Inspiring Change
Good Practices in the Rule of Law and Anti-Corruption in Pakistan
DISCLAIMER

The content of this publication does not necessarily reflect the views or policies of United Nations Office on Drugs and Crime (UNODC) or contributory organizations, nor does it imply any endorsement.

The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of UNODC concerning the legal status of any country, territory or city or its authorities, or concerning the delimitation of its frontiers or boundaries.

This publication has not been formally edited.

© UNODC 2021
# Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Acronyms</td>
<td>4</td>
</tr>
<tr>
<td>Acknowledgements</td>
<td>5</td>
</tr>
<tr>
<td>About this document</td>
<td>6</td>
</tr>
<tr>
<td>About UNODC in Pakistan</td>
<td>6</td>
</tr>
<tr>
<td>Our Story of Change</td>
<td>8</td>
</tr>
<tr>
<td>Introduction</td>
<td>10</td>
</tr>
<tr>
<td>Our Theory of Change</td>
<td>11</td>
</tr>
<tr>
<td>Our Achievements and Impact</td>
<td>12</td>
</tr>
<tr>
<td>1. Evidence-Based Rule of Law Reform</td>
<td>16</td>
</tr>
<tr>
<td>2. Digital Transformation: Moving from a Paper-Based to a Digitalized Prison System</td>
<td>22</td>
</tr>
<tr>
<td>3. Access to Legal Aid</td>
<td>28</td>
</tr>
<tr>
<td>4. Applying Forensic Science</td>
<td>34</td>
</tr>
<tr>
<td>5. Gender Responsive Policing</td>
<td>42</td>
</tr>
<tr>
<td>6. Change Champions</td>
<td>50</td>
</tr>
<tr>
<td>7. e-learning at the Fingertips</td>
<td>54</td>
</tr>
<tr>
<td>8. Tackling Corruption and Money Laundering</td>
<td>58</td>
</tr>
<tr>
<td>9. Integrity Education</td>
<td>66</td>
</tr>
</tbody>
</table>
### Acronyms

<table>
<thead>
<tr>
<th>Acronym</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>ADR</td>
<td>Alternate Dispute Resolution</td>
</tr>
<tr>
<td>AML/CFT</td>
<td>Anti-Money Laundering/Counter Financing of Terrorism</td>
</tr>
<tr>
<td>AMLA</td>
<td>Anti-Money Laundering Act</td>
</tr>
<tr>
<td>ATA</td>
<td>Anti-Terrorism Act</td>
</tr>
<tr>
<td>BO</td>
<td>Beneficial Ownership</td>
</tr>
<tr>
<td>CCTV</td>
<td>Closed Circuit Televisions</td>
</tr>
<tr>
<td>CDD</td>
<td>Customer Due Diligence</td>
</tr>
<tr>
<td>COPAK</td>
<td>Country Office Pakistan</td>
</tr>
<tr>
<td>COVID</td>
<td>Corona Virus Disease</td>
</tr>
<tr>
<td>CSU</td>
<td>Crime Scene Unit</td>
</tr>
<tr>
<td>CTR</td>
<td>Currency Transaction Report</td>
</tr>
<tr>
<td>CJS</td>
<td>Criminal Justice System</td>
</tr>
<tr>
<td>DBMIS</td>
<td>Database Management Information System</td>
</tr>
<tr>
<td>DNFBPS</td>
<td>Designated Non-Financial Businesses and Professionals</td>
</tr>
<tr>
<td>DNA</td>
<td>Deoxyribonucleic Acid</td>
</tr>
<tr>
<td>DU</td>
<td>Delivery Unit</td>
</tr>
<tr>
<td>ESP</td>
<td>Essential Services Package</td>
</tr>
<tr>
<td>E4J</td>
<td>Education for Justice</td>
</tr>
<tr>
<td>FAQ</td>
<td>Frequently Asked Questions</td>
</tr>
<tr>
<td>FATF</td>
<td>Financial Action Task Force</td>
</tr>
<tr>
<td>FMU</td>
<td>Financial Monitoring Unit</td>
</tr>
<tr>
<td>FSL</td>
<td>Forensics Science Laboratory</td>
</tr>
<tr>
<td>GBV</td>
<td>Gender-based Violence</td>
</tr>
<tr>
<td>GDP</td>
<td>Gross Domestic Product</td>
</tr>
<tr>
<td>GIE</td>
<td>Global Integrity Education</td>
</tr>
<tr>
<td>ICRG</td>
<td>International Cooperation Review Group</td>
</tr>
<tr>
<td>ICT</td>
<td>Information Communication Technology</td>
</tr>
<tr>
<td>IOS</td>
<td>Immediate Outcomes</td>
</tr>
<tr>
<td>INL</td>
<td>The U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section</td>
</tr>
<tr>
<td>ML/TF</td>
<td>Money Laundering/Terrorist Financing</td>
</tr>
<tr>
<td>MOFA</td>
<td>Ministry of Foreign Affairs</td>
</tr>
<tr>
<td>NACTA</td>
<td>National Counter Terrorism Authority</td>
</tr>
<tr>
<td>NADRA</td>
<td>National Database and Registration Authority</td>
</tr>
<tr>
<td>NC</td>
<td>Non-Compliant</td>
</tr>
<tr>
<td>NPO</td>
<td>Non-Profit Organization</td>
</tr>
<tr>
<td>PC</td>
<td>Partially Compliant</td>
</tr>
<tr>
<td>QD</td>
<td>Question Document</td>
</tr>
<tr>
<td>KPI</td>
<td>Key Performance Indicators</td>
</tr>
<tr>
<td>PF</td>
<td>Proliferation Financing</td>
</tr>
<tr>
<td>PMIS</td>
<td>Prison Management Information System</td>
</tr>
<tr>
<td>RBS</td>
<td>Risk Based Supervisory</td>
</tr>
<tr>
<td>ROL</td>
<td>Rule of Law</td>
</tr>
<tr>
<td>SC</td>
<td>Steering Committee</td>
</tr>
<tr>
<td>SDG</td>
<td>Sustainable Development Goal</td>
</tr>
<tr>
<td>SECP</td>
<td>Securities and Exchange Commission of Pakistan</td>
</tr>
<tr>
<td>SRBS</td>
<td>Self-Regulating Bodies</td>
</tr>
<tr>
<td>STR</td>
<td>Suspicious Transaction Reporting</td>
</tr>
<tr>
<td>TF</td>
<td>Terrorist Financing</td>
</tr>
<tr>
<td>TFS</td>
<td>Targeted Financial Sanctions</td>
</tr>
<tr>
<td>TWG</td>
<td>Technical Working Group</td>
</tr>
<tr>
<td>UBO</td>
<td>Ultimate Beneficial Ownership</td>
</tr>
<tr>
<td>UNDP</td>
<td>United Nations Development Programme</td>
</tr>
<tr>
<td>UNFPA</td>
<td>United Nations Population Fund</td>
</tr>
<tr>
<td>UNODC</td>
<td>United Nations Office on Drugs and Crime</td>
</tr>
<tr>
<td>COPAK</td>
<td>Country Office Pakistan</td>
</tr>
<tr>
<td>UN WOMEN</td>
<td>United Nations Entity for Gender Equality and the Empowerment of Women</td>
</tr>
<tr>
<td>UPS</td>
<td>Uninterrupted Power Supply</td>
</tr>
<tr>
<td>UTPS</td>
<td>Under-Trial Prisoners</td>
</tr>
<tr>
<td>VAW</td>
<td>Violence Against Women</td>
</tr>
<tr>
<td>WJFC</td>
<td>Women &amp; Juvenile Facilitation Centre</td>
</tr>
<tr>
<td>WHO</td>
<td>World Health Organization</td>
</tr>
</tbody>
</table>
Acknowledgements

This publication would not have been possible without the generous support of the UK Aid, the Government of Norway, the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section, and the Siemens AG, who provided the impetus to deliver reforms in the Rule of Law and Anti-corruption in Pakistan that has yielded a wealth of knowledge, good practices, and lessons.

We are fortunate to work under the relentless guidance and encouragement of Jeremy Milsom, Representative, UNODC COPAK, who continues to be a crucial source of motivation.

This study was conducted under the advisory support of Jouhaida Hanano, Criminal Justice Advisor, UNODC COPAK, who provided extensive guidance on the technical aspects and critical areas to probe. Furthermore, we would like to thank our colleagues in the UNODC COPAK, for their support in the preparation of this document. We are particularly grateful to Waqas Ali Shah, Aftab Shuaib, Rizwan Ullah, Farzin Khan, Ghulam Ali, Syed Safi Peerzada, Afzal Sheikh, and Muhammad Faisal Qureishi, for providing essential support in implementing these reforms during the most critical times of the pandemic.

In addition, we also thank our team of international experts, Robin Jarman, who took the primary responsibility of compiling the document; Sam Makkan, Chris Roberts, and Ross Toomer also provided additional inputs. We appreciate their hard work and collaboration through virtual consultations.

We also acknowledge the extensive efforts by our Advocacy and Communications Expert, Sumaira Sagheer, for content management and designing of this document. We also appreciate the contribution of our colleagues from the larger UNODC COPAK family, particularly Rizwana Rahool for the overall guidance related to communication.

Last, but not the least, our sincere appreciation to our counterparts from the Government of Pakistan and the provincial Governments of Balochistan, Sindh, and Punjab for their strong commitment, trust, and collaboration.

The good practices in this publication are a selection from the projects supported by the UK Aid, the Government of Norway, the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section, and the Siemens AG, implemented by the UNODC COPAK.

For further information, please contact:

Jouhaida Hanano
Criminal Justice Advisor
jouhaida.hanano@un.org

Rizwana Rahool
Communications Officer
rizwana.asad@un.org

Compiled by Robin Jarman and UNODC COPAK
Technical review by Jouhaida Hanano
Editing support and design by Sumaira Sagheer

© United Nations Office on Drugs and Crime (UNODC). September 2021
All rights reserved, worldwide.
About this document

The UNODC COPAK Rule of Law and Anti-Corruption Programme works at the intersection of state and non-state institutions in Pakistan, reforming the justice system through legislative, policy, administrative, and operational reforms. The Programme offers solutions to some of the most complex challenges faced by the rule of law and the Criminal Justice Sector in Pakistan.

