investigation skills and the development of forensic
standards for counter-terrorism offences.’

The UN is present in the two provinces implementing US and UK funded programmes. UNDP, in partnership with the Government of KP, is currently implementing the ‘Strengthening Rule of Law Programme in KP’ (SRLP), which seeks to achieve and sustain results in line with the expected results of this action. Furthermore, UNDP is preparing a follow-on project, supporting the rule of law roadmap for the newly merged districts (former FATA). UNDP, UNODC and UN Women through a joint programme funded by DFID assisted the government of Balochistan in the development of the rule of law Roadmap and UNODC is leading the implementation. Further, UNDP through its ‘Global Rule of Law Programme’ has already initiated support to the Government of Balochistan for operationalization of the rule of law roadmap for Balochistan. Having led the gender integration process in the rule of Law roadmap in Balochistan together with the Women’s Development Department, UN Women is currently implementing projects in all provinces to enhance women’s access to justice and eliminate violence against women. UNODC has a long-term engagement with the Criminal Justice actors that resulted in building strong relationships with the Provincial Government of Balochistan. UNODC recently led the development of the rule of law roadmap in Balochistan and is currently engaging with the government in implementing a rule of law programme and in supporting the implementation of their Roadmap. UNODC is also supporting the Government of KP prisons through the conduct of a capacity assessment.

Germany is providing a mid-term support on criminal investigation and forensics in Punjab
through the service provider GIZ and is planning a follow up programme.

France is involved in training of police forces in different provinces of Pakistan to strengthen
their capacities. France-Pakistan bilateral convention on police forces covers several fields,
including forensic and technical police, document fraud and management of major events in
context of terrorist threat, investigation, cybercrime, improvised explosive devices and civil
defence.

4. DESCRIPTION OF THE ACTION

4.1 Overall objective, specific objective(s), expected outputs and indicative activities

Overall objective: Contribute to the strengthening of the rule of law in KP and the newly
merged districts and Balochistan and to ensure equal access to justice

Specific objective 1: Support reform processes to ensure delivery of people-centred
justice

Main outputs
1.1 Legal and regulatory framework strengthened to ensure affordable, equitable, timely and accessible delivery of justice

1.2 Strategic planning, management, coordination and accountability mechanisms strengthened

**Specific objective 2: Enhance access to justice for all, particularly women and marginalized groups**

**Main outputs**

2.1 Standardization, regulation and monitoring of ADR system

2.2 Free Legal aid accessible to indigent litigants

2.3 Demand mobilized for reforms and enhanced legal literacy of citizens with special focus on women

**Specific objective 3: Improve service delivery of security sector in line with constitutional safeguards and international standards**

**Main outputs**

3.1 Capacity and efficiency of security sector enhanced to ensure effective access to justice

3.2 Women’s effective participation and equal opportunities in the security sector strengthened

**Main activities**

**Specific objective 1: Support reform processes to ensure delivery of people-centred justice**

1.1 Legal and regulatory framework strengthened to ensure affordable, equitable, timely and accessible delivery of justice

**Indicative activities**

- Baseline study of current legal advisory and representational aid including gap analysis of current ADR and free legal aid systems
- Development of a national draft framework policy and formulate laws, policies and rule of business on ADR, legal aid and paralegal
- Reviewing national legal and regulatory framework to ensure delivery of citizens-centred justice in line with technical innovations and constitutional safeguards and the rights-based approach
- Support legislative amendments to improve the criminal justice system as outlined in the NISP and the rule of law Roadmaps

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27 KP Roadmap Outcome: Priority Initiatives for Law Reform
28 KP Roadmap Priority Initiatives for Institutional Reforms and Balochistan Roadmap Output 3
29 In line with Balochistan’s Rule of Law Roadmap Outcome 6
30 In line with Balochistan Rule of Law Roadmap Output 6.1 and KP Police act and small claim and minor offences court ordinance 2002
31 Balochistan Rule of Law Roadmap Output 6.3
32 (Balochistan Roadmap Outcome 3)
- Design and implement an awareness and advocacy strategy for legislative reform, including exposure visits and other initiatives to promote legislative development (conferences, workshops, working groups)

