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Mid-Term In-depth Evaluation of the

**Country Programme
Promoting the Rule of Law and Public
Health in Pakistan
(2010 – 2015)**

Islamic Republic of Pakistan

Independent Evaluation Unit
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GLOSSARY OF TERMS AND ABBREVIATIONS

| | | | |
|---------------|--|-----------------|---|
| AIDS | Acquired Immune Deficiency Syndrome | HR | Human Resources |
| AJK | Azad Jammu and Kashmir | HRMS | Human Resources Management Services |
| ANF | Anti-Narcotics Force | HTMS | Human Trafficking and Migrant Smuggling |
| AOTP | Afghan Opiate Trade Project | HQ | Head Quarters |
| APGML | Asia/Pacific Group on Money Laundering | IDU | Injecting Drug Use/User |
| APPR | Annual Project Progress Report | IEU | Independent Evaluation Unit |
| ATS | Amphetamine Type Substance | IOM | International Organisation for Migration |
| BLO | Border Liaison Office | IPB | Integrated Programme and Oversight Branch |
| CARICC | Central Asian Regional Information and Coordination Centre | JPC | Joint Planning Cell |
| CB | Capacity Building | KAP | Knowledge Attitudes [work] Practices |
| CBT | Computer-based Training | KPK | Khyber Pakhtunkhwa |
| CCA | Common Country Assessment | LE | Law Enforcement |
| CCP | Container Control Programme | LEA | Law Enforcement Agency |
| CCPCJ | Commission on Crime Prevention and Criminal Justice | LMS | Learning Management System |
| CND | Commission on Narcotic Drugs | M&E | Monitoring and Evaluation |
| COAFG | Country Office Afghanistan | MLA | Mutual Legal Assistance |
| COIRA | Country Office Islamic Republic of Iran | MOH | Ministry of Health |
| CP | Country Programme | MOI | Ministry of Interior |
| COPAK | Country Office in the Islamic Republic of Pakistan | MNC | Ministry of Narcotics Control |
| CSI | Crime Scene Investigation | MOU | Memorandum of Understanding |
| CSO | Civil Society Organization | MTS | Medium Term Strategy |
| DDR | Drug Demand Reduction | NAB | National Accountability Bureau |
| DIC | Drop-in Centre | NATO | North Atlantic Treaty Organization |
| DLO | Drug Liaison Officer | NCD | Narcotics Control Division |
| DM | Division for Management | NGO | Non-government Organisation |
| DO | Division for Operations | OECD | Organisation for Economic Cooperation and Development |
| DPA | Division for Policy Analysis and Public Affairs | OED | Office of the Executive Director |
| DTA | Division for Treaty Affairs | OHCHR | Office of the High Commission on Human Rights |
| FATA | Federally Administered Tribal Area | OIOS | Office of Internal Oversight Services |
| FATF | Financial Action Task Force | OST | Opioid Substitution Treatment |
| FIA | Federal Investigation Agency | Pakistan | Islamic Republic of Pakistan |
| GOP | Government of Pakistan | PGC | Programme Governance Committee |
| HIV | Human Immunodeficiency Virus | PLO | Permanent Liaison Officer |
| HONLEA | Heads of National Drug Law Enforcement Agencies | PMM | Project Management Module |

| | |
|-----------------|--|
| POM | Programme and Operations Manual |
| PPI | Paris Pact Initiative |
| PRC | Programme Review Committee |
| PSC | Programme Support Cost |
| PWID | People Who Inject Drugs |
| ROCA | Regional Office for Central Asia |
| RP | Regional Programme for Afghanistan and Neighbouring Countries |
| RSWCA | Regional Section for West and Central Asia |
| SAARC | South Asian Association for Regional Cooperation |
| SAPPR | Semi-annual Progress Project Report |
| SMART | Specific, Measurable, Achievable, Relevant, Time bound |
| SP | Sub-programme |
| SPU | Strategic Planning Unit |
| TC | Technical Cooperation |
| TDO | Training Development Officer |
| TI | Triangular Initiative |
| TIP/SOM | Trafficking in Persons/ Smuggling of Migrants |
| TOR | Terms of Reference |
| TOT | Training of Trainers |
| TPB | Terrorism Prevention Branch |
| TWG | Technical Working Group |
| UAE | United Arab Emirates |
| UN | United Nations |
| UNAIDS | United Nations Joint Programme on HIV/AIDS |
| UNCAC | United Nations Convention Against Corruption |
| UNCT | United Nations Country Team |
| UNDAF | United Nations Development Assistance Framework |
| UNDP | United Nations Development Programme |
| UNHCR | United Nations High Commission for Refugees |
| UNICEF | The United Nations Children's Fund |
| UNODC | United Nations Organisation on Drugs and Crime |
| UNTOC | United Nations Convention on Transnational Organised Crime |
| UN Women | United Nations Entity for Gender Equality and the Empowerment of Women |
| WHO | World Health Organization |

EXECUTIVE SUMMARY

Background and Context

With a population exceeding 180 million people, Pakistan is the sixth most populous country in the world. It occupies a strategic geographical location between South Asia, Central Asia and West Asia with a 1,046-kilometre coastline along the Arabian Sea and the Gulf of Oman in the South. It is rich in natural resources with a large amount of coal, gas, gemstones, copper and gold reserves. More than two-thirds of Pakistanis live in rural areas, of which about 68% are employed in agriculture (40% of total labour force).¹

At the same time, Pakistan faces endemic public sector corruption, a poor human rights record, high crime rates, increasing transnational organised crime and terrorist activities. On the human development side, Pakistan has a current overall literacy rate of 58%² and 22% of its population live below the poverty line.³ Due to its geographical location next to Afghanistan, Pakistan faces a serious drug threat. Over 40% of the heroin produced in Afghanistan is trafficked through Pakistan, which itself is a major transit country for chemical precursors entering Afghanistan.⁴ Pakistan also has high levels of problem drug use and a Human Immunodeficiency Virus (HIV) prevalence rate among people who injects drugs (PWID) of 27%.⁵

Main Objectives of the Programme

In such a challenging context, the United Nations Office on Drugs and Crime (UNODC) Country Programme (CP) for Promoting the Rule of Law and Public Health in Pakistan 2010-2015 aims to contribute to ‘A safer community, free from the threats posed by organised crime and drug use and confident in the integrity of the criminal justice system to provide access to justice’. To achieve this vision, the CP focused on the following impact results⁶: reduce illicit trafficking; improve access to justice; and reduce drug dependency, injecting drug use and HIV prevalence among drug dependents.⁷

¹ Country Factsheet Pakistan, IOM, August 2013, http://www.bamf.de/SharedDocs/MILo-DB/EN/Rueckkehrfoerderung/Laenderinformationen/Informationsblaetter/cfs_pakistan-dl_en.pdf?__blob=publicationFile

² Pakistan Social and Living Standards Measurement Survey 2010-11, Pakistan Bureau of Statistics, GoP, 2011

³ World Bank, 2013, <http://data.worldbank.org/country/pakistan>

⁴ UNODC Pakistan Country Profile, 2013, <http://www.unodc.org/pakistan/en/country-profile.html>

⁵ UNODC and Government of Pakistan, Drug Use in Pakistan 2013: Technical Summary Report 2013

⁶ The terminology ‘‘impact results’’ is taken from the CP programme document.

⁷ UNODC Country Programme 2010-2014, Promoting the Rule of Law and Public Health in Pakistan, June 2010

Outcomes of the Programme

At the programme design stage, the CP planned ten outcomes classified under three Sub-Programmes (SP). In late July 2010, Pakistan experienced unprecedented monsoon rains resulting in a humanitarian disaster that led the Programme Governance Committee (PGC) to modify the CP with an additional outcome eleven under SP2. Therefore, the present CP outcome structure is as follows:

1. SP 1: ILLICIT TRAFFICKING AND BORDER MANAGEMENT
 - Outcome 1: Drug and precursor trafficking operations identified and acted upon.
 - Outcome 2: Human trafficking and migrant smuggling operations identified and acted upon.
 - Outcome 3: Enhanced border management, including through cross-border collaboration.
2. SP 2: CRIMINAL JUSTICE
 - Outcome 4: More effective delivery of law enforcement services.
 - Outcome 5: More effective prosecution of criminal cases.
 - Outcome 6: Prison management improved in line with international standards.
 - Outcome 7: Corrupt practices identified and acted on by state agencies.
 - Outcome 11: Relieve immediate equipment and infrastructure shortfalls for front-line law enforcement in flood-affected areas
3. SP 3: DRUG DEMAND REDUCTION AND HIV/AIDS
 - Outcome 8: Improved availability and use of data on drug use.
 - Outcome 9: Access to, and quality of, drug treatment, rehabilitation and related HIV services enhanced.
 - Outcome 10: Prevention programming mainstreamed through education systems and community-based interventions.