This compilation of good practices showcases processes, approaches, and breakthroughs that have shown to work – either fully or in part – to implement systemic reforms in Pakistan towards realizing the rule of law as a moral ideal of a rule-based governance system, which is fair, just, and inclusive. The good practices, therefore, provide a source of learning and knowledge through evidence, demonstrating a potential for replication and scale-up of such practice(s) in similar country contexts as of Pakistan.

This document provides insights on reform strategies and interventions that can improve law and justice for development. It validates how reforms in criminal justice enable governments to shape the provision of the rule of law and access to justice for citizens.

The lessons and good practices demonstrated in this document underscore the importance of finding innovative but local solutions and making them work through evidence-based policymaking. They also focus on technological innovations and digitalization to enhance institutional efficiencies and services. The good practices also recognize the impact of shifting trends in the provision of legal aid and access to justice for the vulnerable. We believe that by telling such stories of change, we also inspire change elsewhere.

About UNODC in Pakistan

During the past 35 years of working in Pakistan, UNODC COPAK has enjoyed a credible and long-term strategic relationship with the Government of Pakistan. As a result, it has forged a strong working relationship and established an enviable reputation, claiming the trust, respect and confidence of its domestic peers and stakeholders.

The comprehensive approach of UNODC COPAK is aligned with Pakistan’s vision 2025, and the 2030 Agenda for Sustainable Development, striving to achieve the Sustainable Development Goal (SDG) 16 on Peace, Justice and Institutions: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” Also contributing to SDGs 3, 5, 8, 11, 15 and 17.

Primary users of this document

The information in this document is for the benefit of international development partners, UN entities, governments, civil society organizations, academic institutions, the rule of law experts, and others interested in accelerating reforms in criminal justice and the rule of law.
The lessons and good practices demonstrated in this document are expected to add value to leverage innovative approaches to be adopted elsewhere.
Our Story of Change

UNODC COPAK is committed to promoting peaceful, inclusive, and resilient societies. The knowledge and good practices that we have acquired through the Rule of Law and Anti-Corruption Programme in Pakistan illustrate programmatic mechanisms, innovative solutions, and policy responses towards delivering results-based reforms.

This collection of good practices ascertains how we have leveraged our international and national expertise to support and strengthen the rule of law institutions and services, helping to better serve the people in Pakistan.
Introduction

Experience from the work of UNODC COPAK with the Government, the rule of law, and anti-corruption stakeholders demonstrate a shift from traditional supply-side interventions - focused on providers of justice - towards mainstreaming of law and justice to ensure better service delivery for citizens. Contrary to sectoral responses that are often fragmented and short-term with limited sustainability, UNODC COPAK has adopted a results-driven, systematic, and integrated approach. As part of this, rule of law institutions are encouraged to work collaboratively to strengthen the system and deliver solutions through a sustained implementation and mutual ownership.

Nonetheless, measures for better policies, effective laws, stronger institutions, empowered citizens, and improved practices - and most importantly the application and enforcement of laws - come through a rigorous approach. Long-term programming that targets structural challenges and root causes, supported by sustained national partnerships, and investments with a continuous adaptation of approaches must be considered to make law and justice relevant and responsive to citizens and community needs. This will ensure sustainability of efforts and achieve the necessary societal transformation.

UNODC COPAK has adopted a results-driven, systematic, and integrated approach to strengthen the rule of law and delivery of justice for the citizens of Pakistan.
Our Theory of Change

The Rule of Law and Anti-Corruption Programme of UNODC COPAK works as a strategic partner and advisor to the Government of Pakistan, delivering innovative and evidence-based reforms and solutions to support and strengthen the rule of law for the people of Pakistan. The programme also promotes anti-corruption preventive and enforcement measures, and fosters effective Anti-Money Laundering/Terrorism Financing (AML/TF) regimes in Pakistan to disrupt and prosecute financial crimes. A gender-sensitive approach cuts across reforms led by the programme through developing and applying gender-sensitive solutions focused on improving criminal justice responses to victims and survivors of gender-based violence (GBV).

Our theory of change is guided by the following principles

- Systems innovation through transfer of technology
- Results-based reforms driven by evidence and analysis
- Leveraging stakeholders’ capacity for enhanced performance
- Empowering the vulnerable through legal aid and access to justice
- Whole-of-Government approach to improve delivery of the rule of law
- Co-creation, collaboration and indigenization of knowledge and learning
Our Achievements and Impact

Over the years, the Rule of Law and Anti-Corruption Programme has made visible strides, forging bonds of mutual trust and shared responsibility with law and justice institutions in Pakistan. Some of these interventions have resulted in the following milestones:

**Enhanced capacities and cooperation mechanisms among investigators, prosecutors, judicial officers, and AML/CFT players funded by the UK Aid and the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section to:**

- improve quality of investigation, prosecution and judicial inquiry;
- prosecute crimes of money laundering and terrorist financing;
- support delivery of speedy justice to the citizens;
- increase the rate of convictions;
- decrease the number of Under-Trial Prisoners (UTPs).

**Introduced a Whole-of-Government approach to deliver a results-driven Rule of Law Roadmap funded by the UK Aid, ensuring better services for citizens in Balochistan and Sindh.**

**Improved access to justice for the vulnerable through free legal aid funded by the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section, supporting the release of more than 500 Under-Trial Prisoners (UTPs) in the 22 prisons of Sindh.**

**Enhanced police responses to crimes of gender-based violence funded by the Government of Norway through piloting innovative models of Women and Juvenile Facilitation Centres.**
Promoted values of ethics and integrity among youth through university education funded by the Siemens Integrity Initiative.

Digitized prison records through Prison Management Information System (PMIS) funded by the U.S. Mission to Pakistan's International Narcotics and Law Enforcement (INL) Section to deliver efficient and transparent prison administration across the prisons of Punjab and Sindh in Pakistan.

Trained first responders and officials in investigation skills funded by the U.S. Mission to Pakistan's International Narcotics and Law Enforcement (INL) Section. Furthermore, enhanced access to latest know-how through a Forensics Science Laboratory; and furnished 8 Mobile Crime Units with state-of-the-art equipment for efficient handling of crimes of violence in Balochistan.

Strengthened the Anti-money Laundering / Combating the Financing of Terrorism (AML/CFT) regimes funded by the UK Aid through supporting and strengthening the AML/CFT oversight capacities of the Financial Monitoring Unit (FMU) and the Securities and Exchange Commission of Pakistan (SECP).
Good Practices and Lessons Learnt
The following sections demonstrate the good practices, processes and approaches behind a few of the afore-mentioned achievements.

Contents

1. Evidence-Based Rule of Law Reform 16
2. Digital Transformation: Moving from a Paper-Based to a Digitalized Prison System 22
3. Access to Legal Aid 28
4. Applying Forensic Science 34
5. Gender Responsive Policing 42
6. Change Champions 50
7. e-learning at the Fingertips 54
8. Tackling Corruption and Money Laundering 58
9. Integrity Education 66
Evidence-Based Rule of Law Reform
Context

The rule of law is the foundation of developing peaceful, equitable, and prosperous societies. It strengthens the social contract between the State and its people. However, the Criminal Justice System in Pakistan is faced with a myriad of challenges, ranging from outdated legal frameworks to lack of capacity and resource constraints at the national and sub-national levels. In addition to other systemic issues, institutionalizing reform strategies at the provincial level to ensure effective delivery of the rule of law remains a substantial challenge.

The Province of Balochistan is one of the most conflict-sensitive regions in Pakistan, demonstrating low socio-economic indicators and a history of conflict against the backdrop of traditional tribal culture. The given context disproportionately affects vulnerable groups, particularly women, for ensuring equitable access to justice.

Past efforts towards strengthening the Criminal Justice System in Balochistan have been fragmented, accentuating the need for a more joined-up approach to align the work of institutions for better service delivery to citizens.

Solution

Backed by the generous support from the UK Aid, UNODC COPAK has taken a systemic approach to implement rule of law reforms in Balochistan. The process starts with the mobilization of stakeholders to develop strategic priorities towards delivering a pragmatic Rule of Law (RoL) Roadmap responsive to institutional and provincial requirements. The Roadmap is informed by a 'whole-of-government' approach implemented by all of the criminal justice institutions, individually and collectively, to reach provincial goals in a consultative and joined-up manner. In essence, the 'whole-of-government' approach has proven to establish a solid base for continuous communication and coordination to eliminate ‘silos’ and fully apprehend the added value of cross-institutional work to achieve set targets at the institutional and provincial level.
The following principles of ‘Deliverology’ foster five key elements to be applied to reform areas:

1. **Prioritization:**
   - A small, prioritized set of specific, measurable, ambitious, and time-bound targets;
   - A projected progression towards the goal that creates a tight link between planned interventions and expected outcomes over time.

2. **Data:**
   - 2-3 high level indicators;
   - Cross-institutional indicators which drive the delivery of high-level Key Performance Indicators (KPIs);
   - Departmental Data.

3. **Routines:**
   - Regularly scheduled checkpoints to assess if delivery is on-track;
   - Engine that drives delivery forward through regular stocktakes;
   - Regular top-level meetings to review progress against set KPIs to inform policy decisions.

4. **Learning:**
   - Provide continuous learning possibilities, individually and collectively;
   - Provide flexibility and adaptability;
   - Offer opportunity to apply good practices.

5. **Political Leadership:**
   - An approach that is owned and driven by the political leadership;
   - An approach that is owned by all stakeholders.
UNODC COPAK has applied the ‘Deliverology’ model to support the Government of Balochistan in its implementation of the RoL Roadmap. ‘Deliverology’ is a way of doing public policy reform. It is a mechanism to set targets, deliver results, learning from what works, and feeding that back into policy decision making. There is a global evidence of its effectiveness from countries, including Australia, Bahrain, Ethiopia, Kuwait, Malaysia, and South Africa.

The ‘Deliverology’ model could be applied through different ways, some of its key characteristics are summed up as follows:

» Define a clear, overarching policy objective;
» Develop an action plan for meeting the desired policy objective;
» Develop a monitoring and learning system, not only to track progress, make any necessary adjustments, and assess the effectiveness of the approach, but also to learn lessons for the future.

Good Practices

» Implementing 3 Cs of Coordination, Collaboration and Communication: Using a consultative process right from the outset encouraged a shared vision and acceptance of the concept of the ‘whole-of-government’ approach. It helped to deliver seamless information sharing, coordination and collaboration among key stakeholders. The realization of the 'whole-of-government' approach was thus crucial towards building ownership and communicating the RoL reform.