1.2 Strategic planning, management, coordination and accountability mechanisms strengthened

Indicative activities
- Capacity gap analysis and tailored initiatives to establish referral, cooperation and collaboration mechanisms between formal and informal justice actors, including exposure visits and other initiatives to promote collaboration (conferences, workshops, working groups)
- Provide targeted expertise for the delivery units of the rule of law Roadmaps with special attention to the planned KP Roadmap for the newly merged districts (FATA) and the delivery unit of the rule of law roadmap of Balochistan
- Strengthen Provincial Justice Committees and District Criminal Justice Coordination Committees and develop linkages
- Support to the Implementation Commissioner of the KP Police Act including in the creation of fully functional Safety Commissions, Regional Police Complaints Authorities, Police Access Service and Public Liaison Committees
- Strengthen institutional capacity of the Law and Justice Commission to harmonise and monitor the legal and regulatory framework relevant to the action (ADR/legal aid/paralegals)

Specific objective 2: Enhance access to justice for all, particularly women and marginalized groups

2.1 Standardization, regulation and monitoring of ADR system

Indicative activities
- Formulate rules of business and procedures for ADR, including appointment policy with attention to female participation and representation
- Design capacity building and mentoring strategy for ADR
- Develop curriculum and conduct capacity building activities at training institutions
- Establish monitoring and accountability framework and referral system to formal justice chain

2.2 Free Legal aid accessible to indigent litigants

Indicative activities
- Establish legal aid clinics, particularly for women and marginalized people
- Support operationalization of the District Legal Empowerment Committees (DLEC) for providing legal aid to the deserving litigants at court level

33 Code of Criminal Procedure of 1989, evidence law, witness protection laws in all provinces,
34 Balochistan Roadmap Output 6.1
35 Balochistan Roadmap Output 6.3
- Formulate rules of business and procedures and code of conducts for DLEC and capacity building for legal aid lawyers on the concept
- Establish linkages between DLCE and police and prison level
- Establish monitoring and accountability framework for legal aid

2.3 Demand mobilized for reforms\(^{36}\) and enhanced legal literacy of citizens with special focus on women

*Indicative activities*
- Design and conduct citizen justice needs survey
- Develop and expand paralegal concept to newly merged districts and Balochistan, activities include capacity building, mentoring and supervision of paralegals
- Design and implement an awareness and advocacy strategy for legal literacy, fundamental rights and access to justice and conduct information campaign on access to justice including ADR and legal aid
- Design and implement community, peer-to-peer, outreach and mobilisation action, engage with leaders and figures of authority to promote the rights of girls and women of all ages
- Organise education and public discussion forums and regular legal advice and information session for women through trained paralegals

*Specific objective 3: Improve service delivery of security sector in line with constitutional safeguards and international standards*

3.1 Capacity and efficiency of security sector enhanced to ensure effective access to justice

*Indicative activities*
- Upgrade facilities to enable justice actors to deliver people-centred services in line with relevant rule of law roadmaps in targeted areas (model police stations, police academies, Balochistan Independent Forensic Agency\(^{37}\), etc.)
- Enhance quality of service delivery through support to management, modernization and digitalization of departments in line with line ministries and police digitalization plans\(^{38}\)
- Design and implement capacity building plan on the use of modern methodologies and techniques, special attention giving to management, IT and modern investigation techniques
- Establish a mentoring system and accountability and monitoring framework

3.2 Women’s effective participation and equal opportunities in the security sector strengthened

*Indicative activities*

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\(^{36}\) Balochistan Roadmap Output 6.2

\(^{37}\) Balochistan Roadmap Output 1.4: Establishment of Balochistan Independent Forensic Agency

