Impact Evaluation of Strengthening Rule of Law Programme (SRLP) in Selected Districts of Khyber Pakhtunkhwa

Sustainable Development Policy Institute

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<tbody>
<tr>
<td>ADB</td>
<td>Asian Development Bank</td>
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<td>ADR</td>
<td>Alternate Dispute Resolution</td>
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<td>CPC</td>
<td>Code of Civil Procedures</td>
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<td>CPD</td>
<td>Country Programme Development</td>
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<td>CCPAP</td>
<td>Common Country Programme Action Plan</td>
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<td>CPO</td>
<td>Central Police Office</td>
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<td>CSO</td>
<td>Civil Society Organization</td>
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<td>DADO</td>
<td>Dir Area Development Organization</td>
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<td>DIM</td>
<td>Direct Implementation Modality</td>
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<td>DLEEC</td>
<td>District Legal Empowerment Committee</td>
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<td>DPO</td>
<td>District Police Officer</td>
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<td>DPP</td>
<td>District Public Prosecutor</td>
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<td>DRC</td>
<td>Dispute Resolution Council</td>
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<td>EKON</td>
<td>Kingdom of Netherlands</td>
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<td>EU</td>
<td>European Union</td>
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<td>FATA</td>
<td>Federally Administered Tribal Areas</td>
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<td>FGD</td>
<td>Focus Group Discussion</td>
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<td>FRD</td>
<td>Foundation for Rural Development</td>
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<td>FSL</td>
<td>Forensic Science Laboratory</td>
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<td>GIZ</td>
<td>German Corporation for International Cooperation</td>
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<tr>
<td>HUJRA</td>
<td>Holistic Understanding for Justified Research and Action</td>
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<tr>
<td>IFS</td>
<td>Institute of Forensic Science</td>
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<td>INL</td>
<td>International Narcotics and Law Enforcement Affairs</td>
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<td>KII</td>
<td>Key Informant Interview</td>
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<td>KPJA</td>
<td>Khyber Pakhtunkhwa Judicial Academy</td>
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<td>LAC</td>
<td>Legal Aid Clinic</td>
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<td>LAD</td>
<td>Legal Aid Desks</td>
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<td>LAPH</td>
<td>Legal Awareness Programme for Human Right</td>
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<td>LEA</td>
<td>Law Enforcement Agency</td>
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<td>LJCP</td>
<td>Law and Justice Commission of Pakistan</td>
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<tr>
<td>Acronym</td>
<td>Full Form</td>
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<td>LLB</td>
<td>Bachelors of Law</td>
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<td>MPS</td>
<td>Model Police Stations</td>
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<td>NGO</td>
<td>Non Government Organization</td>
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<td>OCB</td>
<td>Organizational Citizenship Behavior</td>
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<td>PAL</td>
<td>Police Access Lines</td>
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<td>PAS</td>
<td>Police Access Service</td>
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<td>PCNA</td>
<td>Post Crisis Needs Assessment</td>
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<td>PHC</td>
<td>Peshawar High Court</td>
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<td>PILDAT</td>
<td>Pakistan Institute of Legislative Development and Transparency</td>
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<td>PLCs</td>
<td>Public Liaison Councils</td>
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<td>PMU</td>
<td>Programme Management Unit</td>
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<td>PRDS</td>
<td>Participatory Rural Development Society</td>
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<td>PST</td>
<td>Purposive Sampling Technique</td>
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<td>PTC</td>
<td>Police Training Center</td>
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<td>RFSL</td>
<td>Regional Forensic Science Laboratory</td>
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<td>RPO</td>
<td>Regional Police Officer</td>
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<tr>
<td>RTC</td>
<td>Regional Training Center</td>
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<td>SDGs</td>
<td>Sustainable Development Goals</td>
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<td>SDPI</td>
<td>Sustainable Development Policy Institute</td>
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<td>SRSP</td>
<td>Sarhad Rural Support Programme</td>
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<td>SRLM</td>
<td>Strengthening Rule of Law Malakand</td>
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<td>SRLP</td>
<td>Strengthening Rule of Law Programme</td>
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<tr>
<td>SDC</td>
<td>Swiss Development Cooperation</td>
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<td>TOT</td>
<td>Training on Trainer</td>
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<td>UC</td>
<td>Union Council</td>
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<td>UNDP</td>
<td>United Nations Development Programme</td>
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<td>UNODC</td>
<td>United Nation Office on Drug and Crime</td>
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<tr>
<td>US-INL</td>
<td>United States Bureau of International Narcotics and Law Enforcement Affairs</td>
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Executive Summary

The Strengthening Rule of Law Programme (SRLP) was founded in response to the Post-Crisis Needs Assessment (PCNA)\(^1\) by the provincial government of Khyber Pakhtunkhwa. The PCNA report is a framework of strategic priorities to strengthen rule of law in Khyber Pakhtunkhwa and formerly Federally Administered Tribal Areas (FATA) and to build confidence in the law enforcement institutions operating the region. The SRLP was designed to achieve its objectives as agreed upon in the Common Country Programme Action Plan for Pakistan (2013-2017) Outcome 4.2 (Rule of Law)\(^2\) and the Country Programme Document for Pakistan (2018-2022), Outcome 9.2 (Access to Justice)\(^3\).

The last two decades witnessed a widespread insurgency with citizens being caught in the cross hairs of terrorism. The 2006 crises and consequently the large losses incurred by the local residents, in a vacuum of judicial and legal support, shattered their trust in the Law-Enforcement Agencies (LEAs) as well as the justice system.

In addition to suffering, because of the insurgent uprising, residents of Khyber Pakhtunkhwa, particularly women, face difficulties in accessing the justice system owing to cultural norms which limit the participation of women in public spaces. Set against this backdrop, the SRLP, has in the past, formally assisted the provincial government by increasing access to justice through informal dispute resolution mechanisms and by strengthening the formal justice institutions in line with commitments enshrined under the outcome of Rule of Law and Access to Justice.

This study on the Impact Evaluation of Strengthening Rule of Law Programme in 08 Selected Districts of Khyber Pakhtunkhwa, was undertaken to evaluate the impact of certain SRLP interventions involving State institutions and local communities in select districts namely Swat, Lower Dir, Upper Dir, Buner, Chitral, Kohat, Bannu and D.I. Khan. The sections of this report are divided into four parts, covering the four areas of interventions categorized in four outputs: Output 1 is legal aid and access to justice; Output 2 alternative dispute resolution and community paralegals Output 3 capacity-building of courts; and Output 4 strengthening police, prosecution and forensic services were greatly strengthened.

Findings for legal aid output show that the listed interventions contributed to improved access to justice and rule of law in the region through the provision of greater legal awareness and legal

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\(^1\) Post-Crisis Needs Assesment Report [https://pcna.gkp.pk/](https://pcna.gkp.pk/)


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aid services. Approximately 0.9 million people benefitted from the legal aid services (legal awareness sessions and legal aid clinics and legal aid desks) and given free legal information concerning their rights. Women lawyers received scholarships and apprenticeships to improve their representation in the legal sector, successfully increasing their number in the legal profession. While most women lawyers were incentivised to continue practicing law, focused group discussions (FGDs) with Bar Associations revealed that 6 beneficiaries of the scholarships discontinued legal work due to cultural barriers, mobility issues, family-based opposition, lack of basic infrastructure bars and in courts and lack of skill-based trainings. Continued awareness drives, building of infrastructure for women, access to key information, continued support for LADs and provision of further scholarships can increase the citizens’ trust on the available legal support services in justice system.

For Output 2, Alternative Dispute Resolution (ADR) and Community Paralegals, specifically Dispute Resolution Councils (DRCs) proved to be successful in helping people to resolve their disputes. The number of women cases (cases instituted in which the complainant and/or victim is a female) also increased from 91 in 2016 to 169 in 2017. A handout issued by the Khyber Pakhtunkhwa Police in December 2018⁴ states that “The Dispute Resolution Councils have received a total of 8828 cases in which 6208 case have successfully been settled during the current year throughout the province and referred 1423 cases to other relevant forums for legal action and 1197 cases are under process.” It was found in key informant interviews (KII) with judges that the provision of affordable alternatives to the formal justice system, such as DRCs, helped reduce the burden on the court’s docket which is plagued by delays due to the backlog and pendency of cases. The development of a community-based paralegal network proved immensely successful as members of the network were aware of the local customs and traditions and helped mediate civil issues or refer them to DRCs or LADs. These paralegals, however, are struggling to prove their identity and credentials to the community and have also showed hesitation in continuing these services in the long-run. While beneficiaries considered LADs as a free alternative to expensive lawyers in civil cases, they pointed out that they faced difficulties in accessing these legal aid services in some cases. It is recommended to set up DRCs at the Tehsil and Union Council level to provide greater access to dispute resolution services and the establishment of a referral system that will allow judges and lawyers to refer civil cases of petty-nature to the DRCs. A continuation of capacity-building of the DRC members is also recommended to ensure they are equipped with knowledge on fundamental rights, women rights and international rights. Finally, there is a need to strengthen bar associations, especially their capacity to ensure the long-term viability of LADs.

For Output 3, the judicial system was strengthened through capacity-building of the judges and court staff in court & case management, office & case management, substantive & procedural laws and specialised areas such as trainings on cyber-crimes, financial crimes, forensics, family

laws, juvenile justice system and gender mainstreaming. Support to the digitalization of case file record at Peshawar High Court, provision of law books, online law sites, furniture and equipment for the courts, litigants, and Khyber Pakhtunkhwa Judicial Academy and also supporting allied institutions like Bar Associations, prosecution, police, forensics and provision of legal services, legal awareness for the citizens helped improve services of the Courts. Judges stated that trainings had increased cases disposal rate and increased public trust on the judiciary and formal justice system. Under the Khyber Pakhtunkhwa Rule of Law Roadmap, special benches were formed to expeditiously decide cases relating to women and vulnerable groups, but the authority establishing the same was later retracted. These benches should be re-established to enable the prompt resolution of cases and the reason for their dissolution also investigated. Simplification of the judicial process through digitization to ensure accountability and efficiency has also been recommended.

Under Output 4, the police and prosecution received a large proportion of the allocated funding USD 15.19 million (45.2 percent) of the amount going towards the police. This was utilized for conducting trainings that built capacity of police officials, to set up Model Police Stations (MPSs), establish a Forensic Science Laboratory in Swat and to equip police officials with the modern tools and methPhods to effectively tackle crime. The MPSs have been created primarily to usher in an area of community policing, Gender Responsive Policing (GRP) and the hallmark of this initiative is the institutionalization of the Gender Responsive Desks (GRDs) in police stations to improve service delivery and trust. The GRDs enabled women complainants to report and discuss their issues in a separate and confidential settings, which has resulted into an crease in number of women reporting cases to the police.

For prosecutors, online law libraries subscriptions, law books and journals for prosecution libraries, equipment and furniture were provided alongside infrastructure development and capacity-building trainings. For police in partnership with the central police office and police training schools police training curriculum was revised and specialised training manuals developed. All the police trainings held in the police training schools in the province. Regarding trainings, the police officials complained that; the trainings lacked substantial content, were in different languages, short-lived, and lacked a focus on forensics. Prosecutors remarked that inaccessibility to libraries and limited infrastructure restricted their performance, therefore, a dedicated continuous development training programme is recommended to ensure retention and learning, which can help long-term reliability of trainings. For the prosecutors, easier access to resources through e-libraries is suggested to improve their learning and ability to present cases on behalf of the State. For the police, localized, lengthier and forensics-focused trainings are recommended alongside continuation of capacity-building and facilitation of gender desks.

Overall, SRLP successfully delivered on its targets and proved to have lasting positive effects. To ensure a long-term sustainable presence of the rule of law, policy, legal and regulatory level reforms should be included in the next phase.
1. **Introduction**

The United Nations Development Programme (UNDP) initiated the Strengthening Rule of LAW Programme (SRLP) to improve rule of law, justice and security services in Khyber Pakhtunkhwa through strengthening institutional capacities of the rule of law and justice institutions. To meet the region’s rule of law needs, for this programme, UNDP partnered with the Swiss Agency for Development and Cooperation (SDC), the Kingdom of the Netherlands, the European Union (EU) and the United States Bureau of International Narcotics and Law Enforcement Affairs (INL P). The programme partners concentrated their collective development efforts in selected districts of Khyber Pakhtunkhwa.

The SRLP operates in close proximity to all Khyber Pakhtunkhwa government’s Justice Institutions, public sector, academic institutions and Non-Government Organizations (NGOs), to avoid duplication of activities and ensure cohesion between the Khyber Pakhtunkhwa government’s policies as well as other development projects in the area.

The programme’s region-specific imperatives are encompassed in Strategic Priority Area (SPA) Section 4(c) of the Common Country Programme Action Plan (CCPAP) for Pakistan (2013-2017). The relevant target outcome in this document is Outcome 4.2 which is defined as: “Rule of law and public security institutions strengthened to enhance public trust and social stability, and to provide improved safety and security, including measures to address transnational crime and trafficking.” Within this outcome, SRLP addresses Output 4.2.1 which is stated as ‘Formal and alternative access to justice and rule of law mechanisms strengthened, with a focus on the rights of women and vulnerable populations.’ The document also defines targets for the programme to address.

The SRLP also adheres to the Country Programme Document (CPD) for Pakistan (2018-2022), specifically to Output 1(c) which seeks to “support the primary rule of law institutions, including the police and criminal justice bodies to increase access to justice and legal aid.” Under this objective, Outcome 9.2 is defined as “Strengthened functioning, financing and institutional capacities facilitate access to justice and improve redress mechanism by the rule of

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law institutions.” The SRLP contributes towards the achievement of these objectives. The document also defines a goal for the year 2022 and sets a benchmark by stating “By 2022, the people in Pakistan, especially the most vulnerable and marginalized, have increased knowledge of their rights and improved access to more accountable, transparent and effective governance mechanisms and rule of law institutions.” It should be noted that the scope of this evaluation is limited to interventions conducted until 2018 under these guidelines in 8 districts out of total 10 districts funded by EU, SDC, and Govt. of Khyber Pakhtunkhwa.

The SRLP has been operational since 2011 initially as Strengthening Rule of Law in Malakand (SRLM) focusing on 7 districts of Malakand Division, which later subsumed into the larger SRLP encompassing 10 multiple districts across Khyber Pakhtunkhwa. UNDP announced that it would support strategic policy dialogue through multi-stakeholder consultations with parliamentarians, provincial assembly members, federal and provincial ministries, district authorities, media, civil society, private sector and academia. It would also continue to provide support and assistance for the capacity development of the institutions, such as the Khyber Pakhtunkhwa Judicial Academy (KPJA) in Peshawar and to ensure the effective and expeditious provision of justice and security services throughout the province.

The SRLP also collaborates with institutions to settle disputes through the informal justice mechanisms at the community level. UNDP has engaged with several types of ADR forums (all having a legal coverage) such as Musalihati Jirgas (under Local Government Ordinance, 2001) and Panel of Conciliators (under Local Government Act, 2013) and finally the Dispute Resolution Councils (DRCs) (under Police Act 2016) to resolve local disputes at local level and reduce case burden on the courts.

Furthermore, seminars and workshops were also held for lawyers, DRC members, paralegals, judges, police officials and forensic investigators to incentivize them further and generate a sense of ownership.

Despite successful interventions under the SRLP, there still exist some hindrances to improved rule of law in the province, which include insufficient governmental resources, inadequate organizational structure of judicial institutions, limited legal assistance and lack of enforcement of decisions.

1.1. Scope of the Evaluation

The study aims to assess the overall impact of SRLP on the State institutions and communities because of the interventions carried out from 2011 to 2018. Through this evaluation, lessons learned from the SRLP will be put forward alongside policy recommendations to help design its next phase (Phase III from 2019-2013) and inform any similar future interventions.
The geographical area for the evaluation included eight districts of Khyber Pakhtunkhwa; these include five districts namely Swat, Lower Dir, Upper Dir, Buner and Chitral of Malakand division and three districts of Southern Khyber Pakhtunkhwa namely Kohat, Bannu and Dera Ismail Khan where SRLP interventions have been undertaken.

Under the CCPAP document, democratic governance was realized as a national strategic priority area. One of the key outcomes was to strengthen the rule of law institutions, enhance public trust and take measures to counteract transnational criminal activity. A target number of 5,000 people, including police officials, prosecutors, lawyers and community members (of whom most are women) were to be trained in Malakand Division. In addition, the intervention aimed to achieve an overall 20 percent increase in the proportion of underprivileged populations, particularly women, accessing legal aid.

SRLP contributed by the following four short-to-medium term objectives (or outputs):

| Output-1: | Access to justice, legal aid and representation mechanisms for men, women and other vulnerable groups |
| Output-2: | Alternative justice mechanisms provide fair and effective services in accordance with the Constitution of Pakistan and human rights standards |
| Output-3: | Improved capacity of courts to provide effective and timely justice to the people |
| Output-4: | Criminal justice system was extended to local communities through improved police, prisons and prosecution services. |

Table 1 – Intervention objectives per output

### 1.2. Goals and Objectives

**Goal: Rule of law and public security institutions strengthened to enhance public trust and to provide improved safety and security.**

The study covers the following objectives:

- To assess the overall impact of SRLP on demand and supply sides of the rule of law and justice (during 2012-18)
- To analyse the efficiency, effectiveness, relevance, impact and sustainability of the SRLP
- To analyse, reflect and learn from the Programme’s successes and failures
- To provide practical recommendations to improve the Programme
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2. Existing Literature – Rule of Law

Pakistan ranked 116 out of 126 countries on the global 2019 Rule of Law Index\(^7\). The overall situation has improved over the years due to the implementation of concentrated strategic frameworks\(^8\), policy efforts and the determination of the law-enforcement agencies. Despite these efforts, there is still a need for better coordination among the law-enforcement agencies.\(^9\) Khyber Pakhtunkhwa has an estimated population of around 30.5 million people (excluding former FATA). This constitutes 15 percent of the total population of the country (Pakistan Bureau of Statistics 2017). In the war against armed militia and non-state actors, the province faced fatal insurgent attacks, which instilled a deteriorated sense of justice and security, especially at the height of the Taliban insurgency in Malakand division. To address the continued deterioration of the law and order situation, the UNDP along with other donors partnered with the Government of Khyber Pakhtunkhwa and devised the SRLP in 2011.\(^10\) The Government prioritized the establishment of rule of law, as a method to build peace and security, generating increased confidence in State institutions and encouraging inclusive economic growth through stable rule of law and trust on the judicial institutions. The Programme focused on improving access to justice, strengthening the judiciary, promoting informal justice systems and enhancing the capacity of the police and prosecution services.

2.1. Enhancing Access to Justice and Legal Aid

Within the rule of law programmes implemented across the globe, accessing justice and legal aid are critical components; their significance having been highlighted by several studies at the domestic and international and level. One such international study, conducted by the United Nations Office on Drug and Crime (UNODC), found that citizens from almost all countries were unaware about the availability of low cost and/or free legal aid. \(^11\) Furthermore, one-third of the responding countries have still not enacted specific legislation related to legal aid. It is

\(^7\)https://worldjusticeproject.org/sites/default/files/documents/WJP_RuleofLawIndex_2019_Website_reduced.pdf

\(^8\) Frameworks include: Home and Tribal Affairs Department, Gov. of KP – KP Rule of Law Roadmap, Reform of the Criminal Justice System (Draft), Strategic Framework Khyber Pakhtunkhwa Police and Strategic Development Partnership Framework


\(^11\) https://www.unodc.org/documents/justice-and-prison-reform/LegalAid/Global_Study_on_Legal_Aid_-_FINAL.pdf
recommended that legal aid legislation should be translated into national policies and public awareness campaigns should be conducted to ensure an effective legal aid system, which in turn would improve accessibility to justice of marginalized and vulnerable communities. Preložnjak (2017) assessed that the legal aid system creates an opportunity for everyone, especially for citizens belonging to the low-income brackets to access justice, however sufficient financial resources are needed, that can provide fair, equal and meaningful access to justice (Flynn et al. 2014).

For Pakistan, District Legal Empowerment Committees (DLECs) were formed to provide and recommend actions for legal aid at the district level using a grass roots approach\(^\text{12}\). However, the funding allocated for DLECs remained largely unutilized with Khyber Pakhtunkhwa only utilizing 31 per cent of its funds between 2012 and 2016. To facilitate access to justice among other objectives, the Khyber Pakhtunkhwa government with UNDP’s assistance started implementation of the SRLP in 2012. The Programme entailed the holding legal awareness sessions and Legal Aid Clinics (LACs) in communities, establishment of Legal Aid Desks (LADs) in judicial complexes and disbursement of scholarships to enable women to enter the legal profession. Ultimately the Programme yielded more than 60 women legal practitioners. The long-term viability and effectiveness of legal aid services\(^\text{13}\) \(^\text{14}\) was enhanced by virtue of interventions that utilized academia to generate awareness around clinical legal education and engaged women students in capacity building exercises.

2.2. Building the capacity of courts for greater service delivery

Capacity building of the courts was also undertaken under the SRLP to contribute to the court’s docket management, enhance transparency and improve efficiency. These training programmes were specifically created for the court staff and judicial officers. According to the official documents\(^\text{15}\) of the SRLP project, over 496 judges were trained on court and case management while 246 received specialized trainings in different areas. In addition, 424 court staff was trained in office and case management to improve timeliness in the disposal of cases. Greater service delivery of the courts is achievable if barriers to legal and judicial reforms are removed

\(^\text{13}\) APR 2013
\(^\text{14}\) APR 2014
\(^\text{15}\) http://www.pk.undp.org/content/pakistan/en/home/projects/SRLP.html
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(World Bank 2016). Evaluation reports suggest that a shortage of human resources and capacity issues are the main factors that hinder the effective performance of judiciary.

2.3. Supporting informal justice mechanisms to provide speedy services

To strengthen the justice framework, the informal justice mechanism plays a pivotal role in the provision of speedy justice services and to supplement the difficult and lengthy process of the formal justice system (McManus & Silverstein, 2011). The informal system that was launched by the Khyber Pakhtunkhwa Government, with the support of UNDP, is composed of several key systems. One such system is the Alternative Dispute Resolution (ADR). Khan (2004) states that 33 percent people involved in disputes preferred the DRC mechanism over the panchayats which, according to them, were often biased in favour of influential people

Writing in favour of the informal mechanisms, Khan (2004) writes: “In reality, the formal and informal systems of justice complement each other rather than being mutually exclusive”. Despite their limited contributions, Musalihati Jirgas (under Sec. 102-106 of Local Government Ordinance, 2001) were set up at the Union Council (UC) level in Khyber Pakhtunkhwa, with the assistance of UNDP, as they serve as a platform for settling local disputes at local level (Ahmed, 2011; Braithwaite & Gohar, 2014). In such forums, NGOs can help raise public awareness and participation to promote access to justice (Tanveer, 2017). While highlighting further effectiveness of the ADR framework, Ramzan & Mahmood (2016), state that ADR can be effective in providing justice at the lower level. The scope of Dispute Resolution Councils (DRCs), minimizes the supervisory role of the court and enable speedy decisions, which helps promote a positive image of the government (Hasan, 2009; Iqbal, 2016). In 2002, the Government of Pakistan amended the Code of Civil Procedure, 1908 to include the use of ADR methods under Section 89-A, after receiving overwhelming support from the judiciary and lawyers (Jilani, 2012). This amendment allows ADR mechanisms to cater to civil disputes, which include gender justice, employment, business transactions, etc.

16 Khan’s publication is based on field research conducted by the author in Punjab, Sindh and NWFP, using both anthropological and survey research methods. Its findings support the main findings of the Rule of Law Assessment.


18 A survey conducted by the Pakistan Law College, Lahore found that, 60 percent of the litigants, 70 percent of the lawyers and 100 percent of the judges were in favour of the introduction of this mechanism.
2.4. Strengthening Police and Prosecution Capacity

Strengthening the capacity of the police and prosecution services is another key objective of the SRLP. The capacity building efforts included trainings on investigations, and the automation of processes. Under the SRLP, supervisory trainings for police, forensic trainings for both and investigation skills trainings for the police and prosecution services were held alongside the establishment of a regional training centre and regional forensic science laboratory (RFSL) for the police in Swat. Overall 289 prosecution officers, out of whom 28 women prosecutors were trained in case management and forensics, trial techniques, criminal investigation skills, evidence collection and substantive and procedural laws. Besides this, 2,742 (460 women) police officers were provided orientation on MPSs. Out of the 62 model police stations built, 29 were assessed in 2015 for infrastructure and community policing initiatives.