» Harnessing support from within the Government structures: Ensuring support from the policy makers and senior management of the Government structure helped to gain acceptance, deliver better, and create buy-in within the corridors of power and policy making. This was done deliberately and consciously as the whole essence in making sure that the 'whole-of-government' approach works better is how the concept is embedded within the multi-layered structural and institutional framework of Criminal Justice Institutions. To serve this purpose, the approach was well-engineered by UNODC COPAK to encourage positive support from the Government of Balochistan.

» Establishing a Governance Model to implement the core principles of ‘Deliverology’: The governance model works through the oversight of the Steering Committee (SC) at the policy level, which is supported by evidence-based analysis and recommendations by the Delivery Unit (DU), set up under the auspices of the Home Office. The nominated focal points from all the Criminal Justice Institutions (CJIs), including CSOs, established as Technical Working Groups (TWG) in Quetta, and Sub-Working Groups (SWGs) at the district level to ensure data collection and implementation of the action plan. It is a model that has helped to effectively catalyze the RoL Roadmap in both spirit and actionable implementation.
Case Study

The Balochistan Case

The province of Balochistan is a live example in leading and applying the ‘Deliverology’ model. A robust governance structure consisting of a Delivery Unit (DU) works through a dedicated staff as part of the Home Department. Technical Working Groups (TWGs) nominated by all CJIs, including the Judiciary, CSOs, and Women Department, are set up to work closely with the DU. Additionally, focal points have been nominated at the district level by all departments to collect data. At the apex level, a Steering Committee (SC) works as a policymaking platform. The Home Minister chairs the SC with representation from all key stakeholders, including the judiciary.

The objective was to establish a robust system driven by a solid governance structure to conduct regular stocktakes that inform the SC to take policy decisions. It was necessary to establish a Database Management Information System (DBMIS) and populate it with the collected evidence through a dashboard that is accessible, not only to the SC members but the general public through an external website.

Prioritization was essential to sequence delivery and show progress. Two high-level indicators have been selected by the province through the DU and TWGs followed by the development of cross-departmental action plans to meet set targets.

The following steps have been pursued to apply the ‘Deliverology’ model and establish a solid and sustainable system to undertake the RoL reform:

» Collecting baseline data: The conduct of the baseline with all stakeholders of CJIs was a milestone achievement for the RoL Roadmap. It enacted a starting point to enable the province to measure its progress against set targets. Planning and developing the baseline formats was instrumental in prioritizing data required from the CJIs. Several sessions brought together the Technical Working Groups, Delivery Unit Advisors, and District Working Groups to contribute to the baseline exercise. The exercise helped to coordinate and interlink the available data across the chain of the CJIs. The alignment of the collected datasets was on track with Targets, KPIs, and Outcomes set by the Steering Committee for evaluating the Roadmap and improving the CJS through set activities. In addition, the exercise also provided the lens for improving the data collection system in the province by identifying gaps in data and establishing a standardized approach and methodology for its collection.

» Robust DBMIS/dashboard development: The CJIs baseline was employed to populate into a robust DBMIS/dashboard developed by the DU. The dashboard packages the data for presentation to the SC as concrete evidence to inform decisions. The DBMIS is programmed to act as a digital interface of the Roadmap’s Action Plan to automate processes for consolidating and producing results informed by the data, fed into the dashboard, to support visualization of the situational analysis of the Targets and KPIs.
Data analytics and evidence to inform results: The DBMIS enables data analysis of the performance of the rule of law institutions to support decision-makers to identify issues and take the necessary decisions. The dashboard also acts as a repository of evidence to ensure transparency, monitoring, and accountability of departments’ Targets and KPIs. It thus provides information that helps the SC to make decisions. The dashboard is a step forward to establishing transparency and accountability of the CJIs towards the public through making the evidence accessible. It contributes to enhancing the demand-side for a more efficient and effective RoL system.

Recognition by the Steering Committee through notifying the PC-1 (Planning Commission Proforma-1): The phenomenal progress of the Balochistan RoL Roadmap Project was well-recognized by all stakeholders, who attended the Provincial Steering Committee in Quetta, on regular basis, that also led to the realization of the PC-1. It confirms the ownership of the Government of Balochistan towards the implementation of the roadmap, which is a significant step for the sustainability of accomplished efforts.

Allocation of PKR 500 million by the Government of Balochistan: The RoL Roadmap holds a high level of commitment from both political and administrative leadership, which led to the allocation of PKR 500 million by the Government of Balochistan in the current fiscal year for its implementation.

Reform in the rule of law arena takes time, particularly in establishing systems and sustainable structures, leveraging the capacity of stakeholders to enable tangible results. The work on the RoL reform in Balochistan continues, building on the success harvested so far. As it ventures forward, more lessons and good practices will inform policy and practice of the rule of law reforms.
Digital Transformation: Moving from a Paper-Based to a Digitalized Prison System
Context

Despite the ubiquitous role of technology in our everyday lives, prison administration, staff, and inmates constitute one of the most underprivileged groups least touched by the digital age. In turn, this limits the efficiency of prison management and utility of rehabilitative efforts both within and outside prison gates, making it more challenging to track prisoner data. The issue is manifold and needs a robust solution to ensure administrative efficiency and accountability in prison management.

The prison system in Pakistan is overcrowded, understaffed, and underfunded. Approximately 75,000 people are incarcerated in Pakistan’s 113 prisons, demonstrating an exceptionally high level of Under-Trial Prisoners (UTPs) of nearly 74% of the total prison population. Provisions for bail and other alternatives to imprisonment in Pakistan’s Criminal Procedure and Penal Codes are under-utilized, contributing to overcrowding. Sadly, a large majority of UTPs languish in prisons for years until presented before courts.

In 2009, results of an assessment of prison operations by UNODC COPAK - undertaken with the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section’s funding - identified an antiquated file management system that is still paper-based and inconvenient to operate.

An essential duty for prison officials is inmate management that requires profile tracking and case history of inmates from the point of incarceration to the time of release and reintegration into society. Therefore, automation of prison records would result in enormous improvements in prison operations and administration.
Solution

The aim was to develop a centralized system, replacing a paper-based and time-consuming practice that would provide prisons with far greater functionality, and scope to transform how the prison staff can manage offenders.

UNODC COPAK Rule of Law and Anti-Corruption Programme and the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section partnered to work with the Governments of Punjab and Sindh. The objective was to carry out the digitalization of prison records across all prisons in the two provinces through developing and implementing a Prison Management Information System (PMIS), in a sequenced manner.

UNODC COPAK technical team developed the initial PMIS software, an information system to computerize and automate prisoners’ information and day-to-day operations in prisons. As a result, a comprehensive resource of PMIS allowed to customize workflows and have access to demographic and biometric profiles of inmates, including case history, court production, parole, prison transfers, health, and medical records. It would inevitably support prison administrative managers to maximize productivity with instant access to the relevant information on inmates, administrative staff, and visitors alike.

The system offers automated tracking of information and generation of reports, bringing in-depth functionality and a high standard of efficiency in prison operations, such as rapid isolation of COVID patients to contain the risk of infection.
Good Practices

The PMIS has acted as an enabler to improve Pakistan’s prisons operational efficiency, resulting into a host of good practices including:

» **Adaptive culture of ICT learning and behaviour change**: PMIS has helped to channel a gradual transformation and behavioural change in the use of technology.

» **A trendsetter to efficiently manage pandemic risks**: Shift to PMIS is helping to identify compromised health conditions of the vulnerable groups and isolate them as a result of COVID risks, providing timely screening during a pandemic.

» **Better and timely response to the healthcare needs of the inmates**: Prisoners’ health reports are captured and recorded digitally, empowering prison officials to ensure timely delivery of physical and mental healthcare to the inmates, including drug treatment.

» **Speedy communication**: Increased access to and improved knowledge within prisons has improved communication among prisoners and staff.

» **Streamlining workflows and data**: By moving away from paper-based and manual interventions to digital processes, the data accuracy has improved since the information on cases from the court’s case management system is automatically entered into the prison’s system without the need for manual inputs.

» **Improved time-management**: Improved time in assessing and processing cases on reception and release has reduced the time taken for administrative tasks by prison officers.

» **Reduction in prisoner complaints**: PMIS has allowed staff to access prisoner information more quickly and, therefore, facilitate prompt responses without recourse to time-consuming paper-based tasks and reduction in prisoner complaints.

The **PMIS supports administrative managers in prisons to maximize productivity with instant access to the relevant information, including the records of prison inmates, administrative staff, and visitors.**
Case Study

The PMIS in Punjab: The overwhelming success in the digitalization of prison records generated demand by all the other Provinces of Pakistan

With the INL funding, UNODC COPAK has laid the foundation of the PMIS in Punjab, automating 20 prison facilities in the first phase. As part of this, UNODC COPAK developed four modules and trained more than 100 staff in the use and troubleshooting of the system.

The success of the new prison system has led the Government of Punjab to allocate 119 million PKR to the PMIS, ensuring the sustainability of the system. UNODC COPAK, thus, completed the second phase in Punjab in 2020, extending the system to all of the 43 prisons of Punjab. The Government of Punjab also recruited 60 new staff members, the majority of whom are software engineers and troubleshooters, to work on the PMIS across the prisons in Punjab. The Government of Punjab has owned the project and funds it through its resources.

- **Training and sensitization of administrative staff:** The outstanding support from UNODC COPAK and the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section has gone beyond the provision of funds and equipment for the PMIS to offering hands-on training to more than 200 master trainers from a cross-section of prisons in Punjab. The efforts would ensure adaptability to technological change.

- **Provision of hardware and functional systems infrastructure:** UNODC COPAK and INL have also supplemented the PMIS with more than 200 computers and UPS, biometric systems, networking, and fingerprint devices for the automation of prisons, Inspectorate General Prisons, and Prisons Training Academy in Sahiwal.

- **Indigenization of technology through working with the Punjab Information Technology Board (PITB) as a partner:** The PITB has been working as a technology partner to replicate PMIS across the prisons in Punjab, integrating customized features and modules. It would provide relevance and sustainability to the project through a user-friendly dashboard of the prison’s database.