\(^{38}\) Balochistan Roadmap Output 1.2 and 1.3
- Create gender responsive infrastructure and safe work environment for women to increase female participation in the labour force (i.e. facilities at training institutions as well as in justice delivery, such as separate women and child spaces, gender desks, separate toilets)
- Design gender plan for provincial police forces and implement initiatives to strengthening recruitment, capacity building and mentoring of female police officers
- Reinforce women’s professional network and coaching system in KP and in Balochistan
- Design and implement specialized training to the national police on fundamental rights, gender and women’s rights

4.2 Intervention logic

Improvement of the security situation and access to justice for its citizen 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 include inter alia the development of the NISP, the NAP and the provincial rule of law roadmaps and allocation of resources for the implementation. The approach of the action is process-driven, has a people-centred approach and aligns with EU policies and with the on-going policy reforms in KP, former FATA and Balochistan. The action provides:

1. strategic inputs and policy support at federal and provincial levels to help enforce the rule of law more efficiently and fairly;
2. technical support to institutionalise mechanisms and awareness raising to improve people’s access to justice; and
3. targeted support to key rule of law institutions to improve people centred service delivery.

The action is also closely coordinated with and built on with the rules and regulations from previous and on-going EU rule of law programmes in Pakistan.

The intervention logic is built on three main approaches:

1. the need to continue to support on previous actions to ensure continuity and build on relevant EU law;
2. opening support to unmet demand; and
3. identifying working niches and scaling them up.

KP/FATA and Balochistan have similarities but also different contexts and level of capacity that limit the relevance and efficacy of trying to reproduce a blue print from one province to another. Specific strategies will be developed to support the provincial rule of law roadmaps. The action will therefore focus on providing support for unmet demands in Balochistan, especially in Quetta and the surrounding areas, and building on good practices identified in KP and scaling them up. For KP, the approach is to build on and to extend what has been already achieved in order to ensure sustainability and sustain the action in the rule of law sector. The phasing-in plan for FATA has not been finalised, and the action will support this plan once finalised after additional conflict analysis.

To decrease backlog in the courts and overcrowding in prisons, the action will concentrate on improving access to justice, especially for women and vulnerable people, by breaching the
gap between traditional justice and formal justice. It will do this by supporting ADR, raising awareness of fundamental rights through paralegals and institutionalising legal aid. The action will also strengthen justice institutions through targeted interventions and capacity-building measures in line with the provincial rule of law roadmaps and complementing other donors’ activities. Many donors continue to provide support in the area of criminal justice by improving investigation and prosecution skills and supporting the judiciary to boost their counter-terrorism capacity. The action is therefore shifted where the needs are, with a focus on access to justice for citizens to solve their pressing daily legal issues such as land rights, family law and pre-trial detention for minor offences.

The attempts to remain in line with existing policies and includes funding at federal and provincial level to respond to unmet demands for legal security, harmonised policies and the legislative amendments needed to enable the provincial and federal institutions to perform properly. Under specific objective 1, the action will work with policy makers and civil society organisations at federal and provincial level, to help develop an inclusive and coherent policy framework.

For the specific objectives 2 and 3, the action will not target the entire provinces, but will identify specific districts for piloting, mentoring and monitoring the planned action.

The programme will have two phases: inception (Y1 – first 6 months) and implementation (Y1-5). The logframe will be regularly re-assessed and revised if needed.

4.3 Mainstreaming

Poverty and economic dependence on family hampers the access to justice for women and girls, especially when offences are committed by family members. This is worsened by the fact that women are often unaware of their rights and the mechanisms to enforce them. This lack of awareness of family law related issues, such as documentation (birth and marriage) and inheritance rights increases their dependence on the family and prevents them from asserting their rights.

Women come more often into contact with the formal justice system as survivors of discrimination and domestic violence rather than perpetrators, if they address the formal justice system at all. As women are culturally and economically dependent on the family and as there are only very limited support schemes in place, women’s options to address discrimination and violence are limited.

The action supports measures to raise women’s awareness of their rights and to help women and girls access justice and assistance, thereby strengthening women’s rights and empowerment.