3. Research Approach and Methodology

This evaluation collected data from both primary and secondary data sources. The primary dataset was derived by deploying a mix-method approach utilizing both qualitative and quantitative methods. A brief overview of the methodology employed is given in the sub-sections below:

3.1. Primary Data Collection:

For the impact evaluation of the SRLP, primary data was collected by undertaking beneficiary perception surveys followed by Key Informant Interviews (KIs) and Focus Group Discussions (FGDs) were conducted in the 8 selected districts. The objective behind using these methods was to substantiate the information collected.

a. Beneficiary Perception Survey:

The beneficiary perception survey was created keeping in view the SRLP interventions. The evaluation included queries about the intended and unintended impact of SRLP on the welfare and wellbeing of different groups, and access to legal aid with a special focus on women and other vulnerable groups. The target numbers of beneficiaries are 400 across 8 selected districts (See Table 2). Questions were also asked regarding the progress made towards achieving sustainable benefits as proposed and inquiries made concerning the impact of the programme’s successes and areas requiring improvement. Additional questions posed included the challenges faced and extent of perceived achievement of outcomes. A copy of the questionnaire for each section has been attached in the appendices (See Appendix 8).
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Districts</th>
<th>Bannu</th>
<th>Buner</th>
<th>Chitral</th>
<th>DI Khan</th>
<th>Lower Dir</th>
<th>Upper Dir</th>
<th>Kohat</th>
<th>Swat</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Beneficiary Sample</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>400</td>
</tr>
</tbody>
</table>

Table 2: Sample size of beneficiaries estimates in Selected Districts of Khyber Pakhtunkhwa

b. **Key Informant Interviews:**

The team conducted in person interviews of multiple stakeholders, including representatives of local organizations, focal persons of the Peshawar High Court, Director General of Prosecution, Khyber Pakhtunkhwa Police, Planning and Development Departments, Home and Tribal Affairs Departments, relevant law sector officials, District and Sessions Judges, District Public Prosecutors, District Police Officers, District Bar Councils and District Bar Associations as shown in Table 3.

<table>
<thead>
<tr>
<th>Police</th>
<th>Prosecution</th>
<th>Lawyers/Judiciary</th>
<th>Government Departments</th>
<th>Local Organizations (CSOs/NGOs)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Regional Police Officer Malakand Division</td>
<td>Director General Prosecution</td>
<td>Peshawar High Court</td>
<td>Planning and Development Department</td>
<td>Project teams and local organizations</td>
</tr>
<tr>
<td>District Police Officers</td>
<td>District Public Prosecutors</td>
<td>District Bar Associations</td>
<td>Home and Tribal Affair Department</td>
<td></td>
</tr>
<tr>
<td>Superintendent of Police</td>
<td>Assistant Public Prosecutors</td>
<td>District and Sessions Judges</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Table 3 – Key Informant Interview List

The team also conducted interviews of CSO’s such as Dir Area Development Organization (DADO), Legal Awareness Program for Human Rights (LAPH), Holistic Understanding for Justified Research and Action (HUJRA), Participatory Rural Development Society (PRDS) and Foundation for Rural Development (FRD). To conduct these interviews, a semi-structured interview guide (See Appendix 9) was developed and used for gathering information on different aspects of SRLP. A total of 60 interviews in 8 selected districts were conducted.

c. **Focus Group Discussion (FGDs):**

The team organized 16 FGDs (8 FGDs with men and 8 with women) in 8 districts namely Swat, Lower Dir, Upper Dir, Buner, Chitral, Kohat and D.I. Khan. It is expected that
collaboration between beneficiaries, service providers, civil society organizations and other stakeholders shall lead to a more fruitful and constructive discourse on the subject.

The FGDs were organized with the help of civil society organizations, such as Dir Area Development Organization (DADO), Legal Awareness Program for Human Rights (LAPH), Holistic Understanding for Justified Research and Action (HUJRA) and Foundation for Rural Development (FRD), etc. The discussion initiated in the FGDs was along the lines of the aforementioned questions. A list of FGDs conducted is provided in Table 4.

<table>
<thead>
<tr>
<th>CSOs/NGOs</th>
<th>Demographic Area Coverage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dir Area Development Organization (DADO)</td>
<td>Dir Upper and Dir Lower</td>
</tr>
<tr>
<td>Legal Awareness Program for Human Rights (LAPH)</td>
<td>Chitral</td>
</tr>
<tr>
<td>Holistic Understanding for Justified Research and Action (HUJRA)</td>
<td>Swat and Buner</td>
</tr>
<tr>
<td>Foundation for Rural Development (FRD)</td>
<td>Kohat</td>
</tr>
<tr>
<td>Community Development Program (CDP)</td>
<td>Bannu</td>
</tr>
<tr>
<td>EHSAR Foundation</td>
<td>Dera Ismail Khan</td>
</tr>
</tbody>
</table>

Table 4 – List of areas where Focus Group Discussions were held

3.2. Sampling Technique

The study used the Purposive Sampling Technique (PST) in which preference was given to criterion sampling. As per the sampling technique, the first step was to approach the regional police chiefs, bar presidents, senior judges and focal persons under SRLP to request support and identify beneficiaries. In the second stage, meetings were convened with regional police chiefs, bar presidents and senior judges to seek permission to visit different facilities where UNDP interventions were carried out under SRLP. In the third stage, targeted beneficiaries’ households were interviewed with the help of focal persons involved in the implementation of these interventions. The role of focal persons was to identify the beneficiaries. In order to ensure neutrality within the sampling approach, maximum variation was ensured using the following criteria:

- Demographic spread of the interventions
- Beneficiaries whose cases are pending
- Beneficiaries whose cases are decided
- Types and nature of cases
- Gender representation in each intervention
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

**Sample Size:** The target sample size was 50 individuals in each district. The districts included Swat, Lower Dir, Upper Dir, Buner, Chitral, Kohat, Bannu, and D.I. Khan. A profile of each district is given in Appendix 1. The sample adequately accommodated the indicators required to study the gender perspective in the beneficiary assessment. Issues such as localized conflicts, ethnicities, and language impact the welfare of beneficiaries. Respondents were selected through the aforementioned criteria.

A sample size distribution in accordance with the data-gathering method has been defined in Table 5 below. A summary of the Research Methods used in the study is given in Figure 1.

<table>
<thead>
<tr>
<th>Types</th>
<th>Bannu</th>
<th>Buner</th>
<th>Chitral</th>
<th>D.I. Khan</th>
<th>Lower Dir</th>
<th>Upper Dir</th>
<th>Kohat</th>
<th>Swat</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>DIG/DPOs/Add. SP/SP/DSP/Forensic [1]</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>3</td>
<td>11</td>
</tr>
<tr>
<td>DRC Members</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>3</td>
<td>13</td>
</tr>
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<td>Session/District Judges</td>
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<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>11</td>
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<tr>
<td>Bar Associations</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>3</td>
<td>1</td>
<td>2</td>
<td>14</td>
</tr>
<tr>
<td>Public Prosecutors</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>3</td>
<td>1</td>
<td>13</td>
</tr>
<tr>
<td>CSOs</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>11</td>
</tr>
<tr>
<td><strong>Total KIIs</strong></td>
<td>11</td>
<td>6</td>
<td>6</td>
<td>9</td>
<td>7</td>
<td>9</td>
<td>13</td>
<td>12</td>
<td>73</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>SRLP Beneficiaries</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of paralegals certified by University of Malakand</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>32</td>
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<tr>
<td>DRCs Beneficiaries</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>32</td>
</tr>
<tr>
<td>Participants of Legal Aid Clinics</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>12</td>
<td>96</td>
</tr>
<tr>
<td>Beneficiaries of Legal Aid Desks</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>10</td>
<td>80</td>
</tr>
<tr>
<td>No. of women lawyers supported with apprenticeship</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>16</td>
</tr>
</tbody>
</table>

10
### Table 5: Sample size estimates in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Legal Aid Desks</th>
<th>2</th>
<th>2</th>
<th>2</th>
<th>2</th>
<th>2</th>
<th>2</th>
<th>2</th>
<th>2</th>
<th>16</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of women lawyers supported with scholarship</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>16</td>
</tr>
<tr>
<td>No. of women lawyers provided law books</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>2</td>
<td>16</td>
</tr>
<tr>
<td>No of Model Police Stations</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>No. of Police personal trained</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>6</td>
<td>48</td>
</tr>
<tr>
<td>No of prosecution office supported</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>4</td>
<td>32</td>
</tr>
<tr>
<td>No of trained judges</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td><strong>Total Beneficiaries</strong></td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>50</td>
<td>400</td>
</tr>
</tbody>
</table>

**Focused Group Discussions (FGDs)**

<table>
<thead>
<tr>
<th>Male</th>
<th>1</th>
<th>1</th>
<th>1</th>
<th>1</th>
<th>1</th>
<th>1</th>
<th>1</th>
<th>1</th>
<th>9</th>
</tr>
</thead>
<tbody>
<tr>
<td>Female</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>Total FGDs</td>
<td>02</td>
<td>02</td>
<td>02</td>
<td>02</td>
<td>02</td>
<td>02</td>
<td>02</td>
<td>02</td>
<td>18</td>
</tr>
</tbody>
</table>

3.3. **Secondary Data Collection:**

An extensive desk review was facilitated by the current secondary data sources available with government departments, members of civil society, academia and project documents such as donor reports baseline survey, quarterly narrative reports, mid-term evaluations and annual narrative reports. Moreover, the team reviewed the National Judicial Policy\(^\text{19}\), Post Crisis Need Assessment documents\(^\text{20}\), Strategic Development Partnership Framework\(^\text{21}\), Rule of Law Index


\(^{20}\) [https://pcna.gkp.pk/](https://pcna.gkp.pk/)
by World Justice Project\textsuperscript{22}, Khyber Pakhtunkhwa Rule of Law Roadmap\textsuperscript{23} and UNDP documents relating to SRLP progress and achievements.

\begin{figure}[h]
\centering
\includegraphics[width=\textwidth]{research_methods.png}
\caption{Illustration of Research Methods}
\end{figure}


\textsuperscript{22} https://worldjusticeproject.org/our-work/research-and-data/wjp-rule-law-index-2017%E2%80%932018

\textsuperscript{23} Khyber Pakhtunkhwa Rule of Law Roadmap Reform of the Criminal Justice System, Home and Tribal Affairs Department Government of Khyber Pakhtunkhwa (Draft Report)
4. SRLP Finances

The total programme funding (from 2013-18) was USD 35.20 million. Out of the total funds: output-1 received USD 4.65 million, output 2 received USD 2.50 million, output 3 USD 1.83 million, and output 4 USD 1.59 million. Of the total funds 99.73 percent utilized between 2013-18; Output 1 utilized 98 percent, Output 2 utilised 101%, Output 3 utilised 97%, and Output 4 utilised 100 percent as given in figure-2.

![Allocation vs. Utilization (2013-18)](image)

Figure 2- Allocation vs. Utilization of SRLP

Like others UNDP projects, SRLP work plan is prepared on annual basis (January to December). In case of under spending in any given year, the unutilised amount is budgeted with the next year work plan. As most the donors’ funds are multi-years projects, therefore any activity left out of implementation is planned for the next year. This continues until the final year and utilization of the total funding. Like EU funding was from 2015-2018 and some of the activities due to changes in laws did not happen, therefore with the approval of EU and concerned Government Department and Project Review Board was re-allocated for other activities, like changes in LG laws left SRLP to stop working on Musalihati Jirgais and start working on DRCs. The following table shows total, year-wise and output wise allocation and utilization.

<table>
<thead>
<tr>
<th>Years</th>
<th>Dollar Fund</th>
<th>Output 1</th>
<th>Output 2</th>
<th>Output 3</th>
<th>Output 4</th>
<th>PMU</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>Allocation</td>
<td>791,360</td>
<td>334,131</td>
<td>261,093</td>
<td>651,794</td>
<td>662,373</td>
<td>2,700,751</td>
</tr>
<tr>
<td></td>
<td>Utilization</td>
<td>791,360</td>
<td>334,131</td>
<td>261,093</td>
<td>651,794</td>
<td>662,373</td>
<td>2,700,751</td>
</tr>
</tbody>
</table>
### Table 6: Year wise and Output wise finance of SRLP

<table>
<thead>
<tr>
<th>Year</th>
<th>Allocation</th>
<th>Utilization</th>
</tr>
</thead>
<tbody>
<tr>
<td>2014</td>
<td>1,173,799</td>
<td>1,173,799</td>
</tr>
<tr>
<td></td>
<td>74,267</td>
<td>74,267</td>
</tr>
<tr>
<td></td>
<td>931,317</td>
<td>931,317</td>
</tr>
<tr>
<td></td>
<td>1,399,813</td>
<td>1,399,813</td>
</tr>
<tr>
<td></td>
<td>958,806</td>
<td>958,806</td>
</tr>
<tr>
<td></td>
<td>4,538,002</td>
<td>4,538,002</td>
</tr>
<tr>
<td>2015</td>
<td>724,316</td>
<td>724,316</td>
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<tr>
<td></td>
<td>324,223</td>
<td>324,223</td>
</tr>
<tr>
<td></td>
<td>247,776</td>
<td>247,776</td>
</tr>
<tr>
<td></td>
<td>2,254,019</td>
<td>2,254,019</td>
</tr>
<tr>
<td></td>
<td>1,986,317</td>
<td>1,986,317</td>
</tr>
<tr>
<td></td>
<td>5,536,651</td>
<td>5,536,651</td>
</tr>
<tr>
<td>2016</td>
<td>1,114,134</td>
<td>1,114,134</td>
</tr>
<tr>
<td></td>
<td>634,081</td>
<td>634,081</td>
</tr>
<tr>
<td></td>
<td>147,186</td>
<td>147,186</td>
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<tr>
<td></td>
<td>3,249,393</td>
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</tr>
<tr>
<td></td>
<td>2,546,690</td>
<td>2,546,690</td>
</tr>
<tr>
<td></td>
<td>7,691,484</td>
<td>7,691,484</td>
</tr>
<tr>
<td>2017</td>
<td>652,097</td>
<td>652,097</td>
</tr>
<tr>
<td></td>
<td>635,953</td>
<td>635,953</td>
</tr>
<tr>
<td></td>
<td>158,011</td>
<td>158,011</td>
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<tr>
<td></td>
<td>3,254,803</td>
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</tr>
<tr>
<td></td>
<td>2,867,616</td>
<td>2,867,616</td>
</tr>
<tr>
<td></td>
<td>7,568,480</td>
<td>7,568,480</td>
</tr>
<tr>
<td>2018</td>
<td>200,000</td>
<td>200,000</td>
</tr>
<tr>
<td></td>
<td>247,884</td>
<td>247,884</td>
</tr>
<tr>
<td></td>
<td>85,000</td>
<td>85,000</td>
</tr>
<tr>
<td></td>
<td>5,105,907</td>
<td>5,105,907</td>
</tr>
<tr>
<td></td>
<td>1,527,708</td>
<td>1,527,708</td>
</tr>
<tr>
<td></td>
<td>7,166,499</td>
<td>7,166,499</td>
</tr>
</tbody>
</table>

#### 5. Findings of Impact Evaluation: Field Responses

##### 5.1. Output 1:

**Access to justice, legal aid and representation mechanism for men, women and vulnerable groups.**

This section presents the impact of the provision of legal aid services on communities, i.e. empowering communities and enhancing access to justice using legal aid, in selected districts of Khyber Pakhtunkhwa. This assessment has been carried out utilizing the lens of evaluation criterion of relevance, efficiency, effectiveness, impact and sustainability. Legal aid is a constitutional right in Pakistan yet due to geographical limitations, lack of awareness and institutional reasons, the State fails to effectively provide this benefit to all citizens. Thus, the SRLP strives to address this gap in attaining free legal aid, as the formal justice system imposes a heavy financial burden on families in the lower income groups and is also inaccessible to women due to prevailing cultural norms in select districts. Therefore, there is a need for continued legal aid in the province.

Under SRLP, legal aid included the facilitation of bar council/associations in the formation of free LADs. The bar association then appoints members as LAD desk officers to promote a culture of taking on pro-bono cases (cases in which lawyers do not charge professional fee).
The legal aid and access to justice output comprised:

1. Legal awareness: This was done in partnership with implementation partners, civil society organizations, local Bar Associations and Bar Council. Post-2015, individual members and community-based paralegals also started helping in mobilizing communities and organizing Legal Aid Clinics (LACs). A LAC is mobile in nature and has five sections:
   - Introduction to the SRLP
   - Legal awareness on laws, rights, and services
   - Questions and answers
   - On spot legal advice and referral to LAD or ADR as required

2. Referral to ADR or LAD for further assistance and also provide counsel to local communities. If required, they refer their cases to legal aid committees. The application is scrutinized by the committees and declared appropriate for legal aid. The case is then referred to pro-bono support.

3. The SRLP also worked with Pakistan Bar Council to review and amend its Free Legal Aid Rules 24 under the Legal Practitioners and Bar Council Act according to UNDP documents.

4. For sustainability, the SRLP has supported the Khyber Pakhtunkhwa Bar Council to establish a Legal Aid Unit and Human Rights Focal Points to supervise the legal aid work being undertaken and provide support to young lawyers particularly in their pursuit of pro-bono cases.

Details of key activities conducted and interventions associated to legal aid are listed in Table 6 below.25

<table>
<thead>
<tr>
<th>Activities</th>
<th>Targets</th>
<th>Outputs</th>
</tr>
</thead>
<tbody>
<tr>
<td>Community members participated in legal awareness clinics and sessions</td>
<td>135,550</td>
<td>190,540</td>
</tr>
<tr>
<td>No. of Persons who received legal aid through bar</td>
<td>1,480</td>
<td>2,268</td>
</tr>
</tbody>
</table>

---


25 A detailed breakdown of the interventions from 2012-18 is also available in Appendix 2.
## Table 7 - Interventions conducted under SRLP for Output 1

<table>
<thead>
<tr>
<th>Category</th>
<th>District 1</th>
<th>District 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>No. of persons who received legal advice</td>
<td>8,849</td>
<td>12,620</td>
</tr>
<tr>
<td>No. of persons referred to Legal Aid Desks</td>
<td>5,284</td>
<td>9,808</td>
</tr>
<tr>
<td>Scholarships to women students in LLB</td>
<td>70</td>
<td>72</td>
</tr>
<tr>
<td>Stipends to women law graduates in apprenticeships</td>
<td>63</td>
<td>54</td>
</tr>
<tr>
<td>Lawyers receiving training on theory and practice of legal profession and human rights</td>
<td>325</td>
<td>331</td>
</tr>
<tr>
<td>Women Lawyers forum establishment and membership</td>
<td>1 forum (125 members)</td>
<td>1 forum (125 members)</td>
</tr>
<tr>
<td>No. of LADs established w/ Bar Association and CSOs</td>
<td>19</td>
<td>22</td>
</tr>
<tr>
<td>Training Manuals published for lawyers</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>National and Provincial Workshops</td>
<td>4</td>
<td>4</td>
</tr>
</tbody>
</table>

### 5.1.1. Relevance

**a. Legal Aid Desks/Clinics and Beneficiaries**

LADs were set up across 8 districts, Swat, Kohat, Bannu, D.I. Khan, Buner, Upper Dir, Lower Dir and Chitral to ensure equitable access to legal aid. There are many positive stories including once concerning the LAD Kohat. The focal person of a local implementation partner reported that after filing a suit for the dissolution of marriage through the LAD, a woman petitioner won the case and later successfully started her business in Kohat, demonstrating the positive impact these interventions have had within the community.

Lawyers and members of the community highlighted and helped disseminate legal aid information to communities, with the help of implementation partners and coordination with Bar Associations and Bar Council, in the form of LACs, which were held inside the communities. These helped spread awareness about basic rights, answered legal questions, provided on-spot

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26 The Total Project Districts were 10, however for the evaluation 8 districts were selected.
legal advice and referred litigants to LADs based on pre-set criteria to improve access to the justice system as well as promote legal awareness.

38 beneficiaries of LAD services, across the selected districts, were approached for feedback through FGDs and KIs; specifically, 04 in Bannu, 05 in D. I. Khan, 11 in Buner, 06 in Lower Dir, 03 in Upper Dir, and 10 in Chitral.

Survey results show that 56 percent of the respondents approached LADs due to poverty (as shown in Figure 3). 13 percent said that these desks are beneficial for the underprivileged and marginalized sectors of society including women. 8 percent of the respondents approached LADs owing to a lack of information in approaching the legal system and not having knowledge about their legal rights.

7 percent of the respondents mentioned that these platforms are important for women from conservative backgrounds. However, it was also observed that majority of the women were not even aware of their rights accorded by the Constitution and laws. LADs, therefore, help in increasing awareness among women regarding their rights. Only 3 percent respondents mentioned the early disposal of cases and help from local elders as key reasons for accessing legal aid services, whereas 01 percent reported that such facilities are beneficial for the community.

The district-wise break-up (refer to Figure 3), it show that the early disposal of cases and facilities beneficial for communities were only mentioned by the respondents in Swat. Similarly, women rights formed part of the discussion by respondents in Upper Dir, Lower Dir, and Bannu with challenges being linked to the prevalence of societal norms which prevent the empowerment of women. This was confirmed through FGDs. A number of reasons were cited to approach the Legal Aid Services.

The district-wise responses give a holistic insight into the various demands of the population.
beneficiaries and the opportunity to make specifically designed future interventions. The chart signifies that there is now demand for legal aid support for women as seen in Upper Dir, Lower Dir and Bannu. However, it also implies that there is a need for more work to be done in this regard in other districts to improve the representation of women. In Lower Dir and Bannu, support for a better understanding of women rights was assessed at 14 percent and 10 percent respectively (see Figure 4).

The region of Chitral has a relatively high rate of suicides committed by women victims. The major reason, as relayed by police officials based in Chitral, is that women are not aware of their basic rights or facilities that can help them when they face stress from society or family. Most of the responses in support of legal awareness came from Buner and Swat with responses tabulated from 40 percent and 25 percent of the districts’ population respectively. The district of Swat has a strong and quick informal justice system and the early disposal of cases was highlighted as one of the reasons why beneficiaries reach out to the LACs and LADs. Finally, 13 percent of the respondents in Swat said LADs supported them, and LACs were beneficial for the community.

5.1.2. Effectiveness

It is important to evaluate and gauge the contributions of the SRLP and the medium used to implement them. Lawyers participated in legal trainings and guided locals to free legal aid by creating awareness of alternative methods to settle disputes and rights awareness. The community also referred their own cases, as necessary, to the LADs or DRCs. Moreover, scholarships in law degree and stipends during apprenticeships were provided to women law students and graduates.

a. Promotion of Legal Aid Awareness

When beneficiaries were asked about legal aid awareness in their respective areas, 89 percent of the survey respondents mentioned that these LADs and LACs helped in promoting free legal aid awareness as seen in Figure 5.

Almost 89 percent (see Figure 5) of the beneficiaries provided a positive feedback about the LADs and supported the initiative and the positive role they played in enhancing women’s access to the justice system. During an FGD in DI Khan, several women beneficiaries praised the LACs and LADs for providing free legal aid, whereas earlier they lacked legal knowledge and were unable to access the formal justice system due to high costs.

![Figure 5](https://example.com/final.png)
LEGAL AID AND AWARENESS IN COMMUNITIES

Legal aid awareness in communities was delivered through community sessions and LACs conducted in these districts. The results have been largely positive with 89 percent indicating the effectiveness of legal aid as a tool for providing indigent clients relief, however, 11 percent of the respondents indicated being unaware of these mechanisms. Beneficiaries, through FGDs, mentioned the lack of outreach of implementation partners and individuals to effectively transfer information to the entire district as a possible reason for the lack of awareness.

Furthermore, issues regarding privacy and capacity constraints were conveyed in KIIs from implementation partners regarding the operations of these legal aid clinics:

“…People wanted their issues heard in private. We had female paralegals to assist the women, but even the men sometimes demand that their issues be heard in private. We didn’t plan for this, but we accommodated as much as we could…” – NGO, Peshawar

“…Because we spread such an extensive campaign, people still contact us even though our project (funding) ended in April 2017. Because people have their court cases running, so they contact us. Other than that, we have a legal network, so people contact us regarding court cases and what they can do. We facilitate as much as we can from our side…” – NGO, Bannu

“…We had to stop our outreach campaign on the second day because of the overwhelming demand for free legal aid…” NGO, Upper Dir

The demand for privacy could impede the progress and effectiveness of legal aid awareness campaigns. Additionally, the overwhelming demands for free legal aid, while a good indicator for precisely placed interventions, also suggests that LADs and implementation partners might face capacity issues as the programme increases reach and would end up turning down more individuals than providing free legal aid to them.

b. Effectiveness of Legal Aid Desks

The provision of legal aid is a right that is enforceable, pursuant to explicit provision of legal aid services in line with the Constitution of Pakistan. The Constitution stipulates the provision of
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

legal aid services to the needy and marginalized members of the society. Legal aid services are to be provided for the quick disposal of cases and providing access to justice for all.²⁷

At the stage of conducting the survey, a total of 38 beneficiaries, i.e. 04 in Bannu, 05 in D.I. Khan, 11 in Buner 06 in Lower Dir, 02 in Upper Dir, and 10 in Chitral were asked about LADs effectiveness in the provision of legal services at the local level. 61 percent (see Figure 6) of the beneficiaries termed the services as being very effective whereas 39 percent (see Figure 6) said that these desks were somewhat effective.

Looking at the district-wise response in Figure 6, we can see that in Lower Dir, 100 percent of the respondents consider the interventions as very effective.

The beneficiaries termed the interventions as being very effective as compared to the remaining districts, namely Buner, DI Khan and Kohat (where both responses were equal). It is pertinent to mention here that the above referred were beneficiaries of a LAD. Respondents who reported LADs as being somewhat effective stated that while free legal aid helps them immensely, they still have costs associated, such as travel costs, documentation costs, etc. that still act as a barrier to properly availing these services.

c. Women Beneficiaries

The response showcases that the legal aid desks established by the SRLP are beneficial for the communities and women specifically with 90 percent respondents agreeing (see Figure 8). The

²⁷ Shinwari, 2015
combined effort of implementation partners and lawyers attending LADs and LACs is one of the reasons through which there has been improvement in legal representation across all regions. This indicates that it is essential to generate more awareness and support for the proliferation of LADs.