Main Challenges for the Programme

Implementation of the CP has faced several challenges in a high-risk environment due to security and safety concerns that constrained travel to the CP priority regions of Balochistan and Khyber Pakhtunkhwa (KPK) provinces. This is exacerbated by the high turnover of staff in the Government of Pakistan (GOP), resulting in the need for constant advocacy and sensitisation to build a rapport of trust and secure commitment to undertake evidence-based interventions.

The 18th Amendment to the Constitution of Pakistan, approved in April 2010, has altered the governance structure and decentralised financial and administrative responsibility and authority in favour of the provinces. This has changed the strategic context for UNODC in Pakistan with an impetus for activities in the provinces, in particular the high-risk and non-secure provinces of Balochistan and KPK. All provinces now have new responsibilities for handling public health issues related to drug demand reduction and HIV/AIDS and retained powers to bring about changes in the criminal procedure, policing laws, investigation and prosecution processes. This decentralisation poses a challenge in terms of UNODC's ability to reach out to the provinces.

Scope of the Evaluation

This mid-term evaluation covers the period July 2010 to November 2013. It is a three-tier evaluation, namely: considering the strategic perspective; assessing the CP from a holistic perspective; and reviewing each SP's specific aspects. The evaluation assesses, in particular, the design, relevance, efficiency, effectiveness, partnerships and cooperation. In doing so, the evaluation paid particular attention to important cross-cutting issues including, gender and human rights, impact, sustainability and innovation of the CP. Finally, the evaluation draws conclusions and makes recommendations for the remaining two years of CP implementation.

Initially, the evaluation aimed to also produce summative evaluations of three completed projects: Development of the Pakistan Country Programme (PAKU13); Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance (PAKU63); and Outcome 11: Recovery of Frontline Law Enforcement in Flood-Affected Areas (PAKU86). Due to some limitations to the evaluation, none underwent a summative evaluation.

Evaluation Methodology

In the pursuit of an independent and credible evaluation, this mid-term evaluation was conducted by a team comprising a member of the Independent Evaluation Unit (IEU) under the leadership of an independent consultant, and with the remote participation of another independent consultant. The evaluation took place between September and December 2013, with a 15-day field mission in Pakistan from 21 October to 4 November 2013.

The evaluation was participatory, and entailed working in close cooperation with COPAK staff and key stakeholders, creating an environment conducive for dialogue, and drawing upon the principles of Appreciative Inquiry.⁸ This emphasizes a focus on what is working well, rather than setting out to look for problem areas, a process underpinned by the need to learn lessons for further programme improvements and shaping a vision for future sustainability.

The methodology for the evaluation consisted of retrieving data via:

- a desk review of over 400 programme reports, assessments, training modules and research publications;
- semi-structured face to face and phone interviews with a sample of 91 stakeholders;
- focus groups with a sample of 38 key informants;
- programme observations in four sites (Islamabad, Nowshera, Peshawar, Rawalpindi);
- email questionnaires sent to a sample of 25 stakeholders.

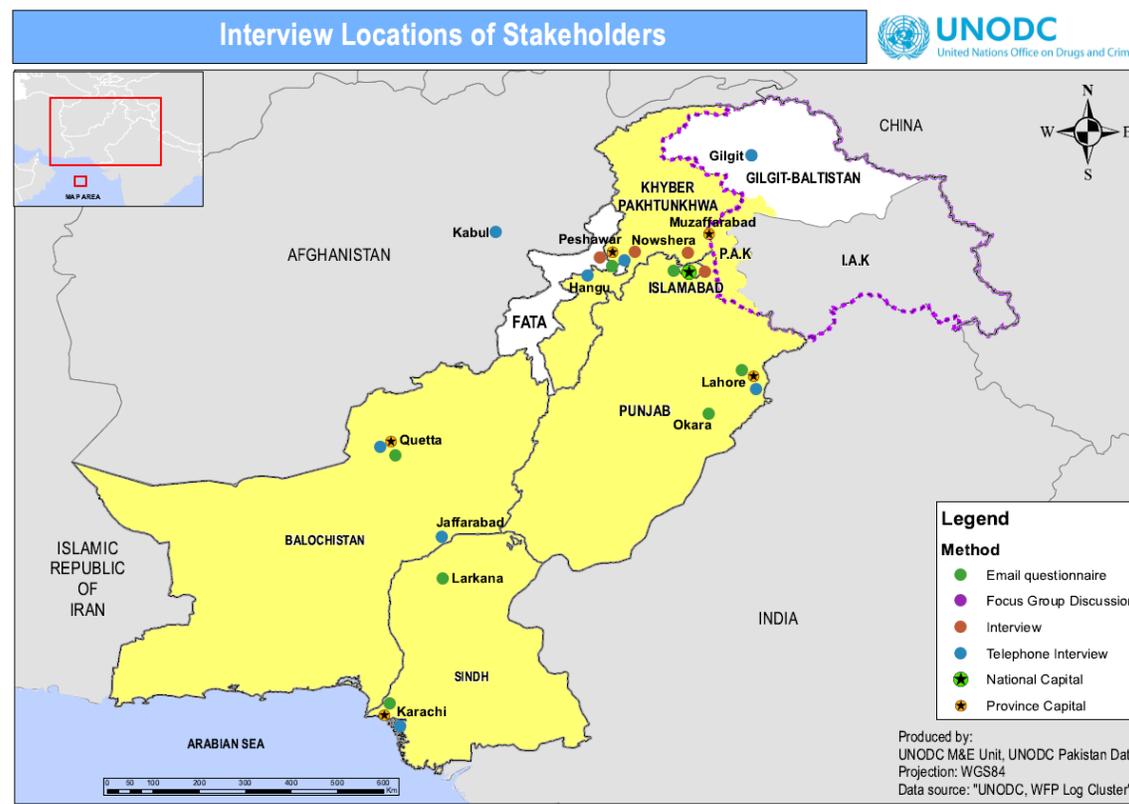
The sampling strategy entailed a simple categorization of stakeholders including UNODC HQ staff, UNODC Field staff, GOP federal and provincial departments and agencies, United Nations (UN) agencies, NGOs and donors. This categorization was not random. It rather took into account each category's role in the implementation of the CP. Thus it ensured adequate/relevant representation in the overall sample. As some stakeholders were difficult to reach out to, "snowball sampling" was used – evaluation respondents referred the Evaluation Team to others

⁸ See The Art of Appreciative Inquiry, Harvard Business School, 2003, <http://hbswk.hbs.edu/archive/3684.html>

amongst their contacts. This expanded the sample initially proposed by COPAK for the following categories: UNODC field staff, donors, UN agencies and NGOs.

The evaluation methodology aimed for maximum geographical coverage given security, time and availability constraints faced in Pakistan. Despite this, the evaluation was able to cover all four provinces, as well as Gilgit-Baltistan (see map below).

Map 1. Interview Locations of Stakeholders



Methodological triangulation was subsequently used to answer the evaluation questions comprised in the Terms of Reference (TOR) and further refined by the Evaluation Team in its Inception Report. Different sets of findings were identified, analysed and verified through triangulation between the initial desk review, interviews, focus groups, field mission and direct observations. Further analysis established overall conclusions in several areas, leading to the formulation of clear, actionable recommendations suggested to UNODC, its partners and beneficiaries.

Evaluation findings

(a) Design

The CP design is noteworthy as it transformed the UNODC-GOP partnership from implementing a series of relatively small ‘stand-alone’ projects to a more substantial and coherent programme of work enabling COPAK to be more flexible and responsive towards emerging needs and opportunities. For these reasons, it has served as a model for the development of similar integrated country and regional programmes (RP). This is particularly significant as, at the time, no detailed guidelines for moving from a project- to a programme-based approach existed.