Violence against women is endemic in Pakistan as a whole, amid a climate of impunity and state inaction. Discriminatory legislation and a dysfunctional criminal justice system put women at grave risk. Targeted by violent extremists with an overt agenda of gender repression, women’s security is especially threatened in the conflict zones in KP, former FATA and Balochistan. Information on women’s situation, realization and violations of their rights is hardly available for former FATA and specific parts of KP and Balochistan and the intervention will be designed following a gender analysis for these parts.

Access to former FATA and parts of Balochistan is very difficult due to the security situation. However it is expected that with the merger KP/FATA and the support to the Balochistan rule of law Roadmap, civilian security and justice will improve, even if the volatile and conflict prone environment has to be fully kept in mind. Interventions in FATA, KP and Balochistan
will be conflict-sensitive based on a political-economy analysis and the "do no harm" principle.

4.4 Contribution to SDGs

This intervention is highly relevant for the 2030 Agenda. It contributes primarily to the progressive achievement of SDG(s) 16 Peace, Justice and Strong Institutions, and 5 Gender Equality but also promotes progress towards Goal 10 Reduced Inequality. In particular the SDG 16.3 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels) and SDG 5.1 (End all forms of discrimination against all women and girls everywhere) will be addressed under Specific Objective 2 which focuses on enhanced access to justice for all, particularly women and marginalized groups.

Similarly, the Specific Objective 1 which focuses on supporting reform processes to ensure delivery of people-centred justice addresses the SDG 16.6 (Develop effective, accountable and transparent institutions at all levels) as well as SDG 5.c (Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of all women and girls at all levels).

5. IMPLEMENTATION

5.1 Financing agreement

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

5.2 Indicative implementation period

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission’s responsible authorising officer by amending this Decision and the relevant contracts and agreements.

5.3 Implementation modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures.

This action may be implemented in indirect management with the United Nations Development Programme (UNDP), UN-Women and the United Nations Office on Drugs and Crime (UNODC). For this, indicatively, two Contribution Agreements are foreseen. The first one may be signed with UNDP, in which UN-Women will act as co-delegate. The second one may be concluded with UNODC.

UNDP and UNODC have overlapping programs in Pakistan in the RoL sector covered by this action, but coordination and collaboration between the agencies is excellent and the actions

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39 www.sanctionsmap.eu Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.
complement each other. Among UN agencies as implementing partners in the provinces, UNDP leads the RoL-related actions in KP and former FATA and UNODC in Balochistan, and the division of tasks within this action will reflect this geographical focus, but targeted actions in the other provinces may be conducted by each of the agencies.

The gender component of the program will be strongly supported by UNWOMEN in both provinces.

5.3.1. Indirect management with an international organisation (UNDP – with UN Women as co-delegate)

A part of this action may be implemented in indirect management with UNDP with UN Women as co-delegate. This implementation entails contributions to all three specific objectives of the action, namely:

1. Support reform processes to ensure delivery of people-centred justice by strengthening the legal and regulatory framework to ensure affordable, equitable, timely and accessible delivery of justice and strategic planning, management, coordination and accountability mechanisms.

2. Enhanced access to justice for all, particularly women and marginalized groups through standardization, regulation and monitoring of ADR system support to free legal aid accessible as well as demand mobilization for reforms and enhanced legal literacy of citizens with special focus on women.

3. Improve service delivery of security sector in line with constitutional safeguards and international standards through capacity development activities and promotion of women's participation in the security sector.

The envisaged entity has been selected using the following criteria:

- Specific mandate and thematic expertise in rule of law and accountability in Pakistan

UNDP has a specific mandate to work on the proposed outcomes of the action, namely governance and rule of law in Pakistan and signed with the government of Pakistan the Country Programme Document (CPD) for 2018–2022 that envisages support the primary rule of law institutions, including the police and criminal justice bodies to increase access to justice and legal aid. In addition, UNDP in partnership with the Government of KP, is currently implementing the ‘Strengthening Rule of Law Programme in KP’ (SRLP), which seeks to achieve and sustain results in line with the expected results of this action and is planned to be expanded to former FATA. UNDP is as agency in addition an example for accountability. For the last three years, UNDP globally was ranked as the most transparent development organizations in the world according to Aid Transparency Index that adds value to efficient implementation of this action.