During the survey, the team encountered 38 beneficiaries, i.e. 04 in Bannu, 05 in D.I. Khan, 11 in Buner, 06 in Lower Dir, 02 in Upper Dir, and 10 in Chitral who received legal representation and advice from the free Legal Aid Desk. Most of the cases contested by the LAD on behalf of these beneficiaries were of a civil nature pertaining to family matters, rectification of record and personal information, and inheritance matters. This was confirmed by most judicial officers, members of local communities, members of bar associations and LAD lawyers across the districts in KIIs and FGDs; LADs mostly facilitated cases of a civil nature, similar to ADR forums, which also deal with civil issues.

When asked about the issues being faced, the beneficiaries responded that due to their low income they find it difficult to bear the traveling cost to and from the court.

c. Difficulties in accessing Legal Aid Services

Although the legal aid services were successful in reaching many communities and in the promotion of legal aid, the team investigated whether some beneficiaries face difficulties in the services offered. The overall results show that 73 percent (see Figure 10) responded that they did not face difficulties from accessing the services. However, 27 percent of beneficiaries, across all districts excluding Bannu, responded that they faced challenges in accessing the services (see Figure 9).

In a KII with a Bannu-based civil society partner, it was found that the difficulties faces amongst the respondents had possibly arisen because of lawyers being unable to entertain individuals due to the high demand of services. While the SRLP is meant to enable free legal aid for all impoverished, women and vulnerable groups, the service providers are instructed with criteria that help define cases of litigants based on urgency, importance and eligibility. Hence, if their case is not selected, the citizens unfortunately feel that they have been
d. Satisfaction of beneficiaries towards Young Lawyers

As discussed, lawyers through LACs and LADs assisted the beneficiaries or clients in the settlement and disposal of cases while also promoting affordable access to justice. When beneficiaries were asked about the professional skills of young lawyers, who are selected by the Bar Associations to take on such pro-bono cases, 76 percent beneficiaries stated that they were satisfied with the professional skills of young lawyers and that they were effectively handling their cases in the courts whereas 24 percent respondents mentioned that they were somewhat satisfied with the professional skills of young lawyers as illustrated in Figure 12.

From across the districts, Chitral and Lower Dir were the prominent ones where 100 percent respondents showed full satisfaction. This is followed by Upper Dir with 78 percent, Swat with 75 percent, Buner with 70 percent, D. I. Khan with 67 percent, Kohat with 63 percent and Bannu
with 60 percent (See Figure 11). Moreover, 24 percent of the beneficiaries said they were ‘somewhat satisfied’ with the performance of young lawyers.

e. Bar Councils and Associations role to promote awareness

Regarding the Bar Council and Association’s role in promoting free legal aid awareness, survey responses show that 75 percent of the feedback had been positive as seen in Figure 14. Furthermore, it was gathered that the Bars had been included in disseminating the interventions, as evidenced in the KII of the President Kohat Bar Council who remarked:

‘…For free legal aid cases, we handpick young lawyers ourselves who we deem fit for properly addressing the needs of the litigants as per the case…’

The promotion efforts of free legal aid (district-wise chart) (See Figure 13) indicate that efforts to do so were prevalent in most districts. All the Bar Associations of the relevant districts were found to have promoted their legal aid desks. In Buner, a KII revealed that the interventions had been limited in the district as compared to other regions. Notwithstanding, Buner still provided positive feedback to the role of the Bar Council and Association, with 71 percent of respondents recognizing their contributions.

f. Capacity-building of women lawyers

Under SRLP, 70 women received law scholarships, 60 women law college graduates received stipends during their apprenticeships and 10 women were supported in obtaining license from Bar by payment of membership fee. During an FGD, women lawyers in Kohat mentioned that they had received books from the UNDP and felt satisfied by the SRLP’s efforts in terms of capacity-building and facilitation for women. Furthermore, in Swat, in a KII with a woman
lawyer, she confirmed receiving trainings from the UNDP and stated that she greatly benefitted from the provided trainings. 35 women lawyers were provided law books and were also facilitated in joining Women Lawyers Networks. In 2016, the membership of this network has increased from 35 to 120 in 2018.

5.1.3. Financial Efficiency

To propagate legal aid awareness in communities, monetary investments were required to facilitate the Bar Council and Associations to help set up LADs for providing free legal aid at the courts across the different districts. This output had 13 percent (US$4,65 million) of the overall funds from the projects that were allotted for the interventions, including the scholarships and apprenticeships for women law students, capacity-building of the lawyers through trainings on legal aid and formation of LADs through the Bar Council and Associations. The total allotted amount for this output was $4.65 million, whereas the utilized amount was US$4.57 million (98%). The USD 0.3 million was used during a period (2019) for which an extension and additional funding of USD 0.4 million has been granted by SDC. As illustrated in Figure 15, the funding remained relatively stable from the years 2013 to 2017 but witnessed a reduction in the last year as there were no major interventions planned.

Due to this continuous support, most targets were achieved; 22,000 citizens accessed legal aid services with almost half of this number being women. Moreover, a total of 175,967 individuals gained legal knowledge owing to the efforts by implementation partners and lawyers that received books and trainings. Finally, the funding has ensured the long-term presence of women in the legal workforce with more than 70 women law graduates joining the legal profession with SLRP support.

5.1.4. Impact

a. Status of cases at Legal Aid Desks

The data collected pursuant to a query shows that the LADs have been able to provide successful results. A large percentage (63 percent) of the population stated that their cases have been adjudicated as seen in Figure 16. There are cases that are still in the process but are being effectively pursued by the LADs.

Figure 15 - District-wise beneficiary responses to cases taken on by the Legal Aid Desks

Figure 2 - Beneficiary Responses to cases taken on by the Legal Aid Desks
In the overall response as seen in Figure 15, only Bannu (3 percent of total population) was found to have beneficiaries whose cases had not been effectively pursued by the LADs. This indicates a strong case for establishment, strengthening and staffing of free LADs in the entire province to help facilitate indigent communities in acquiring access to the formal justice system.

b. Awareness-raising campaigns in community

The beneficiaries were asked if they were aware of the UNDP efforts in raising awareness of legal aid clinics and desks through the use of radio, SMS, etc. More than half (66 percent) of the survey respondents were aware of the media awareness campaign. The responses are illustrated district-wise in Figure 17, where it is clear that Bannu, Chitral and Lower Dir received a 100 percent agreement rate, showing that indeed, awareness campaigns were held in the region. However, there are regions such as Upper Dir where responses were recorded as being divided at 33 percent between ‘Yes’, ‘No’ and ‘Don’t know’. (see Figure 18).

c. Impact of campaigns for women and vulnerable groups
The campaigns were able to reach and improve the knowledge of 175,967 people with 90,800 of those being women. Moreover, 10,324 women further accessed legal aid services. As mentioned in the SRLP notes, the programme has raised the legal awareness of 1,580,000 individuals through media, i.e. radio, cable tv, SMS, etc. More than half of the survey respondents were of the opinion that indeed they were aware of awareness campaigns launched through media, while 31 percent stated they were not aware as seen in Figure 20. Only 17 percent of the overall population responded ‘don’t know’. While some districts, such as Buner, Swat and Kohat do have a higher percentage of respondents replying positively, Lower Dir, Upper Dir, and D.I.Khan denounced the observation as shown in Figure 19.

This overall response illustrates the need for additional investment in awareness campaigns to further improve the outreach of the SRLP especially in Lower Dir, which reported the highest number of unaware respondents with regards to the campaigns on women rights issues.

d. Satisfaction with Legal Aid Desks

Majority of the population in all surveyed areas responded positively to the question of satisfaction with the LADs and LACs with 58 percent of all responses as ‘excellent’ and 38 percent as ‘good’ with only 4 percent of the population terming the service as satisfactory (see Figure 22). The results suggest an overall positive image being instilled towards the legal aid desks. However, as indicated by KII's and FGDs, some challenges remain, such as travel costs.

During the FGDs, most of the beneficiaries said that they do not have a stable source of income and hence they face problems with budgeting for the traveling cost between the court and their homes.
5.1.5. *Sustainability*

This section on sustainability evaluates the success of an intervention and discusses its long-term viability to ensure continuity of the interventions and associated benefits to the community.

**a. Development of women interest**

As shown in Figure 24, 86 percent of the respondents were of the view that women had developed an interest in the formal justice sector and would be more inclined to approach the courts.

One of the anecdotes shared by the Principal of the Peshawar Law College illustrates a more optimistic image: *“One of my students is now a district court judge in Chitral and girls were surprised to meet women judges. It motivated them (to pursue that career) and later we found that all 14 girls enrolled in a law college. This is how we have to do these things.”* The principal’s story gives a credible example of how the interest of women into the legal sector can be approached – through inspiration. It is pertinent to highlight that according to UNDP, there was only one woman lawyer in district Swat and entire Malakand Division in 2012\(^{28}\). Today, over 25 women (in Swat district alone) are practicing lawyers and the women lawyers’ conference conducted under SRLP was attended by more than 125 women lawyers. The scholarships of PKR 25,000 disbursed by way of encouraging women participation in law has resulted in an increase of women lawyers in the district. Only 4 percent of the overall response.

which was gathered from Upper Dir, claimed not having proper facilities as seen in Figure 23. Basic facilities such as women bar rooms and latrines were not available.

5.1.6. Key Challenges

a. Travel expenses, additional costs

While LAD’s do provide considerable advantage over the expensive fees charged by lawyers and the statutory requirements of filing court fees, beneficiaries still find it difficult to access these services as they have to travel long distances (i.e. from 20 to 25 kms). In addition, though these services are free of cost, some minor costs, such as cost of printing and documentation become difficult for the beneficiaries to manage as well.

b. Difficulties in accessing Legal Aid Services

Almost in all districts, 27% respondents felt that they had been deprived of accessing legal aid services. However, they did not meet eligibility criteria as priorities were given to vulnerable women and disadvantaged groups. As the Bar Councils and a project may not have enough resources to resolve the entire problems of the poor and indigent litigants, therefore other legal aid mechanisms like District Legal Empowerment Committees under the Law and Justice Commission of Pakistan can help the litigants in provision of legal aid. Also, State should take responsibility to resolve the access to justice problem.

c. Lawyers withdraw in appellate stages

It was noted in a Kohat KII that after some cases are contested on appeal from the lower courts to the higher courts, lawyers are unwilling to support and work pro-bono for those cases. This is due to funding constrains in the projects as travel expenses from lower to higher courts (situated in Peshawar) are not covered under the SRLP programme. As the case makes its way through the appellate process, the cost of litigation increased with the result that the deprived litigant seeking justice is still unable to afford it. Therefore, other legal aid mechanisms like the District Legal Empowerment Committees under the Law and Justice Commission of Pakistan should be involved to share the burden by taking additional cases.

d. Women struggling to continue practicing law

During an FGD in Dir Upper, the team was informed by the President of the Bar Association in Upper Dir that 6 women lawyers who received scholarships and assistance, struggle to continue their work after marriage. However, marriage is not the only issue for several reasons, i.e. lack of separate bar room for women lawyers, gender-based discrimination, mobility issues, lack of
skill-based trainings, family opposition, and other cultural barriers. This could potentially limit the presence of women lawyers and thus, women cases\(^{29}\) in some districts where this occurs.

### 5.2. Output 2:

Alternate Dispute Resolution (ADR) mechanisms provide fair and effective services, in accordance with the Constitution of Pakistan and human rights standards.

SRLP endeavoured to strengthen the informal dispute resolution mechanisms which were identified in the CCPAP document. This output was built upon a previous project titled ‘Gender Justice to Muslahati Anjumans’, in which ‘Mushalati Jirgas’ were supported as a statutory dispute resolution forum. Under this project, members of ‘Musalihati Jirgas’ were provided trainings and efforts were made to include more women members in these forums with the help of the local government departments.

With the advent of the Khyber Pakhtunkhwa Local Government Act 2013, the program worked with the Khyber Pakhtunkhwa Local Government Department to develop rules of business and training manuals for the Panel of Conciliators as per the act.

In 2015, an amendment in the police laws introduced another ADR forum called DRCs which were considered a vital solution to address petty-nature disputes by the Government of Khyber Pakhtunkhwa. In light of this decision, SRLP opted to sensitize the DRC members by building their capacities.

Moreover, under this output, community paralegals were mobilized who served as a link between community and access to justice sector institutions. The program designed a number of interventions like a certificate course at the university level for the training of paralegals, established paralegal networks and trained them in helping local communities in resolving their disputes.

\(^{29}\) Female litigants feel much more comfortable dealing with women lawyers than male as some issues they cannot discuss with men.
The targets for the interventions can be viewed in Table 8 below. A detailed breakdown of the interventions for Output 2 over time has been attached in Appendix 4.

<table>
<thead>
<tr>
<th>Key Activities</th>
<th>Targets</th>
<th>Achievements</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Musalihati</em> Jirga members + DRCs members trained on Mediation, Human rights, Basic laws and Gender</td>
<td>932 <em>Musalihati</em> Jirga Members / Practitioners trained on ADR / Informal Dispute Resolution Mechanisms established</td>
<td>932 DRC and <em>Musalihati</em> Jirga members trained</td>
</tr>
<tr>
<td>Assistant Director Local Government offices supported</td>
<td>Capacity-building for 7 offices and manual established</td>
<td>7 offices given furniture and equipment. Rules and Manual developed.</td>
</tr>
<tr>
<td>Paralegal Certificate Course and Certificate Course on Conflict Resolution and Peace Building</td>
<td>Establish Conflict Resolution and Peace-building course at University of Peshawar and Paralegal Certificate Course at the University of Malakand</td>
<td>Paralegal course established – Malakand University</td>
</tr>
<tr>
<td>Judicial Officers trained on ADR and mediation</td>
<td>155 lawyers and judges trained</td>
<td>137 lawyers and 50 judges trained</td>
</tr>
<tr>
<td></td>
<td>National Conference on ADR</td>
<td>Conference held with Khyber Pakhtunkhwa Judicial Academy</td>
</tr>
<tr>
<td>Paralegals certified by University of Malakand and trained by NGOs</td>
<td>1602 Community Based Paralegals Identified &amp; Trained</td>
<td>1709 paralegals identified and trained i.e. 1272 (485 women) trained in collaboration with NGOs 437 (196 women) Paralegals certified by Malakand University</td>
</tr>
<tr>
<td></td>
<td>National Conference and Network formation</td>
<td>1 National Conference held and 2 paralegal networks formed</td>
</tr>
</tbody>
</table>

Table 8 – Activities and Achievements Source: UNDP-SRLP Programme

A comprehensive analysis of ADR has been drawn from the interviews conducted with DRC members, FGDs with paralegals and the beneficiaries of ADR mechanisms along with field
observations. For this assessment, the primary ADR mechanism is the DRC, as the team had greater access to this forum.

5.2.1. Relevance

In Khyber Pakhtunkhwa, the DRCs under ADR is more relevant due to a number of reasons which includes it’s affordability, fairness, effectiveness and speedy solutions to disputes as anchored in the UNDP core mandate and new Strategic Plan 2018-2022.

When analysing the utilization of informal mechanisms of dispute settlement, approximately 67 percent (Figure 26) of the sample respondents reported the utilization of DRCs as an alternate dispute resolution mechanism.

The following chart (Figure 25) clearly demonstrates that an overwhelming majority of the respondents (67%) relied on such informal mechanisms particularly in Bannu, Swat and Buner, where there was a high level of reliance on DRCs. The survey respondents stated that they deemed the DRCs to be considerably more affordable, accessible and quicker than courts. During FGDs, they claimed that people can save time and money through DRCs by allowing resolution in weeks or months, compared to courts which can take years, including the associated high professional fees of lawyers and experts.

Overall, 33 percent of the respondents did not consider the ADR mechanisms to be utilized at all. The primary reasons one-fourth of all the beneficiaries in our KIIs and FGDs were sceptical towards the utilization of these mechanisms included issues, such as recurrent absence of the other party in the councils, decisions being influenced by the defendants’ socio-political status and refusal of one party to comply with the decisions. Furthermore, one senior civil judge in DI Khan stated in a KII: ‘The DRCs have been very effective, but in some cases, their settlements are not legally binding and they cannot enforce decisions.’ It is recommended that DRC’s should have the required legal power and authority to deliver enforceable settlements.

![Figure 25– Respondent views on use of DRCs – Source: Authors’ calculation](image)

a. Alternative Dispute Resolution Forums and Women

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As pointed in the Khyber Pakhtunkhwa Rule of Law Roadmap 30, accessing the judicial system is an expensive affair. Hence, ADR mechanisms have become critically important for legal assistance of the marginalized groups, particularly for women. Overall 76 percent women (See Figure 26) have shown more interest on ADR mechanisms because these forums include a wide range of remedies such as negotiation, mediation and conciliation. A woman in Buner claimed in an FGD that

‘…these processes are relatively inexpensive and efficient compared to formal justice system therefore more women are experimenting with ADR forums for their dispute resolutions…’

A family law judge in Bannu suggested the need to raise awareness about legal rights surrounding the ADR and how its forums can be used more effectively among the marginalized groups especially women.

It was also particularly mentioned by female respondents in KIIs and FGDs, that family related disputes were treated with more respect in ADR forums (Figure 27). One of the respondents stated:

“…particularly in divorce related matters females are not given respect in legal justice system. When a female visits the court to appear for her case, she has to face lots of challenges compromising her self-respect. She is made to wait outside in the presence of the general public; she is often asked humiliating questions. On the contrary, in ADR forums such as DRCs, she is provided with a proper sitting area ensuring privacy. During the hearing process, she is questioned privately and efforts are made to settle dispute with respect…”

30 Khyber Pakhtunkhwa Rule of Law Roadmap – Reform of the Criminal Justice System
b. Alternative Dispute Resolution Forums and the Poor

As the underprivileged belonging to the lowest socio-economic strata of society have been excluded from the legal system due to high costs and ever-increasing caseloads, the ADR forums may offer better access to dispute resolutions, particularly for individuals who cannot afford the time and cost. District-wise responses can be seen in Figure 27.

According to community:

‘…ADR offers viable and sustainable solutions to the problems of access to justice for the people particularly for poor…’

c. Need for additional ADR forums

On the contrary, 90 percent of the respondents were of the view that there is a need to develop additional ADR forums (See Figure 28). The existing ADR forums (primarily DRCs), which are mostly based in the district’s or tehsil headquarters, are not accessible by everyone. People living in remote parts of the districts have little or no awareness about these forums and have to expend time and money to reach these areas.

During a FGD in DI Khan, one of the respondents stated that

‘…coming to and going back from the DRC for a hearing takes half of my day, as I have to travel for almost 30 kilometres from one side…’

Another participant echoed similar views saying
“...it is difficult to reach the DRC from a distance of 20-25 kilometres. To come here on the day of the hearing I have to hire [a] vehicle and bear the cost...”

Therefore, there is a dire need to develop more ADR forums which is also a strong demand of questionnaire respondents as illustrated in the following chart (Figure 28): Development and mainstreaming of additional ADR forums increases an individual's access to a variety of forums that can resolve disputes and presumably increase the toal amount of resources devoted to ADR institutes. During a KII with the Kohat DPO, he stated that “ADR does have the potential of increasing access to justice for [the] people particularly for poor by providing additional forums for dispute resolutions.” Recommendations from a KII in Swat indicate a need for the setting up of DRCs at each Union Council level.

d. Relevance of Community-based Paralegals in Khyber Pakhtunkhwa

Community-based paralegals were preferred as an accessible means to promote mediation and awareness of legal aid opportunities available at LADs in communities. Thus, alongside the establishment of DRCs and free LADs, these paralegal networks would also strengthen the rule of law interventions by facilitating grass roots communities and villages, in the selected districts, towards accessing these alternatives. Paralegal Networks were registered with the Social Welfare Department as voluntary social welfare organizations.

Alongside the establishment of community-based paralegals, the SRLP also institutionalized a paralegal certificate course at the University of Malakand and a certificate course on Conflict Resolution and Peace building in the Institute of Peace and Conflict Studies at the University of Peshawar\(^\text{31}\). This allows for professional mediators to proliferate in the province echoing the targets set out in the UNDP Country Programme Document (2018-2022) to improve the access to informal justice mechanisms.

In addition to strengthening informal justice mechanisms, the SRLP also held trainings for judicial staff and lawyers to promote court annexed ADR in the courts as a means to quickly dispose off cases where desired and applicable. This would help save the time of the courts and make the dispute resolution process more efficient

5.2.2. Effectiveness

The data clearly demonstrates that an overwhelming majority of the beneficiaries (80%) (See Figure 29) viewed the ADR forums as highly effective. These respondents stated that the effectiveness of these councils was rooted in the neutrality, impartiality, affordability, accessibility and swifter alternative to the courts.

An additional 17 percent of the respondents were of the view that ADR forums are somewhat effective and the remaining 3 percent of respondents stated that they did not consider these councils to be effective at all (See Figure 29). The primary reason regarding the effectiveness of these councils, included, recurrent absence of the defendants, decisions being influenced by the disputants’ socio-political stature and refusal of one party to comply with the councils’ decision).

a. Affordability and Timeliness

During FGDs with communities, it was observed that there exists a substantial difference between the ADR forums and the local courts with regards to the associated time-lines for resolution of disputes and the costs of litigation. As conveyed by DPO Upper Dir, on average a civil case takes up to two years from institution of case to announcement of judgment and the associated cost is PKR 0.1 million. Conversely, in the DRCs, most disputes are resolved within a span of 3-4 months, where the litigants have to bear minimum expenses.

This gulf that exists between both these judicial systems in terms of their affordability and timelines has raised the likelihood of people consulting the councils to settle civil conflicts. In particular, the ADR forums have proven to be beneficial for the people in all 08 districts, all of whom were unanimous in reporting their preference of ADR forums over courts primarily because these forums circumvented the expensive, protracted and technical litigation process in the courts.

b. Accountability and Transparency
When asked about the extent of accountability and transparency of DRCs, 75 percent of the respondents believed that DRCs functioned in a fully transparent manner (See Figure 31). This is primarily because the proceedings of the DRC are in full compliance to Pakistan’s Constitution and are mindful of indigenous cultural norms and practices, without being swayed by a person’s socio-economic standing. Additionally, several DRC members stated that to ensure transparency, if one party objects to a panel, then another panel is assigned to deal with their case. For instance, a staff member of the DRC, who was also a party to an inheritance dispute before the DRC, told us that, “It is made sure that members who share any relations with either of the two parties are not made part of the panel reviewing the case of those two parties so as to prevent the agreement from being biased in someone’s favour”. A DRC member in D.I. Khan said that DRC does not enforce parties to follow court etiquettes, since it can make the parties think that they are impartial towards them. 20 percent of the respondents were of the view that they are somewhat transparent, whereas the last 05 percent stated that there was no transparency in these councils. KIIIs revealed that these council members often did not fully investigate and examine the details of a case before striking a compromise between the parties.

![Figure 30 – Transparency of ADR Forums - Source: Authors’ Calculation](image)

c. Satisfaction level

According to the survey respondents, 85 percent of all beneficiaries were fully satisfied with the outcome of their cases (see Figure 31). This is also because the parties are provided free services and they are not bound to accept the agreement.

It is a win/win solution for both parties and if a party feels

![Figure 31 – Level of Satisfactions of Beneficiaries Source: Authors’ Calculation](image)
agrieved from the outcome, they have a right to file a complaint to go the formal court. On the other hand, a 10 percent small share of the beneficiaries stated that they were partially satisfied with the ADR forum’s decisions. While these respondents did acknowledge and appreciate the timely and inexpensive resolution of their cases, they still did not think that the outcome of the case was particularly fair for them. Especially in cases involving conflicts over money or property, both parties are convinced and persuaded to share their financial losses as well to maintain a degree of equitability in the outcome of the case.

Moreover, 5 percent of the respondents also stated that they were extremely dissatisfied with the way their cases and complaints had been handled by the DRCs and mediators. Because sometimes a defendant does not appear to the councils and DRCs members did not investigate the details properly which compromised the impartiality of settlement.”

d. Trustworthiness

Most ADR council beneficiaries feel that the councils are composed of reliable and trustworthy people. They also place their faith in them for proposing a relatively just outcome. This is illustrated by the fact that 95 percent of the respondents stated that they considered the councils to be highly trustworthy as seen in Figure 32. Only a minuscule portion of these respondents did not consider these councils to be partially (4%) or fully (1%) reliable (see Figure 32).

e. Quality

The beneficiaries were in near consensus regarding the quality of services provided by the ADR forums, with 90 percent rating them as excellent and an additional 7 percent also rating them to be good as seen in Figure 33. Respondents in most of the ADR forums stated that they had been provided with a space to sit and had access to sanitation facilities; something they would not be afforded in the local courts.
Effectiveness of Paralegals

The Paralegals proved to be effective in community mobilization, raising awareness and serving as a connection between community and service providers. A combined 1709 community-based paralegals were trained by implementation partners. The beneficiary survey responses show that only 4 percent of the beneficiaries viewed the performance of Paralegals as poor as compared to 29 percent who deemed it excellent, 54 percent who considered it good and finally, 14 percent who rated it as satisfactory, as shown in Figure 34.