The 6-months CP development process - involved a series of baseline assessments and research, initially through the projects PAKU13 and PAKU63 but continuing through the CP to inform programme design and implementation. This explicit investment in research through separate project vehicles is noteworthy and laid the foundation for such research to happen – it should be considered for replication as a matter of priority. Alongside this, strategic consultations with donors and the GOP also took place, ensuring broad participation and ownership. While these initiatives are best practice, it must be noted that the baseline assessments did not correspond to the CP logical framework and were not used as a basis for monitoring progress. The evaluators also found that there is no evidence that consultations with programme beneficiaries, i.e. people vulnerable to drug use, injustice and/or trafficking, and civil society took place or were prioritized. One consequence of this may be that while the CP claims to be ‘underpinned’ by the protection of human rights and needs of vulnerable groups, there is little analysis of human rights and gender issues, which translated into a similar exclusion from operational interventions.

Despite a clear linear improvement in terms of integration from the previous project-based approach, there were gaps in the design process which affected integration, i.e. no horizontal linkages leading to the three SPs being managed de-facto as separate projects (despite the cross-cutting e-learning programme between SP1 and SP2), and existing parallel vehicles such as PAKJ85 and SP3. In certain cases, integration happens on an ad hoc basis and should be further formalised, for example through clear linkages between supply reduction and demand/harm reduction. This integration challenge must be contextualized within the following organizational limitations: firstly, UNODC existing supporting systems still serve projects as opposed to programmes, and secondly, donors funds earmarking influences programming in a way that can hamper efforts to integrate.

The CP indicators conceived at the design stage had several shortcomings for enabling monitoring and evaluation (M&E), despite being cleared through the standard oversight and quality control channels established by UNODC system-wide. In 2012, while the Office of Internal Oversight Services (IOS) audit report of the CP noted that performance indicators were an organization wide issue, it recommended a review and consolidation of performance indicators using SMART (Specific, Measurable, Achievable, Relevant, Time bound) indicators coupled with the development of a system for data collection for effective monitoring. Despite improvements and many achievements at the output level responding to the audit recommendations, the current logical framework makes it difficult to measure change at the outcome and impact levels due to lack of available data, which is a shared responsibility with GOP.

The CP design is aligned with UNODC Thematic, Global and Regional Programmes, as well as with the Inter-Regional Drug Control Approach.⁹ However, the following challenges should be noted as regards to relationships between the CP and the above mentioned programmes and approach:

- While discussions around the potential UNODC engagement in terrorism prevention are taking place, challenges in terms of coordination and respective responsibilities between the CP and the Terrorism Prevention Programme (GLOR35) were identified.

⁹ The inter-regional approach fills in a missing level in the current UNODC approach to the counter narcotics trade from Afghanistan, which has to-date focused on the country and regional level. It aims at introducing uniformity and standardised approach in implementation of similar or related programmes and projects.

- There are still disconnects between the RP and the CP, which are not dependent in terms of their implementation – to date the CP has been largely self-managed and self-sustained. While the RP provides resources to the CP¹⁰ and claims to (i) introduce new regional activities, (ii) complement coverage of global programmes, and (iii) fill in gaps in some CP thematic areas, there is a perception among COPAK staff that the RP is primarily a gap-filler. Part of the reason for this may be that there is no international decentralised RP management position in COPAK while this has taken place in some other Field Offices of the region.¹¹ In addition, the linkages between the two programmes need to be better outlined in their respective M&E systems.
- The Inter-Regional Drug Control Approach remains primarily owned by Headquarters (HQ) and has yet to trickle down to the field – most of the relevant COPAK staff were not yet knowledgeable of the usefulness and value-added of this newly developed approach.

(b) Relevance

The CP is extremely relevant as Pakistan continues to suffer from the negative effects of high levels of illicit drug trafficking, organized crime and problem drug use. GOP is highly committed to drug and crime control as a national policy priority while the CP is aligned with the mandates provided in the Anti-Narcotics Policy 2010, GOP Drug Control Master Plan for 2010-2014, the National Judicial Policy 2009, the National HIV and AIDS Strategic Framework 2007-2011, the National Health Policy 2009 and the National Education Policy 2009. Within this context, UNODC has to maintain its credibility and strengthen its comparative advantage to work in Pakistan, in particular as it engages in new areas of work such as anti-corruption and terrorism prevention. As for the latter, there is ambiguous support from the GOP for the UN in developing activities in this area requiring significant groundwork in the first place.

As mentioned in the Design section, baseline assessments for each SP were developed (through the projects PAKU13 and PAKU63) as a result of desk review, field missions and consultation with government counterparts and donors - thereby ensuring relevance of UNODC activities. **SP1** activities are aligned with UNODC's mandate to counter illicit trafficking, in particular to act upon the trafficking of Afghan opiates from Pakistan¹² as well as human trafficking.¹³ **SP2** baseline assessments in prisons, prosecutions and policing¹⁴ and strategy documents¹⁵ ensured

¹⁰ Since the start of the RP in January 2012 to the end of 2013, the total funding support from the RP to COPAK is about US\$ 761,500.

¹¹ The RP Coordinators are decentralized as follows: the SP1 Coordinator is located in Tashkent, the SP2 Coordinator is located in Dushanbe, the SP3 Coordinator is located in Tehran, and the SP4 Coordinator is located in Kabul. It was the intention of the RP to field the SP2 Coordinator in Islamabad after this post was initially placed in Dushanbe. The reason that this post has remained in Dushanbe was due to the fact that funding to UNODC in Tajikistan was reduced and the RP SP2 Coordinator has served for more than a year as Officer-in-Charge of the Programme Office for Tajikistan (POTAJ). Senior management decided to retain the post in Tajikistan until a new head of office is appointed and the intention to have a RP post in Pakistan remains.

¹² Pakistan is a transit country in the three main opiates trafficking routes (the Balkan Route to Europe, the Northern Route to Russia and the Southern Route to East Africa). A new emerging route goes from Pakistan to Australia through South and South East Asia.

¹³ (i) Enhancing Border Management: Assessment of the Pakistan-China Frontier, November 2009 (ii) Security Implications of Infrastructure Development and Trade Development, April 2010 (iii) Enhancing Border Management in Balochistan, January 2011, (iv) Crime Facilitating Irregular Migration from Pakistan and Afghanistan, December 2009, (v) Hawala and Hundi in Pakistan: Development and Justice Approaches, December 2009 (vi) Precursor Trafficking and Diversion in Pakistan, March 2010.

¹⁴ (i) Pakistan: Assessment of the Prison System, February 2010 (ii) Strengthening Capacities to Collect and Use Forensic Evidence, (iii) Reforming the Prosecution System in Pakistan to Enhance Criminal Justice, May 2010, (iv) International Legal Cooperation in Criminal Matters in Pakistan, October 2010.

alignment with national priorities and needs. **SP3** activities were also based on a number of studies that provided necessary information for planning activities relevant to the needs of GOP partner agencies in the areas of demand and harm reduction.¹⁶

To ensure continued relevance throughout the CP's implementation, strategic solutions to identified needs and problem profiles were formulated, agreed with GOP partners, and reviewed annually in the PGC and semi-annually in Technical Working Groups (TWG). Although projected TWG meetings have not always been held on a regular basis, the CP governance mechanism is an excellent practice to be strengthened and considered for replication in other programmes. While such a governance mechanism ensured continued contribution to relevance, GOP ownership still needs to be strengthened, especially at the provincial level in light of the 18th Amendment to the Constitution of Pakistan.

(c) Efficiency

Significant funds have been raised for the Country Programme since start of implementation in 2010. In October 2013, the total amount of funds raised and implemented stood at US\$36.36 million averaging over US\$10 million per year, a three-fold increase in comparison to the years before the Country Programme was developed. With these budgets, COPAK is now one of the larger UNODC Country Offices. To ensure that this level of implementation can be sustained or increased, it is very important that COPAK continues sustaining its visibility and credibility with the donor community, especially in times of financial constraint.