- **Customizing workflows and administrative efficiencies:** PMIS allows prison administration to customize workflows and have ready access to demographic profiles of inmates, ensuring efficiency in operations.

- **Systematic efficiency:** PMIS is a revolutionary technology in converting a paper-based system to a completely digital platform in a cost-effective and user-friendly manner, providing transparent, accountable, and time-saving arrangements. In addition, it enhances staff’s capacity to leverage their performance that eventually benefits inmates.
**Transformational project:** UNODC COPAK and the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section jointly handed over the formal control and implementation of the PMIS to the Punjab Prisons Department, the Government of Punjab in February 2020. The exemplary success of the PMIS in Punjab generated demand from the other provinces of Pakistan, including Balochistan, Khyber Pakhtunkhwa (KP), and Sindh to scale up the implementation of the PMIS. With the INL funding, UNODC COPAK is finalizing the implementation of PMIS in all the prisons of Sindh, also initiating the same for KP, with the continued support of the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section. Similarly, plans are underway for the automation of Balochistan prisons with the financial support provided by the European Union.

Owing to the successes of the new system, the Government of Punjab allocated PKR 119 million which will go a long way towards ensuring sustainability of the system.
Access to Legal Aid
Legal aid is an essential element of the Criminal Justice System to provide access to justice for the poor, marginalized, and disadvantaged citizens. Pakistan acknowledges the importance of legal aid as a necessary assistance to the poor and vulnerable, who cannot afford legal help. Provided at no cost, the timely provision of legal aid protects those who do not have the means to defend their rights in the Criminal Justice System.

The Constitution provides the necessary legal framework for the provision of legal aid. However, Pakistan is struggling to implement a comprehensive approach towards granting free legal support to the deserving. The evidence shows that a large section of Under-Trial Prisoners (UTPs), whether through illiteracy, poverty, lack of resources, or lack of awareness of their legal rights, do not have access to legal aid. The fact is evident by the rate of unspent legal aid funds of 59% in Punjab, 91% in Sindh, 69% in Khyber Pakhtunkhwa, and 95% in Balochistan (between 2012-2016).

Working in partnership with key stakeholders and supported by the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section, UNODC COPAK conducted a review and assessment of the legal aid situation in the province of Sindh. This review identified several issues contributing to the lack of access to legal aid, including limited awareness of the right to seek legal support within the prison environment, lack of resources to access legal help, poor administration by the District Legal Aid Empowerment Committees, and absence of an active institutional mechanism to facilitate the provision of legal aid.

UNODC COPAK also carried out a stakeholders’ consultation with the primary objective of improving access to legal aid for the vulnerable. The findings informed bespoke legal aid services introduced by UNODC COPAK to meet the diverse demand across society.
Worthy to note, as a good practice, is the work of UNODC COPAK within the prison environment with marginalized and vulnerable groups of UTPs. Through the financial support of the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section, UNODC COPAK developed legal instruments, procedures, and regulations that could help towards creating an enhanced awareness among UTPs of their legal rights.

The Legal Aid Project has supported the timely release of UTPs in Sindh, easing the burden of overcrowding in prisons. The role of UNODC COPAK through this Project has been significant in reducing the number of UTPs and prison population. In addition, those who deserve to get bail were able to have their right to liberty restored.

Since the break of COVID-19, 522 UTPs have been released (to date) and reintegrated into their families and society. A majority of these UTPs were either vulnerable women, juveniles, minorities, or those who are less literate to access legal aid support.

A demand-led approach suggests the availability of specialized expertise to provide legal advice, support and assistance in a way that empowers people to apply legal aid to their own set of circumstances with improved ability to navigate the justice system.
Good Practices

» **Use of a demand-led approach in legal aid:** A good practice that UNODC COPAK has identified is providing advice and legal aid assistance appropriate to the needs of the people across the value chain of the Criminal Justice System. It means providing legal support *at the police station* soon after arrest, *during an interview*, *at the court* on the first appearance and *in the prison* while awaiting trial. It can save time and personal misery that most of the detainees have to undergo. A demand-led approach suggests the availability of specialized expertise to provide legal advice, support, and assistance in a way that empowers people to apply legal aid to their own set of circumstances with improved ability to navigate the justice system.

» **Provision of information and data on people in need of legal aid:** The Prison Department publishes the lists of current and potential legal aid beneficiaries on the Sindh High Court website, which helps to create awareness on the availability of legal aid, highlighting motivation by the Criminal Justice Institutions to increase the use of legal aid support. The website also serves as a platform to enhance transparency and accountability of the legal aid process.

» **Collaboration with non-state actors, bar councils, and civil society organizations for public awareness:** The role of legal aid organizations in offering sensitization and awareness, while additionally providing pro-bono legal aid to communities, is central as employed by UNODC COPAK towards safeguarding the legal rights and responsibilities of beneficiaries.

There is evidence of a direct impact on the socio-economic situation of families and communities due to the timely provision of legal aid. It has helped to reduce the length of time suspects are held in detention, the number of wrongful convictions, the incidence of bribery, and mismanagement of justice. In addition, the provision of legal aid encourages people to access essential services in times of crisis, ensuring that the state’s enforcement of emergency measures respects international standards of human rights.
Case Study

No more confined behind bars

Life for Jasifer Masih would have been precarious if his brother had not approached UNODC COPAK legal aid team for help deployed under a project funded by the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section. Taken into custody and jailed for fake car theft, Jasifer was languishing in a prison in Sindh for more than 11 months. Each time Jasifer was brought before the court of justice, there wasn’t any prosecutor to support and facilitate his case for a judicial hearing. It kept on pending amongst the heap of many other unsolicited under-trial cases that suffer just because either the offender cannot afford to seek a legal attorney or is simply unaware of the legal rights and provisions granted by the constitution.

Thankfully, legal aid for Jasifer Masih was mobilized when Jasifer’s brother reached out to UNODC COPAK for counselling. The team proactively followed up the case and got endorsement through the Sindh Prison Department for Jasifer’s appearance before the court of justice. As a result, Jasifer was released on the same day. The given story is just one step in the right direction that sets a benchmark of how the provision of legal aid can address the lingering issue of UTPs.

522 acquitted from 22 Prisons of Sindh
The provision of free and timely legal aid has had a direct impact on the socio-economic situation of families and communities. Besides, in times of crisis, awareness, and access to legal aid is crucial to protect people’s rights to access essential services.
Applying Forensic Science

Every contact leaves a trace

Dr. Edmond Locard (1877–1966) was a pioneer in forensic science, who formulated the basic principle that states “Every contact leaves a trace”. Locard’s principle holds that the perpetrator of a crime will bring something into the crime scene and leave with something from it. Both can be used as forensic evidence to serve as a silent witness against the perpetrator.

Today, the success of a modern police crime investigation hinges upon the available forensic evidence retrieved from a crime scene.
BALOCHISTAN

Context

While the security situation in Pakistan has relatively improved, the rights of ordinary citizens continue to be compromised. As a result, a large majority of the people live under a heightened sense of insecurity, particularly in the conflict-sensitive region of Balochistan. The geographic vastness of the province presents a challenge to Criminal Justice Institutions confronted with a host of other bottlenecks, including limited human resources and a lack of infrastructure.

Police and Levies continue to play a critical role in Balochistan; however, an acknowledged lack of modern infrastructure, training, and capacity undermines their ability to effectively conduct sound criminal investigations and successfully bring offenders to justice. The inability to manage crime scenes directly results in the loss of vital physical and forensic evidence, which further challenges the performance of the existing justice system, resulting in low conviction rates of between 5% and 10%.

Ideally, whenever a crime gets committed, evidence should be prudently collected from a crime scene by a team of specialized forensic staff that must reach the crime scene and seal it off to avoid contamination. Forensic officials take photographs of the victim and collect evidence in line with legal requirements. If necessary, they undertake ballistics examination, check for foot, shoe, and related impressions, including hair and fingerprints – whole or partial. Importantly, to maintain the integrity of potential evidence, a robust process to preserve, secure, and facilitate scientific analysis of these materials is a gold standard of forensic science.
Solution

Working in partnership with key stakeholders and supported by the U.S. Mission to Pakistan’s International Narcotics and Law Enforcement (INL) Section, UNODC COPAK has developed and introduced a range of initiatives in forensics, including the following:

» Conducted Specialized Forensic Training of 85 Forensic Science Technicians;
» Established a new Forensics Science Laboratory (FSL) within the Police Department, facilitating the digital analysis of fingerprint, blood, drugs, narcotics, and acid;
» Introduced 8 new mobile Crime Scene Units equipped with state-of-the-art gadgets to enable crime scene investigators to professionally secure and retain physical, and forensic evidence;
» Delivered training on Standard Operating Procedures for Crime Scene Attendance and Case Management;
» Provided 200 Crime Scene Investigation and 400 First Responders Kits for the districts of Balochistan;
» Trained 656 officials in Crime Scene Investigation and 1272 junior rank officials as First Responders.

A historic legacy of Police and Levies

The Levies have existed for over a century in Balochistan. They operate in nearly 95% of the province as a parallel structure to the Balochistan Police. The Levies predominantly consist of local officers and personnel familiar with tribal law and order; and the political landscape of Balochistan. In addition to bringing offenders to justice, much like the Police, the Levies enjoy powers to arrest and have their separate investigative wing. Investigation officials of the Levies in Balochistan are mandated to produce suspects before the court after investigating them as per the Criminal Procedure Code (CrPC).