Effectiveness of Capacity-building interventions

Regarding the setting up of the new Institute of Peace and Conflict Studies at the University of Peshawar, a KII from the academia tenured at the university, said from 2016 to 2018, about 13 trainings were delivered with each one having around 30 participants including senior students professionals. Overall, he mentioned that the responses and participation have been exceptionally good. Thus, as a medium to promote private and trained mediators, it can be an effective tool to promote the use of informal dispute resolution techniques.

DRC members also went through capacity-building trainings. In one of the KIIs held in a Kohat DRC, when asked about UNDP training workshop, the secretary of the DRC stated that three major benefits have arisen from all the trainings. First being the awareness of women rights to which he claimed the knowledge gained is tremendous. Second, the understanding of juvenile
rights and the basic and fundamental rights awarded to children had also improved. Third, there was an improvement in resolving family disputes. Finally, he expressed full satisfaction and felt honoured to serve the community.

5.2.3. Financial Efficiency

ADR mechanisms cannot be a substitute for a formal judicial system, however ADR can complement and support judicial reforms. Development of ADR mechanisms in Khyber Pakhtunkhwa, particularly for women and marginalized groups, is a step towards proper administration of justice to all. Through ADR mechanism the parties can reach a harmonious settlement of the dispute because the win-win situation not only settles the disputes but also brings peace that cements the future relationship between parties.

Data clearly demonstrates that through ADR, most of the disputes are resolved in 2 or 3 appearances which save the cost, time and energy of litigants. Moreover, the vast numbers of disputes are settled through ADR which greatly reduces the pressures on the police and courts. Another important positive side of ADR is that the process absolutely maintains the privacy of the parties as privacy is a key value which underpins human dignity and it is a basic human right.

a. Efficiency of Resource Utilizations

On the whole, utilization of resources under Output 2 with reference to ADR mechanisms provides that fair and effective services can be termed satisfactory. A total of $ 2.25 million (6.2 percent) were allotted to this output against which US$ 2.26 million (101 percent) were utilized. An overwhelming majority of the beneficiaries, 80 percent, viewed the ADR forums in Khyber Pakhtunkhwa as highly effective.

b. Satisfaction of UNDP Interventions for ADR activities

A sizeable number of respondents provided positive feedback, with 70 percent of the remarks being fully satisfied with the improvements in ADR mechanisms as seen in Figure 38. As gathered in KIIs and FGDs, beneficiaries praised the affordability, promptness and respect granted by the ADR mechanism. Whereas 25 percent of the respondents rated being somewhat satisfied with a minor 5 percent reporting that they were not satisfied at all (See Figure 36). The low satisfaction could be attributed to a lack of easy access to the DRCs. During KIIs, the respondents lauded the interventions and appreciated the role of UNDP in providing trainings in the region. During FGDs the beneficiaries of ADR greatly appreciated the role of UNDP in redeveloping citizen trust in informal justice councils. Through the SRLP interventions, the UNDP met its implementation targets as shown in Table 8, such as DRC member trainings on
mediation skills, trainings for judicial officers and lawyers on ADR skills, financial support, outreach and effective campaigning of ADR methods.

5.2.4. Impact

ADR Mechanisms

Observations from the field suggest that SRLP interventions have had a positive impact on the communities which are increasingly relying on the ADR forums (particularly DRCs) for mediation. Therefore, the number of cases received and resolved is expected to increase as the acceptability of ADR forums increases each year.

DRCs were recognized as part of the justice system as a result of the amendments to the Police Order 2002 and Khyber Pakhtunkhwa Police Act (2017). Currently they are functional in 24 districts across the province and are settling mostly minor disputes. Most DRC beneficiaries revealed in FGDs that the members of the councils are reliable and trustworthy and they do not feel uncomfortable when divulging intimate details about their personal lives. This sentiment is in stark contrast to their lack of trust in other judicial mechanisms. Additionally, they also place their faith in them to lead them to a relatively just outcome.

Thus, looking at the data for 2015 to 2018 the number of cases received to DRCs increased as depicted in the following graph:
Looking at the data as shown in Figure 37, the number of overall cases received, mediated, referred to legal action and pending per year has proportionally increased. Among these districts, as far as number of cases is concerned, in Kohat the total number of cases received was highest in 2017. During this same period within Kohat a significant increase was observed for the cases that had been initiated and were under consideration. Bannu had the second highest number of cases; there were 642 cases received during 2018. As can be noted from figure 51 during 2017, there were a total of 441 cases received. Further it can be viewed that the percentage of mediated of cases also improved. However, Chitral witnessed a decrease in 2018 with 31 cases being
received as compared to 405 in 2017. During 2016 in Chitral there were only 61 cases which were compromised whereas with the increase in number of cases received there was increase in number of cases compromised. In 2017 total of 384 cases were compromised, making it 79.08 per cent of the total cases. There were a minimal number of cases referred to legal action.

**Impact of Paralegals**

**a. Awareness of legal rights expanded**

Their presence within communities has enabled them to listen to legal issues within the community and depending on the case either mediate between the opposing parties, refer them to the DRCs or refer them to the free Legal Aid Desks to pursue legal action.

**b. Paralegal networks are sustaining**

1272 paralegals have been trained by NGOs and 437 certified through the University of Malakand. Figure 38 illustrates a positive overall response to the efforts of the UNDP under the SRLP with 29 percent respondents rating the interventions as ‘excellent’. Many respondents chose ‘good’ as their response, which increased the overall degree of satisfaction to 54 percent. There has been quantifiable progress made in all regions, but there exists a demand for more interventions in certain places, such as Buner.

As detailed in Chart 40, the beneficiaries responded positively to the efforts of the Paralegals. Beneficiaries welcome mediation by the paralegals as it is a cheaper alternative than holding jirgas (which can be biased) and opting for the complex formal judicial process. By including women paralegals, greater access was afforded to women in the community. In KIIs held in Bannu and Peshawar, the implementation partners ensured that half of all paralegals recruited were women to ensure a strong gender balance as women beneficiaries feel more comfortable talking to women paralegals and thus are more likely to pursue cases.
c. Impact of Course in University

The KII conducted at the University of Peshawar relayed that 329 students (140 of them women) received certifications in conflict resolution and peacebuilding.

The team also measured the benefits of capacity building initiatives to help gauge the overall impact of the trainings and give a holistic look at the degree of impact in ADR sector. Results show that overall the interventions have improved the efficiencies of DRCs members. The feedback received through survey responses regarding UNDP trainings and their effectiveness was very positive.

A DRC member in D.I.Khan stated in a KII: “through UNDP trainings, they have learned about the ADR skills such as mediation, arbitration and conciliation but there is still a need to build capacity of key elements in addressing problems of bias, stereotype and power imbalances”\(^\text{32}\). In response to whether any benefits existed of the capacity building initiatives, 60 percent of ADR service providers claimed that trainings on ADR skills was very effective, 30 percent rated them as somewhat effective with only 10 percent rated as not effective at all (See Figure 39).

According to some DRC members in KII, there exists a lack of basic knowledge and skills related to basic rights of a citizen, legal procedures and practical approach towards alternate dispute resolutions. When asked about orientation

\[^{32}\text{The team noted that there were some unfavourable decisions due to the presence of a stronger, more influential party. These could be examined from mediators, additionally, the stereotyping of individuals, such as drug addicts and people from a poor background.}\]
trainings for new members they stated: “When new member joins DRC, he is made part of the panel where two senior representatives of DRC are actively participating. Following this approach, new member is involved in the discussion and this also becomes his initial training and practice”.

Moreover, when asked if the capacity of the ADR forums had improved to provide fair and effective services to all, most respondents answered affirmatively as seen in Figure 40.

5.2.5. Sustainability

a. Sustainability of ADR Forums

Compared to other ADR Forums, DRC’s as a form of dispute resolution are more likely to be sustained due to a number of reasons.

Firstly, DRCs are legally covered under the Police Act 2017 which gives them more preference over traditional dispute resolution. Secondly, DRC offices have established dedicated premises with the support of the Khyber Pakhtunkhwa Government. Currently, the members of these DRCs provide voluntary services and hence have fewer financial implications. Lastly, DRCs are successfully providing the fair, effective, cheap and speedy justice to citizens as shown above in Figure 37 which details the increase in usage of DRCs which shows the increase in trust of the public.

a. Sustainability of Paralegals

As the community-based paralegal model is voluntary it does not support monetary compensation. A KII with an implementation partner in Peshawar revealed that “Just as doctors have medical staff, judiciary has paralegals. They are community-based, so people wish to discuss their issues with them. Even paralegals go out to help people. However, many of the paralegals we trained are now doing nothing. The concept is good, but in the long-run, not feasible.” The professional mediation courses offered in the University of Peshawar enable the course attendees to provide professional best practices in dispute resolution. With reportedly increasing numbers and positive externalities as related in the KII, the long-term presence of the course is recommended which can help interested individuals gain accreditation to pursue conflict resolution in their communities.

5.2.6. Key Challenges

ADR forums have been recognized as an efficient and effective mechanism in the promotion of access to justice; however, there are some challenges that exist when it comes to the operation and functioning of these ADR forums such as DRCs and Jirgas. The following challenges are being faced by beneficiaries and service providers alike:

a. Lack of Knowledge and Awareness
For ADR to be widely practiced there needs to be awareness within communities about the ADR forums and mechanisms. A respondent in Chitral claimed that, “due to the availability of only a single dispute resolution council, based in the district headquarters, people living in remote and distant parts of a district have lesser or no awareness about it”. A DRC member in Buner stated that “the most crucial work is the dissemination of information because the community must be aware that they have the power to determine how to settle their disputes quickly and effectively”. A session judge in Swat further suggested that “legal professionals and lawyers must inform litigants about out-of-court methods of dispute resolutions even before the filing of cases”.

b. Inaccessibility

Inaccessibility remains a problem in the promotion of ADR services. During field activities, the positive attitude of communities towards DRC services and the increasing trust placed on the DRC forums for effective resolution was observed. But in most districts, DRCs are only based in the district headquarters; people living in remote and distant parts of a district do not have easy access to these forums.

ADR centres must be at convenient locations for easy accessibility. For instance, one of the respondents during an FGD stated:

“…Coming to and going back from the DRC for a hearing, takes half of my day, as I have to travel for almost 30 kilometres from one side…”

Another respondent echoed similar view:

“…It is difficult to reach the DRC from area of 20-25 kilometres. To come here on the day of the hearing I have to hire a vehicle and bear the entire cost for it…”

The Secretary of DRC Kohat claimed:

“…it would be very difficult to promote ADR if the services are not in convenient places, if the cost of availing the ADR services is higher than formal system thus people will not avail the ADR mechanism services because they have to expend large amounts of time and money to reach the councils…”

c. Absence of the second party

Absence of the second party is another problem in the implementation of ADR forums. The DRCs calls the second party through the nearest police station in the jurisdiction. In several instances, despite the issuance of numerous calls, the second party, in their defiance, remain absent, especially in cases where the plaintiffs hail from a weaker socio-economic background. In one such instance, a plaintiff who had lodged a complaint in one of the DRCs told us that:
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

“...I am present here for the second time but the other party hasn’t turned up for the hearings. I am hopeful that he may appear on the next hearing because the DRC representatives called him and warned him of the legal repercussions of non-compliance to the summons...”

d. Impact of the decision

Due to the influence exerted by the political elite and tribal elders, the impact of the decision in the long run may get compromised in ADR forums. Even during the proceedings of the case, its progress might be impeded if the accused party does not appear before the panel owing to their higher socio-economic status and influence. While visiting one of the DRCs, the beneficiaries recurrently complained that:

“...Due to the political influence of some of the litigants, decisions of the DRC are not honoured, with the poor being the most vulnerable in case this happens…”

e. Limited Infrastructure

One member of the DRC held the view that: “There are challenges related to limited infrastructure. First and foremost is the challenge related to lack of space we have to accommodate male and female complainants/respondents under one roof and discuss matters in front of all.” It was observed that the space provided for counselling is not standardized where the complainants and respondents waiting for their turn can be accommodated. With this limited space, the challenge of privacy (personal disputes are discussed openly in front of a crowd) also exists. Further it was also observed that there is an absence of sanitation system in these councils thus creating problems for people.

5.3. Output 3

Improved capacity of courts to provide effective and timely justice services to the people

The formal judicial system of Pakistan is facing a number of serious challenges including a backlog of cases, severe delays and poor court and case management. The Khyber Pakhtunkhwa Rule of Law Roadmap states that the inefficiency, high acquittal rates for serious cases and the cost of access to justice in the formal judicial institutions led to citizens reverting to alternative solutions such as jirgas for mediation.

In light of the security situation, with assistance from the ADB, EU Commission, World Bank and the UN, the government of Khyber Pakhtunkhwa formulated the Post Crisis Needs
Assessment (PCNA) report which helped identify the sectors that required interventions. From this assessment, the Khyber Pakhtunkhwa Rule of Law Roadmap, Pakistan's Common Country Programme Action Plan's (CCPAP) Strategic Priority Area 4(c) and the UNDP’s National Strategic Priority Area 4.2 based their approach towards improving the Rule of Law in Khyber Pakhtunkhwa. These strategic frameworks aim to build the capacities of the formal rule of law institutions, to strengthen the informal and formal judicial mechanisms and facilitate the dispute resolution mechanisms with emphasis on juvenile, women and vulnerable groups.

The SRLP stems from the PCNA with the aim of strengthening the capacity of the justice system of Khyber Pakhtunkhwa province. At that time, the court system in Khyber Pakhtunkhwa was experiencing a massive backlog of pending cases due to serious delays in the hearing of cases. Therefore, the project aimed to improve the capacity of the courts to provide effective and timely justice to the people in Malakand Division and selected districts of Khyber Pakhtunkhwa. Further details of key activities and achievements under SRLP-Judiciary can be viewed from Table 10 below (more details about interventions over time can be viewed in Appendix 5):

<table>
<thead>
<tr>
<th>Key Activities</th>
<th>Targets</th>
<th>Achievements</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy-level interventions</td>
<td>Draft Judicial Policy</td>
<td>Drafted Judicial Services Act</td>
</tr>
<tr>
<td>Capacity-building</td>
<td>Develop Manuals</td>
<td>3 manuals developed and upgraded</td>
</tr>
<tr>
<td></td>
<td>Assess needs of KPJA</td>
<td>Needs assessed, law books provided</td>
</tr>
<tr>
<td></td>
<td>Enhance capacity of improve</td>
<td>Research Wing Established</td>
</tr>
<tr>
<td></td>
<td>working environment of judiciary</td>
<td>Construction of 16 Court Houses, 16 Litigant sheds, 8 information centres and a mediation centre.</td>
</tr>
<tr>
<td>Institutional Support</td>
<td>Digitization of case file record at PHC</td>
<td>Court case file record digitalization in process at PHC.</td>
</tr>
<tr>
<td></td>
<td>Support to District Courts</td>
<td>Access to online law libraries</td>
</tr>
<tr>
<td></td>
<td>Develop Strategic Plan</td>
<td>7 District Courts supported</td>
</tr>
<tr>
<td></td>
<td>Trainings</td>
<td>Strategic Plan for PHC and District Judiciary Developed</td>
</tr>
<tr>
<td></td>
<td>Trainings of Judges on case management, specialized areas and judgement writing.</td>
<td>1,872 members of judiciary and court staff trained</td>
</tr>
<tr>
<td></td>
<td>Pre-service training and Training of Trainers</td>
<td>95 trained</td>
</tr>
<tr>
<td></td>
<td>Arrange Conference on Women’s Right to Inheritance</td>
<td>One Conference held</td>
</tr>
</tbody>
</table>
Table 10 – Key activities and interventions under the SRLP

This section of the evaluation will look at the judicial interventions through the following five lens; relevance, efficiency, impact, effectiveness and sustainability.

5.3.1. Relevance

Pakistan’s formal justice system remains inaccessible for a vast majority of the public. Vulnerable groups, including women, minorities, the poor and people with disabilities face particular difficulties in accessing timely and affordable justice. Huge backlogs, estimated at around 1.9 million cases across Pakistan, are slowly overwhelming the court administration and undermining access to justice. There are multiple causes contributing to the state of the formal justice sector. Lack of adequate court staff capacity, outdated laws and complex procedures fail to deliver speedy, affordable and trusted outcomes for the public. In this context, the SRLP interventions regarding improvements in the capacity of courts to provide effective and timely justice services to the people in Malakand division were very relevant. The thematic scope was also aligned with the government of Khyber Pakhtunkhwa’s plans and policies such as the Khyber Pakhtunkhwa Rule of Law Roadmap which focused on justice sector reforms and capacity building.

In efforts to achieve the goal of strengthening the judiciary, trainings and seminars were held on various topics for judges. These included court administration and case management, substantive & procedural laws, office & case management and training of Judicial Officers in specialized areas such as forensics, financial crimes, cybercrimes etc. Judges were trained on court and case management as detailed in Table 10, in efforts to improve case disposal rates. Mediation skills were taught in accordance with the Rule of Law recommendations of giving speedy resolutions to ensure minor criminal cases are disposed of quickly.

A Research Wing has been set up at the Khyber Pakhtunkhwa Judicial Academy (KPJA) to further strengthen the role of the Academy and to produce research work for the judicial sector. Research allows for gaps and areas of interventions to be identified and assessed for future action. A modern training evaluation system has also been developed at the institute alongside the revision of the syllabus for judicial officers and court staff. However, this institute suffers from not having extensive linkages with formal justice institutions.

5.3.2. Effectiveness

Responses were evaluated from primary areas of the courts and the judiciary to form a holistic understanding of the footprint of the SRLP interventions. Around 90 percent respondents stated that they had been aware of the UNDP interventions.

a. Satisfaction with UNDP Interventions
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60 percent of the respondents reported to be completely satisfied with UNDP interventions while 30 percent stated that they were somewhat satisfied (See Figure 41), concerning the improvements in the justice system. The FGD and KII participants appreciated the efforts of the UNDP in providing training and facilitation in the region. They greatly appreciated the role of the UNDP in redeveloping the citizen’s trust in the state institutions and justice system.

b. Improvements in the Capacity of Courts

The field team questioned judicial staff in each district regarding improvements witnessed in the capacity of the courts. Only 15 percent of the respondents stated that there were no significant improvements in the capacity of the courts, whereas 70 percent agreed that, the capacity of the courts had improved. The remaining 15 percent cited marginal improvements as seen in Figure 42. Reportedly, the interventions included trainings (in detail below) which helped improve disposal rates and mediation training to settle disputes of a petty nature.

c. Increased Knowledge and Awareness

A marked increase has been reported in the knowledge of the judiciary as shown in Figure 43. As defined in the SRLP program, judges and judicial staff responded with court and case management trainings as the most popular training module, followed by substantive and procedural laws. All these trainings helped in augmenting a more productive and efficient court process. When probed regarding effectiveness of these trainings, most of the respondents agreed...
that these had improved the productivity of the courts. Some respondent judges also highlighted the lack of human resources to address the backlog of cases.

**d. Workflow Process at Courts**

The feedback on workflow, that is efficiency in handling cases, shows that while there were some improvements made (30 percent), 20% of the respondents stated that the workflow had not improved, and 50% stating that it has definitely improved as shown in Figure 44.

As recorded in KIIIs in DI Khan, the judges mentioned significant improvements in the workflow of the courts to speedily dispose cases.

**e. Strategy development**

Another intervention, as mentioned in the Khyber Pakhtunkhwa Rule of Law roadmap, was the strategy formation of the Peshawar High Court for speedy resolution of petty-nature cases and introduction of special benches to cater to women and vulnerable groups. The strategy also involved the creation of special benches at the High Court and designating judges in districts with a high pendency of minor cases to decide matters in a timely manner. This strategy was successfully developed under the SRLP framework.
f. Automation in the Courts

Like the major courts in each provincial capital, i.e. Lahore, Islamabad and Karachi, the Peshawar High Court also put forward a proposal for an online system that would make it easier for litigants and the courts to keep track of cases more efficiently and improve accountability of judges and lawyers. SRLP assisted by providing technical support for the project. Unfortunately, due to a lack of funding, the proposal has failed to gain traction as was conveyed by a Session Judge at the Peshawar High Court during an interview. Hence, one of the recommendations is to facilitate the court to progress with their plan. Furthermore, many judges in districts such as in DI Khan and Kohat were of the opinion that a focused effort should be made to modernize the system. There were also calls to simplify complex legal procedures and make it easy for the layman to approach the courts. This, they stated, would bolster the institutional strength of the courts and develop further trust in the system. Overall, the targeted interventions were successful in reaching their intended actors and institutions.

5.3.3. Financial Efficiency

Out of the total share of the SRLP program from 2013 to 2018, a total of 5.3 percent (US$ 1.8 million) were allotted to the Output 3. Out of the total of US$ 1.8 million US$1.7 million (97 percent) were utilized.

5.3.4. Impact

The feedback received from session judges across various districts regarding UNDP trainings and their effectiveness was very positive (See Figure 45). For example, a session judge in Peshawar expressed satisfaction with the execution of seminars and trainings as they help increase the disposal rate in the court. Judges in DI Khan recalled receiving several trainings which improved their ability to tackle the backlog as well.

A Senior Civil Judges in D.I. Khan remarked that their disposal rate for civil cases had increased. Another Session Judge from Peshawar commented that while disposal rates have been improving, the process of getting justice is still too complex for the layman. This suggests that at the judicial level, there have been minor improvements, but certain issues still remain. A Session Judge posted at Peshawar noted that while benches and committees were constituted to enable
quick decisions regarding cases concerning vulnerable groups and women, they had been retracted later on. A brief investigation into the limited life of these benches should ensue.

5.3.5. Sustainability

To evaluate the long-term viability of the trainings imparted to the judicial staff, they were asked if they had started implementing the lessons learnt during their trainings in the courtrooms. Most respondents responded affirmatively adding that the techniques imparted through those trainings have resulted in an increased case disposal rate and hence generated trust in the institutions they serve. Some responses observed in regions such as in DI Khan indicated improved mediation skills leading to quicker resolutions of cases of a petty nature. While this does indicate towards positive long-term benefits, effort is required to ensure that the judiciary continues to maintain their developed skillset. The additional registrar of the Peshawar High Court mentioned in a KII that while benches and committees to facilitate speedy disposal of criminal cases of juveniles and women were created, they did not last long and hence, were revoked.

5.3.6. Key Challenges

When questioned regarding the challenges the judiciary faces, judges’ responses included a shortage of human resources, a burgeoning backlog and the inability to efficiently cater to all their responsibilities as a result. The lack of human resources leads to bottlenecks in the performance of the court. The judges also lamented the performance of lawyers who sought repetitive adjournments. The Secretary of the DRC, Bannu as well as a Senior Civil Judge in DI Khan recommended that senior lawyers should not take cases in lower courts, as their absence wastes the time of the courts and creates mistrust in the judicial institutions.

Moreover, during a KII, a District Judge from Kohat shared that as judges, they have to file monthly and weekly reports whereas private lawyers have no check-and-balance. Further he stated that,

“…At times, one lawyer appears and not the other, how is this justice..."

For accountability, he proposed that private lawyers should maintain a code of ethics. A Magistrate from Kohat also suggested that if the system is digitized, it would be much easier to keep track of litigants and lawyers and improve the efficiency of the court. This coincides with the demands of the judiciary based in Peshawar who highlighted that they have plans to digitize the system but need assistance in its execution (see page 74).
5.4. Output 4:

*Criminal justice system is improved through improved police, prisons and prosecution services to local communities.*

This section presents the impact of improved police and prosecution services to local communities via policy and operational reforms in 10 selected districts of Khyber Pakhtunkhwa province. The interventions focused on improved investigations, promotion of gender responsive policing, administration and management skills. The impact has been measured through a set of indicators such as relevance, efficiency, effectiveness, impact and sustainability.

The provision of justice to citizens it is one of the foremost responsibilities of the State. The purpose of the criminal justice system is to protect the innocent and punish those guilty of committing crimes. The criminal justice system thus comprises of mainly three functions to achieve the objectives:

- Investigation
- Prosecution
- Adjudication

Within these objectives, prosecution occupies a critical position between investigation and adjudication. Without quality prosecution services, the criminal justice system will not be able to protect the weak and vulnerable and bring persons to account for wrong doing. Quality prosecution thus can be termed as an essential aspect of an effective criminal justice system.

Due to deteriorating trust in public institutions, deliberations were needed to conform to the Provincial Public Safety and Complaints Commission for undertaking the mandate and responsibilities (as per Khyber Pakhtunkhwa Police Act 2017). Within the Police Act 2017, the development and strengthening of a policing framework in the province was ratified with an inclusive capacity building road map taking into consideration administration, operation and investigation. Based on these objectives of Khyber Pakhtunkhwa Police, UNDP under SRLP, supported both police and prosecution services with the following facilities as shown in Table 11 and 12 respectively. A more detailed account of the interventions can be viewed in Appendix 6.