The CP is cost effective, achieving many outputs with an implementation rate that significantly jumped in comparison to the pre-CP years – from US\$ 3,098,807 in 2008 to US\$ 11,687,058 in 2013. Also, COPAK has gone from short-term to multi-year donor pledges which is a very positive development. It is important to note that the current total CP approved budget has dropped by nearly 50% of the initial indicative budget (from US\$ 66.88 million in June 2010 to US\$ 36.36 million in October 2013). This is because the initial indicative budget was formulated to address all UNODC mandates the Government indicated an interest in, which were unfortunately not matched by concomitant donor commitments.¹⁷ As a result of the budget shortfall due to different donor priorities, some activities could not be implemented, e.g. outcome 7 “Corrupt practices identified and acted on by state agencies”. Despite good donor engagement and fundraising efforts by UNODC to date, it appears many of the existing pledges to the CP

¹⁵ (i) Khyber Pakhtunkhwa Police: Focusing UNODC Assistance in the Near and Medium Term which explored the availability of human resources, equipment and training, and proposed a broad framework of assistance to KPK Police that was shared with relevant stakeholders, including the donor community. (ii) A preliminary needs assessment study was also carried out on Strengthening Law Enforcement Capacity: UNODC's e-Learning Roll-Out Plan 2011-2012 which classified potential sites for CBT e-Learning centres based on available trainees' strengths, strategic importance of location, and relevance of agencies' mandates to law enforcement and policing.

¹⁶ (i) Education and Health Programming in Drug Prevention, April 2010 (ii) Assessment of the National Drug Treatment and Rehabilitation System of Pakistan, April 2010 (iii) Social and Economic Impact of Drug Use: A Qualitative Insight, April 2010 and (iv) - Mapping Estimates, Ethnographic Results & Behavioural Assessment of Female Drug Use in Pakistan, April 2010. In 2012, a reviewed and updated version of the 2010 study “Assessment of the National Drug Treatment and Rehabilitation System of Pakistan” focused on the need to develop drug treatment policies and services in a more structured, strategic and sustainable manner.

¹⁷ The budget for SP1 increased from an initial US\$ 18.45 million to US\$ 25.72 million, perhaps indicating donor priority mandates. On the other hand, the budget for SP2 decreased from US\$ 32.92 million to US\$ 9.13 million while that of SP3 indicates a significant fall from US\$ 15.50 to US\$ 1.51 million.

have reached or will be reaching their spend deadlines in the coming year and hence underscore the importance of sustained visibility and credibility of CP operations with the donor community.

While progress towards the achievement of outputs and outcomes has been generally timely, several factors have affected the overall CP efficiency: high turnover of GOP staff, lack of full and predictability of funding, and the challenges related to working in a high-risk security zone. An added factor likely to affect the efficiency of the CP delivery is the post-2014 situation in Afghanistan that may lead to regional instability, potential donor withdrawal and influx of refugees.

To mitigate external challenges, COPAK has invested in internal systems that aid efficiency. For instance, the Human Resources Operational Plans developed by COPAK have contributed to support the project-programme shift by articulating the objectives, activities and management structure. In particular, this led to the creation of a strong core team responsible for financial management, administration and governance allowing SP managers to concentrate on the delivery of results, thereby increasing efficiency.

The CP governance system has allowed the programme to function flexibly and in tune with changing priorities, e.g. the logical framework was adjusted following the July 2010 unprecedented floods. The GOP counterparts interviewed for the purpose of this evaluation expressed their appreciation of this structure. However, the regularity of the meetings has varied and the system has been plagued by lack of membership continuity, hindering ownership. In addition, with the 18th Amendment the composition and format of the meetings needs to be rethought – although some initial investments were already made to include some provincial counterparts by COPAK.

Notable examples of good coordination and linkages between Headquarters (HQ) and COPAK took place during the programme design and early implementation phases. However, a barrier to continued collaboration is that since mid-2013 some key HQ staff are not permitted to travel to the region due to budgetary constraints. Without this, it is doubtful whether HQ staff will have the necessary understanding of the social, political and security context in which the CP develops and implements activities.

There are best-practices for the CP to show-case regarding the efficiency of its change management process. These include the M&E system (FEBSys and IRSys), which while primarily focused on process evaluations of capacity building and training activities instead of outcome/impact, is still a commendable first-step. In addition, COPAK developed an innovative programme management system using cloud solutions in the absence of a corporate tool (Smartsheet), which was subsequently used as a model for other programmes – this system however has considerable shortcomings. Finally, the CP has developed a wide array of assessments, research reports, handbooks, guidelines and training modules to inform programmatic interventions.

Looking ahead, one of the biggest challenges identified by COPAK staff in terms of overall UNODC cost-effectiveness and sustainability of operations was the implementation of the full cost recovery model. In a context of declining Regular Budget and General Purpose funds, while Special Purpose funds¹⁸ are increasing in proportion to the overall portfolio, concerns were

¹⁸ The Regular Budget is funded from assessed contributions and is approved by the General Assembly within the programme budget of the United Nations. It provides resources to the Drugs and Crime programmes. The General Purpose funds are un-earmarked voluntary contributions which finance the budget approved by the Commission on Narcotic Drugs (CND) and the Commission on Crime Prevention and Criminal Justice

expressed about the viability of charging all costs for programme support services to project funds instead of Regular Budget and General Purpose funds. In this regard, there is room for improving the communication between HQ and the field about what the full cost recovery entails in terms of challenges and potential gains. The Evaluation Team recommends that these implications be carefully and jointly considered.

(d) Effectiveness

Evidence shows that the CP has made progress in achieving its outcomes and increasing the quality of UNODC's support to Pakistan. The CP has been instrumental in raising the profile of drug and crime issues in Pakistan through extensive capacity-building training and workshops, various roundtables and discussion platforms and evidence-based research and advocacy. Although there remains room for stronger integration, the effectiveness of the CP has also been somewhat enhanced through partnerships with other internal initiatives, e.g. with the RP, the Global Container Control Programme (CCP), the Paris Pact Initiative (PPI), the Afghan Opiate Trade Project (AOTP), the HIV/AIDS Prevention Programme, and the UNODC-World Health Organization (WHO) Programme on Drug Dependence Treatment and Care. These have provided additional channels for funding as well as expertise.

At the same time, it is important to note that it is challenging to measure progress towards the CP outcomes for the three SPs - mainly due to the lack of comparability and use of indicators measuring the effectiveness of the CP over the last three years.

SP1 Illicit Trafficking and Border Management. SP1 has delivered technical assistance to several GOP agencies.¹⁹ *Significant output achievements as verified through triangulation of sources were as follows:* established 34 Computer-Based Training (CBT) e-Learning centres in Law Enforcement Agency (LEA) academies and institutions throughout Pakistan; provided necessary computer and ancillary equipment; delivered a core curriculum with an innovative culturally appropriate package of training modules for LEA academies ; established a fully operational pilot Border Liaison Office (BLO) at the Torkham border post on the border with Afghanistan; drafted laws in line with the UN Model Laws against Trafficking in Persons/Smuggling of Migrants (TIP/SOM) for GOP; advanced regional dialogue through the Triangular Initiative (TI), in partnership with the RP²⁰; and developed a voluntary code of conduct for industry to check diversion and illicit trade in precursor chemicals.

Deriving from the above outputs, effectiveness under SP1 is assessed as follows by this evaluation:

(i) Since the start of the CP, seizures by law enforcement agencies have increased yet there is no direct evidence of attribution to UNODC of reduced trafficking.

(CCPCJ). Special Purpose funds are earmarked voluntary contributions which are provided by donors to fund specific projects and activities.

¹⁹ Including the Federal Investigation Agency, Frontier Corps, Punjab Rangers, Sindh Rangers, Pakistan Coast Guard, Frontier Constabulary, Maritime Security Agency, Provincial Police, Customs Department, Federal Board of Revenue and the Anti Narcotics Force.

²⁰ Since January 2012, the cross-border elements of the TI are funded by the RP. Country-level work - such as the construction of BLOs and the distribution of satellite phones under the TI Communications Plan - are funded under the CP.

(ii) Under this SP, UNODC has been advancing its drug and organized crime control strategy through support to the regulatory regime, foundational and specialized training, data collection and analysis, as well as bilateral, regional and international cooperation.

(iii) Despite the absence of tangible outcomes, the existing cross-border collaboration between Afghan, Iranian and Pakistani officials should be considered effective as it brings together three countries that are frequently hostile to each other. Fostering networking between officials from the three countries may eventually lead to positive outcomes at some later stage.

(iv) In the absence of a monitoring system within the Federal Investigation Agency (FIA) and related agencies, it is not possible to track the number of human trafficking and migrant smuggling cases acted upon.

(v) Although a voluntary code of conduct for industry to check diversion and illicit trade in precursor chemicals was adopted, there is no evidence showing this code has been followed.