Before 2018, Balochistan Police and Levies were not well-equipped and therefore lacked training and tools to secure, preserve, and analyze forensic evidence. Currently, the Balochistan Police have received more training and know-how than the Levies. Hence, bringing the Levies at par with the Balochistan Police is crucial when 95% of the province comes under the jurisdiction of Levies.
Progress Highlights (2017-2020)
Forensic Science Lab, Crime Branch, Balochistan Police Quetta

1. Chemical Section (Narcotics Examination)

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020 (Until July)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>1752</td>
<td>1830</td>
<td>2227</td>
<td>982</td>
<td>6791</td>
</tr>
</tbody>
</table>

2. SNR Section (Vehicle Examination)

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020 (Until July)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>305</td>
<td>72</td>
<td>210</td>
<td>197</td>
<td>784</td>
</tr>
</tbody>
</table>

3. Firearms

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020 (Until July)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>371</td>
<td>366</td>
<td>536</td>
<td>282</td>
<td>1555</td>
</tr>
</tbody>
</table>

4. Question Document (QD) Section

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020 (Until July)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>16</td>
<td>16</td>
<td>15</td>
<td>5</td>
<td>52</td>
</tr>
</tbody>
</table>

5. Fingerprint Section (Expert Opinion)

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020 (Until July)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>10</td>
<td>17</td>
<td>12</td>
<td>19</td>
<td>58</td>
</tr>
</tbody>
</table>

6. Crime Scene Attended

<table>
<thead>
<tr>
<th></th>
<th>2017</th>
<th>2018</th>
<th>2019</th>
<th>2020 (Until July)</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>166</td>
<td>240</td>
<td>230</td>
<td>280</td>
<td>916</td>
</tr>
</tbody>
</table>
Good Practices

» **Ensuring regular uptake and transfer of knowledge for scaling up investigative capacity:** A rapid transfer of knowledge between the Crime Scene Unit teams and the Forensic Science Laboratory (FSL) in Quetta helped the crime scene teams to extend the relevant support to other Districts of Balochistan.

» **Increasing the credibility of the investigation process through embedded capacity in forensics:** Today the Police and Levies in Balochistan have enhanced capacity and ability to manage, preserve, and process forensic evidence for a professional presentation in criminal court proceedings. As a result, the courts accept technical and forensic evidence from the Police in homicide, rape, and other heinous crimes. The practice has successfully investigated 5 cases of terrorism, 12 murders, and 60 robberies.

» **Developing willingness and motivation to follow correct crime scene procedures:** In many cases, Investigation Officers contact the Forensic Science Laboratory (FSL) team whilst at the crime scene, which ensures that correct procedures are followed consistently, in line with the global standards of forensics.
## Case Studies

### Swift conviction to a murder case

In Quetta, the Police Department received a report of a suspicious death of a woman. They reached the crime scene and cordoned it off swiftly. The mobile Crime Scene Unit arrived on time, and the technicians were able to recover various biological swabs and physical samples from the deceased. These included foreign hair samples, nail swabs, and blood samples. The forensic team also collected fingerprints from various surfaces.

The subsequent analysis of the collected evidence revealed the identity of the offenders to be the deceased’s brother-in-law and two sisters-in-law. Based on the forensic evidence, the Court sentenced the offenders to life imprisonment.

The Balochistan Police Department takes pride in citing this as an exemplary case that demonstrates the benefits and impact of the training provided to frontline officers. The forensic technicians correctly preserved the scene and, in turn, applied all the investigative tools and techniques to secure and process the forensic evidence that led to a swift conviction backed by scientific evidence.

### Timely collection of evidence resolves a case of robbery

In Quetta, the Police Department received information concerning a robbery. The first responders swiftly reached the crime scene to collect the evidence. They preserved fingerprints from various surfaces and interviewed the witnesses. The evidence was sent to the Forensic Science Laboratory (FSL) for analysis that revealed the identity of a suspect.

The Police arrested the suspect, whose fingerprints matched with the collected sample from the crime scene. During the interview, the suspect confessed and also identified five collaborators. They were all duly arrested, which also led to the recovery of stolen assets. The forensic evidence was presented before the Court, and eventually, all of the suspects were convicted.
Context

Over 53% of the population of Pakistan resides in Punjab, a province that also accounts for 55% of the national GDP. It is therefore vital that the people are served by a responsive Criminal Justice System (CJS). The Punjab Police plays a fundamental role in the CJS; however, a lack of modern infrastructure, training and capacity critically undermine their ability to effectively manage criminal investigation processes and successfully bring offenders to justice.

Solution

Working together with stakeholders and supported by the Government of Norway, UNODC COPAK has developed a range of initiatives, which include the following:

» Provided technical support to a state-of-the-art Punjab Forensic Science Agency (PFSA);
» Delivered training on Standard Operating Procedures for Crime Scene Attendance and Case Management;
» Introduced 4 mobile Crime Scene Units (CSUs) fully equipped with the latest gadgets to enable crime scene investigators to preserve, secure, and retain physical and forensic evidence;
» Conducted specialized Forensic Training related to the preservation of fingerprints, footprints, DNA, photography, and CCTV.

Good Practices

» **Enhanced forensic ability sets a benchmark:** The establishment of the state-of-the-art Punjab Forensic Science Agency (PFSA) has enabled a quantum leap in the ability of investigators to gather, preserve, and present evidence before courts. This practice is serving as a model for other provinces.

» **Simulations of crime scene handling enhance practical knowledge and investigation expertise:** The first responders got hands-on expertise and knowledge through simulated exercises. The training concepts were further demonstrated through real-life exposure to the handling of crime scenes.

» **Ownership from within the high ranks of police drives sustainability:** UNODC COPAK has taken an implicit approach to ensure the buy-in from the senior management of police, which contributed to increased commitment and ownership for long term sustainability.
Case Studies

Investigating dacoity to arrest the offenders

The newly trained Crime Scene Unit (CSU) team in Gujrat were deployed to collect evidence from a dacoity case. Upon arrival, they immediately protected the crime scene thus preventing any possibility of contamination. The Crime Scene Unit (CSU) team then interviewed witnesses to learn about the possible surfaces that the offenders might have touched during the dacoity. Subsequently, using the newly learnt forensic retrieval methods, they carefully preserved 25 fingerprints and also gathered supportive digital photographic evidence. The preserved fingerprints were duly sent to the National Database and Registration Authority (NADRA) Headquarters in Islamabad for analysis, which directly resulted in the identification of suspects and eventual arrest of the offenders.

Alleged suicide turns out a case of homicide

The Police Department in Gujrat received information of an alleged suicide. A married woman had committed suicide in the courtyard of her house with a 30-bore pistol. The Crime Scene Unit team arrived at the crime scene only to discover that the family had shifted the body to a local hospital. Someone had also washed the courtyard with water. Her in-laws wanted to close the file by reporting the incident as a suicide. UNODC COPAK, with the support from the Government of Norway, had conducted rigorous training of the first responders in crime scene investigation. There were clear instructions that all cases of unnatural deaths should be treated as cases of homicide until proven otherwise. The Crime Scene Unit team initiated a visual search that led to the discovery of physical and digital evidence of fresh bloodstains along with a spent bullet shell. The brother-in-law later admitted the killing of the woman with a pistol.
Gender
Responsive Policing
Context

A majority of women in Pakistan continue to face discrimination and forms of Gender-Based Violence (GBV). The key drivers of GBV have been related to patriarchal mindset, traditional customs related to marriage, divorce, and inheritance. They perpetuate social discrimination against women, including harassment, sexual exploitation, and gender-based crimes of domestic abuse and violence. As a result, women are vulnerable both in public and domestic spaces.

Evidence shows that GBV crimes are more rampant in one of the most populated Gujrat districts of Punjab in Pakistan. As rights-holders, women suffer due to discriminatory laws and a lack of awareness of their legal rights. In addition, women are also subject to multiple levels of crimes, such as forced marriage, rape, and acid attacks. Securing the trust and confidence of women to engage with the Criminal Justice Sector requires long term and sensitive commitment from all.

Solution

The location of Gujrat presented an appropriate site for UNODC COPAK to pilot and implement a GBV-responsive intervention supported by the Government of Norway. Working together with key partners and the police, a range of initiatives have been introduced by UNODC COPAK in Gujrat:

» Established a unique one-stop-shop facility of a Women & Juvenile Facilitation Centre (WJFC). WJFC is a ‘police only’ service available to the victims of GBV, providing access to psycho-social and medical support, legal-aid, and temporary shelter.
» Provided specialized training to women police officers deputed to work at the WJFC to handle crimes of GBV and Violence Against Women (VAW).
Devised GBV and VAW public awareness campaigns. This involved representatives of women police officers who visited colleges and universities as speakers and role models for young girls. The activity was complemented by the distribution of pamphlets and installation of road banners across the District of Gujrat.

The evidence to date indicates that the new WJFC is offering a valuable service to women and children.

Summary of cases dealt by the WJFC Gujrat since its inception on 19 December 2019:

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Types of Cases</th>
<th>No. of Cases</th>
<th>Cases Resolved</th>
<th>Cases Under Trial</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Physical Violence</td>
<td>22</td>
<td>22</td>
<td>--</td>
</tr>
<tr>
<td>2</td>
<td>Psychological Violence</td>
<td>10</td>
<td>10</td>
<td>--</td>
</tr>
<tr>
<td>3</td>
<td>Sexual Violence</td>
<td>13</td>
<td>11</td>
<td>02</td>
</tr>
<tr>
<td>4</td>
<td>Domestic Violence</td>
<td>13</td>
<td>12</td>
<td>01</td>
</tr>
<tr>
<td>5</td>
<td>Economic Violence</td>
<td>02</td>
<td>02</td>
<td>--</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>60</strong></td>
<td><strong>57</strong></td>
<td><strong>3</strong></td>
<td><strong>03</strong></td>
</tr>
</tbody>
</table>
Good Practices

» **Building public trust and confidence:** Developing and providing a dedicated focus on women-friendly services helps to create trust, confidence, and increase the level of reporting of crimes of gender-based violence at the WJFC in Gujrat.

» **Supporting professional development of women police officers:** To ensure that women police officers fully contribute to the effectiveness and efficiency of work in handling crimes of gender-based violence, their access to the relevant training and education must be improved. In practice this meant, how the Project supported specialized training and capacity development of women police officers deployed at the WJFC with a particular focus on GBV and how as women police officers they are sensitized to work in a more humane, gentle, yet professional manner.

» **Creating inspirational role models for young graduates to make police a profession of choice:** The deployment of women police at the WJFC, targeted awareness, and outreach encourages other women and inspires young girls to opt for the police as a career option. The goal is not to increase the number of female applicants but also to attract qualified and motivated women suitable for such demanding jobs.

» **A whole-of-society approach through dialogue and information sharing:** UNODC COPAK, with the support of the Government of Norway, also focused on promoting social responsibility among the demand-side stakeholders in Gujrat. The launch of the WJFC brought together civil society, local activists, and academia from universities and schools to collaborate and work towards developing mechanisms in Gujrat District through a whole-of-society approach to support victims and survivors of GBV. The approach helped to amplify citizen voices against domestic violence and lay the foundation of a sustainable system to address the issues of VAW and gender-based crimes through public participation.