<table>
<thead>
<tr>
<th>Key Areas</th>
<th>Activities</th>
<th>Targets</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>Policy Level</td>
<td>District Annual Policing Plan</td>
<td>Formulate in 10 districts</td>
<td>Available in 10 districts</td>
</tr>
<tr>
<td>Interventions</td>
<td></td>
<td></td>
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<tr>
<td></td>
<td>Creation of Gender Responsive Policing</td>
<td>Create 2,000 Gender Responsive Policing Boards</td>
<td>2,000 created for all districts in Khyber Pakhtunkhwa</td>
</tr>
<tr>
<td></td>
<td>boards</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Community Policing Forums</td>
<td>Initiate in 10 districts</td>
<td>Available in 10 districts in line with Public Liaison Council</td>
<td></td>
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<tr>
<td>---------------------------</td>
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<td>---------------------------------------------------------------</td>
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<tr>
<td>Police Training Policy and Modules</td>
<td>Formulate and establish 5 training modules</td>
<td>Policy and Strategic Plan generated and revised and 5 training modules established</td>
<td></td>
</tr>
<tr>
<td>Recruitment Strategy Plan</td>
<td>Constable Recruitment Plan</td>
<td>Recruitment Plan generated</td>
<td></td>
</tr>
</tbody>
</table>

**Institutional Support**

<table>
<thead>
<tr>
<th>Training on Trainer (TOT) Program</th>
<th>Enhance ability of trainers</th>
<th>30 Master Trainers trained</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lady Police coaching &amp; mentoring program for service promotion</td>
<td>Training to Lady DSP / In-charge women police affairs</td>
<td>10 Master trainers trained</td>
</tr>
</tbody>
</table>

**Trainings**

<table>
<thead>
<tr>
<th>Training to Model Police Station Staff</th>
<th>1600 Model Police Station Staff to train</th>
<th>1600 MPS staff trained (25 each MPS) trained on five different modules</th>
</tr>
</thead>
<tbody>
<tr>
<td>Monitoring and Evaluation Training for Police Training</td>
<td>Training to improve M&amp;E skills to senior instructors</td>
<td>M&amp;E training provided to senior instructors / vice principals of 13 police training institutes</td>
</tr>
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**Infrastructure and development of Model Police Stations**

<table>
<thead>
<tr>
<th>Women Dormitory &amp; Day Care Centre at Regional Police Training Centre Swat &amp; Police Training College Hangu</th>
<th>50 women police trainees at each women dormitory at Swat and Hangu</th>
</tr>
</thead>
<tbody>
<tr>
<td>Health Care Facility at PTC Hangu</td>
<td>12 Bed Hospital formed</td>
</tr>
<tr>
<td>Regional Police Training Centre Swat</td>
<td>New facility for 200 constables developed</td>
</tr>
<tr>
<td>Regional Forensic Science Laboratory Swat</td>
<td>New forensic lab at Swat reduced 15% caseload on FSL Peshawar</td>
</tr>
<tr>
<td>Command and Control / Data Analysis Centre CPO Peshawar</td>
<td>Operation Branch streamlined, furniture provided, IT equipment provided</td>
</tr>
<tr>
<td>Joint Police Training Centre</td>
<td>Capacity to increase from 700 to 1,600 trainees accommodation</td>
</tr>
</tbody>
</table>

*Table 11 – Police Interventions made in Output 4*
Table 12 – Prosecutor Interventions made in Output 4

5.4.1. Relevance

Police

Keeping in view the provincial needs and demands, various initiatives have been pledged to consolidate and improve the framework of policing across the country. With the introduction of the Police Order of 2002, there was a significant change in the police system with more oversight afforded to citizens. The Police Order, 2002, introduced Public Safety Commissions, Police Management Boards along with the introduction of concepts like the professionalization of investigation and functional specialization. Khyber Pakhtunkhwa Police has undergone significant change in terms of service delivery and capacity building with the support of affiliated institutes including development partners. As the police and prosecution services play a crucial role in the Rule of Law system, these institutions were strengthened in terms of training and provision of commodities across various districts.

A review of legislation concerning the police and ancillary policing system has been initiated to promote effectiveness within provincial police service in accordance with the laws and regulations. Under the SRLP, the capacity of the police has been strengthened with trainings
delivered on supervisory skills, investigative capabilities, promoting gender responsive policing and administration and management of police stations.

During the process of enabling the Khyber Pakhtunkhwa Police, the UNDP has remained innovative with concepts to improve community level policing. The new concepts such as Police Assistance Lines (PAL), Dispute Resolution Council (DRC), Police Access Service (PAS) and Reporting Rooms were formulated to position the police services as a bridge for problem solving with the partnership and support of the communities they serve.

The Strategic Analysis Wing (SAW), was formed with an aim to coordinate efforts at combating crime terrorism, analysing data and making use of digital and internet data to analyse and give input to the government based on reports from various agencies under the Khyber Pakhtunkhwa Home and Tribal Affairs Department, has also been supported through refurbishment of their offices and IT support. In collaboration with police, the SAW was given tasks such as scrutinizing and analysing information to identify trends of behaviours, identify accused involved in multiple crimes belonging to various criminal groups and more.

The Regional Forensic Science Laboratory (RFSL), established in Swat, has received continued support and institutional capacity building. The SRLP interventions regarding improvements in the capacity of Khyber Pakhtunkhwa police to enhance the criminal justice system were rightly placed. The thematic scope was also aligned with the government of Khyber Pakhtunkhwa’s plans and policies such as Khyber Pakhtunkhwa Rule of Law Roadmap and Khyber Pakhtunkhwa Police Act, 2017 which focused on police sector reform and capacity building.

33 Police Assistance Lines (PAL) is established in all district headquarters throughout the province to facilitate the citizens by offering one window corporate style solution of their day-to-day affairs (Theft reporting, lost items reporting, extortion reporting and police character verification etc.).

34 The Dispute Resolution Council is established in all district headquarters throughout the province based on the spirit of the Pakhtunkhwi code for resolution of local issues and petty disputes through reconciliation offered under supervision of the local police.

35 The Police Access System (PAS) is established in Central Police Office Peshawar in order to increase public accessibility and provide prompt, swift and reliable system of redressal of public complaints.

36 http://kppolice.gov.pk/

37 As per KP Rule of Law Roadmap document, police is to ensure implementation of KP Police Act 2017 with the focus on civil oversight and external accountability. Further work is also said to be done on improved resourcing and budget management with greater financial capacity. Similarly to improve capacity of police and its working environment stress was put on improved training regime; decentralization of financing planning; constituting a security protection unit; strengthening the investigation branch, capacity building of counter terrorism department and special branch; and increased use of information technology.
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

During a field survey, senior Police officials were asked about the placement of interventions. Overall 93 percent (See Figure 46) of the respondents said that the interventions were rightly placed. 7 percent stated that there is still need for improvement. For further detail see following Figure 46:

![Figure 46 – Were the interventions were rightly placed or not?]

Mainly senior officials were consulted before designing such interventions, which played a significant role in determining the interventions, such as trainings, investigation and IT skills. Under the SRLP, Khyber Pakhtunkhwa police was supported in various fields as demonstrated in figure 47:

![Figure 47 – Capacity-building exercise conducted]

**Prosecution**

Under SRLP, prosecutors were trained in case management, investigation skills, trial advocacy and forensics techniques. In addition, they were facilitated with access to online library, legal books, journals and resources. Prosecutors serve as lawyers for the state and occupy a critical position between the investigation officer and adjudicator as they pursue criminal proceedings against felons with the evidence provided by police investigation officers. Furthermore, a prosecutor has the role and responsibility to scrutinize the case and determine whether it should proceed to trial with the approval of the court.
Based on this role, the quality of prosecution and the work of a prosecutor becomes an essential aspect of an effective criminal justice system.

Currently, the initial investigation of offences is conducted by the investigation officer who compiles the case file with evidence collected and forwards the same to the concerned district public prosecutor office. Similarly, the prosecution cannot recommend legal action against persons other than those charged as accused, on the basis of available evidence. This whole functional framework of prosecutors works effectively in liaison with the office of the Advocate General. Quality prosecution plays a significant role in the effective working of the criminal justice system to protect the vulnerable and marginalized communities. Therefore, it is an essential aspect of an effective criminal justice system. To ensure the quality of prosecution services, there was a dire need to build the capacity of the prosecutors through hard and soft skills. In this regard, UNDP under SRLP initiated interventions to strengthen the prosecution department with the aim to make its more effective and efficient.

5.4.2. Effectiveness

Responses were evaluated from senior police officials and public prosecutors to form a holistic understanding of the footprint of the SRLP interventions. All respondents stated that they have witnessed a significant improvement in police and prosecution services with UNDP interventions.

Police:

a. Satisfaction with Interventions

When police officials were asked about the degree of satisfaction with UNDP interventions under the SRLP, 41 percent respondents marked these interventions as excellent as seen in Figure 49. 48 percent responded by stating that these interventions are good enough with regards to increasing the capacity of the police to improve efficiency. A district-wise breakdown of
responses, as shown in Figure 48, also confirms that police officials were satisfied with UNDP interventions in most districts. This sentiment was corroborated by DPO Bannu who also marked the interventions as being excellent. He said,

“…Training is [a] basic key for any course in any department. On job trainings will make you and your post better and better. As far as Bannu police is concerned, I can see marked difference in their behaviour. They are [on a] whole service oriented and they are not on a baton-only policy [sic]. Bannu police is now more focused on using gadgets. Best part of the training is that there is behavioural change in the police by involving community into the policing as it is giving fruit to us…”

This statement is consistent with the district-wise comparisons as seen in Figure 48.

Similarly, DPO Buner who also marked these interventions as excellent during his conversation said that,

“…During [the] past 5-6 years with more capacity development programmes KP police in general and Buner police in particular is more capacitated. This can be seen from the increased community interaction, thus resulting in change of people’s perception…”

In Kohat district, police officials were not satisfied with UNDP interventions. When further inquired the reason they were reported that the provided trainings were not up to mark and didn’t enhanced their capacity. Therefore, there is demand of advance trainings under SRLP.

b. Improvements in Police performance
Police performance, in the programme districts, has improved with SRLP support. On the whole, 91 percent respondents stated that watch and ward services have improved through trainings and skills development initiatives taken under the SRLP. However, 9 percent of the police officials argued that further improvements are required as shown in Figure 51. A district-wise breakdown of responses, as shown in Figure 50, also confirms that the interventions have been successful in most districts but in Kohat and D.I.Khan there is still need for improvements in skill development as watch and ward services needs to be enhanced.

### c. Improvements in Police Service Delivery

78.2 percent police officials believe that SRLP interventions have resulted in an improvement in police service delivery as seen in Figure 52. The police is providing effective and timely services to people from initiation of case to closure of the case. There has also been significant improvement in community outreach reported. Due to this improvement, respect for police officials has increased among the community. Corroborating this analysis, DPO Buner stated that,

“…positive relation of police and community create suitable environment for work…”.

Furthermore, time management in terms of service delivery has also improved. This was reported by 4.35 per cent of the respondents, who said that within service delivery framework time management within cases and administrative work has improved significantly (see Figure 52).

Community outreach improvement was reported by 6.5 percent of the respondents. This community outreach was also mentioned by the DPO’s assigned to Buner, Chitral and Lower Dir; they had a lead role in initiating community level engagements for the resolution of issues. For example, police officials in Chitral, where the number of reported suicides has increased, also provide counselling services to at risk individuals.
This was further elaborated by DPO Chitral who said: “To deal with this severe problem of suicides in Chitral, I do engage with community where target audience is parents because most of the cases reported are due to education.” He further said that “parents are informed through counselling sessions that everyone cannot be in one profession, i.e. everyone cannot be doctor or engineer. There are other fields too where children can succeed and he or she will be much happier if allowed subject or profession of choice”. He further stated ‘to exemplify this success I do give examples. For example, there is a case where a girl is good in painting, and she got reward of PKR 32000 from me.’

Through these approaches the level of trust and confidence reposed in the police has improved showcasing that the police, especially in Chitral is working closely and efficiently with the community.

d. Improvements in Police Forensics Techniques

Forensics investigations relate to the process and procedure of obtaining and securing evidence pursuant to the commission of a crime. Keeping it as the priority, the Provincial Government established Institute of Forensic Science (IFS) in Peshawar. Under the SRLP a Regional Forensic Science Laboratory is established in Swat to meet the need of the region. While responding to the question concerning meaningful change in forensic techniques, as a result of, UNDP interventions under SRLP, 80 percent respondents mentioned that there has been meaningful change witnessed in forensic investigation techniques. However, 20 percent of the respondents held the view that such change had not occurred. See Figure 55:
As Figure 54 clearly illustrates, Swat has a 100 percent positive response rate in terms of the infrastructure support provided in the form of tools and equipment. Different sections of the RFSL Swat, i.e. finger printing, gun and bullet testing (ballistics), chemicals and other related departments were observed to be well equipped. The challenges within forensics were found to be mostly linked to a lack of training and development of resources. Additionally, the absence of a service structure has also hindered the functioning of the laboratory. Due to this reason forensics testing and reporting have been mostly referred to Punjab and Peshawar.

**e. Improvements in Public Perception about Police**

Prior to the reforms of the Khyber Pakhtunkhwa Police (2013-18), citizens’ perception regarding the police was not positive. In the past, it was observed that the police had no interaction with the community thereby widening the gap between the police and community. With the new interventions and reforms introduced by the Khyber Pakhtunkhwa Government (2013-18), results significantly changed and public perception improved with more thought and action being devoted towards service orientation. This was echoed by 87 percent of the respondents of government officials responding positively towards improvements observed in the police as illustrated in Figure 58. Interventions such as the GRDs have considerably increased the level of trust on police among women. The police personnel who have been trained on Gender Responsive Policing have been instrumental in gaining the trust and confidence of women folk in the target districts.
The change in perception could also be attributed to an increase in people-to-people interaction and the introduction of community policing. The establishment of GRDs and community policing activities have also contributed in improving the public perception and image. 87% respondents who responded positively towards improvements observed were also of the view that they would encourage to seek assistance from police in times of trouble. In remote villages of districts like Chitral, the local police is also seen as the first line of support and humanitarian assistance during times of natural calamities and disasters. This is due to the proactive role played by the police personal during the floods and earth quakes which have affected the region over past few years.

The increase in interaction was reported by DPO Buner who said that

“…Gap between police and public has reduced particularly because of open forums which are being made mandatory for DPO to have monthly and RPO is supposed to have an open forum in each district under command. This is along with the introduction of new programmes...”

Further, DPO Chitral attributed the positive perception regarding Khyber Pakhtunkhwa Police particularly within Chitral, to police senior leadership who have imparted their knowledge and awareness to enhance public trust within the system. A district-wise response regarding public perception towards the police can be seen in Figure 56. Community policing activities like joint social work, dispute resolutions, youth engagements programmes, sports galas, anti-drug drives or other actions against anti-social behaviour and road safety awareness programmes play a significant role in galvanizing a meaningful change in perception regarding the image of the police.
Prosecution:

a. Improvement in Prosecution Services

With regards to the question of improvement within the prosecution department, 85 percent of the prosecutors responded that they had observed significant improvement in terms of service provision due to interventions by SRLP. The remaining 15 percent responded that the improvement was not significant enough to be highlighted (See Figure 59). Specifically, this 15 percent dissatisfaction has only been recorded in Bannu where only 33 percent of the responses were in favour of positive improvements with 67 percent having responded against any observed improvements as seen in Figure 58. This could be due to the fact that Bannu had not been part of the programme; hence, not all prosecutors were given trainings. Prosecutors reported that the improvement could be due to the provision of law books and arrangement of capacity building programmes in the form of seminars and workshops. Prosecutors also mentioned the need for improvement in online support.

![Figure 58 – District-wise response to improvements in Prosecution Services](image1)

Furthermore, prosecutors across the districts responded that they have observed a significant improvement in their preparation of cases with the availability of law books and journals and resources.

![Figure 59 – Improvements in Prosecution Services](image2)

Improvement in Forensic Techniques

Forensic Laboratories have enhanced and strengthened the role of police and prosecution in investigating and examining cases. Technology has advanced with regards to DNA testing, use of biological substances, examination of documents to ensure authenticity and ballistics testing.
The utilization of such technology makes it easier to discharge evidentiary burdens with accuracy, especially in criminal cases.

When prosecutors were questioned regarding the efficiency of police investigations with the establishment of forensic labs; 54 percent responded that forensic services have improved, 8 percent responded somewhat improved whereas 38 percent said that they were not aware about any type of improvement (See Figure 61). Comprising the 54 percent response rate mentioned above were 100 percent respondents from Upper Dir and Lower Dir whereas 67 percent from Bannu and Kohat affirming that they had observed significant improvement. (See Figure 60).

38 percent of the respondents who mentioned being unaware of any improvement in forensics particularly focused on the absence of quality forensic services Figure 61. This observation is also consistent with the response of District the Public Prosecutor (DPP) of the Dera Ismail Khan who mentioned that, “all credit goes to Punjab province who has worked significantly on forensics in comparison to Khyber Pakhtunkhwa”. Therefore, it can be deduced that a lack of focus and investment on forensics science and laboratories is hindering the effectiveness of the system.

5.4.3. Efficiency

The allocation of funds highlights the priority given to a particular sector. Thus, looking into the allocations made under SRLP, it can be judged from the numbers that Output 4 was given top priority. Over the period of 2013-18, the graph below depicts that a total of $15.9 million was allocated for Output 4 out of which $15.98 million was utilized. It should be pointed out that while both police and prosecutors are present within the output, the police received a much larger portion of the fund as it underwent cash-intensive reform and strengthening efforts.
5.4.4. Impact

Police:

a. Impact on Police officers’ behaviour and attitude

Gordon Allport defines attitude as “a mental and neural state of readiness, organized through experience, exerting a directive or dynamic influence upon the individual’s response to all objects and situations with which it is related.” Similarly, P. Robbins says, “Attitude is a manner, disposition, feeling and position with regard to a person or thing, tendency or orientation especially in the mind”.

Attitudes are formed through an individual’s personal, professional and educational experiences. The SRLP trained the police force to encourage them to adopt a neutral attitude. Techniques such as dealing with the community members and passing resolutions that are fair and unbiased were the focus of the trainings. This emphasis on attitude resulted in noticeable differences. Most respondents felt the training was very useful. The training prompted the police officers to take an active interest in ensuring their community’s welfare through tireless police work, mediation, and additional voluntary support for the communities and increased ownership and accountability of their own roles and positions within the police services as illustrated in the concept of Organizational Citizenship Behaviour or OCB.

b. Impact on Police officers’ knowledge

The knowledge gained during capacity building and skill development courses play a significant role in developing the skills of the individuals and of the organizations within which they work. Therefore, SRLP interventions and capacity building courses have systematically addressed the issue of lack of human capital and distrust in the legal and security institutions. Key courses, which have contributed to increased knowledge and awareness of the Khyber Pakhtunkhwa Police include collection of evidence after terrorist attacks, improved investigation, cellular forensics, case file management, basic and technical intelligence, computer knowledge and crowd management and dispersal.

UNDP interventions have significantly augmented knowledge related to crowd management and investigation system as well as case files management and computer skills.

41 https://iedunote.com/attitude-definition-characteristics-types
As illustrated in Figure 62 above, 34 percent of the respondents expressed that the knowledge gained in relation to crowd management improved their ability to address pertinent issues at work, including managing crime scenes and has increased their capacity to deal with a variety of disputes. Similarly, 30 percent of the police respondents stated that as a result of the trainings there have been significant improvements in their knowledge regarding the investigation system which, in turn, resulted in better service delivery and early disposition of a case. In addition, 19 percent and 17 percent respondents mentioned improvement in case file management and computing knowledge respectively (see Figure 62).

c. Impact on Technical and Management Skills

Technical and management skills comprise personnel planning, training and development, utilization of resources, performance evaluation, compensation and welfare. Technical and management skills also cater to an institution’s development. Respondents were questioned regarding the effectiveness of technical and management skills training, which they received under the SRLP. 89 percent of the respondents within 08 selected districts (Bannu, Chitral, Dera Ismail Khan, Kohat Swat, Buner, Lower Dir and Upper Dir) stated that there has been significant improvement in technical and management skills as shown in Figure 63\(^43\).

\(^43\) Management Skills here are defined as both organizational and case file management skills. Case file management was one of the knowledge product of Khyber Pakhtunkhwa Police capacity development program.
Contrary to this, 11 percent (See Figure 64) of the respondents (Buner, Upper Dir and Lower Dir) said that there is no impact on technical and management skills. Those who responded negatively cited the location of the training in big cities, travel time and distance to the training and short duration of the training and notable issues.

Respondents were also asked whether trainings or capacity development programmes contributed in the overall organizational development. While 83 percent of the respondents mentioned that they had observed improvement in the police department and officials. According to them, the police have now become service oriented as illustrated by the responses recorded in Figure 66. 17 percent responded that they had not observed any significant difference pre and post trainings due to short duration of the training. District-wise respondents can be seen in Figure 65.
d. Impact on Conviction Rate

The prevailing conviction rate of a district is another important insight into the quality of police services. This is because the conviction rate is considered as a measure of effective dealing of the cases through proper investigation and evidence collection. The SRLP trained police officials on techniques to be employed for the proper investigation of cases. There has been gradual improvement in the conviction rate after 2013, that is, after major reforms in the Khyber Pakhtunkhwa Police service-oriented structure were introduced.44

This gradual improvement in conviction rate has been due to structural changes within the police system along with interventions by SRLP. Out of all police respondents interviewed 78 percent (as seen in Figure 68) of the respondents said that there has been meaningful change observed in conviction rates after these interventions. 9 percent reported no change in conviction rates, while 13 percent were unaware of any change.

Respondents stated they had observed a significant change in the conviction rate reported viewing Swat, Upper Dir, Buner and Bannu as prominent districts. This can be attributed to the fact that interventions in these districts were particularly focused on improving skills pertinent to the areas of criminal investigations, core investigations, forensic and criminal investigations as well as criminal investigations and crime scene management. Similarly, Chitral and Kohat were other prominent districts in this regard where these trainings were imparted on community policing and dispute resolution as well. 78 percent respondents in Chitral whereas 75 percent respondents in Kohat reported a positive change regarding the conviction rate as seen in Figure 67. These districts were followed by Lower Dir and D. I. Khan.

As far as Lower Dir is concerned, the core focus of interventions was on educating police officials about information technology. Therefore, the responses received regarding the improvement of conviction rate was also low i.e. 50 percent. Based on similar interventions along with dispute resolution, Dera Ismail Khan also had a low response rate with 40 percent of the respondents reporting a change in conviction rates being observed as seen in Figure 67.

e. Impact on police dealings with community

The role of police officers has evolved over time. As our communities face novel challenges, the police force must adapt in response. Community policing, one of the core components of SRLP has significantly improved the police’s process of interfacing with the community. This improvement has been seen with the establishment of MPSs with more facilities such as case registration, community counselling, gender representation through GRDs and the formation of PLCs within those stations. Furthermore, advanced engagement with the community has also improved with new programmes being devised for community engagements such as the Local Youth Engagement in Lower Dir.
Based on the above observations, it can be seen in Figure 69, within 08 selected districts that police officers have reported that trainings conducted by SRLP have significantly improved the police’s engagement with the community. This intervention has also significantly impacted the community as was observed during interaction with the people. It was observed that individuals are frequently reporting complaints to the police due to a change in perception. The impact on the community can be further linked to a decrease in crime rate due to the formation of MPSs.

Along with interacting with local stakeholders and community, visits were also made to MPSs across districts to record the impact of these police stations on the community. Crime reporting by civilians has increased as observed in Dera Ismail Khan implying that the communities’ collective trust in the policing system has increased. Similarly, in Kohat a decline in crime rate was reported by police officials at MPS. In comparison to 2017, there have been 13 percent fewer cases reported by residents of the community.

f. Impact on Women access and Gender Balance in Police Institutes

A significant contribution by women police officers exists especially in dealing with cases concerning women and juveniles. The role of women officers depends significantly on the demography and prevalent culture within the area they serve. Thus, trainings for women officers’ ought to be conducted while looking at the nature of their job and type of cases they deal with.

The SRLP established MPSs to ensure gender representation while observing cultural constraints of the respective area these MPSs was to serve. Women police officers were trained at Police Training College (PTC) Hangu and Regional Training Centre (RTC) Swat with equal and significant gender balance in line with the work force present. 85 percent of the respondents stated that trust of women representation in police, or more precisely, women facilitation had increased.
MPSs, in Kohat and Dera Ismail Khan, specifically increased the participation of women. This has been ensured due to the presence GRDs for women to report incidents. This success can also be attributed to the creation of over 2,000 Gender Policing Boards in Khyber Pakhtunkhwa as defined in Table 11. As illustrated in Figure 70, only 11 percent of the respondents were reported as being unaware about women facilitation particularly at MPSs. 4 percent reported observing no change. A district-wise response can be seen in Figure 71.

![Figure 70 District-wise wise response to facilitation of Females in Model Police Stations](image)

![Figure 71 Overall response to facilitated of women in MPSs](image)

**Prosecution:**

**a. Impact on Cooperation with Agencies for Investigation and Case Management**

When one takes into account the concept of modern crime investigation, it highlights the importance of cooperation between the prosecutor and investigation officer. In order to uncover criminal acts in a quick and efficient way, there is a need for inter-departmental and inter-agency cooperation, i.e. prosecutors and investigation officers should cooperate and share knowledge to analyse a case effectively and manage cases accordingly.