- Logistical and/or management capacities

As for operational capacity, UNDP, has its headquarters in Islamabad and since 2011 has established full-fledge sub-offices in Peshawar (KP province) and Quetta (Balochistan office) with RoL program staff of around 17 persons and supports provincial governments and judiciary to implement rule of law reforms. In both KP and Balochistan, UNDP has been receiving direct in-cash contribution from the government budget for its projects and more specifically in its current ‘Strengthening Rule of Law Project’ the government co-sharing constitutes 25% of the total budget (approx. USD 2 mln.).
• Neutrality/security reasons and trust of government

UNDP has a long standing excellent relationship with the government of Pakistan and well established presence and networks in KP and the newly merged districts and is in the process of expanding the RoL program to Balochistan.

UN Women: With its coordination, normative and programmatic mandate on gender equality and women’s empowerment, and strong partnerships with the national and provincial government departments and civil society including women’s organizations, UN Women is strongly positioned to support its partners in designing and implementing gender-responsive rule of law/justice interventions. In line with its Country Strategic Note (2018-2022) and United Nations Sustainable Development Framework (2018-2022), UN Women will continue to promote women’s participation and representation in rule of law/governance institutions and breaking barriers that women face in accessing justice. In addition to leveraging its global and local technical expertise for achieving programmatic results, UN Women has ensured strong local presence with well-established sub-offices in all the provinces including Balochistan and KP.

In case the envisaged entity (ies) would need to be replaced, the Commission’s services may select a replacement entity using the same criteria.

5.3.2. Indirect management with an international organisation (UNODC)

A part of this action may be implemented in indirect management with UNODC. This implementation entails contribution to specific objective two of the action, but will focus on specific objectives one and three:

1. Support reform processes to ensure delivery of people-centred justice by strengthening the legal and regulatory framework to ensure affordable, equitable, timely and accessible delivery of justice and strategic planning, management, coordination and accountability mechanisms.

3. Improve service delivery of security sector in line with constitutional safeguards and international standards through capacity development activities and promotion of women's participation in the security sector.

The envisaged entity has been selected using the following criteria:

• Specific mandate and thematic expertise in rule of law and accountability in Pakistan.

UNODC's work is guided by a broad range of international legally binding instruments and a set of United Nations standards and norms on crime prevention and criminal justice and to assist Member States in their struggle against illicit drugs, crime and terrorism. UNODC Country Office in Pakistan operates under the umbrella of its Country Program (CPII), 2016-2020 which was endorsed by the Government of Pakistan. CPII builds on the UNODC’s national, regional and global strategic priorities, the priorities of the Government of Pakistan. The criminal justice component of the CPII focuses on supporting legal, institutional and operational capacity development for actors of the criminal justice chain through well thought, results-based and sustainable interventions while integrating human rights and gender-based approaches and accountability mechanisms across interventions.

• Logistical and/or management capacities

UNODC is well established in Islamabad and Balochistan through its offices in the province and RoL Program staff of around 20 persons. UNODC recently led the development of the
rule of law roadmap in Balochistan and is currently engage with the government in implementing a rule of law programme and in supporting the implementation of their Roadmap. UNODC is also supporting the Government of KP in capacity building activities for police and justice actors with special focus on fighting terrorism as well as prison reform.

• Neutrality/security reasons and trust of government

UNODC has been working in Pakistan for over 35 years and established long standing excellent relationships with the government of Pakistan. UNODC’s long-term engagement with the Criminal Justice actors in all provinces in the framework of the mandate resulted in trustful and meaningful collaboration at policy and implementation level with key stakeholders in line ministries and the criminal justice chain.