SP2 Criminal Justice. SP2 has made significant progress in promoting the rule of law by implementing activities centred around more effective delivery of Law Enforcement (LE) services. *Significant output achievements as verified through triangulation of sources were as follows:* developed training on modern methods of investigation resulting in an increased number of cases resolved and submitted in time for prosecution; continued dialogue on police reform including gendered policing; distributed Crime Scene Investigation (CSI) and first responder kits to police; drafted new prison rules in line with international standards; developed prison registry software; produced handbook for probation and parole officers and pocket-sized quick guides for basic CSI procedures; increased police-prosecutor coordination and cooperation; improved Mutual Legal Assistance (MLA) by establishment of a Central Authority in the Ministry of Interior (MOI) and development of MLA law and toolkit; and rebuilt and refurbished flood damaged police stations.

Deriving from the above outputs, effectiveness under SP2 is assessed as follows by this evaluation:

(i) The rule of law has been promoted through introducing modern methods of policing. In particular, investigation procedures and improvements in police-prosecutor cooperation and coordination have led to more effective prosecution of criminal cases.

(ii) There is little evidence as to whether new prison rules drafted consistent with international standards are actually being systematically implemented – thereby improving prison management.

(iii) It is noted that due to lack of funding and government support there has been no support with aiding GOP to identify and act upon corrupt practices.

SP3 Drug Demand Reduction and HIV/AIDS. SP3 has achieved a significant body of work considering its limited available funding²¹, providing essential data necessary for the future development of short and long-term national policies on drug control in Pakistan. *Significant achievements as verified through triangulation of sources were as follows:* developed drug treatment protocols that constitute the GOP approved national standard for drug treatment services throughout the country; established a fully operative pilot Opioid Substitution Treatment (OST) Centre with 80 clients at the Institute of Psychiatry; produced a National Drug Use Household Survey, the first of its kind in Pakistan; and developed community-based drug use

²¹ While SP3 overall budget was US\$ 15.5 million, its total approved budget only amounts to US\$ 1.5 million.

prevention interventions through drug awareness campaigns in six cities in KPK; and enhanced sports facilities for schools in high drug prevalence areas.

Deriving from the above outputs, effectiveness under SP3 is assessed as follows by this evaluation:

(i) There has been improved availability of data on drug use through the development of a National Drug Use Household Survey that is now the main reference point for information on drug use in Pakistan.

(ii) Drug Dependence Treatment, Rehabilitation and related HIV services have certainly been enhanced although access and quality remain areas that need considerable work. The scaling up of a pilot OST Centre and the systematic implementation of new national drug treatment protocols hold great promise to improve the effectiveness of services for drug users.

(e) Partnerships and cooperation

COPAK generally has excellent relations with national counterparts. This is reflected in the strong appreciation expressed to the Evaluation Team by key stakeholders for the UNODC leadership and management. Similarly, proactive engagement with donors has resulted in supportive relations and resource mobilisation according to targets set. Other partners, from civil society and academia are also supportive of COPAK and the CP.

There has been impressive progress in extending the range of Government partners that the CP engages and works with in the course of its development and implementation. This incorporates all 17 Law Enforcement Agencies (LEAs) in Pakistan, several ministries and other relevant GOP institutions.

The governance structure of the PGC and TWGs have also been a core part of the process by institutionalizing regular exchange. In particular, the CP has initiated a response to developments like the 18th Amendment by including some provincial counterparts in its governance structures and consulting regularly on related outcomes. Now it needs to establish a more systematic and permanent presence in the provinces, particularly in Balochistan and KPK, potentially in association with other UN agencies such as UNHCR.

It has been a significant achievement to have UNODC mandates included in Phase II of the One UN and UNODC's active participation in the Common Country Assessment (CCA). Although it is commendable that the One UN partnership is operating at the political level, there is no real implementation in terms of joint programmes and little funds coming through the One UN framework to the CP. Also, despite a vibrant UN Country Team (UNCT), there is little transparency and communication between UN agencies, preventing UN strategic positioning in the country and fostering funding competition. Although a Memorandum of Understanding (MOU) was signed with UN Women, few joint activities have materialised due to the financial constraints of UN Women and the lack of dedicated funding.

The engagement with civil society is significantly more pronounced under SP3 which has also worked in close association with UNAIDS to establish HIV prevention services for drug users. Opportunities to work with the NGO sector should be sought more widely across the CP, e.g. in the areas of human trafficking, identification and treatment of victims, and protection of witnesses and there are indications that COPAK is looking to move in this direction.

(f) Gender and human rights

The CP document states that all SP activities are “underpinned by human rights and the needs of vulnerable groups” yet there is little evidence that human rights and gender have been effectively mainstreamed across the CP. COPAK staff state that this is due to the fact that during the design process UNODC was strongly advised by the GOP to exclude these considerations from the CP. At the same time, some efforts have been made regarding human rights mainstreaming through COPAK involvement in the UN Human Rights Task Force and activities for female prisoners (through SP2 and 3) have been implemented. Most essentially, the core and specialist curricula for training LEAs in Pakistan have been developed in line with international law enforcement standards and incorporate human rights principles.

Opportunities for promotion of human rights should be seized as follows: use core curriculum to enhance human rights-based skills relating to the interviewing of suspects, witnesses and victims; use the draft Toolkit ‘Enhance Communication and Engagement of Law Enforcement Officials with Drug Users and Other Marginalized, Diverse and/or Vulnerable Populations’; implement the recommendations from the draft Human Rights Assessment that COPAK developed; further engage with the UN Human Rights Task Force.

(g) Potential Impact

The CP document has identified three impact results: reduce illicit trafficking; improve access to justice; and reduce drug dependency, injecting drug use and HIV prevalence among drug dependents. As with any mid-term evaluation, only limited impact is likely to have resulted from CP implementation. Although increased lobbying and advocacy may be necessary to achieve impact in the future, evidence suggests that some progress has been made at the outcome level to potentially lead to small scale impact by the end of 2015.

While there can be no direct attribution to the CP for recent reductions in illicit drug trafficking (see Chapter on Effectiveness)²² there are sound indicators for small-scale impact on improving access to justice²³ and reducing drug dependency, injecting drug use and HIV transmission. In the former case, evidence from the KPK prosecutors office shows that increased police-prosecutor cooperation and coordination in the submission of evidenced cases has led to an increase in convictions while the opening of a pilot OST centre in Rawalpindi has reduced dependency on illegal drugs and IDU (and therefore lowered the risk for HIV transmission related to injecting drug use) for the 80 clients of the service.

It is anticipated that with the scale up of both police-prosecutor cooperation to other provinces and OST to other sites, there is likely to be considerable impact by the end of CP operations in 2015. Also, a core curriculum for LEA personnel based on international standards of policing based on a human-rights approach has the potential, if rolled out as planned, to have a significant impact on improving access to justice in Pakistan.

The quantitative results related to capacity building are impressive. Nonetheless, it would be important to look beyond these quantitative indicators to assess impact of the trainings and sustainability of the knowledge and skills gained (for instance through the creation of local Teams of Trainers and Training Development Officers) from a qualitative perspective, in particular changes in Knowledge, Attitudes, and [work] Practices (KAP) and identification of external factors restricting impact such as lack of resources or policy back-up.

²² There is, however, a potential impact on illicit trafficking as a voluntary code of practice on precursors has been developed by UNODC and industry that should enhance coordination and information sharing amongst the business community and the Anti-Narcotics Force under the overall supervision of NCD.

²³ The rebuilding and refurbishment of police stations affected by the 2010 floods have had a direct impact on police morale and working conditions by providing and upgrading law enforcement infrastructure.

Within this context, continued political engagement by UNODC will be key especially as the situation in Afghanistan alters with the 2014 transition. The high levels of drug cultivation and production will have a considerable impact on Pakistan's illicit economy and the CP's assistance towards anti-trafficking.

(h) Sustainability

The long-term sustainability of the UNODC engagement in Pakistan is not in question given that the GOP has shown commitment to continue drug supply, demand and harm reduction as well as rule of law capacity-building beyond the end date of the CP in 2015. However, there is understandably a lack of national capacity to resource, sustain and invest in such efforts, which may impede sustained progress in this area absent external support. Ownership is also a challenge in the context of high turn-over and sometimes low responsiveness of some GOP counterparts.