Prosecutors trained pursuant to the SRLP were questioned on whether cooperation with agencies improved investigation and case management. 77 percent of the respondents recorded positive response. They were of the view that, there has been significant cooperation from other departments in information sharing whenever required by the court to assist in a particular case. Concerns regarding cooperation were reported by prosecutors in Kohat, Dera Ismail Khan and Bannu. These concerns have an impact on the 23 percent recorded by respondents mentioning no
cooperation by agencies. In certain cases, such challenges can result in delays thus making the process of case management arduous and weak.

b. Improvement of Prosecutors and Prosecution Department

Within this framework of interventions, UNDP under SRLP, also strengthened the capacity of prosecutors and the prosecution department. 100 percent of the prosecutors who were interviewed responded observing positives from the trainings which have had a beneficial result in terms of their legal role as seen in Figure 72. This improvement was largely in terms of knowledge management. 85 percent of the prosecutors questioned responded that the programme had improved the capacity and enhanced the performance of the prosecutors. Only 15 percent of the respondents reported observing no improvement (See Figure 73).
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

Out of the 85 percent of the respondents who responded positively, with the exception of Bannu, all respondents reported improvements in the capacity to perform in the prosecution department (see Figure 75). In the case of Bannu, there were challenges associated with the absence of basic facilities and very limited access to books resulting in minimal improvement of prosecutors’ capacity. This minimal improvement was reported by 67 percent of the prosecutors from Bannu who further said that the impact of such trainings does not last for long as seen in Figure 74.

c. Impact on Conviction Rate

Similar responses were reported by prosecutors when asked about improvement in the conviction rate. Overall, 85 percent respondents stated that there had been an impact on the conviction rate as seen in Figure 77.
This low conviction rate, as seen in Figure 76, exists due to the police performance parameters as reported by judges during meetings in Dera Ismail Khan. A Senior Civil Judge said that one of the reasons for the low conviction rate is the professional approach of the police towards investigations. He mentioned that the police measures the number of FIR’s registered as an indicator of performance instead of the rate of convictions. Faulty and defective investigations lead to a low conviction rate. In the absence of compelling evidence, the defendant/accused must be acquitted.

**5.4.5. Sustainability**

The impact of any project or activity can be measured by indicators of sustainability. For the purposes of this report, the indicator of sustainability is the adoption of skills by the beneficiaries, in their daily practice. This was discussed with both Police and Prosecutors.

It was iterated that trainings and programmes should be across districts resulting in easy access, cost saving, and time management. Respondents further mentioned that for long term sustainability this programme can be more impactful if officials trained can translate knowledge to the locals. This process is only possible if there is more engagement with the community and local partners.

**5.4.6. Key Challenges**

**Police**

Although there has been significant improvement in the services of the police since reforms were introduced in 2013, however there have also been challenges when it comes to the functioning and capacity of the police department. The challenges are defined as follows:

**Programme Specific**

a. **Outreach of Trainings**

It was observed during discussions that trainings have mostly been confined to big cities or cities where facilities were already present. By limiting trainings to certain geographic areas, officers were found difficulties in attending the trainings as extensive travel was involved. This was further highlighted by police officers in Chitral who said that, “…Chitral being far away district of Malakand Division is not getting any support and incentive for participating in such trainings as it involves travel cost. Therefore, these trainings become expensive…”

This is also due to logistical constraints, as these trainings are held in dedicated Police Training College Hangu, Regional Training Centre Swat, and other training institutions in Peshawar, Nowshera and Abbottabad.

b. **Short-Lived Trainings**
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

During a visit to the police stations and ensuing discussion with officers mentioned that since the content of the trainings were not revised and only targeted a few areas; these trainings do not witness any significant impact. Police officers further mentioned that even though trainings were being conducted, they were not translated into the system because the trained officers ended up being transferred. The action of transferring trained officers by the department also makes such trainings short-lived for the system.

c. Lack of Forensic Trainings

During this exercise a visit was made to the Forensic Science Laboratory in Swat. Officers present at the occasion showed the equipment in the laboratory while also mentioning a lack of trainings for forensics.

Some of the officers, who were associated to chemicals department, mentioned that

“…so far things learned practically are by themselves on their own or with the local and in-house support…”

No trainings have so far been introduced for the handling and management of forensic investigations linked to chemicals.

General Problems

d. Weak Investigation System

Strong investigation systems play an important role in the establishment of law and order. During visits to different police stations and discussions with DPOs, it was found that there has been gradual improvement in the police system but the process of conducting investigations remains weak in the investigation system were linked to a lack of trainings, nepotism and a lack of decisions on merit.

Prosecution

The prosecution department faced certain challenges while ensuring quality services. These challenges are enumerated as under:

1. Programme Specific
2. General Operation Specific

Programme Specific

Lack of Access to Libraries
It was observed during the visit to prosecution offices that prosecutors had been provided with law books and journals for assistance in legal matters. Some Prosecutors stated that reliance on information technology was non-existent precluding them from preparing for cases.

**General Operation Specific**

a. Weak Infrastructure

This challenge can be linked to a lack of access to libraries. Prosecutors focused on having access to e-libraries instead. This infrastructure challenge which was observed can be linked to a lack of physical space and small offices. It was observed that the current infrastructure provided has limited space allocated for resource materials and workstations.

**6. Conclusion of SRLP Interventions**

The interventions have been, for the most part, a success and have been praised for promoting peace and rule of law in the selected districts. The programme achieved most of the outcomes stated in the CCPAP document and is in the process of achieving the rest. In addition to meeting its targets, the SRLP has also managed to raise awareness, improve access to informal justice mechanisms and strengthen the formal justice institutions.

Each output is discussed in turn below.

**Legal aid and Access to Justice**

The interventions in the legal aid output involved equipping lawyers with the necessary information and skills to impart localized legal information pertaining to basic, inheritance and women rights, in addition with mediation training to impart informal resolution of disputes.

The legal aid intervention involved equipping lawyers with the necessary informational and legal skills needed to impart awareness. This legal information included but was not limited to fundamental rights, inheritance laws, women’s right etc.in addition to mediation training, which they received to mediate disputes.

The evaluation concludes that the interventions were rightly placed and that communities should be further supported in accessing legal aid services through LACs and LADs as detailed in Figure 3 and 4. LADs were set up with the assistance of Bar Council and Bar Associations. LADs provided access to free legal aid to litigants belonging to vulnerable groups such as women, the underprivileged and the elderly. 96 percent respondents agreed that LADs were beneficial (see Figure 7). The programme successfully reached 190,540 people (97,734 women) and provided legal aid services to 1,078 women (see Appendix 2). Apart from issues such as inaccessibility, lack of awareness of the facility and high demand of the service there was unequivocal support for proliferation of these LADs as they provided equitable and affordable
access to the legal aid system. In addition, 70 scholarships to women law student, 60 apprenticeships stipends to women, 10 women law graduates supported in obtaining license to practice.

**Alternate Dispute Resolution Mechanism**

The efforts for capacity building of DRCs, DRC members and establishment of Paralegal Networks in select Khyber Pakhtunkhwa districts have resulted in social dividends such as increased trust in the ADR forums (Figure 33 and 45). The ADR forums were popular and beneficiaries such as the judiciary, DRCs and police officials requested the establishment of additional ADR forums at the Union Council levels in every district in Khyber Pakhtunkhwa (see Figure 29). Setting up ADRs at the Union Council level would make justice accessible and affordable for more people in the province.

The ADR success can be attributed to two factors; low cost mediation to cater to the needs of the most impoverished population and the nature of the locally contextualized dispute resolution. ADR mechanisms have also significantly empowered women by providing equitable access to justice.

Community-based paralegal networks were established to promulgate legal information and inform citizens of their human rights. These remained effective in creating access to the informal and formal justice systems, in some instances by acting as mediators.

ADR Forums are able to provide speedy resolutions owing to the lack of paperwork or red tape-ism. A majority of the beneficiaries considered the DRCs effective and credited this effectiveness to the DRC member’s neutrality and impartiality in making decisions (see Figure 30). However, lack of awareness was reported by the DRC members as being one of the biggest hurdles to service uptake limiting the potential of DRCs. The evaluation found that old disputes, regarding family and businesses had decreased over time.

As a result of the success of these forums, each year the number of cases presented DRCs increase. However, this growth exacerbates the DRCs existing issues. In some cases the parties faced issues while travelling large distances to attend the DRC. In one reported incident the individual claimed that he had to travel a distance of 25 kilometres to attend a DRC. These impediments discourage citizens from accessing the benefits of the DRCs.

**Judiciary and Courts**

The evaluation found that the interventions in the form of capacity-building trainings, mediation trainings as well as specialized trainings helped improved the capacity of the courts. The SRLP addressed the issue of case backlog by conducting court and case management trainings for the court’s staff and judicial officers to help improve the case disposal rates in courts. This study
found that, case disposal rates, courts’ capacities and judicial decision making had improved as a consequence of the trainings. (See Figure 56 and 60).

Judges at D.I.Khan and Buner responded that DRCs have helped share the burden of the courts in civil matters. However, the DRCs need to revise their working strategy to avoid criticism. They further stated that as the trust in institutions increased, so has the number of cases in the courts in several matters. The judges particularly pointed to the bottleneck caused due to poor police investigative skills and the backlog of improperly investigated cases they have to adjudicate as a result.

Finally, it was agreed that court processes should be modernized and digitized to facilitate the stakeholders to obtain data online. SRLP provided technical assistance in the development of a plan for modernization of the court’s processes.

**Police and Prosecution**

The police received the most substantial share (47 percent or $19,064,140) of SRLP funding to conduct training, build model police stations, set up forensic laboratories in Swat, and undertake community outreach programmes. The training was mostly geared towards capacity-building of the police workforce, to help them employ modern tools and methods to effectively tackle crime.

The SRLP also aimed to address the weak crime scene investigation capabilities of the police force through trainings and provision of equipment.

Regarding the establishment of liaison councils, senior police officials stated that it has helped them understand the issues of their respective communities and devise better solutions (See Figure 84). This increased engagement through community outreaches also helped establish mutual respect and trust between the communities and is one of the fruits of police reform, mentioned DPO Buner.

The prosecutors believed that most interventions were successful; 85 percent of prosecutors reported that improvements had been made in service delivery but were disappointed by the lack of access to online sites. 54 percent of the respondents reported that the forensic investigation techniques had markedly improved, while only 8 percent of the respondents felt that there had not been sufficient improvement.

7. **Recommendations**

6.1 **Recommendations for Legal Aid**

There were multiple recommendations proposed by the focal persons who were involved in creating legal awareness. Following are their key recommendations;

**Programme Specific Recommendations**
a. **Continued awareness drives**

The process by which citizens acquire information on laws, rights and accessing legal aid services must be improved, particularly for women. Although UNDP, with assistance from CSO’s, has made strides in addressing this issue, there is room for further improvement. This is especially true at the village level where people experience geographical, social and cultural barriers. More focused efforts are also required to disseminate information in all the local languages and through all knowledge mediums including print and digital means. Access to key information will increase the citizens’ trust in available legal support services in justice system.

b. **Continued support to LADs**

LADs proved to be very effective in increasing access to justice; hence it is recommended that support to these services should continue and further extension to the province may be considered.

c. **Scholarships**

Considerable women lawyers have joined the legal sector because of the scholarship initiative introduced in Khyber Pakhtunkhwa. An increase in the women lawyers will in turn pave the way for increased access to justice for women given Khyber Pakhtunkhwa’s cultural context and gender segregation norms. As the southern region of Khyber Pakhtunkhwa was added later into the SRLP, the programme should continue to support women law students to join the legal sector. It is recommended that scholarships should be concentrated in this area and focused towards incentivising women in these districts to continue legal education in addition to its expansion to other parts of the province.

It is recommended that financial support should be concentrated in Khyber Pakhtunkhwa and focused towards incentivizing women to continue legal education. As a Women Lawyer's Forum helped women lawyers to stay connected, the programme should continue support to the forum by expanding into the entire province.

d. **Proper check and balance upon the cases.**

A proper check and balance system should be in placed to refer cases to only those lawyers who are competent, willing and committed to provide legal aid to the poor and indigent litigants.

e. **Proper State sponsored legal aid system for the poor and indigent litigants**

A proper State sponsored legal aid system is the sustainable solution to lack of access to justice to the poor and indigent litigants, therefore long-term policy solutions should be explored by working with the entities at Federal and Provincial level.

f. **Activation of other Legal Aid Mechanisms:**
Apart from working with the Bar Council and Associations, options of working with other available legal aid mechanisms, e.g. the District Legal Empowerment Committees constituted under the Law and Justice Commission of Pakistan should be activated to share the load.

g. Support for Bar Council and Bar Associations

The Bar Council and Bar Association were crucial in the provision of facilities such as books, bar rooms and furniture to the courts. Women lawyers and litigants especially benefitted from the support of the facilities provided like separate bar rooms, washrooms and sitting areas in selected areas. However, not all the districts have received these facilities. Support for the Bar Council and Associations should, therefore, continue with routine checks to ensure accountability and further facilities for women.

h. Support for Bar Associations

Bar Associations have been supportive of the trainings for young lawyers and have expressed the need for further training for their lawyers.

General Recommendations

a. Strengthen Coordination with Bar Associations and Bar Council

The Bar Council and Bar Associations can play pivotal role in the institutionalization and disbursement of legal aid services and therefore, should be viewed as potential legal aid service delivery partners. However, Bar Associations from the region still lack the capacity to efficiently manage these services. This situation requires attention and consideration to sensitize them through continued orientation and training. There is a need to strengthen Bar Council and Bar Associations, specifically their quality assurance and disciplinary functions. Being breeding grounds for the entire justice and rule of law sector, focus should also be given to the law schools by engaging law students in clinical legal education, development of courses under LLB curriculum like optional and mandatory courses like ADR, Human Rights, and legal drafting, etc.

6.2 Recommendations for ADR Mechanisms

There were multiple recommendations proposed for the improvement of ADR forums, specifically Dispute Resolution Councils (DRCs) as well as the beneficiaries of ADR forums. Following are some key recommendations:

Programme Specific Recommendations

a. Awareness Raising

There is a need to disseminate information regarding ADR forums, to ensure the access to dispute resolution. The ADR mechanism can be promoted by Civil Society Organizations through advocacy and public awareness campaigns by highlighting their purpose and utility.
b. **Capacity Building of Members**

The program may be designed and conduct extensive trainings for the DRC members on fundamental rights, ADR skills and laws and procedures. Trainings should be held on a regular basis and based on their level of qualifications.

c. **Capacity Building of Paralegals**

Paralegals should be cognizant about the UN Principles and guidelines of legal aid services because the instruments shall be taken into account and implemented in national and local contexts. Therefore, trainings by UNDP and CSOs should be held on a regular basis.

d. **ADR Legislation for Khyber Pakhtunkhwa**

The Case Management rules for district judiciary developed by the Peshawar High Court provide room for effective implementation of court annexed ADR. However as recommended in the National Conference on ADR and other policy dialogues, the province needs a separate ADR act similar to those enacted at the federal level and Government of Sindh and Punjab.

e. **Reforming statutory ADR mechanisms**

Though the DRC provide effective ADR services, the rules and regulations should be amended to increase the representation of women, comply with mediation standards, develop a referral and monitoring system, include principles of ‘do no harm’, clear guidelines on tenure and selection and criteria for members.

**General Recommendations**

a. **Devolution to Union Council level**

As per the Khyber Pakhtunkhwa Police Act of 2017, DRCs need to be formed at the Tehsil and Union Council level. This would provide greater access to the DRCs in remote areas.

b. **Promotion of referral system**

Considering their pivotal position in the justice system, some Standard Operating Procedures (SOPs) should be developed that allow judges and lawyers to refer cases to DRCs. Both judges and lawyers should be encouraged to propagate the use of ADR forums to further emphasize their importance as a means to reduce burden off the formal judicial system.

c. **The representation of the marginalized**

Those segments of the population that have been and continue to be marginalized should have adequate representation. Since a substantial portion of cases relate to women, DRCs should have 10 percent women representation and 5 percent representation of minorities where applicable.
d. **Uniformity in Documentation and record-keeping**

There should be a system in all DRCs, where they should adapt a standardised system of maintaining records of all cases received in the DRCs.

e. **Operational expenses**

The government of KP should allocate funds to facilitate the functioning of the ADR forums. In order for this to happen, the Khyber Pakhtunkhwa Police Act 2017 can be amended to make a provision for this fund whose amount may be decided by the government. The district police office can act as auditors and custodians of the funds allocated for operational expenses of the DRCs.

f. **Strengthening the Paralegal Networks**

The SRLP has established two paralegal networks in KP in collaboration with local civil society organizations. The paralegal networks lack adequate resources for promoting and developing the paralegal services. The paralegal networks should be provided further support for developing national and international linkages, empowering grass roots paralegals and facilitating access to justice for the most marginalized.

### 6.3 Recommendations for Judiciary and Courts

Many of the intended interventions under the SRLP were in tandem with the Rule of Law Roadmap as set by the Khyber Pakhtunkhwa government. However, a number of issues have surfaced in the wake of interventions. These have been outlined below along with some of the suggested actions.

**Programme Specific Recommendations**

a. **Continuation of trainings**

A continuation of the already successful trainings should be extended to the whole of Khyber Pakhtunkhwa. Moreover, capacity-building of Judicial officers and court staff in cyber-crimes, forensics, intellectual property rights, ethics, gender, juvenile and financial crimes should also be considered.

b. **Strengthening the Khyber Pakhtunkhwa Judicial Academy**

For the Khyber Pakhtunkhwa Judicial Academy, a modernized evaluation system should be appropriated, as it would allow the judicial officers to take advantage of advancements in
technology. Furthermore, the institute should be supported in creating linkages with formal justice institutions through seminars, collaborative workshops and joint efforts. Linkages with national and international Judicial Academies are also suggested. The academy must serve as a hub for addressing problems faced by judiciary and courts. Judicial Research culture shall be inculcated in the Judicial Officers thereby the Research Wing established at Khyber Pakhtunkhwa Judicial Academy needs to be strengthened to advise policy makers on various current issues and wayforward.

c. Improve Infrastructure and provision of basic facilities to litigants;

The goal set for judicial infrastructure is driven by the inadequate facilities available to courts for delivery of services. The aim is to ensure provision of purpose-built infrastructure to promote conducive environment to courts for improving service delivery. The SRLP has provided support to 7 districts of Malakand Division, now on the request of PHC planning to engage in the whole of Khyber Pakhtunkhwa and work on the concept of modern tehsils.

General Recommendations

a. Need for human capital

Judges complained about a lack of human resources. They stated that a shortage of qualified people severely limits the ability of the courts to perform its judicial role effectively. Some judges pointed out that in the absence of available court staff, they are expected to fulfil the absent staff member’s duties and responsibilities, in addition to fulfilling their own duties. As a result, they are routinely overburdened with work.

Hence, there is a need to recruit qualified and trained staff as well as increase the human capital to tackle the immense backlog and pendency of cases filed before the courts. Additionally, priority should be given to inducting judges and re-establishing separate benches to deal with cases of women and vulnerable groups.

b. Reconstitution of benches for women and vulnerable groups

Under the directive of the Khyber Pakhtunkhwa Rule of Law Roadmap, the Peshawar High Court set up designated benches for women and other vulnerable groups that would facilitate the prompt disposal of cases. Unfortunately, these benches were retracted. The reasons for which are unclear. It is recommended that these benches should be reconstituted to address urgent cases of women and vulnerable groups.

6.4 Recommendations for Police and Prosecution

The Police and Prosecution officers proposed a number of recommendations to optimise the existing systems. A number of these recommendations are discussed below

Programme Specific Recommendations
a. **Addressing complaints in Police trainings**

For the police, a localized training programme, with closer proximity to trainees is recommended whilst ensuring trainings are conducted in the local languages to increase participation and retention of training content. Moreover, a dedicated continuous development training programme rather than brief, short-lived workshops should be developed to ensure standardisation for learning, provide follow-up support for retention and encourage accountability by ensuring that the trainees put their new skill sets to practice in their relevant work. Finally, it is recommended that up-to-date skills development material should be routinely disbursed, and training courses should be frequently held in Khyber Pakhtunkhwa.

The database and software developed for the police should be utilised to the maximum to increase police efficiency, response and transparency. The community policing concept should be extended to other parts of the Khyber Pakhtunkhwa, enabling the police and communities to come closer and starting trust on one another.

The MPSs have proved to be effective but to increase the effectiveness of the GRDs, there is a need to take up the matter at the policy level with the police senior management and government; to deploy women police personnel on all GRDs and also encourage women join police service by incentivising the police service for women and provision of facilities for women police personnel in MPSs.

b. **Capacity-building of Prosecutors**

It is recommended that prosecutors be facilitated via the establishment of libraries or a centrally accessible e-library to help them continuously update their knowledge and promote record-keeping and documentation activities. Linkages with international and national prosecution services can improve their service delivery and promote knowledge sharing amongst each other. Publishing of literature and reports should be promoted to make data and performance public. Additionally, establishment of basic infrastructure is needed efficiency which has been found lacking in certain districts.

**General Recommendations**

a. **Engagement with community**

Local engagement with the police serves to increase the trust that communities have in their security forces and reduces the alienation. Most police officials support the idea that holding ‘Khulli Kacheri’ (joint community and police gatherings) to resolve community disputes is efficient and advantageous for the community. Similarly, PLCs have also been set up in police
stations that can provide support in the mediation process within a community. Therefore, it is strongly suggested that police officials need to engage locals through aforementioned mediums and others as has been decreed by law under the Police Act, 2017.

b. Enforcement of Service Structure

The Swat forensic Lab is not operational due to the absence of a service structure. Consequently, it is recommended that a service structure be developed and notified. The responsibility and authority to ensure the constant functioning of the forensic laboratory can be delegated to junior officers.
8. **References**

1. World Justice Project (WJP) Releases 2017-2018 WJP Rule of Law Index
2. Pakistan Today. 2017. Pakistan should be concerned over low ranking in World Rule of Law Index: PILDAT
6. Gayle, N.B., WHAT ENSURES EFFECTIVE STATE-FUNDED LEGAL AID SYSTEM?
17. GIZ. 2017. Strengthening Criminal Investigative Capacities in Pakistan (CIS II)
19. Punjab Government. STANDARD OPERATING PROCEDURE FOR POLICE PROSECUTOR COOPERATION IN THE PROVINCE OF THE PUNJAB
Appendix

Appendix 1 – Information regarding each district

<table>
<thead>
<tr>
<th>Districts</th>
<th>Features</th>
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</thead>
</table>
| Kohat     | **Area:** 2,545 square kms.  
**Population:** 993,874 (Male: 496,593 (49.96%), Female: 497,238 (50.03%)). Urban Population: 27.18 percent.  
**Annual population growth rate:** 3.03 percent.  
**Population Density:** 390 per sq.km.  
**Education at Primary Level:** Total participation rate: 63.29 percent. Participation rate for boys: 72.3 percent. Girls enrolment rate: 53.6 percent.  
**Health:** Number of hospitals: 5 with 503 beds; Number of dispensaries: 10; Number of doctors: 74; Number of RHUs: 5; Number of BHUs: 20. |
| Bannu     | **Area:** 1,227 square kms.  
**Population:** 1,167,892 (Male: 593,492 (50.81%), Female: 574,391 (49.18%)). Urban Population: 4.27 percent.  
**Annual Population Growth Rate:** 2.99 percent.  
**Population Density:** 950 per sq.km.  
**Education at Primary Level:** Total participation rate: 50.31 percent. Participation rate for boys: 54.92 percent. Participation rate for women: 45.16 percent. |
<table>
<thead>
<tr>
<th>District</th>
<th>Area</th>
<th>Population: Male/Female</th>
<th>Annual Population Growth Rate</th>
<th>Education at Primary Level: Participation Rate for Boys/Girls</th>
<th>Education at Middle Level: Participation Rate for Girls</th>
<th>Health: Number of Hospitals/Dispensaries/B.H.Us/R.H.Us</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dera Ismail</td>
<td>7,326 sq. kms.</td>
<td>1,627,132 (51.5%)/788,294 (48.4%)</td>
<td>3.29%</td>
<td>54.86% for boys; 63.28% for girls</td>
<td>22.83% for boys; 19.79% for girls</td>
<td>Number of hospitals: 6 with 887. Number of dispensaries: 45. Number of R.H.Us: 2. Number of B.H.Us: 35.</td>
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<tr>
<td>Buner</td>
<td>1,865 sq. kms.</td>
<td>897,319 (49.81%)/450,317 (50.18%)</td>
<td>3.05%</td>
<td>61.62% for boys; 85.09% for girls</td>
<td>17.03% for girls</td>
<td>Number of hospitals: 7. Number of dispensaries: 18. Number of B.H.Us: 19. Number of R.H.Us: 1.</td>
</tr>
<tr>
<td>Lower Dir</td>
<td>1583 square kms.</td>
<td>1,435,917 (49.46%)/725,576 (50.53%)</td>
<td>3.71%</td>
<td>710,335 (49.46%)/725,576 (50.53%)</td>
<td>2.8% for boys</td>
<td>3 with 288 beds. Number of rural health centers: 4. Number of B.H.Us: 17.</td>
</tr>
</tbody>
</table>
## Population Density: 910 per sq. km.

- **Education at Primary Level:** Total participation rate: 81.55 percent. Participation rate for females: 61.75 percent.
- **Education at Middle Level:** Participation rate for males: 47.81 percent. Participation rate for females: 38.75 percent.