» **Addressing the needs of marginalized women:** It is essential to also sensitize local women from marginalized groups to increase the representation of their voices. Their participation would contribute to improved relations between the police and local communities. Local activists and members from local non-government organizations can help to bridge this gap.

» **Reinforcement of conflict resolution and mediation strategies for peaceful cooperation:** The mechanisms of local conflict resolution, community cohesion and mediation strategies employed by the staff at the WJFC to resolve a number of domestic violence cases through local elders and respected members from the target families indirectly contributes to creating community cohesion and peaceful cooperation.
» **Institutionalization and ownership:** The ‘top-to-bottom’ engagement approach, adopted by UNODC COPAK, with the support of the Government of Norway, to interact with the Gujranwala Division Police brought excellent results in the smooth implementation of the project. It helped to mobilize organizational resources effectively, whereby police efforts for this project were planned and monitored through their institutional support. This mechanism proved to be an excellent lesson in developing institutional ownership for local implementation.

» **Sustaining the project from within existing structures:** The spirit behind all the support provided to the Gujrat District Police Department and the community as a whole was well-directed towards the fact that the ownership of the initiative remains with the local public and private community. The integration, capacity building, and embedding of the activities within the already existing system have created enabling conditions to ensure long-term sustainability of efforts. The mechanisms and processes developed under this initiative would be sustainable as the project has not created a parallel system but sustained it from within the already existing structure.
Case Studies

Improving GBV reporting through sensitization and outreach in Gujrat

UNODC is also an active contributor to the Essential Services Package (ESP) for women and children survivors of violence. This is a multi-UN agency initiative involving UNODC, WHO, UN Women, UNDP and UNFPA. UNODC engages with the police and the judiciary under the ESP to implement Standard Operating Procedures and guidelines to support the survivors and victims of violence at each stage of the justice process.

The WJFC services were provided in line with international quality standards and tools articulated in the Essential Services Package (ESP). An awareness campaign conceived with a broad-based approach implemented by UNODC COPAK in the Gujrat District in collaboration with the District Police Department. The week-long campaign commenced with the distribution of flyers by the Gujrat Police among the general public to create the necessary understanding at a large scale on the problems being faced by women and young girls in society. These flyers had slogans and messages to create awareness on the issues like ‘vanni’, early child marriages, domestic violence, and issues related to inheritance. The bazaars and the frequently used main roads of Gujrat were populated with banners to highlight these issues at a large scale.

The campaign targeted educational institutions at the secondary and tertiary levels in Gujrat and reached out to sensitize a cross-section of educationists, female and male students with the objective of addressing societal norms, social barriers, and restraints that often prevent women and girls to speak up and report crimes of violence. A series of sensitization and awareness sessions were carried out by women police officers and renowned civil society organizations aimed at educating young girls and women on forms of gender-based and domestic violence to enable awareness and knowledge on how to reclaim their rights.

Incharge of the WJFC reported that the awareness raising campaign proved to be successful in educating women and young girls on their legal rights. She added that the campaign encouraged women to raise their voices against GBV and report the cases of GBV at the WJFC. Considering the positive impact of awareness, similar campaigns are recommended in the future.

---

1 A custom found in parts of Pakistan where girl, often minors, are given in marriage or servitude to an aggrieved family as compensation to end disputes, often murder.
Timely mediation resolves GBV cases

A widow reported to the Women and Juvenile Facilitation Centre (WJFC) in Gujrat that three male relatives had borrowed PKR 450,000 from her, but they were refusing to repay her the loan. They had forced her to vacate her husband’s house and even threatened to kill her if she persisted to demand her money. The police called both parties to the WJFC. The subsequent investigation verified her complaint. A local intervention, which was supported by respected elders through mechanisms of Alternate Dispute Resolution\(^2\) (ADR), led to the widow recovering her money and a reassurance of her future physical safety. The police engaged with the local elders with the consent of complainant. Three sittings were held with the concerned parties to resolve the dispute. The traditional ADR system works well in the cases of non-heinous crimes where complainant and accused parties agree to cooperate with each other and the police. The ADR is not used to resolve the cases of rape, gang rape, murder, acid throwing, or other heinous crimes.

Minimizing domestic violence

A woman reported to the WJFC that she had been a victim of domestic violence induced by her husband, who also refused to fulfill his financial responsibility towards his family. In addition to subjecting her to physical abuse, the husband also forced her to leave the family home with their three children. The officers at the WJFC called on both parties and held a mediation session to discuss the issue. The mediation was followed by psychological counselling sessions, targeting the victim who was sensitively informed of her legal rights. Following careful consideration, it was decided to resolve the case out-of-court. A formal signed agreement between the parties included a commitment by the husband to fulfill his legal duties towards his family and not to physically assault his wife.

Addressing a case of child sexual abuse

A concerned father reported to the WJFC that his 8-year-old daughter was missing. The Police Department carried out a thorough search around the child’s house. The initial investigation revealed suspicions about a vegetable shop, which was raided and the child found was stripped off her clothes. The medical examination confirmed that the child had been sexually assaulted. The Crime Scene Unit reached the venue and recovered physical and forensic evidence, including DNA that provided a strong evidence on the identity of the perpetrator. The suspect was duly arrested and held in custody for trial. The WJFC provided psychological counselling to both the child and parents to enable them to deal with the trauma and stress.

---

\(^2\) Alternative Dispute Resolution (ADR) is the procedure for settling disputes without litigation, such as arbitration, mediation, or negotiation - usually by elders or respected members of community.
Change Champions
Context

A central pillar of any Criminal Justice System (CJS) is the delivery of efficient, effective, accountable, and fair justice to the public. Through each stage of the CJS processes, constitutional protection exists to ensure that the rights of the accused and convicted are respected. However, the citizens in Pakistan have limited confidence in the justice system to deliver efficient rule of law, which is confronted with multiple challenges like delays, lack of capacity, and other inefficiencies. Upon deeper reflection, it was observed that procedural laws in other countries with similar context are rather alike. The difference is continuous training that effectively builds capacities to implement procedural norms across rule of law institutions.

Harnessing of skills and knowledge are therefore fundamental elements towards building robust rule of law institutions. Past research has also highlighted the need for improved inter-agency understanding and co-operation across the CJS.

Solution

The Rule of Law and Anti-Corruption Programme of UNODC COPAK, with the support from the Government of Norway, has worked through a comprehensive strategy that offers a foundation for ‘need-based’ capacity building initiatives. The overarching aim has been to continuously invest in building a human capital in the rule of law to champion an effective delivery of justice, security, and peace for citizens.

A range of activities has included detailed training needs analysis followed by the design and development of bespoke training policy and curriculum. This was then professionally delivered along with continuous monitoring and evaluation to decipher impact and further build on results.

These training initiatives have thus helped to equip rule of law practitioners with the latest knowledge and skills to positively shape and strengthen institutions, policy framework, and enable an efficient delivery of services.
Good Practices

» **Collaboration in capacity building:** The Rule of Law and Anti-Corruption Programme of UNODC COPAK has strengthened its relationship with training institutes of various stakeholders of the Criminal Justice System. Provincial institutions of police and prosecution departments have been provided with technical support to refine their training practices, specifically by building the capacity of their trainers, via ‘Train the Trainer’ approach and through the provision of additional resources, including ‘digitally smart classrooms’ and training aids.

» **Co-creation of training content through international and local experts:** A panel of international subject specialists have been employed to work with national teams to support training efforts and adopt international standards customized to local contexts. This has helped to introduce blended learning techniques as well as co-creation of training content to indigenize its delivery, leading to sharing of experiences and greater understanding of individual roles and responsibilities. In addition, collaboration with international experts has contributed towards an enhanced transfer of knowledge to improve training methodologies bringing them at par with international standards.

Case Studies

**Enhancing police & prosecution cooperation through blended learning**

Police and Prosecution cooperation module is led by a thorough needs assessment to design and develop a bespoke training course. Understandably, the course focused on both police and prosecution perspectives aligning the two key pillars to better inform the investigation process applying the gate keeping role of prosecutors. The training modules highlight respective challenges and problems to prompt course participants to consider and propose solutions to improve their joint work and mechanisms.

A total of 9 training sessions have been conducted involving more than 200 participants drawn from Police and Prosecution Departments of Sindh and Balochistan provinces, 20 of which were females.
Judicial engagement in Sindh

A further integrated and joint training initiative has involved the judicial sector as well. To this end, members of the provincial judiciary, faculty judges and their training departments at the Sindh Judicial Academy supported the delivery of training to police and prosecution departments, not only in Sindh but across provinces, creating a living example of the leading role the judiciary could play in enhancing the capacity of criminal justice actors.

A series of case studies are used to stimulate discussion and identify problems in investigations with an emphasis on enhancing the overall presentation and management of criminal cases in courts. Again, all parties have realized the benefits of working together. Involving counterparts as trainers from within institutions generates greater buy-in and ownership among the rule of law stakeholders across the country.

The Rule of Law and Anti-Corruption Programme of UNODC COPAK has worked through a comprehensive strategy that offers a foundation for 'need-based' capacity building initiatives to invest in building a human capital in the rule of law to champion the delivery of justice and peace for all.
e-learning at the Fingertips
Context

Training, teaching, and learning have changed dramatically over the past decade. As new research contributes into the ways people learn, e-Learning has become one of the most innovative and efficient means of training, particularly for law enforcement organizations all over the world.

Punjab is Pakistan’s most populous and economically thriving province. The Punjab Police serves a critical role in the provision of a responsive Criminal Justice System for the people. However, an acknowledged lack of capacity seriously undermines their ability to effectively manage criminal investigation processes and successfully bring offenders to justice. In addition to regular training and capacity building, it is highly significant to provide tools of self-assistive adult learning to the police for continuous self-assessment and staying abreast with the latest know-how in criminal investigation in times of rapid proliferation of e-learning technologies and digitalization.

Solution

UNODC Global e-Learning Programme has been in operation since 2010, it builds on what was initially a stand-alone computer-based training. Today, the programme is delivering training across the world through the provision of online and offline training to member States in line with the United Nations standards and norms and other relevant international instruments. This contributes towards assisting in strengthening the capacity of governments to better meet the needs of human security through innovative modes of e-Learning.