The short-term sustainability prospects for the CP are sound from a financial stand-point. COPAK was effective in engaging with donors and managed to multiply funding commitments over a three year period making it one of the largest UNODC field offices (in October 2013 total funding stood at US\$36.36 million). This has been achieved through establishment of credible and trustworthy relationships that are likely to be sustained, should donor engagement be continued as such by COPAK.

However, whether this can be sustained in the next few years depends considerably on the development of the situation in neighbouring Afghanistan following the withdrawal of NATO and United States of America forces from Afghanistan in 2014 and the concomitant potential decline in aid.²⁴ Finally, the implications of the full-cost recovery model should be considered carefully in light of UNODC possibly losing its competitive edge and costing itself out of the market.

(i) Innovation

Being the first UNODC field office to move from a project to a programme approach, COPAK has been innovative in developing and implementing the CP. The provision of the single sign-off of the programme document has made for a flexible and integrated approach that has gained significant credibility with GOP, complemented by a governance system that ensures oversight. The strategically defined Human Resources plans led to the rapid recruitment of staff, particularly internationals, increasing efficiency. The introduction of Smartsheet - a web-based programme management tool to monitor activities, produce internal reports and manage information sharing - has allowed better performance management.

It is also noted that some CP activities and interventions were considered innovative by GOP given that they were the first of their kind in Pakistan, for example the National Drug Use Household Survey, the OST centre and the human rights based core curriculum for LEA personnel.

Finally, despite the fact that COPAK was innovative in overcoming the challenges posed by the transition from the project to the programme approach, there is a gap in the current support

²⁴ Reference: <http://www.cfr.org/afghanistan/prospects-afghanistan-2014/p32094>

provided by UNODC systems for efficient and effective programme management (e.g., systems supporting financial management, monitoring and evaluation) as opposed to project management.

Conclusions

For information on Conclusions, please refer to the respective Chapter in the report (pages 55).

Key recommendations

Overall Country Programme:

1. Priority Setting and Comparative Advantage:

1.a. *COPAK* to prioritise activities for the next two years to ensure the right balance of CP deliverables (training, equipment, legislative reform).

1.b. *COPAK* to decide on a strategic shift necessary to maximise UNODC's comparative advantage in current and new thematic areas it may engage in, such as anti-corruption and terrorism prevention.

2. Regional Context:

2.a. *UNODC (RP Secretariat, RSWCA, COPAK, COAFG, COIRA, ROCA)* to lay out the various scenarios, implications and potential UNODC responses for each country of the region in the context of the post 2014 situation in Afghanistan.

2.b. *COPAK in consultation with COAFG, COIRA and ROCA* to align its strategic repositioning in light of the post 2014 situation with other Field Offices in the region, under the umbrella of the RP and considering the Inter-Regional Drug Control Approach.

3. Integrated Programming:

3. a. *UNODC (OED, DO, DTA, DPA, DM, Field Offices)* to further define integration between and within Global, Regional and Country Programmes at the management, systems and substance levels (roles and responsibilities), e.g. the RP should define and systematize its relationship with the CP to develop new regional activities, help complement coverage of Global Programmes in addition to its gap-filler role in order to multiply the benefits of the CP.²⁵

3. b. *UNODC (IPB, COPAK, RP Secretariat)* to standardise the collaboration between the Regional and the Country Programme at the operational level through appropriate systems (integrated RP-CP M&E systems) and processes of governance (reciprocal participation) and management (RP decentralised management to be located in COPAK and internal expert meetings across RP and CPs).

3. c. *UNODC (HQ, COPAK)* to develop financial, monitoring and reporting systems supporting the integrated programming approach and enabling efficient programme management and implementation. COPAK was innovative in overcoming the challenges related to integrated

²⁵ Background information: The absence of guidance as to the roles and responsibilities (for management and substance) and coordination mechanisms between Global, Regional and Country Programmes has an influence on the potential for integration.

programming, however a corporate response is needed to ensure efficient integrated programming.

3. d. *COPAK* to ensure integration between ongoing projects and sub-programmes, e.g. subsume the project PAKJ85 under SP3 to avoid potential administrative and reporting inefficiencies.

4. Planning and Design:

UNODC (DO, Field Offices) to adopt a standardised approach towards development of Programmes through front-loading the planning stage - following *COPAK*'s approach (i.e. development of baseline studies in consultation with stakeholders including end beneficiaries and civil society, and utilisation of those baseline studies to monitor progress).

5. Donor Engagement and Funding Model:

5.a. *COPAK* to maintain its best-practice model of donor engagement in order to ensure that adequate funds are made available for the remaining cycle of CP implementation. Unfunded and under-funded thematic areas should receive particular attention.

5.b. *UNODC (FRMS, CPS)* to carefully consider implications of the full-cost recovery model in close consultation with *COPAK* and to communicate the challenges and potential gains to *COPAK*.

6. Gender and Human Rights:

UNODC to strengthen the integrated gender and human rights based approach of the CP as follows:

6. a. *HQ (SPU)* to guide *COPAK* in defining, implementing, monitoring and reporting on Gender and Human Rights mainstreaming. Also, OHCHR and UN Women can be engaged to acquire the necessary tools to help programme managers mainstream gender and human rights standards into their activities and establish indicators for tracking the implementation of those standards.

6. b. *COPAK assisted by HQ* to gather data on the Gender and Human Rights situation in Pakistan, possibly guiding a risk assessment.

6. c. *COPAK* to continue awareness about, understanding of and respect for human rights among LEA professionals in the execution of their tasks, through training.

6. d. *COPAK* to further use the UN Human Rights Task Force to advocate for a human rights and public health based approach to rule of law (policing and justice) and to possibly reach out to existing Pakistan infrastructures (Human Rights Ministry, Human Rights Cell of the Pakistan Supreme Court, Human Rights Officers in Islamabad police stations).

7. Terrorism Prevention:

7. a. COPAK and TPB to assess the terrorism threat (its extent, participants, their profile) and identify potential initiatives and corresponding partners in Pakistan.²⁶

7. b. COPAK and TPB to advocate UNODC comparative advantage in the area of terrorism prevention in order to negotiate and identify a niche/focus area.

8. Partnerships with UN:

8.a. COPAK to strengthen collaboration with other UN agencies (especially UN Women, UNHCR, IOM and UNICEF).

8.b. COPAK to advocate for better use of the UNCT as a communication platform for agencies' respective visions and plans – such as the post 2014 agenda.²⁷

9. Monitoring and Evaluation:

9. a. COPAK, RP Secretariat, HQ/IT to upgrade the CP monitoring and evaluation system and link it to the RP monitoring and evaluation system.

9. b. COPAK to develop comprehensive and systematic qualitative outcome and impact monitoring through possibly contracting a well-qualified M&E consultant.²⁸

10. Governance:

COPAK to reconsider the CP's governance structure to enhance ownership as follows:

10. a. TWGs should meet 3-4 times per year and be held in the provinces on a rotational basis to give a better sense of provincial GOP ownership. It is advisable for each SP to have its own TWG to develop a pool of local experts in each thematic area that will remain when the CP ends in 2015

10. b. The PGC should continue its function of providing strategic oversight and direction for the CP, as well as reviewing annual work plans, implementation and the results being achieved. Every endeavour should be made to ensure consistency of membership.

10. c. The PGC should be considered as a forum for *COPAK* to further engage with GOP in policy dialogue, e.g. supporting the GOP in developing a policy on border management.

10. d. Comprehensive briefings with PGC and TWG members should take place in advance of meetings to ensure meaningful discussions and participation.

²⁶ Background information: There is ambiguous support from GOP for the UN in developing activities in the area of counter-terrorism. If UNODC plans to move into this area of work it needs to avoid any overlap with the different partners already engaged in this work in Pakistan such as the British High Commission, the European Union and the United States.

²⁷ Background information: Despite a vibrant UNCT, there is little transparency and communication between UN agencies. This prevents UN strategic positioning in the country and fosters funding competition. In general, the UNCT is not used to its full potential.

²⁸ Background information: Systematic and comprehensive outcome and impact evaluation reports for all CB and training activities implemented by the CP are essential and will enable *COPAK* to share such reports with donors who have consistently stressed the need for such data during the mid-term evaluation process. Impact evaluations should consider the longer-term behavioural changes in work practice resulting from skills-based training and that changes are maintained over an extended time period and transferable across LEA workplaces. Contracting international consultants where necessary to monitor and mentor national counterparts engaged in field-based M&E would also help to produce more in-depth impact evaluations and aid sustainability, in particular of TOT courses. (Note: SP2 Outcome 6 Prisons and SP3 Outcome 9 already include such monitoring/mentoring processes using national consultants which can serve as a possible model. However, their reports are not recorded or reflected in *COPAK* M&E documents).