### Upper Dir

- **Area:** 3,699 sq. kms.
- **Population:** 946,421 (Male: 466,173 (48.23%), Female: 480,247 (51.76%)). Urban Population: 4.6 percent.
- **Average Population Growth Rate:** 2.64 percent.
- **Population Density:** 155.7 per sq. kms.
- **Education at Primary Level:** Participation rate for females: 39.25 percent.
- **Education at Middle Level:** Participation rate for female: 18.98 percent.
- **Health:** Number of hospitals: 5 with 486 beds. Number of Rural Health Centers: 3. Number of B.H.Us: 32.

### Swat

- **Area:** 5,337 square kms.
- **Population:** 2,309,570 (Male: 1,172,974 (50.78%), Female: 1,136,544 (49.21%)). Urban Population: 30.13 percent.
- **Annual Population Growth Rate:** 3.24 percent.
- **Population Density:** 430 per sq. kms.
- **Education at Primary Level:** Total participation rate: 58.34 percent. Male participation rate: 70.94 percent. Female participation rate: 44.61 percent.
- **Education at Middle Level:** Total participation rate: 23.4 percent. Participation rate for females: 18.06 percent.
- **Health:** Number of hospitals 10 with 837 beds. Number of dispensaries: 19. Number of rural health centers: 3. Number of B.H.Us: 42.
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

Chitral

Area: 14,850 square kilometers.
Ethnicity: Kho people with Khowar Language.
Population: 447,362 (Male: 225,846 (50.48%), Female: 221,515 (49.51%)). Urban Population: 11.1 percent.
Annual Population Growth Rate: 1.8 percent.
Education at Primary Level: Participation rate for male: 77.6 percent. Participation rate for female: 32.26 percent.
Education at Middle Level: Participation rate for male: 47.52 percent. Participation rate for female: 39.65 percent.

Appendix 2 – Additional Information regarding Access to Justice interventions

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<tbody>
<tr>
<td></td>
<td>Activity Name 1</td>
<td>Number of community members who participated in the community level legal awareness clinics and sessions.</td>
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<td></td>
<td>Note: Legal Aid Clinics are mobile in nature. Clinics are organized by civil society partners and bars through lawyers and community mobilizers.</td>
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<tr>
<td>Total (male and female)</td>
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<td>7084</td>
<td>21000</td>
<td>21140</td>
<td>20500</td>
<td>23998</td>
<td>#####</td>
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<td>56514</td>
<td>34600</td>
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<td>18543</td>
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## Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Female (at least 25% of total target)</th>
<th>2701</th>
<th>9885</th>
<th>12003</th>
<th>14409</th>
<th>30054</th>
<th>20956</th>
<th>7726</th>
<th>97,734</th>
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<tbody>
<tr>
<td><strong>Activity Name 2</strong></td>
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<tr>
<td>Number of persons who received legal aid in courts during litigation. Local Bars provided pro-bono lawyers to represent them in courts.</td>
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<tr>
<td><strong>Total (male and female)</strong></td>
<td>150</td>
<td>170</td>
<td>350</td>
<td>551</td>
<td>350</td>
<td>406</td>
<td>200</td>
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<tr>
<td>Male</td>
<td>79</td>
<td>276</td>
<td>227</td>
<td>136</td>
<td>243</td>
<td>211</td>
<td>18</td>
<td>1,190</td>
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<tr>
<td>Female (at least 40% of total target)</td>
<td>91</td>
<td>275</td>
<td>179</td>
<td>108</td>
<td>203</td>
<td>207</td>
<td>15</td>
<td>1,078</td>
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<tr>
<td><strong>Activity Name 3</strong></td>
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<tr>
<td>Number of persons who received legal advice / consultation from the lawyers.</td>
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<tr>
<td><strong>Total (male and female)</strong></td>
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<td>360</td>
<td>1,983</td>
<td>1,290</td>
<td>1,641</td>
<td>1,455</td>
<td>1,934</td>
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<td>Male</td>
<td>0</td>
<td>1063</td>
<td>924</td>
<td>937</td>
<td>1149</td>
<td>1869</td>
<td>470</td>
<td>6,412</td>
</tr>
<tr>
<td>Female (at least 25% of total target)</td>
<td>0</td>
<td>920</td>
<td>717</td>
<td>997</td>
<td>1044</td>
<td>1497</td>
<td>673</td>
<td>5,848</td>
</tr>
<tr>
<td><strong>Activity Name 4</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Number of persons referred to legal aid desks from legal aid clinics and other mechanisms.</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Total (male and female)</th>
<th>120</th>
<th>170</th>
<th>420</th>
<th>907</th>
<th>420</th>
<th>680</th>
<th>485</th>
<th>891</th>
<th>1106</th>
<th>4924</th>
<th>2595</th>
<th>1634</th>
<th>138</th>
<th>602</th>
<th>5284</th>
<th>9,808</th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>79</td>
<td>437</td>
<td>388</td>
<td>484</td>
<td>2533</td>
<td>886</td>
<td>263</td>
<td>5,070</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Female</td>
<td>91</td>
<td>470</td>
<td>292</td>
<td>407</td>
<td>2391</td>
<td>748</td>
<td>339</td>
<td>4,738</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Appendix 3 – Additional Information on interventions conducted under Output 1

|---------------|--------------|---------------|--------------|---------------|--------------|---------------|--------------|---------------|--------------|---------------|--------------|---------------|-----------------|---------------|
| Activity Name 5 | Scholarship to female law students in LLB. (Note: The scholarship is mostly paid in the final year of LLB. The objective is to encourage female to join legal profession after LLB.)
|                | 10 | 18 | 14 | 14 | 21 | 15 | 10 | 10 | 15 | 15 | 0 | 0 | 70 | 72 |
| Activity Name 6 | Stipends to female law graduates in apprenticeship. Note: Stipends are provided for 6 months during apprenticeship within their districts.
|                | 16 | 10 | 14 | 9 | 11 | 11 | 10 | 10 | 12 | 2 | 2 | 63 | 54 |
| Activity Name 7 | Support in obtaining license by paying licence fee
|                | 0 | 0 | 0 | 0 | 6 | 4 | 6 | 4 | 4 | 2 | 0 | 0 | 16 | 10 |
| Activity Name 8 | Number of lawyers received training on theory and practice of legal profession and human rights. Note: The training manual is covered in five days. This include modules on Theory: rule of law, legal aid, human rights; and Practical: client interview, legal research, legal drafting, court appearance.
| Total (male and female) | 0 | 125 | 131 | 100 | 86 | 100 | 114 | | | | | | 325 | 331 |
| Male | 0 | 129 | 67 | 104 | 0 | 300 |
# Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Activity Name 9</th>
<th>Number of Women Lawyers’ Forums established.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of Forums</td>
<td>1 1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activity Name 10</th>
<th>Total membership of Women Lawyers Forum.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number of members</td>
<td>125 125</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activity Name 11</th>
<th>Number of Legal Aid Desks established in partnership with Bar associations and CSOs. Note: Legal Aid Desk is a place provided by the local bar association where lawyers sit to assist needy litigants.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>3 3 7 7 7 3 3 2 2 19 22</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activity Name 12</th>
<th>Number of Training Manuals developed for the lawyers. Note: The training manual is covered in five days. This include modules on Theory: rule of law, legal aid, human rights; and Practical: client interview, legal research, legal drafting, court appearance.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>1 1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Activity Name 12</th>
<th>Number of national and provincial workshops/conference held on legal aid, access to justice, legal education.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>2 2 1 1 1 1</td>
</tr>
</tbody>
</table>

## Appendix 4 – Additional Information for interventions conducted under Output 2

<table>
<thead>
<tr>
<th>Year</th>
<th>Districts</th>
<th>Union Councils</th>
<th>Targets</th>
<th>Progress</th>
</tr>
</thead>
<tbody>
<tr>
<td>2012</td>
<td>3 Districts (Swat, 30 Ucs)</td>
<td>300</td>
<td>300 Paralegals (50% women) identified &amp; trained</td>
<td></td>
</tr>
</tbody>
</table>

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### Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Year</th>
<th>Districts</th>
<th>Training/Programmes</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>3 districts (Swat, Buner and Dir Lower) + 4 (Dir Upper, Shangla, Chitral and Malakand) = 7 Districts of Malakand</td>
<td>30 old + 55 new = 85; 14 ADLGs &amp; Data Entry Operators trained; 7 ADLG offices provided furniture &amp; equipment</td>
</tr>
<tr>
<td></td>
<td></td>
<td>280 Musalihati Jirgas facilitated on ADR and MJ rules; 90 women nominations submitted to Local Government</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2013 Buner, Karak, Kohat and Haripur.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>120 Paralegals trained (50 % women)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>2014 Bannu, Karak, Kohat and Haripur.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>850</td>
</tr>
<tr>
<td>2015</td>
<td>7 districts of Malakand &amp; 3 Southern Districts</td>
<td>One Certificate Course to be established; A paralegal certificate course developed for Malakand University (revision of national paralegal manual)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>One training to be held for judges &amp; lawyers; A mediation training held at Khyber PakhtunkhwaJA for 50 lawyers</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Judicial guidelines on ADR to be developed through workshops and disseminated; Judicial Guidelines on ADR developed with Khyber PakhtunkhwaJA</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Draft LG ADR rules and manual to be developed and submitted to LG department; LG ADR rules revised &amp; manual developed</td>
</tr>
<tr>
<td>2016</td>
<td>7 Districts of Malakand</td>
<td>One Certificate Course to be established; A certificate course on Conflict Resolution &amp; Peacebuilding established at IPCS, University of Peshawar &amp; attended by 126 (49 women) professionals and students</td>
</tr>
<tr>
<td></td>
<td>3 Districts of Southern Khyber Pakhtunkhwa (Bannu, DIK and Kohat)</td>
<td>200; 200 paralegals (46% women trained at Malakand University)</td>
</tr>
<tr>
<td></td>
<td></td>
<td>28 Lawyers attend training on ADR</td>
</tr>
</tbody>
</table>

### Notes:
- **Buner and Dir Lower**: Districts selected for the initial phase of the programme.
- **ADLG**: Alternative Dispute Resolution Group.
- **MJ**: Musalihati Jirga.
- **LG**: Local Government.
- **ADRL**: Alternative Dispute Resolution Law.
- **IPC**: Institute of Peace and Conflict Studies.
- **IPCS**: Institute of Peace and Conflict Studies.
### Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>7 Districts of Malakand All UCs of the Malakand division</td>
<td>7 Districts of Malakand, 3 Southern Districts</td>
</tr>
<tr>
<td></td>
<td>60</td>
<td>30</td>
</tr>
<tr>
<td></td>
<td>60 practitioners (27% women) attend TOT on Paralegal Services</td>
<td>29 senior students and professionals attended the short course on Conflict Resolution &amp; Peacebuilding</td>
</tr>
<tr>
<td></td>
<td>One Paralegal network to be established in Malakand division</td>
<td>37 young lawyers attended course on ADR at Khyber Pakhtunkhwa JA</td>
</tr>
<tr>
<td></td>
<td>A Paralegals Network established in Malakand division</td>
<td></td>
</tr>
<tr>
<td></td>
<td>One National Conference to be held</td>
<td>One conference to be conducted</td>
</tr>
<tr>
<td></td>
<td>National Conference on paralegals held</td>
<td>National Conference on ADR conducted in collaboration with Khyber Pakhtunkhwa JA</td>
</tr>
<tr>
<td>TNA of DRC members to be conducted</td>
<td>TNA of DRCs conducted</td>
<td></td>
</tr>
<tr>
<td></td>
<td>210</td>
<td>180</td>
</tr>
<tr>
<td></td>
<td>185 DRC members trained</td>
<td>237 paralegals (103 women) trained</td>
</tr>
<tr>
<td>2017</td>
<td>7 Districts of Malakand</td>
<td>7 Districts of Malakand, 3 Southern Districts</td>
</tr>
<tr>
<td></td>
<td>All UCs of the Malakand division</td>
<td></td>
</tr>
<tr>
<td></td>
<td>399</td>
<td></td>
</tr>
<tr>
<td></td>
<td>299 DRC members (6 women) trained</td>
<td></td>
</tr>
<tr>
<td>2017</td>
<td>3 Southern Districts of Southern Khyber Pakhtunkhwa (Bannu, DIK and Kohat)</td>
<td></td>
</tr>
<tr>
<td>2017</td>
<td>45 UCs (15 in each district)</td>
<td></td>
</tr>
<tr>
<td>2017</td>
<td>Review of DRCs to be conducted</td>
<td></td>
</tr>
<tr>
<td>2017</td>
<td>Review of DRCs conducted</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>75 lawyers to be trained</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>ADR course established at Khyber Pakhtunkhwa JA and 72 lawyers (7 women) trained on ADR at Khyber Pakhtunkhwa JA</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>One conference to be conducted</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>National Conference on ADR conducted in collaboration with Khyber Pakhtunkhwa JA</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>180</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>174 (86 women) senior students &amp; professionals attend course at IPCS, University of Peshawar</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>120 paralegals to be trained</td>
<td></td>
</tr>
<tr>
<td>2018</td>
<td>120 (50% women) trained paralegals attended refresher course at University of Malakand</td>
<td></td>
</tr>
</tbody>
</table>
### Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

**100 DRC members to be trained**

<table>
<thead>
<tr>
<th></th>
<th>124 DRC members trained</th>
</tr>
</thead>
</table>

### Appendix 5 – Additional Information regarding interventions conducted under Output 3

<table>
<thead>
<tr>
<th>Year</th>
<th>Activities</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
<tr>
<td>2013</td>
<td>Training Need Assessment</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Manuals Development</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>TOTX3</td>
<td>45</td>
<td>45</td>
</tr>
<tr>
<td></td>
<td>TrainingsX12</td>
<td>300</td>
<td>298</td>
</tr>
<tr>
<td>2014</td>
<td>Access to online law libraries</td>
<td>7</td>
<td>7</td>
</tr>
<tr>
<td></td>
<td>Research Wing established</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Research Studies</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>Construction of Court Houses</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>Construction of Litigant Sheds</td>
<td>16</td>
<td>16</td>
</tr>
<tr>
<td></td>
<td>Construction of Information Centers</td>
<td>8</td>
<td>8</td>
</tr>
<tr>
<td></td>
<td>Mediation Center Established</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>TrainingsX18</td>
<td>450</td>
<td>440</td>
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<tr>
<td>2015</td>
<td>Development of Training Evaluation Database</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Upgradation of Manuals</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>TrainingsX14</td>
<td>350</td>
<td>348</td>
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<tr>
<td>2016</td>
<td>Need Assessment of Khyber PakhtunkhwaJA</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>TrainingsX16</td>
<td>400</td>
<td>392</td>
</tr>
<tr>
<td></td>
<td>Pre-Service TrainingX2</td>
<td>50</td>
<td>50</td>
</tr>
<tr>
<td></td>
<td>Law books for Khyber PakhtunkhwaJA</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Conference on women's right to inheritance</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>Institutional Support to PHC</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>2017</td>
<td>Trainings x 12</td>
<td>300</td>
<td>300</td>
</tr>
<tr>
<td>Strategic Plan for PHC and District Judiciary</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Research Study on FATA</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Law Search Index</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>Institutional Support to District Courts</td>
<td>2 Districts</td>
<td>2 Districts</td>
<td></td>
</tr>
<tr>
<td>Digitalization of Case File record at PHC</td>
<td>1</td>
<td>1</td>
<td></td>
</tr>
<tr>
<td>2018 Draft Judicial Services Act</td>
<td>1</td>
<td>1</td>
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</table>

Appendix 6 – Additional Information regarding interventions conducted for Output 4 (Police)

<table>
<thead>
<tr>
<th>Detail</th>
<th>Implementing partner</th>
<th>Funded</th>
<th>Year</th>
<th>Achievements /Targets</th>
<th>Beneficiaries Contact</th>
</tr>
</thead>
<tbody>
<tr>
<td>District Annual Policing Plan</td>
<td>UNDP,CORE</td>
<td>EU / US-INL</td>
<td>2016-2018</td>
<td>10 districts, available in print form</td>
<td>DPOs</td>
</tr>
<tr>
<td>Gender Responsive Policing boards</td>
<td>UNDP</td>
<td>EU</td>
<td>2016-2017</td>
<td>2000 for all districts in Khyber Pakhtunkhwa</td>
<td>DIG Training RPOs/DPOs/SHOs</td>
</tr>
<tr>
<td>Community Policing Forums</td>
<td>UNDP,HUJRA,PRDS</td>
<td>EU/US-INL</td>
<td>2015-2017</td>
<td>10 districts, in line with Public Liaison Council (Police Act 2017)</td>
<td>HUJRA,PRDS,DPOs/SHOs</td>
</tr>
</tbody>
</table>
## Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

<table>
<thead>
<tr>
<th>Project Description</th>
<th>Implementer</th>
<th>Year</th>
<th>Funders</th>
<th>Funding Details</th>
<th>Benefticiaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>Model Police Stations (MPS)</td>
<td>UNDP</td>
<td>2016-2017</td>
<td>EU,US-INL</td>
<td>62 MPS (civil works, furniture, IT equipment, solar system)</td>
<td>RPOs &amp; DPOs</td>
</tr>
<tr>
<td>Women dormitory &amp; day Care Centre at Regional Police Training Centre Swat &amp; Police Training College Hangu</td>
<td>UNDP</td>
<td>2016-2017</td>
<td>EU</td>
<td>50 women police trainees at each women dormitory at Swat &amp; Hangu</td>
<td>Commandant PTC Hangu Principal RTC Swat Training Directorate CPO</td>
</tr>
<tr>
<td>Health Care Facility at PTC Hangu</td>
<td>UNDP</td>
<td>2016-2017</td>
<td>EU</td>
<td>12 bed hospital</td>
<td>Commandant PTC Hangu Training Directorate CPO</td>
</tr>
<tr>
<td>Regional Police Training Centre Swat</td>
<td>UNDP</td>
<td>2014-2016</td>
<td>EU</td>
<td>New facility for 200 constables training capacity</td>
<td>Principal RTC Swat</td>
</tr>
<tr>
<td>Regional Forensic Science Laboratory (FSL) Swat</td>
<td>UNDP</td>
<td>2013-2016</td>
<td>SDC</td>
<td>New forensic lab at Swat reduced 15% caseload on FSL Peshawar</td>
<td>Director FSL Peshawar Adl.IGP Investigation</td>
</tr>
<tr>
<td>Command and Control/Data Analysis Centre CPO Peshawar</td>
<td>UNDP</td>
<td>2016-2017</td>
<td>EU</td>
<td>Operation branch streamlined, civil work, furniture, IT and Smartboard with 12 tablet, e-conferencing</td>
<td>AIG/DSP Operations Central Police Office Peshawar</td>
</tr>
<tr>
<td>Joint Police Training Centre (JPTC) Phase II at Nowshera</td>
<td>UNDP, NESPAK</td>
<td>2018-2019</td>
<td>US-INL</td>
<td>Phase II academic and residential blocks, the facility would increase capacity from 700 to 1600 trainees accommodation</td>
<td>Deputy Commandant Elite Force Peshawar Principal JPTC Nowshera</td>
</tr>
<tr>
<td>Software</td>
<td>UNDP</td>
<td>Year</td>
<td>EU</td>
<td>Automation police station register, investigation</td>
<td>DIG Training</td>
</tr>
<tr>
<td>Program</td>
<td>Implementer</td>
<td>Start-End</td>
<td>Funding</td>
<td>Details</td>
<td>Training/Development</td>
</tr>
<tr>
<td>------------------------------------------------------------------------</td>
<td>-------------</td>
<td>------------</td>
<td>----------</td>
<td>--------------------------------------------------------------------------</td>
<td>-----------------------</td>
</tr>
<tr>
<td>Train the Trainer (TOT) Program</td>
<td>UNDP</td>
<td>2016-2017</td>
<td>EU</td>
<td>management, public complaints, internal accountability, Community policing</td>
<td>DIG training</td>
</tr>
<tr>
<td>Lady police coaching &amp; mentoring program to pass in service promotion</td>
<td>UNDP</td>
<td>2016-2017</td>
<td>EU</td>
<td>10 master trainers</td>
<td>DIG training AIG Establishment CPO Lady DSP/Incharge women police affairs</td>
</tr>
<tr>
<td>Model Police Station Staff</td>
<td>UNDP</td>
<td>2016-2018</td>
<td>EU, US-INL</td>
<td>1600 MPS staff (25 each per MPS) are trained on five different modules (crime scene, IT, Communication, GRP, community policing)</td>
<td>DPOs/DIG Training</td>
</tr>
<tr>
<td>Master Trainers</td>
<td>UNDP</td>
<td>2017</td>
<td>EU</td>
<td>30 master trainer</td>
<td>DIG Training</td>
</tr>
<tr>
<td>Training Modules</td>
<td>UNDP</td>
<td>2015-2016</td>
<td>EU, US-INL</td>
<td>5 training modules</td>
<td>DIG training</td>
</tr>
<tr>
<td>Training policy</td>
<td>UNDP</td>
<td>2018</td>
<td>US-INL</td>
<td>Revised 2013 training policy</td>
<td>DIG Training</td>
</tr>
<tr>
<td>Recruitment strategic plan</td>
<td>UNDP</td>
<td>2018</td>
<td>US-INL</td>
<td>Constable recruitment plan</td>
<td>DIG Training</td>
</tr>
<tr>
<td>M&amp;E training for police training M&amp;E officers</td>
<td>UNDP</td>
<td>2018</td>
<td>US-INL</td>
<td>M&amp;E training provided to senior instructors / vice principals of 13 police</td>
<td>Commandant PTC Hangu DIG Training CPO</td>
</tr>
</tbody>
</table>
Appendix 7 – Additional Information regarding interventions conducted for Output 4 (prosecution)

<table>
<thead>
<tr>
<th>Year</th>
<th>Activities</th>
<th>Target</th>
<th>Achievement</th>
</tr>
</thead>
<tbody>
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<td>2013</td>
<td>TOT X 1</td>
<td>20</td>
<td>18</td>
</tr>
<tr>
<td></td>
<td>Trainings x 3</td>
<td>75</td>
<td>72</td>
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<tr>
<td>2014</td>
<td>Provide 7 access points to the 7 districts for online law journals</td>
<td>7 DPP offices</td>
<td>7</td>
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<tr>
<td></td>
<td>Training X 3</td>
<td>70</td>
<td>73</td>
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<tr>
<td></td>
<td>development of training manuals X 2</td>
<td>2</td>
<td>2</td>
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<tr>
<td></td>
<td>Workshop x 1</td>
<td>25</td>
<td>24</td>
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<tr>
<td></td>
<td>Training X 4</td>
<td>100</td>
<td>98</td>
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<td></td>
<td>Provision of furniture, equipment and solar panels for the district prosecution offices and remaining needs of Directorate of Prosecution</td>
<td>3 DPP offices</td>
<td>3</td>
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<td></td>
<td>Refurbishment / civil works of District Prosecution offices</td>
<td>3 DPP offices</td>
<td>3</td>
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<tr>
<td></td>
<td>Institutional Support to Prosecution Department for 11 access points of online law journals</td>
<td>11 DPP Offices</td>
<td>11</td>
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<tr>
<td>2016</td>
<td>TOT x 2</td>
<td>40</td>
<td>35</td>
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<td></td>
<td>Development of Training Manuals</td>
<td>2</td>
<td>2</td>
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<td></td>
<td>Trainings 6</td>
<td>150</td>
<td>147</td>
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<td></td>
<td>support to Law books</td>
<td>12 Districts</td>
<td>12</td>
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<tr>
<td>2017</td>
<td>Trainings x 7</td>
<td>175</td>
<td>172</td>
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<tr>
<td>2018</td>
<td>provision of furniture,</td>
<td>14 Districts</td>
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Appendix 8 – Questionnaire Draft (IN FULL)

Draft Questionnaire

Impact Evaluation of Strengthening Rule of Law Programme (SRLP) in Selected Districts of Khyber Pakhtunkhwa

Survey conducted by SDPI and UNDP

December 2018

Islamabad

Focal person: Ms. Rabia Mazoor (rabia@sdpi.org)

Objectives

This study aims to assess the overall impact of the Strengthening Rule of Law Programme (SRLP) in selected districts of Khyber Pakhtunkhwa (Khyber Pakhtunkhwa) that will include the relevance, efficiency, effectiveness, impact and sustainability of the programme. SRLP is an initiative of UNDP to support to justice system, in particular to judiciary, legal aid, policing and alternate dispute resolution (ADR) in the post-crisis area of Malakand Division, Khyber Pakhtunkhwa (Khyber Pakhtunkhwa). This Programme particularly focused on the: i) enhancing access to justice and legal aid, ii) building the capacity of courts for greater service delivery, iii) supporting informal justice mechanisms to provide speedy services, iv) strengthening police and prosecution capacity and v) development of knowledge material and data through research.
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

The specific outputs under this programme include:

- **Output 1**: Access to justice, legal aid and representation mechanism for men, women and other vulnerable groups (returnees & children) in Malakand improved:
- **Output 2**: Informal justice mechanisms provide fair and effective services, in accordance with the Pakistan Constitution and human rights standards:
- **Output 3**: Improved capacity of courts to provide effective and timely justice services to the people of Malakand:
- **Output 4**: The police provide effective security and protection to the Malakand people, citizen’s trust and confidence is enhanced, criminal investigation and prosecution are improved and civilian oversight mechanisms are in place

This study aims to conduct the impact evaluation in order to assess the overall impact programme has made on the state institutions as well as on communities as a result of the achievements made during 2012-18. This evaluation will help the judiciary, police department, and local government department, prosecution, bar associations, jirgas, and civil society organizations to better support the rule of law entities.
Beneficiary Perception Survey

Part A. Questionnaire for Judiciary and Court

A1. Are you aware of the UNDP/SRLP interventions in the Judiciary?