UNODC COPAK has so far established 55 e-Learning Centres in Pakistan. This includes 11 Centres within the province of Punjab, covering major training institutes and important field locations in selected districts.
Good Practices

» **Adaptive and customized approach to ensure self-assisted continuous learning:** UNODC Global e-Learning modules on Crime Scene Investigation have been adapted and made available in Urdu language to maximize outreach and enhance the e-learning experience. Importantly, the officers working in remote locations can now access contemporary training online covering vast subjects and thematic areas, ranging from crime scene investigation to first response and other critical segments, learning at their own pace in their native language.

» **A dynamic e-Learning environment:** Law enforcement agencies continuously face the challenge of keeping themselves up-to-date on a wider range of issues than ever before. e-Learning modules are conceived, designed, and delivered in a manner that makes the training more agile, interactive, and dynamic as they no longer need to coordinate schedules or track down classroom space. The hands-on modules provide simulated learning to practice decision-making and tactical skills in tune with modern techniques and methods of investigation.
Reflections

Experiences from e-learning community

“I have completed an e-Learning course on ‘Digital Forensics’ in the e-Learning Centre at Police Lines Gujrat. I have found the course very informative in investigation techniques focusing on digital evidence. The course provides relevant lessons to familiarize us with the various digital devices that may be found at a crime scene, and how they can be secured to prevent potential loss of records and data.”
Naveed Ahmed, Gujrat Police.

“I have completed the e-Learning module on ‘First Responders Responsibilities at a Crime Scene’ as part of our routine course at Police Lines Gujranwala. The e-Learning module helped me to understand expectations from a first responder at a crime scene through a step by step process to prevent possible contamination of evidence. I have not found any other course that provides so much information in such a short time.”
Amjad Ali, Gujranwala Police

“The officers working in remote locations can now access contemporary training online in vast subjects and thematic areas.”
Tackling Corruption and Money Laundering
Context

Money laundering is the processing of criminal proceeds to disguise their illegal origin. It enables criminals to enjoy profits without jeopardizing their source, hence, it is critical that national legislation, policies, and practices are in place to counter the threats associated with money-laundering especially the financing of organized crime and terrorism.

In June 2018, Pakistan was placed on the ‘grey list’ by the Financial Action Task Force (FATF) due to ‘structural and operational deficiencies’. The FATF and the International Co-operation Review Group (ICRG) cited gaps in law, regulations, oversight, compliance mechanisms and capacity. It also pointed towards weak coordination between the relevant institutions, including enforcement agencies, financial entities, and regulators.

Pakistan’s Trajectory to Compliance with FATF’s Action Plan


> **February to October 2020**: Parliament in Pakistan unleashed a unique legislative opportunity passing a total of fifteen laws based on FATF’s Recommendations to address the remaining 13 points on the 27-Point FATF/ICRG Action Plan.

> **October 2020**: FATF plenary registered Pakistan’s compliance with 21 of 27 Points. However, despite improvements, Pakistan was retained on FATF’s list of Jurisdictions under Increased Monitoring (or the grey-list) until February 2021. Pakistan was urged to continue working to address its strategic implementation level deficiencies.

> **February 2021**: FATF acknowledged Pakistan’s high-level commitment and registered compliance to 24 of 27 Points but kept Pakistan on grey list until June 2021 despite significant progress, urging to address strategic deficiencies by ‘demonstrating’ that law enforcement agencies are identifying, investigating and prosecuting the Terror Financing activity.
> **June 2021:** In June 2021 FATF plenary, Pakistan was able to achieve compliance on majority of ICRG Action items, making it largely compliant on 26 of the 27 Points on the Action Plan. Pakistan submitted comprehensive progress report to FATF on 3 remaining ICRG action plan items in the month of April 2021, as a result of which it was rated as largely compliant in additional two action items. Pakistan also achieved compliant rating in 31 out of 40 FATF recommendations (MER Technical compliance) during the FUR process of APG. Pakistan also submitted its Post Observation Period Report (POPR) in April 2021 against 67 recommended actions provided in the MER, which was also adopted in the June 2021 FATF Plenary. Based on the review of Pakistan’s POPR, FATF adopted another Money Laundering-centric Action Plan containing 7 Action Items.

> **August 2021:** Asia Pacific Group (APG) on Money Laundering published results of Pakistan’s Third Mutual Evaluation follow-up Report on 12 August 2021. As per the report, Pakistan has achieved compliant/largely compliant rating in 4 more recommendations leading aggregate to 35/40 Recommendations rated as Compliant (C) or Largely Compliant (LC).

### Additional challenges posed by the COVID-19 pandemic

With the outbreak of COVID-19 pandemic, FATF further advised governments to stay alert to the challenges of illicit finance risks and work with financial institutions and private sector businesses to enhance compliance measures applying a risk-based approach. This further reinforced the need to sensitize the private sector reporting entities, particularly the most vulnerable among them to enhance their compliance to the AML/CFT risks.

### Role of financial and non-financial sector private entities in AML/CFT

A critical part of a country’s AML/CFT regime lays in its financial and non-financial sector private entities and their compliance capabilities in terms of reporting of suspicious transactions, application of Targeted Financial Sanctions (TFS), and counter measures against Proliferation Financing (PF), as well as their ability to adopt a risk-based approach.

### Notable legislative changes

> **Amendments to the Anti Money Laundering Act (AMLA)** to include Designated Non-Financial Businesses and Professionals (DNFBPs) in its legal ambit and establish mandatory AML/CFT compliance and reporting requirements for DNFBPs;

> **AMLA amendments designating supervisory roles** to agencies and Self-Regulating Bodies (SRBs) for AML related oversight and supervision of DNFBPs;

> **AML/CFT Sanctions Rules 2020 (notified on Oct 01, 2020)** to put in place appropriate dissuasive sanctions to provide appropriate environment for AML/CFT compliance and support to financial supervisors;

© UNODC 2021
Several additions and amendments in AMLA to adequately address legislative issues related to various Recommendations of FATF with regard to Customer Due Diligence (CDD), record keeping, STR reporting, tipping off, and confidentiality;

Amendments in Anti-Terrorism Act (ATA) with special reference to those related to TF preventive measures, application of Targeted Financial Sanctions (TFS), proliferation and related financial sanctions, and implementing authorities that include National Counter Terrorism Authority (NACTA) and Ministry of Foreign Affairs (MoFA);

Amendments in Companies Act and Limited Liability Partnership Act to introduce the Ultimate Beneficial Ownership (UBO) regime requirements whereby the implementing authority is Securities and Exchange Commission of Pakistan (SECP).

Solution

UNODC COPAK, under the Anti-Money Laundering (AML) Support Programme in Pakistan, funded by the UK Aid, has been working closely with the Financial Monitoring Unit (FMU) since 2018 and the Securities and Exchange Commission of Pakistan (SECP) since 2019 as key implementing partners with the objective to help strengthen their Anti-Money Laundering (AML) and Counter-Financing of Terrorism (CFT) regime.

UNODC COPAK AML Support Programme, while working with FMU and SECP in Pakistan, was also playing a transformational role in strengthening the capacity of private sector entities to ensure greater compliance with AML/CFT. The programme outreach has broadened its scope to include informal financial sectors from the AML/CFT regime such as ‘Designated Non-Financial Businesses and Professions’ (DNFBPs). To this end, partnering institutions highlighted the need to extend the scope of the capacity building programme to raise awareness on mandatory AML/CFT compliance for these and other private sectors stakeholders.

As a result, UNODC COPAK developed a set of robust sensitization modules targeting a cross-section of private sector reporting entities from the informal financial sectors, which included real estate and builders, gems and precious metals dealers/jewellers, accountants, lawyers, non-banking financial companies, insurance sector, modarabas, asset managers, and securities brokers.

Given the recent amendments in the AML Act 2010, these sessions were significantly relevant, tailored to cover six essential areas of mandatory compliance requirements from private sector entities. These include: Money Laundering Risks, Terrorism Financing Risks, AML/CFT Supervisory Framework, Targeted Financial Sanctions (TFS), Proliferation Financing (PF), Beneficial Ownership (BO) Compliance Requirements, and Reporting of STRs/CTRs by reporting entities. UNODC conducted a series of outreach and capacity building sessions before the end of 2020, allowing authorities to include these sessions in Pakistan’s progress reporting in their international compliance reports to FATF.
Results

» UNODC COPAK capacity building programme directly contributed towards FATF Immediate Outcomes (IOs) and FATF recommendations with special focus on target areas where Pakistan was rated as Non-Compliant (NC) or Partially Compliant (PC).

» Successful delivery of private sector outreach sessions in four provincial capitals of Pakistan (Karachi, Quetta, Peshawar, and Lahore) reached out to all SECP’s regulated AML/CFT reporting sectors.

» The Programme was able to reach out to 656 compliance level officials from private sector entities through on site delivery; while approximately 50 out of these were female participants. Additionally, a total of 465 participants also joined virtually, thereby increasing the outreach figure of these series to a total of more than 1100 private sector compliance officials as beneficiaries.

» The level of understanding of ‘Reporting Entities’ has been improved with the UNODC COPAK outreach sessions as the information with respect to regulatory regime and requirements as per the AML Act and other related laws has been explained thoroughly to enrich knowledge and awareness.

» An analysis of the collected data showed that an average of 45% of the 279 participants were able to provide correct answers for pre-evaluation survey. However, there was a significant improvement shown post trainings, as there was an increase of 21.3% in knowledge of the participants, showing an average of 66% correct answers in the post evaluation survey results.

Revolutionizing the Financial Monitoring Unit (FMU) through state-of-the-art goAML

The FMU receives critical information from the private financial sector and produces actionable financial intelligence for Pakistan’s Law Enforcement Agencies (LEAs) to enable them to apply effective enforcement measures against money laundering and other financial crimes, including tax evasion, financial fraud, proliferation, etc. UNODC provided extensive support to digitalize and revolutionize the operational environment of FMU through embedding a state-of-the-art goAML system along international standards of some of the world’s most developed jurisdictions and financial intelligence units. Additional support was extended in outreach and capacity building of financial supervisors such as the SECP and its reporting sectors.

Previously, in 2018, all Suspicious Transaction Reports (STRs) and Currency Transaction Reports (CTRs) used to be manually traced and verified by FMU through cumbersome processes. However, with the continued support of UNODC funded by the UK Aid, dedicated efforts in automation enhanced the analytical efficiency of FMU. As a result, the entire spectrum of functional and operational regime of receiving, processing, analyzing, and disseminating financial information have witnessed a robust growth.