11. Capacity Building:

11. a. *COPAK* to develop a comprehensive capacity building and training strategy²⁹ to provide coherence and a rationale to the many CB and training initiatives undertaken over the past three years and to then guide the roll-out of future CB and training initiatives, particularly TOT courses including the development of a pool of master trainers to ensure sustainability.

11. b. *COPAK* to design future training activities with at least two components/stages, ensuring follow up on knowledge gained.³⁰

11. c. *COPAK* to adopt a skills-based student-centred learning approach for TOT courses, in particular those focusing on the core curricula for LEAs.³¹

11. d. *COPAK* to develop study tours and on the job training in a systematic manner across the CP.³²

Important recommendations

Overall Country Programme:

12. Internal Communication Structures:

COPAK to institutionalise communication structures between SPs at both Advisor and junior staff levels to ensure proper integration and information sharing through more effective channels.³³

13. Knowledge Management and Dissemination Strategy:

COPAK to develop a knowledge management system and dissemination strategy for key documents.³⁴

²⁹ Taking into account the recommendations from *COPAK*'s internal White Paper "Towards a Standardised Approach to Training: UNODC Country Office Pakistan 2013 -2015.

³⁰ Background information: As far as possible training events and workshops should not be 'one-offs' but be part of a training programme consisting of two or more stages. This would enable a follow-up workshop 2-3 months after the original event/workshop that can process a substantial qualitative outcome/impact evaluation, provide top-up training and a further training needs assessment, if necessary.

³¹ Background information: This approach should incorporate practical work such as role-plays, structured small group work and case studies and not rely on a more didactic approach based on passive forms of learning such as presentation skills, including PowerPoint.

³² Background information: Several GOP partners cited a need for more on-the-job training and emphasised that study tours should be based on standardised criteria: selection process for the most suitable and relevant candidates; adequate pre-reading, preparation and briefing before the study tour; clearly allotted tasks to be undertaken during the study tour; and a written report submitted to *COPAK* and shared with colleagues on return to Pakistan.

³³ Background information: While there are existing links between the three SPs, particularly SP 1 and 2, communication structures should be in place to avoid possible duplication of activities, enable systematic information exchange, more effectively explore the possibilities of developing joint ventures and encourage working in a more collaborative and cooperative manner.

³⁴ Background information: Over 25,000 copies of CP publications have been distributed to GOP partners and other stakeholder but not all have been systematically or comprehensively disseminated.

This should include:

13. a. The continued promotion of meetings, roundtables and seminars where key stakeholders can discuss the practical uses of such publications in a more systematic and productive manner enabling them to develop specific action points as required.

13. b. A 3-6 month moratorium on the development and production of new publications³⁵ apart from crucial mapping and key publications concerning new areas like terrorism prevention, anti-corruption and money-laundering.

13. c. Review longer and more complex publications in order to develop short ‘user-friendly’ 6-8 page booklet-type synopses/summaries. These could be disseminated to donors who may not have the time to read the full document and to GOP partners for use in their meetings, roundtables, and staff training enabling them to follow up with action points.

13. d. Produce more ‘success stories’ to supplement the current and lengthier Communiqués (i.e. bulletins). These should be distributed to donors and GOP partners, as well as the media, in order to promote and publicise the significant achievements of the CP.

14. Human Resources:

14. a. *UNODC (HRMS)* to enable COPAK to retain the ability to hire international consultants/advisers in a flexible fashion either through UNDP in Islamabad or giving the means to UNODC HQ to act in a prompt manner.

14. b. *COPAK* to ensure sustainability and consistency of delivery through core functions being undertaken by staff, possibly supplemented by consultants who in turn ensure transfer of skills to staff.³⁶

Sub-Programme 1:

15. Human Trafficking and Migrant Smuggling:

15. a. COPAK in collaboration with FIA to ensure identification of human trafficking and migrant smuggling cases through development of a monitoring system within FIA.³⁷

15. b. *COPAK* to further collaborate with UNHCR and IOM on human trafficking and migrant smuggling.

16. Drug and Precursor Trafficking operations:

³⁵ Background information: During the past three years the CP has produced a substantial number of publications and other documents that can be utilised for further advocacy, CB and training purposes. Every effort should now be made to consolidate and capitalise on this material before developing new publications. Of course there may be a need to update some of the baseline assessment studies carried out in the early stage of programme development, manage with Government and donor counterparts in case deliverables have already been committed.

³⁶ Background information: Continuation of this contracting process is essential if the CP is to retain the level of flexibility that to date has enabled it to develop, plan and implement its activities in a timely fashion and that both donors and GOP partners emphasise has been a core value. Such an in-country system is more cost effective, efficient and less likely to present ‘roadblocks’ for implementation of programme activities than contracting through HQ in Vienna.

³⁷ Background information: There is a need for setting up a monitoring system within FIA and related agencies to track their work and the number of cases encountered. This would be critical for assessing effectiveness of assistance against a baseline.

16. a. *COPAK* to pay particular attention to the monitoring of distribution of equipment and assessment of its utilisation by the laboratories (e.g. forensic kits);

16. b. *COPAK and RP Secretariat* to enhance linkages between the CP and RP related to the Triangular Initiative.

16. c. *COPAK* to further engage with GOP in a necessary policy dialogue about border management.

16. d. *COPAK* to consider and propose to its counterparts providing a stronger facilitation role for LE inter-agency coordination

Sub-Programme 2:

17. Prosecution of Criminal Cases:

COPAK to engage with GOP to ensure security of prosecutors in KPK and Sindh provinces.

18. Prisons Management:

COPAK to assist prison management in monitoring the application of the new prison rules.

Sub-Programme 3:

19. Drug Treatment Protocols:

19. a. *COPAK* to assist the GOP with developing a monitoring system tracking implementation of new drug treatment protocols.

19. b. *COPAK* to further disseminate treatment protocols through linked training; roll out of draft Toolkit to enhance communication and engagement of law enforcement officials with drug users.

20. OST Centre:

20. a. *COPAK* to secure more specialised professional advice/help for the OST Centre.³⁸

20. b. *COPAK* to scale up OST to other sites.

21. Drug Use Household Survey:

COPAK to undertake systematic dissemination of the National Drug Use Household Survey in partnership with UNAIDS.

Lessons Learned

The Country Programme has provided an opportunity for UNODC to learn the following lessons:

1. *Need for UNODC corporate reflection on how to engage with conflict countries.*

³⁸ Background information: In spite of many technical difficulties and challenges, such as the procurement of buprenorphine supplies, the OST Centre still shows positive qualitative results but would benefit from more technical assistance.

In a context of conflict which is by nature volatile and requires a flexible approach, the logical framework should not be over-emphasized. Rather investments at the impact and outcome levels should be made to monitor progress against performance indicators, while the lower levels of the result chain (outputs and activities) should be flexible and adjusted to changing circumstances. The logical framework should be a flexible management tool, not a strait jacket hindering efficient management.

2. *Need for UNODC to establish an overall communication strategy to determine the linkages between UNODC mandates and the development agenda.*

As UNODC is not perceived as a development agency, guidance should be sought from UNODC HQ and communication established with other development actors in order to foster linkages with the development agenda and other UN partners. This endeavour should be undertaken in partnership with the One UN coordination mechanisms.

3. *Need to adopt a standardised approach towards development of programmes.*

Completing mapping exercises, baseline assessments and strategic consultations at the planning stage of programme development is essential. This constructively informs programme design and can be utilised as a starting point for monitoring progress. While separate projects could be used as a starting point for research activities, these should be structurally integrated and mainstreamed within the design of the CP hierarchy of results either through stand-alone outcomes or consistently across all outcomes to ensure a more systematic approach to research.

4. *Need for programmes to be flexible and responsive to national counterparts' requests for support.*

The development of carefully maintained relationships with counterparts is necessary to ensure government buy-in and a sense of ownership. Programme flexibility and regular consultation enables a timely response to national counterparts' requests for support, which translates into increased trust and facilitates positive and additional collaboration between UNODC and GOP. In this regard, the CP governance mechanism should be seen as a good practice to build trust and ensure responsiveness to counterparts' requests.