Yes □ No □

A2. If yes, does the judiciary and administration of justice system benefited through UNDP/SRLP interventions?

Yes □ No □

A3. Are you satisfied with UNDP/SRLP interventions?

Excellent □ Good □ Satisfactory □ Poor □

A4. Has UNDP been able to design and implement interventions within the context of justice and rule of law strategies of Pakistan?

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A5. **Was judiciary involved in the design of programme interventions?** (Question for Judicial Academy and Courts)

Yes ☐  No ☐  don’t know ☐

A6. **If yes, what was the mechanism through which interventions were designed?**

Consultative Meetings ☐  Group Discussions ☐  Any other ☐

A7. **Do you recall any interventions?**

Yes ☐  No ☐  don’t know ☐

A8. **If yes, what were those interventions?**

☐ Trainings/Workshops  ☐ Strategic Development
☐ Judicial Services Act  ☐ Institutional Support
☐ Others
A9. Have the programme interventions (trainings) raised the capacity of judges and court staff?

☐ Yes
☐ No

A10. In your opinion, was the focus of UNDP/SRLP on enhancing capacity of judicial officers through trainings in selected subjects rightly placed?

Yes ☐  No ☐

A10-1. If yes, was capacity of courts enhanced to provide effective and timely justice services to litigants?

Yes ☐  No ☐

A10-2. What do you think a more comprehensive coverage would have been more beneficial in terms of enhancing capacities of judicial officers?

____________________________________________________________________________________________________________
____________________________________________________________________________________________________________
____________________________________________________________________________________________________________
____________________________________________________________________________________________________________

A11. Have you received any training on court administration, time management, case management, financial crimes and substantive & procedural laws etc?

Yes ☐  No ☐

A11-1. If yes, please share the following details
A12. How did you find these trainings?

Effective □   Somehow Effective □   Not Effective □

A13. If not useful, what was missing? What would you like to include in the training syllabus?
_____________________________________________________________________________________________________________________
_____________________________________________________________________________________________________________________
_____________________________________________________________________________________________________________________
_____________________________________________________________________________________________________________________

A14. Have you adopted these learned skills in your court administration?

Yes □   No □

A15. If yes, how?

□ Improved Court Administration
□ Case Management for Quick Disposal
□ Improved Quality of Judgment Writing
□ Other

A16. Have capacity building interventions led to attitudinal changes?

Yes □   No □

A17. Do you see any improvement in disposal of existing pendency of civil and criminal cases?

Yes □   No □
A18. Are there research wings and mediation/ADR centers established at Khyber Pakhtunkhwa judicial academy?
Yes ☐   No ☐

A19. Please identify key challenges and constraints still existing in your justice system?
1--------------------------------------------
2--------------------------------------------
3--------------------------------------------

A20. What are key areas that can be incorporated where you prefer SRLP to focus in future for effective dispensation of justice? Please explain
1--------------------------------------------
2--------------------------------------------
3--------------------------------------------
Part B: Questionnaire for Police Officials

B1. In your opinion, has there been any meaningful change in people’s perception about image of police in your area since 2012?
   □ Improved
   □ Deteriorate
   □ No Change
   □ Don’t Know

B2. Are you aware of UNDP/SRLP interventions in police sector in the district?
   Yes □ No □

B3. If yes, does the police sector benefit from UNDP support SRLP interventions?
   Yes □ No □

B4. Degree of satisfaction with UNDP/SRLP interventions
   Excellent □ Good □ Satisfactory □ Poor □

B5. Has there been any meaningful change in public trust through UNDP/SRLP intervention?
   Yes □ No □ Don’t know □

B6. Has there been any meaningful change in forensic investigation techniques through UNDP/SRLP interventions or trainings?
   Yes □ No □ Don’t know □

B7. Has there been any meaningful change in conviction rates through UNDP/SRLP interventions vis-à-vis crime scene management trainings?
   Yes □ No □ Don’t know □
B8. Do you think that coordination between local community and police are improving through UNDP/SRLP community policing (public liaison councils)?
   Yes ☐   No ☐   Don’t know ☐

B9. Do you think performance of police has improved in terms of watch and ward services through UNDP/SRLP interventions?
   Yes ☐   No ☐   Don’t know ☐

B10. Are you satisfied with the quality of trainings imparted through Regional Training Center Swat to the functionaries of police?
   Fully Satisfied ☐   Somewhat Satisfied ☐   Not Satisfied ☐

B11. Were senior police officers involved in the design of the UNDP/SRLP programme interventions?
   Yes ☐   No ☐

B12. If yes, what was the mechanism through which interventions were designed?
   Consultative Meetings ☐   Group Discussions ☐   Any other ☐
B13. Do you recall any UNDP/SRLP interventions?

B14. Have the interventions contributed to the capacity building of Khyber Pakhtunkhwa police?

Yes ☐ No ☐

B15. In your opinion, was the focus of UNDP/SRLP on enhancing capacity of police officials through trainings in selected subjects was rightly placed?

Yes ☐ No ☐

B15-1. If yes, institutional capacity of police enhanced to provide effective and timely services to people?

____________________________________________________________________________________________________________________
____________________________________________________________________________________________________________________
____________________________________________________________________________________________________________________

B15-2. What do you think a more comprehensive coverage would have been more beneficial in terms of enhancing capacities of police officials?
B16. Have you received any training on conflict resolution, peace building, community policing, IT skills, and investigation

Yes ☐ No ☐

B16-1. If yes, please share the following details

Duration posting: ___________________________

Content: ___________________________

Organization: ___________________________

B17. How did you find the UNDP/SRLP supported trainings?

Very Useful ☐ Somehow Useful ☐ Not Useful ☐

B18. If not useful, what was missing? What would you like to include in the training program?

_____________________________________________________________________________________________________________________
_____________________________________________________________________________________________________________________
________________________________________________________________________________
B19. Have you adopted these learned skills in your daily police work at police station and serving the community on the streets?

Yes ☐ No ☐

B20. If yes what has happened with the knowledge gained and the skills developed?

☐ Better Investigation System
☐ Basic IT skills
☐ Improved Community Policing
☐ Better District Policing Plans
☐ Better Gender Responsive Policing
☐ Improved Female Police Training
☐ Others (Please Elaborate)__________________________________

B21. Do you think the trust of women representation has increased in the Khyber Pakhtunkhwa police after establishing the model police stations with gender desks and women dormitories at PTC Hangu and RTC Swat?

Yes ☐ No ☐ Don’t know ☐

B22. Please identify key challenges and constraints still existing in your Police system?
B23. What are key areas that can be incorporated where you prefer SRLP /UNDP to focus in future for effective dispensation of overall performance police? please explain

C1. Are you aware of SRLP intervention regarding prosecution in the district?

Yes ☐ No ☐

C2. If yes, does the prosecution department benefited through SRLP interventions?
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

Yes ☐ No ☐

C3. Degree of satisfaction with SRLP interventions

Excellent ☐ Good ☐ Satisfactory ☐ Poor ☐

C4. Was prosecution department involved in the design of programme interventions? (Prosecution directorate)

Yes ☐ No ☐

C4-1. If yes, what was the mechanism through which interventions were designed?

☐ Consultative meetings
☐ Sharing of annual workplan
☐ Pre PRB meetings, periodic meetings
☐ PRB etcworkshops/

C5. Do you recall any interventions?

☐ Refurbishment of district prosecution offices
☐ Provision of law library, furniture, equipment
☐ Training
C6. Have the programme interventions contributed in enhancing knowledge and performance of the prosecutors?

Yes ☐ No ☐

C7. Do you think the prosecution departments have been improved through the interventions of UNDP/SRLP?

Yes ☐ No ☐ Don’t know ☐

C8. In your opinion, has the rate of conviction improved in your area through efforts of local prosecution offices?

Yes ☐ No ☐ Don’t know ☐

C9. Do you think establishment of forensic Labs has effectively improved the efficiencies of police investigation and in collecting evidence for trial in criminal justice system?

☐ Very much Improved
☐ Somewhat Improved
☐ No Change
☐ Don’t Know

C10. Do you think the supply of law books helped prosecutors in preparation of cases and references?
C11-1. Do you think that UNDP/SRLP interventions have overall improved efficiency of female prosecutors in effective trials of criminal cases.

C12. Please identify key challenges and constraints still existing in your Prosecution Department?

1.--------------------------------------------
2.--------------------------------------------
3.--------------------------------------------

C13. What are key areas that can be incorporated where you prefer SRLP to focus in future for effective prosecution in criminal trial? Please explain

1.--------------------------------------------
2.--------------------------------------------
3.--------------------------------------------
Part D: Questionnaire for Bar Council and Associations

D1. Are you aware of UNDP/SRLP intervention regarding bar associations in the district?

   Yes □   No □

D2. If yes, does the lawyers benefited through UNDP/SRLP interventions?

   Yes □   No □

D3. Degree of satisfaction with UNDP/SRLP interventions

   Excellent □   Good □   Satisfactory □   Poor □

D4. Was bar council involved in the design of programme interventions?

   Yes □   No □

D5. If yes, what was the mechanism through which interventions were designed?
D6. Do you recall any interventions?

☐ Establishment of female bar room
☐ Provision of books, furniture for the bar library
☐ Training for the junior lawyers
☐ Training for the female lawyers

D7. Have the programme interventions contributed to the lawyers?

Yes ☐ No ☐

D8. Do you think, Pakistan Bar Council has provision for promoting legal aid awareness in your area?

Yes ☐ No ☐ Don’t know ☐

D9. What are your opinions about legal aid desks and litigant facilitation points established by SRLP? Do you think these are beneficial for ordinary litigants and especially for women?
D10. Are you satisfied with the professional skills of lawyers particularly the young lawyers and effectively handling the case of the litigant in the court?

Fully Satisfied ☐ Somewhat Satisfied ☐ Not Satisfied ☐

D11. Do you think the facilitation of law book and furniture from UNDP/SRLP has improved the efficiency of lawyers in the court room?

Yes ☐ No ☐

D12. Do you think that UNDP/SRLP intervention have improved the interest of female lawyers in legal profession such as female bar room, wash rooms, support in payment of license fee, scholarships during studies and stipend during apprenticeship, etc.

Yes ☐ No ☐

D13. Do you think UNDP/SRLP interventions have benefited and enhanced understanding of the legal justice system among lawyers in a better way?

Yes ☐ No ☐

D14. Have advocacy campaigns through community level legal awareness sessions and legal aid clinics improved the legal awareness of the local community and other marginalized people.
D15. Have electronic media campaigns enhanced the awareness of local communities on legal rights and laws with special focus on women, children and displaced persons.

Yes □  No □  Don’t Know □

D16. Has coordination between legal service providers improved through the dialogue process?

Yes □  No □

D17. Have legal aid desks empowered local communities to have better access to the justice system?

Yes □  No □

D18-1. Do you think practical training for law students can improve quality of legal profession?

Yes □  No □
D18-2. Do you think law students can be a source of community level awareness?

Yes ☐    No ☐

D19. Please identify key challenges and constraints Bar Counsel / Associations are facing that affect quality of legal services to the litigants and capacity of lawyers?

1--------------------------------------------
2--------------------------------------------
3--------------------------------------------

D20. What are key areas that can be incorporated where you prefer UNDP/SRLP to focus in future for effective legal practice? Please explain

1--------------------------------------------
2--------------------------------------------
3--------------------------------------------
E1. Are you aware of UNDP/SRLP intervention regarding paralegals in the district?

Yes ☐ No ☐

E2. If yes, have the paralegals benefited through UNDP SRLP interventions?

Yes ☐ No ☐

E3. Degree of satisfaction with UNDP SRLP interventions

Excellent ☐ Good ☐ Satisfactory ☐ Poor ☐

E4. Have the programme interventions contributed to development of paralegals particularly to women?

Yes ☐ No ☐

E5. How the paralegals benefitted from the training. Give them options i.e. The training helped in improving which skills of paralegals

☐ Mediation
E6. Do you think bar Associations are promoting free legal aid and awareness in your area?
   
   Yes ☐        No ☐        Don’t know ☐

E7. What are your opinions about legal aid desks and litigant facilitation points established by SRLP, do you think these are beneficial for ordinary litigants and especially for women?
   
E8. Are you satisfied with the professional skills of young lawyers, are they effectively handling the case in the court?
   
   Fully Satisfied ☐        Somewhat Satisfied ☐        Not Satisfied ☐

E9. Do you think the facilitation of law books and furniture from SRLP has improved the efficiency of lawyers in the court room?
   
   Yes ☐        No ☐

E10. Did interventions such as license, environment, scholarships and stipend etc develop females interest in the legal profession?
E11. Do you think SRLP capacity building interventions have benefited and enhanced understanding of legal justice system among lawyers in a better way?

Yes ☐ No ☐

E12. Have awareness raising campaigns of legal aid clinic improved the legal awareness of the local community and other marginalized people from stakeholders.

Yes ☐ No ☐

E13. Have electronic media campaigns enhanced the awareness of local communities on legal rights and laws with special focus on women, children and displaced persons

Yes ☐ No ☐

E14. Please identify key challenges and constraints faced by paralegals/DRC members?

1-----------------------------------------------
2-----------------------------------------------
3-----------------------------------------------
E15. What are key areas that can be incorporated where you prefer SRLP to focus in future for effective legal practice? Please explain

1
2
3

E16. Have you ever tried the DRCs forum for resolution?

Yes ☐ No ☐

E17. What types of traditional and non-traditional dispute resolution forums exist in your area/locality?

☐ Courts
☐ Jirga/Panchayat etc
☐ Musalehati (Anjuman) councils set up by Union Councils Representatives
☐ Non-governmental bodies (e.g. NGOs)
☐ Any others. Please specify

E18. Why you prefer the DRCs than other resolution forums?

E19. Is the cost of DRCs services reasonable according to your expectation?

E20. How effective are DRCs in resolving disputes at the local level?
E21. In your views, does DRCs deliver services in a transparent manner?

☐ Fully transparent
☐ Somewhat transparent
☐ Not transparent
☐ Cannot comment

E22. Have you ever felt being intentionally deprived of accessing the DRCs services?

Yes ☐ No ☐

E23. If yes what were the basis due to which you felt deprived? Please select from the following choices:

☐ Being from a low-income background
☐ Being from an economically backward province, district or locality
☐ Gender
E24. **If you are a current or previous user of DRC’s services, how would you rate the level of service?**

- Excellent [ ]
- Good [ ]
- Satisfactory [ ]
- Poor [ ]

E25. **Are you satisfied with the resolution?**

- Fully satisfied [ ]
- Somewhat satisfied [ ]
- Not satisfied [ ]
- Cannot comment [ ]

E26. **Based on your experience, how trustworthy is the DRCs and its staff in question (e.g. in cases where personal or family information has to be shared with the staff?**

- Highly trustworthy [ ]
- Somewhat trustworthy [ ]
E27. To what extent do DRCs fully consult with individuals and communities prior to taking decisions?

E28. Do you think that DRCs forum is more effective than other resolution mechanism?

E29. To what extent do DRCs function in conformity with national/provincial laws or ADR standards?

E30. To what extent, the DRCs decisions implemented?

PART F: FOR ALTERNATE DISPUTE RESOLUTION (ADR) RESPONDENTS

F1. How long have you been part of districts DRCs?

F2. Roughly, how many disputes were entered into your DRCs since its establishment?

F3. In your opinion, are the DRCs effective in resolving disputes? If yes, why?

F4. Have you ever referred any dispute to other dispute resolution mechanism?

F5. What mechanisms are in place for referring cases to the DRCs and how they can be improved?

F6. What do you think that how much respondents are satisfied with the performance of DRCs?
F7. How far are the councils compliant with gender, human rights, national laws with the constitutions and international ADR standards?

F8. Are women and minority given a representation in districts DRCs?

F9. Will you allow your wife/sister/daughter/daughter-in-law to be part of the district DRCs in your area? If no, why?

F10. Do courts refer cases to DRCs? If yes how frequent?

F11. Do you think DRCs are reducing the burden of cases on courts?

Key Informant Interviews

Part G: Questionnaire for Planning and Development Department

G1. Have the interventions responded to the needs and priorities identified by the Post Crisis Needs Assessment document?

G2. To what extent, you were involved in design, planning and implementation of SRLP?
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa

G3. To what extent, the SRLP interventions were coordinated with the Planning and development departments? What has been the nature and added value of this partnership?

G3. Have you been a part of the SLRP Project review board?

G4. Have you been involved or consulted in the development of the Annual Work Plan and key interventions?

G5. To what extent was the SRLP designed to develop the necessary institutional capacity of government departments?

G6. How and to what extent, did the SRLP design, implementation strategy and partnership foster national ownership and capacity development?

Part H: Questionnaire for Chief Justice, District and Session Judge

H1. Has there been any meaningful change in litigants trust about judiciary since SRLP interventions?

H2. Have the interventions contributed to the capacity-building of judges and courts?

H3. Do you see any improvements in disposal of existing pendency of civil and criminal cases?

H4. Have you seen any improvements or implementation of modern techniques aimed at speedy and efficient case disposal such as case-flow management?
H5. Have you found any institutional resistance from within the justice sector or bias towards transformation to modernization of justice systems and processes at the district level?

H6. What has been the impact of research wings - mediation/ADR centers in the judicial system?

H7. Since the interventions, how has access to the justice system improved among the locals?

H8. What do you think are some of the key challenges and constraints that still exist in your judicial system?

H9. Do you have any suggestions, on which areas to focus for effective justice delivery?

Part I: Questionnaire for DPO, District Officer and DIG

I1. In your opinion, has there been any meaningful change in public trust about police since Strengthening of Rule of Law Program?

I2. Have the interventions contributed to the capacity building of Khyber Pakhtunkhwa Police?
I3. Has there been any impactful/positive change through forensic investigation in police service delivery?

I4. Has there been any meaningful change in conviction rates through SRLP interventions - particularly crime scene management trainings?

I5. Under the SRLP program, do you think this has improved the capacity of police for more efficient prevention of crimes?

I6. Since the interventions, do you think that coordination between local community and police are improving?

I7. Do you think the trust of women representation has increased in the Khyber Pakhtunkhwa police, after establishing of the model police stations and with women dormitories and desk?

I8. Do you think the District Policing Plans are useful in linking the performance at the local level with the overall objectives of rule of law and public safety reforms at the provincial level?

I9. What do you think are some of the key challenges and constraints that still exist in your policing system?

I10. Do you have any suggestions, on which areas to focus for effective police performance?
Part J: Questionnaire for Donor Representatives

J1. Has there been any meaningful change in prosecutor's delivery through implementation of interventions through the SLRP initiative?

J2. Have the interventions contributed to the capacity-building of the prosecution system?

J3. Has the rate of conviction improved in your area through efforts of local prosecution offices?

J4. Have you found any resistance from any institutions?

J5. Has there been any impactful change through the availability of library and other services - because of the interventions?

J6. What do you think are some of the key challenges and constraints that still exist in the prosecution system?

J7. Do you have any suggestions, on which areas to focus for effective prosecutor delivery?
Part K: Questionnaire for Donor Representatives

K1. Has UNDP been able to design and implement interventions within the context of justice and rule of law strategies of Pakistan?

K2. Did the partners, target groups and beneficiaries consider that the interventions would contribute to human rights, rule of law justice priorities?

K3. Were there clear evidences of results and recognitions of UNDP support?

K4. What steps have been taken to ensure sustainability of results?

1. ....................................................
2. ....................................................
3. ....................................................

K5. Were the interventions in line with the global best practices?

K6. What more could be done to make the interventions more effective?

1. ....................................................
2. ....................................................
3. ....................................................
Impact Evaluation of Strengthening Rule of Law Programme in Selected Districts of Khyber Pakhtunkhwa
Part L: Questionnaire for Civil Society Organizations

L1. Did the partners, target groups and beneficiaries consider that the interventions would contribute to human rights, rule of law justice priorities?

L2. Have the interventions responded to the needs and priorities identified by the UN partners and government agencies?

L3. Have the programme interventions contributed to the capacity building of government agencies, rule of law institutions and authorities?

L4. To what extent was the SRLP designed to develop the necessary local institutional capacity of government officers and law institutes and authorities?

L5. How far the SRLP is compliant with gender, human rights, national laws, constitutions and ADR standards?

L6. Are women given a representation in SRLP interventions?

L7. Were CSOs consulted during design of SRLP interventions?

L8. What more you would have liked to see under each of the outputs and interventions?

1................................
2................................
Part M: Questionnaire for beneficiaries of Legal aid desks/legal aid clinics

M1. Have you ever tried the legal aid desks/ legal aid clinics for legal aid services in your district?
   Yes □          No □

M2. If yes, have the community benefited through UNDP SRLP interventions?
   Yes □          No □

M3. Degree of satisfaction with legal aid desks/legal aid clinics services
   Excellent □   Good □   Satisfactory □    Poor □

M4. Do you think legal aid desks/legal aid clinics are promoting free legal aid awareness in your area?
   Yes □          No □   Don’t know □

M5. What are your opinions about legal aid desks and legal aid clinics established by SRLP, do you think these are beneficial for ordinary litigants and especially for women?
M6. Why you prefer the legal aid desks/legal aid clinics?
______________________________________________________________________________________________
______________________________________________________________________________________________

M7. How effective are legal aid desks/legal aid clinics in providing legal services at the local level?

☐ Very effective
☐ Somewhat effective
☐ Not effective
☐ Cannot comment

M8. Are you satisfied with the professional skills of legal aid lawyers, are they effectively handling the case in the court?

Fully Satisfied ☐ Somewhat Satisfied ☐ Not Satisfied ☐
M9. To what extent, the legal aid desks pursue your case in court?
_____________________________________________________________________________________________________________________
_____________________________________________________________________________________________________________________
_____________________________________________________________________________________________________________________

M10. Have you ever felt being intentionally deprived of accessing the legal aid desks/legal aid clinics services?

Yes ☐ No ☐

M11. If yes what were the basis due to which you felt deprived? Please select from the following choices:

☐ Being from a low-income background
☐ Being from an economically backward province, district or locality
☐ Gender
☐ Ethnicity
☐ Language barriers
☐ Physical disability
☐ Political affiliation
☐ Any other factor leading to discrimination (please state)
M12. Have awareness raising campaigns of legal aid clinic improved the legal awareness of the local community and other marginalized people from stakeholders.

Yes ☐ No ☐

M13. Have electronic media campaigns enhanced the awareness of local communities on legal rights and laws with special focus on women, children and displaced persons

Yes ☐ No ☐

M14. Please identify key challenges and constraints faced by litigants to pursue legal services?

1--------------------------------------------
2--------------------------------------------
3--------------------------------------------

M15. What are key areas that can be incorporated where you prefer SRLP to focus in future for effective access to justice? Please explain

1--------------------------------------------
2--------------------------------------------
3--------------------------------------------

Thank you for your time!
Appendix 9 - Questions for Key Informant Interviews

Police Questions

1. In your opinion, has there been any meaningful change in public trust about police since Strengthening of Rule of Law Program?

2. Have the interventions contributed to the capacity building of Khyber Pakhtunkhwa Police?

3. Has there been any impactful/positive change through forensic investigation in police service delivery?

4. Has there been any meaningful change in conviction rates through SRLP interventions - particularly crime scene management trainings?

5. Under the SRLP program, do you think this has improved the capacity of police for more efficient prevention of crimes?

6. Since the interventions, do you think that coordination between local community and police are improving?

7. Do you think the trust of women representation has increased in the Khyber Pakhtunkhwa police, after establishing of the model police stations and with women dormitories and desk?

8. Do you think the District Policing Plans are useful in linking the performance at the local level with the overall objectives of rule of law and public safety reforms at the provincial level?
9. What do you think are some of the key challenges and constraints that still exist in your policing system?

10. Do you have any suggestions, on which areas to focus for effective police performance?

Judicial Questions

1. Has there been any meaningful change in litigants trust about judiciary since SRLP interventions?

2. Have the interventions contributed to the capacity-building of judges and courts?

3. Do you see any improvements in disposal of existing pendency of civil and criminal cases?

4. Have you seen any improvements or implementation of modern techniques aimed at speedy and efficient case disposal such as case-flow management?

5. Have you found any institutional resistance from within the justice sector or bias towards transformation to modernization of justice systems and processes at the district level?

6. What has been the impact of research wings - mediation/ADR centres in the judicial system?

7. Since the interventions, how has access to the justice system improved among the locals?

8. What do you think are some of the key challenges and constraints that still exist in your judicial system?
9. Do you have any suggestions, on which areas to focus for effective justice delivery?

Prosecutors Questions

1. Has there been any meaningful change in prosecutor's delivery through implementation of interventions through the SLRP initiative?

2. Have the interventions contributed to the capacity-building of the prosecution system?

3. Has the rate of conviction improved in your area through efforts of local prosecution offices?

4. Have you found any resistance from any institutions?

   Has there been any impactful change through the availability of library and other services - because of the interventions?

5. What do you think are some of the key challenges and constraints that still exist in the prosecution system?

6. Do you have any suggestions, on which areas to focus for effective prosecutor delivery?

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