The international organisation identified above, is currently undergoing an ex-ante assessment of its systems and procedures. Based on its compliance with the conditions in force at the time previously other indirect management actions were awarded to the organisation and based on a long-lasting problem-free cooperation, the international organisation can also now implement this action under indirect management, pending the finalisation of the ex-ante assessment, and, where necessary, subject to appropriate supervisory measures in accordance with Article 154(5) of the Financial Regulation.

In case the envisaged entity would need to be replaced, the Commission’s services may select a replacement entity using the same criteria.

5.4 Scope of geographical eligibility for procurement and grants

The geographical eligibility in terms of place of establishment for participating in procurement and grant award 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 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 realization of this action impossible or exceedingly difficult.

5.5 Indicative budget

<table>
<thead>
<tr>
<th>Specific Objective 1: Support reform processes to ensure delivery of people-centred justice, Specific Objective 2: Enhanced access to justice for all, particularly women and marginalised groups and Specific Objective 3: Improving service delivery of the security sector in line with constitutional safeguards and international standards</th>
<th>EU contribution (amount in EUR)</th>
<th>Indicative third party contribution, in currency identified</th>
</tr>
</thead>
<tbody>
<tr>
<td>13 500 000</td>
<td>N.A.</td>
<td></td>
</tr>
</tbody>
</table>

| Indirect management with UNDP, UNWOMEN | 13 500 000 | N.A. |
Specific Objective 1: Support reform processes to ensure delivery of people-centred justice and Specific Objective 3: Improving service delivery of the security sector in line with constitutional safeguards and international standards composed of

<table>
<thead>
<tr>
<th>Description</th>
<th>Amount</th>
<th>Notes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Indirect management with UNODC</td>
<td>5 900 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Evaluation, (cf. section 5.8), Audit(cf. section 5.9)</td>
<td>270 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Communication and visibility (cf. section 5.10)</td>
<td>300 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Contingencies</td>
<td>30 000</td>
<td>N.A.</td>
</tr>
<tr>
<td>Totals</td>
<td>20 000 000</td>
<td>N.A.</td>
</tr>
</tbody>
</table>

5.6 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 in each of the provinces made up of:

In KP including the newly merged districts (former FATA)
- Additional Chief Secretary, Planning & Development
- Secretary Planning and Development Department
- Secretary Department of Home and Tribal Affairs
- Secretary Department/Directorate of Prosecution
- Senior representative of provincial police forces
- Senior representative of the provincial High Courts
- Senior representative of the provincial Bar Council
- The Chief Minister’s Strategic Support Unit and FATA secretariat
- Senior representative of EU
- Senior representative of UNDP, UNODC and UNWOMEN

In Balochistan:
- Chief Minister or a senior representative
- Secretary, Home Department
- Secretary, Prosecution
- IG Prisons, Prisons and Probation
- IG, Police/Levies
- Senior Representative from the High Court
- Senior Representative, Provincial Bar Council
– Representative of Women Division
– Representative of Civil Society
– Senior Representative of EU
– Senior Representative of implementing partners

Representatives of the Rule of Law Delivery units and Senior Partner Representatives may be invited as ex officio members to the PSC meetings. These may include representatives of bilateral contributing donors and other senior partner representatives, including the institutions entrusted with direct implementation of some programme activities. Additional ex officio members may be added to guarantee adequate representation of Pakistani communities.

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

**Inception phase (6 months)**

During the first six months after the conclusion of the contract the UN agencies will

– Conduct a joint analysis to determine what has changed between design and implementation. Should changes be required, these will be presented to the PSC and EUD for approval.
– Produce the first annual work plan (incorporating any changes required).
– Develop a communication and visibility plan.

**5.7 Performance and Results 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).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

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).
5.8 Evaluation

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

The mid-term evaluation will be carried out for analysing the collaboration of the UN agencies and analyse problems in the implementation in a view to review and adapt the action for the second phase.

The final or ex-post evaluation will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that the action is an innovative and a pilot in view of targeting rule of law interventions at federal and provincial level and 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.

Evaluation services may be contracted under a framework contract.

5.9 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.