An extraordinary increase in STRs along with steady increase in the registration of reporting entities through the goAML system indicate a rapid progress in the tracking of money laundering and illicit financial flows. In addition, the ability of
the FMU to effectively analyze incoming STRs/CTRs with enhanced financial and data analysis efficiency to provide actionable financial intelligence to investigating agencies has been remarkably enhanced. Witnessing the surge in the STR data being received by the FMU, coupled with sophisticated techniques and approaches of perpetrators of financial crime, the FMU needs to be further empowered to enhance its human resource and IT capacities. UNODC COPAK AML Support Programme’s data connectivity support is aimed at further unlocking institutional potential and development in line with the most successful Financial Intelligence Units in the world.

Additional milestones that contribute to Pakistan’s compliance measures to FATF’s Action Plan

> **Standardization of FMU’s Counter Terrorism (CT) dedicated desk/department/functionality:** This is another significant element of the UNODC COPAK AML Support Programme for FMU since 2019. UNODC COPAK is committed towards the standardization and development of this critical functionality as per international best practices. It is also leading FMU’s interaction, knowledge and practical experience exchange with other FIUs such as the Netherlands FIU and TRACFIN (French FIU) to serve as models for the TF functionality/department within FMU.

> **Establishment and completion of data connectivity pilots between FMU and Anti-Narcotics Force (ANF), Federal Investigation Agency (FIA), and SECP:** Led by UNODC COPAK and with the assistance from the UNODC goAML team in Vienna, FMU-Pakistan successfully completed the implementation of the initial pilot stage of data connectivity through goAML with ANF, FIA, and SECP. This connectivity will also enable FMU Pakistan to improve its knowledge and understanding of the data held by these organizations and contribute to improved reports and information sharing.

> **Developing Ultimate Beneficial Ownership (UBO) Guidelines and Frequently Asked Questions (FAQs) for regulated entities by SECP:** This feeds into Pakistan’s response for FATF IO-5 and FATF Recommendation 24 as compliance reporting from SECP.

> **Risk Based Supervisory (RBS) framework for supervision of Non-Profit Organizations (NPOs) and Legal Persons for SECP:** The RBS framework is aimed at providing appropriate mitigation measures to adequately deal with ML/TF threats that are identified for the sectors at hand.

> **Launch of National Curriculum bespoke module for FMU on Financial Analysis and Report Writing:** This was pioneered as a hybrid delivery model, using UNODC COPAK e-learning platform through live transmission from both UK-based trainers and Karachi-based FMU trainees. This helped to simulate an interactive classroom training environment.
Good Practices

> **Timeliness and relevance of targeted interventions and outreach sessions** helped to better introduce and explain AML/CFT obligations especially in light of the recent legislative developments. This provided the audience with comprehensive information on how to cater to these requirements and ensure speedy compliance.

> **Value-addition through collaboration and ‘co-creation’ of content** with key stakeholders as ‘mentors’ and ‘spokespersons’ from the Federal Bureau of Revenue (FBR), Financial Monitoring Unit (FMU), Ministry of Foreign Affairs (MoFA), Securities and Exchange Commission of Pakistan (SECP) created ownership and buy-in to inform a continuous process of awareness.

> **A hybrid model of engagement** (in-person and virtual sessions as COVID adapted measure) along with a nationwide outreach through provincial capitals ensured wider understanding and provided a good source of learning for the recipients as well as concerned government authorities.

> **Smart and blended learning** delivered through a combination of creatively developed audio-visual tools and technical presentation with bi-lingual explanation dissolved barriers and resistance from reporting entities, enhancing their understanding of their respective roles and responsibilities for fulfilling regulatory requirements on AML/CFT compliance.

> **Digitalization and innovation** aimed at enhancing system-wide robustness, capability and skills to track and manage the reporting of STRs ensured efficiency, transparency, and accountability adding another dimension to facilitating Pakistan’s compliance to AML/CFT regimes.

> **Strategic engagement for change management** at the high level of government counterparts helped to ensure buy-in for change management through innovation. This led to earning confidence and trust among key stakeholders to enable rapid transfer of knowledge and exposure to international best practice in addressing ML/TF challenges.

> **Alignment among AML/CFT stakeholders** through consistently providing unique and innovative engagement platforms and opportunities enhanced collaborative learning and communication through international and national knowledge sharing.
An extraordinary increase in STRs along with steady increase in the registration of reporting entities through the goAML system indicate a rapid progress in the tracking of money laundering and illicit financial flows.
Integrity Education
Pakistan has a number of comparative advantages. A swarming population of more than 210 million people, a growing middle class, a strong commercial and consumer base, and low production and labour cost. Pakistan has also improved its ranking on the World Bank’s Ease of Doing Business Index, moving from 147 out of 190 countries in 2017 to 136 in 2018. However, the country still scores inadequately on international indicators measuring corruption.

Results from the World Bank Enterprise Survey show that medium-sized firms in Pakistan employing between 20 and 99 employees reported the highest incidences of corruption, with 35.7% of medium-sized firms experiencing at least one bribe request, whereas this figure was 28.3% for small firms and 25.2% for large firms.

Amidst all the uncertainty, ensuring business integrity is seen as one of the most difficult but potentially a transformational area in Pakistan. It is critical for businesses to proactively pursue due diligence practices, which will help them to recover and sustain the wider economy in the country.

Around the world, societies pass on values and norms related to integrity through school and university education, community, and family life. But sometimes, when corruption and unethical behaviour become a way of life, the society loses sight of what integrity is and why it matters. At times like this, we should choose to educate for integrity.
Solution

UNODC Global Integrity Education Project (GIEP) funded by Siemens Integrity Initiative brings together business and academia to develop and implement an innovative integrity education programme in companies and universities. The ultimate goal of this project is to foster ethical decision making in the private sector by equipping young graduates with ethical mindsets and skills at the start of their careers.

The 3-year Project was launched on 1 October 2019 and is funded by the Siemens Integrity initiative. It is implemented in Pakistan, Kenya, and Mexico to inform a global audience of educators and practitioners connected through UNODC worldwide networks.

The Project seeks to maximize the impact of the global UNODC modules by adapting them to local contexts and empowering lecturers to teach the modules in the final-year university courses. This is expected to help students develop the relevant mindsets and skills necessary for overcoming ethical challenges in their future workplace environment.

Good Practices

» **Focus on indigenization of learning to achieve relevance:** The Project is led by a deeper emphasis on achieving contextualization and relevance to the local context of Pakistan to identify and customize integrity education modules for better understanding and transfer of learning of concepts around ethics and tackling of corruption in Pakistan.

» **Capitalizing on the ‘millennials’ as future leaders:** Given the youth bulge in Pakistan, the driving force behind the idea of integrity education has been to align it with young university graduates as stewards of economic and sustainable development in Pakistan. This approach has earned a lot of ownership and recognition, bringing a lot of academic universities as implementation partner.

» **Innovative learning methodology:** The virtual environment and simulated teaching demonstrations have created an innovative virtual classroom, both creative and engaging through bringing in a global-local nexus of developing a cohort of mentors from a selection of academic faculty across participating universities. The methodology has developed a fraternity of a learning community connected through virtual environment and cutting-edge methodology of delivering integrity and ethical education for future business leaders.
Case Study

Enabling transformation through the Global Integrity Education (GIE) Project

Since its inception in October 2019, the GIE pilot project in Pakistan has proudly and successfully achieved much beyond the given target levels within the project’s results framework.

» **Established a business-academia working group** in Pakistan to ensure local relevance through bringing together key business managers and academics to work with UNODC. The working group helped to contextualize the modules and enrich them with real life case studies of actual integrity challenges from specific industries in Pakistan.

» **Selected four university modules** found to be the most relevant for Pakistan’s context from 28 Education for Justice (E4J) modules developed by UNODC and available online through business-academia working group.

» **Created and contextualized four university integrity modules** through the business-academia working groups, and validation by UNODC global experts.

» **Organized a virtual booth at the United Nations Global Compact Leaders’ Summit** in June 2020 with two sessions specifically dedicated to business integrity and education.

» **Developed a methodology for virtual and blended training of trainers** for lecturers, which included an interactive discussion forum to facilitate exchange between lecturers.

» **Conducted a first virtual and blended training of trainers** consisting of four stages on the contextualized university integrity modules for 48 lecturers in Pakistan in September and October 2020.

» **Conducted the second round of virtual and blended training of trainers** consisting of four stages on the contextualized university integrity modules for 47 lecturers in Pakistan in December 2020 and January 2021.

» **Earned an enviable reputation for pioneering cutting-edge concept of ‘integrity education’ and ‘integrity ambassadors’** for the first time ever in Pakistan at the confluence of business and academia.
Reflections from Integrity Ambassadors

"The UN’s Integrity Education Programme is the first of its kind to give lessons and best practices in business ethics, integrity and anti-corruption. For a country like Pakistan, such a programme becomes more valuable since we need these values so badly in our lives."

Maira Hassan, BA-LLB, Lahore University of Management Sciences (LUMS), Pakistan

"One way to battle corruption is to provide ‘integrity education’ to our next generation so they can make a positive impact on businesses. Once our nation proves to the world that our way of doing business is based on integrity and hard work, our products will find much more acceptance throughout the world."

Mr. Waqar Kazim, Grant Thornton Chartered Accountants, Pakistan

"Lahore University of Management Sciences (LUMS) has launched a new course on ‘Civic Engagement & Global Citizenship Education (GCE). Its modules are informed by the UNODC Global Integrity Education curriculum. This will help us to add another dimension of ‘integrity education’ to the pedagogy through both in-person and virtual classes with hybrid activities and lessons."

Hiba Zakai, Campus Climate Head with Dean of Student Affairs Office, Lahore University of Management Sciences (LUMS), Pakistan
UNODC promotes peaceful and inclusive societies for sustainable development, providing access to justice for all and building effective, accountable, and inclusive institutions at all levels.
The comprehensive approach of UNODC is aligned with Pakistan’s vision 2025. Striving to achieve the Sustainable Development Goal (SDG) 16 on Peace, Justice and Institutions: “Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.” Also contributing to the SDG Goals 3, 5, 8, 11, 15 and 17.

www.unodc.org/pakistan