It is foreseen that audit services may be contracted under a framework contract.

5.10 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.

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 contribution agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) 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 using budget allocations under different decisions. For these services procurement will be launched indicatively in the 2nd quarter of 2020.

6. **PRE-CONDITIONS**

The main assumptions for the implementation of this programme are:

- Political commitment at federal and provincial level for security sector and justice reforms remains and related budget is allocated.
- Political and security actors at federal and provincial level provide a conducive environment for the implementation of the program, including MoUs and NOCs for Implementing partners as well as visas for staff.
- Security situation remain stable and access hurdles to the newly merged district in KP do not hamper the implementation of the programme.
- The Government of KP and Balochistan continue taking the lead in strategic policy definition and donor coordination in line with the respective rule of law roadmaps.
- The different stakeholders involved are interested and support the actions proposed to consolidate democracy and promote human rights and fundamental freedoms.
- Complementarities with other governments and donors' interventions are possible and sought by all involved.
### APPENDIX - INDICATIVE LOGFRAME MATRIX (FOR PROJECT MODALITY) 40

<table>
<thead>
<tr>
<th>Impact (Overall Objective)</th>
<th>Results chain: Main expected results (maximum 10)</th>
<th>Indicators (at least one indicator per expected result)</th>
<th>Sources of data</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Promote the rule of law in KP and the newly merging districts and Balochistan and ensure equal access to justice</td>
<td>Average rule of law score as measured by the World Justice Project</td>
<td>World Justice Project Index</td>
<td>Not applicable</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Proportion of victims of violence in the previous 12 months who reported their victimization to competent authorities or other officially recognized conflict resolution mechanisms disaggregated by sex</td>
<td>SDG Report Pakistan</td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Outcome(s) (Specific Objective(s))</th>
<th>Results chain: Main expected results (maximum 10)</th>
<th>Indicators (at least one indicator per expected result)</th>
<th>Sources of data</th>
<th>Assumptions</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Support reform processes to ensure delivery of people-centred justice</td>
<td>No of proposals for legislative reforms to ensure access to justice initiated % of coordination mechanism members who assess coordination mechanisms as functional</td>
<td>LJCP and parliament (federal/provincial) reports rule of law roadmap delivery unit reports Baseline and final perception survey for coordination mechanism members</td>
<td>Political commitment at federal and provincial level for reforms and related budget commitments Security situation enables action to be implemented</td>
<td></td>
</tr>
</tbody>
</table>

| Outputs 1.1 Legal and regulatory framework strengthened to ensure affordable, equitable, timely and accessible delivery of justice | No of assessments of national legislation conducted No of initiative to promote legislative development (workshops, WG, drafting assistance) supported No legal amendments drafted based on recommendations of NISP and rule of law roadmaps | Legal assessment survey Legal drafting agenda Workshop reports rule of law roadmap delivery unit reports | Political commitment to reforms at federal and provincial level National and provincial assemblies approved legal amendment. |

*Mark indicators aligned with the relevant programming document mark with '*' and indicators aligned to the EU Results Framework with '"*."
<table>
<thead>
<tr>
<th>Outcome(s) (Specific Objective(s))</th>
<th>1.2 Strategic planning, management, coordination and accountability mechanisms strengthened</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No of coordination mechanism supported(^{41})</td>
</tr>
<tr>
<td></td>
<td>No of initiative designed to improve collaboration</td>
</tr>
<tr>
<td></td>
<td>No of rule of law stakeholders trained in administration and management of coordination</td>
</tr>
<tr>
<td></td>
<td>disaggregated by sex</td>
</tr>
<tr>
<td></td>
<td>Study including gap analysis and perception survey on coordination and collaboration of key</td>
</tr>
<tr>
<td></td>
<td>stakeholders</td>
</tr>
<tr>
<td></td>
<td>Meeting notes of coordination meetings at federal and provincial level</td>
</tr>
<tr>
<td></td>
<td>Federal and provincial rule of law actors implement coordination mechanisms</td>
</tr>
<tr>
<td>Outputs</td>
<td>2. Enhanced access to justice for all particularly women and marginalized groups</td>
</tr>
<tr>
<td></td>
<td>Unsentenced detainees as proportion of overall prison population per province (SDG 16.3.2)</td>
</tr>
<tr>
<td></td>
<td>% increase in allocation and utilization of funds to the High Courts under the access to</td>
</tr>
<tr>
<td></td>
<td>justice development fund</td>
</tr>
<tr>
<td></td>
<td>Annual statistics LJC Pakistan</td>
</tr>
<tr>
<td></td>
<td>2.1 Standardization, regulation and monitoring of ADR system</td>
</tr>
<tr>
<td></td>
<td>No. of ADR centres fully developed, implemented and monitored</td>
</tr>
<tr>
<td></td>
<td>% of ADR Counsellors trained in legal framework relevant for ADR and conflict mitigation</td>
</tr>
<tr>
<td></td>
<td>disaggregated by sex</td>
</tr>
<tr>
<td></td>
<td>No. of people receiving ADR services disaggregated by sex and no of cases mitigated</td>
</tr>
<tr>
<td></td>
<td>with support of this action</td>
</tr>
<tr>
<td></td>
<td>Annual reports rule of law delivery units in provinces</td>
</tr>
<tr>
<td></td>
<td>LJC Pakistan</td>
</tr>
<tr>
<td></td>
<td>Police and Judiciary cooperate on implementation of ADR system</td>
</tr>
<tr>
<td></td>
<td>2.2 Free Legal aid accessible to indigent litigants</td>
</tr>
<tr>
<td></td>
<td>No. of District Legal Aid Centers fully developed, implemented and monitored</td>
</tr>
<tr>
<td></td>
<td>No of citizen disaggregated by sex that received legal aid with the support of the action</td>
</tr>
<tr>
<td></td>
<td>Annual report LJC Pakistan</td>
</tr>
<tr>
<td></td>
<td>LJC, High Courts and Bar association collaborate</td>
</tr>
</tbody>
</table>

\(^{41}\) (i.e. Rol Roadmap delivery unit, Provincial Justice Committees and District Criminal Justice Coordination Committees
| 2.3 Demand mobilized for reforms and enhanced legal literacy of citizens with special focus on women | No of initiatives completed in line with awareness raising and communication strategies  
No of people reached in line with awareness raising and communication strategy  
No of paralegals trained and certified as community based paralegals disaggregated by sex  
% of persons disaggregated by sex that improved knowledge on fundamental rights per province  
No. of people that receive counselling on fundamental rights disaggregated by sex | UN Annual progress reports | Provincial governments and security allow outreach operation by UN and CSO in provinces |
|---|---|---|---|
| **Outcome(s)** (Specific Objective(s)) | 3. Improve service delivery of security sector in line with constitutional safeguards and international standards. | Extent to which people have trust and confidence in security sector  
Proportion of women in managerial positions in security sector and % of police personnel who are women | Pre- and post-perception survey  
Human resources statistics of the police | Security situation enables action to be implemented |
| Outputs | 3.1 Capacity and efficiency of security sector enhanced to ensure effective access to justice | No of (citizen friendly) infrastructures upgraded per province  
No of digitalisation initiatives implemented by province  
No of training programs developed and fully implemented following capacity needs assessment  
% of staff with enhanced knowledge in modern policing techniques and new procedures | Annual reports rule of law delivery units in provinces  
Capacity needs assessment and training reports  
Training evaluation reports | Security situation in FATA Balochistan and KP is stable and FATA transition is operating smoothly  
Security sector key stakeholders in the provinces remain committed to implement rule of law roadmaps |
| | 3.2 Women’s effective participation and equal opportunities in the security sector strengthened | No of infrastructures made gender sensitive with support of the action per province  
No of women coached for passing police admission exam  
No of women trained who pass exam on admission and promotion per province | Annual reports rule of law delivery units in provinces  
UN training reports |