5. *Need to incorporate sound qualitative outcome and impact evaluation tools and systems at the programme design stage.*

Realistic outcome-level indicators need to be established from the start of programmes and a comprehensive and inclusive M&E strategy developed with sound outcome and impact evaluation methodology.

6. *Need to establish a comprehensive capacity building and training strategy.*

Without a comprehensive strategy providing coherence and provision for alignment of training activities there is a risk of not delivering the most effective types of training. Most importantly student centred learning programmes that can maximise the potential impact of knowledge and skills-development leading to attitude and behaviour change in the workplace should be undertaken with the development of a pool of master trainers to ensure sustainability.

7. *Need to develop a structured and systematic approach for knowledge management, including dissemination of programme publications.*

Dissemination, rather than distribution, of key publications to counterparts should be systematically carried out through joint meetings that can establish publications' practical value. Better targeting should be considered, e.g. reaching out to the specific stakeholder groups with adjusted messages through shorter user-friendly publications or other means (media, radio) to supplement longer more complex documents.

MANAGEMENT RESPONSE

1. The Representative of UNODC Country Office Pakistan (COPAK) thanks the independent evaluation team for their work on the Mid-Term In-depth Evaluation of the Country Programme "Promoting the Rule of Law and Public Health in Pakistan (2010 – 2015)", including interviewing and reaching out to many beneficiaries, partners and donors across Pakistan and in Vienna.
2. The evaluation report and its recommendations are important in enabling COPAK to overcome gaps or weaknesses and improve performance in order to consolidate achievements and further strengthen the implementation of the Country Programme.
3. The evaluation report notes that the Country Programme "is extremely relevant" in the current situation where Pakistan "continues to suffer from the negative effects of high levels of illicit drug trafficking, organized crime and problem drug use". The report also highlights the high level of commitment of the Government of Pakistan in the areas of drug and crime control. Both of these observations are of high importance to COPAK's work in Pakistan and as such are due noted. COPAK will continue to strive to align objectives with the needs and policies of the Government of Pakistan.
4. COPAK values the evaluation report's recognition of the shift from project to programme approach, noting that the Country Programme is "noteworthy as it transformed the UNODC-GOP partnership from implementing a series of relatively small 'stand-alone' projects to a more substantial and coherent programme of work enabling COPAK to be more flexible and responsive towards emerging needs and opportunities." The evaluation report also states that "this is particularly significant as, at the time, no detailed guidelines for moving from a project- to a programme-based approach existed."
5. Also valued is the recognition of the noteworthiness of the baseline studies which formed the foundation of the current Country Programme. COPAK takes note of the evaluation report's suggestion to consider this process "for replication as a matter of priority".
6. The evaluation report notes the value of the development of monitoring and evaluation systems such as the FEBSys and IRSys systems which are efficient in gathering quantitative data and are recognised by the evaluation report as an important part of COPAK's change management. COPAK agrees with the

- recommendations to update and develop the existing monitoring and evaluation systems to improve data collection at outcome and impact level and include more qualitative data.
7. COPAK values the evaluation report's recognition of the governance structure of the Country Programme, where the report states that "although projected TWG meetings have not always been held on a regular basis, the CP governance mechanism is an excellent practice to be strengthened and considered for replication in other programmes". In this regard, COPAK agrees with the recommendation to further strengthen ownership at the provincial level following the 18th Amendment of Pakistan's Constitution, which decentralises power to the provinces.
 8. COPAK takes note of the evaluation report's suggestion that the situation in neighbouring Afghanistan following the withdrawal of NATO and United States of America forces 2014 is likely to have an effect on UNODC's work in the region. COPAK agrees with the recommendation for UNODC to "lay out the various scenarios, implications and potential UNODC responses for each country of the region in the context of the post 2014 situation in Afghanistan."
 9. COPAK values the evaluation report's recognition of the introduction of innovative practices, which are new to Pakistan, under the Country Programme, such as the National Drug Use Household Survey, the OST centre and the human rights based core curriculum for LEA personnel.
 10. COPAK would like to underline that an evaluation process is of restricted nature. During this exercise, internal documents should not be shared outside of the evaluation team without keeping the evaluated entity advised. While doing so, other units should provide comments only within the context of the evaluation exercise.
 11. Finally, management appreciates the independence of the assessment. The recommendations are useful, forward looking and will be implemented according to the follow up plan.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

| Findings ³⁹ : problems and issues identified | Evidence (sources that substantiate findings) | Recommendations ⁴⁰ |
|---|--|---|
| Key recommendations | | |
| Overall Country Programme | | |
| <p>1. The first half of CP implementation has focused on the development of an impressive array of assessments, research products, strategies and toolkits to position and orient assistance. The actual utilisation of these products has been mixed, and a recalibration is required by COPAK to assess whether new products would bring additional value-added.</p> <p>In the context of financial crisis, UNODC in general and COPAK in particular should demonstrate achievement of results, specially impact, and its comparative advantage in order to continue receiving the same level of funding.</p> <p>As COPAK may engage in new thematic areas, it should ensure a comparative advantage before engaging in a dialogue with GOP.</p> | <p>Literature review; Interviews with staff, donors and GOP; and Consultant reports.</p> | <p>1. Priority Setting and Comparative Advantage:</p> <p>1.a. COPAK to prioritise activities for the next two years to ensure the right balance of CP deliverables (training, equipment, legislative reform).</p> <p>1.b. COPAK to decide on a strategic shift necessary to maximise UNODC's comparative advantage in current and new thematic areas it may engage in, such as anti-corruption and terrorism prevention.</p> |
| <p>2. Over the next years following the withdrawal of international forces from</p> | <p>Literature review; Interviews with staff, donors and GOP.</p> | <p>2. Regional Context:</p> <p>2.a. UNODC (RP Secretariat, RSWCA,</p> |

³⁹ A finding uses evidence from data collection to allow for a factual statement.

⁴⁰ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

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| <p>Afghanistan in 2014 and the likely decline in development aid, the situation in Afghanistan will have implications for Pakistan.⁴¹</p> | | <p><i>COPAK, COAFG, COIRA, ROCA</i>) to lay out the various scenarios, implications and potential UNODC responses for each country of the region in the context of the post 2014 situation in Afghanistan (see also recommendation # 8).</p> <p>2.b. COPAK in consultation with COAFG, COIRA and ROCA to align its strategic repositioning in light of the post 2014 situation with other Field Offices in the region, under the umbrella of the RP and considering the Inter-Regional Drug Control Approach.</p> |
| <p>3. Although COPAK was innovative in overcoming the challenges related to integrated programming, a stronger corporate response would have been instrumental towards efficient integration. Evidence shows that there were certain missed opportunities for synergies and integration of activities and systems at the global, regional and country programmes levels.</p> | <p>Literature review; Progress reports; Interviews with staff, donors and GOP. Literature review; Interviews with staff, donors; and Consultant reports.</p> | <p>3. Integrated Programming:</p> <p>3. a. UNODC (OED, DO, DTA, DPA, DM, Field Offices) to further define integration between and within Global, Regional and Country Programmes at the management, systems and substance levels (roles and responsibilities), e.g. the RP should define and systematize its relationship with the CP to develop new regional activities, help complement coverage of Global Programmes in addition to its gap-filler role in order to multiply the benefits of the CP.</p> <p>3. b. UNODC (IPB, COPAK, RP Secretariat) to standardise the collaboration between the Regional and the Country Programme at the operational level through appropriate systems (integrated RP-CP M&E systems) and processes of governance (reciprocal participation) and management (RP decentralised management to be located in COPAK and internal expert meetings across RP and CPs).</p> <p>3. c. UNODC (HQ, COPAK) to develop financial, monitoring and reporting systems supporting the integrated programming approach and enabling efficient programme management and implementation.</p> <p>3. d. COPAK to ensure integration between ongoing projects and sub-programmes, e.g. subsume the project PAKJ85 under SP3 to avoid potential administrative and reporting inefficiencies.</p> |

⁴¹ Reference: <http://www.cfr.org/afghanistan/prospects-afghanistan-2014/p32094>

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| <p>4. The CP development process involved a series of baseline assessments and consultations informing programme design and implementation, initially through the projects PAKU13 and PAKU63 but continuing through the CP. Although this was a noteworthy and commendable approach to be considered for replication, there is no evidence that consultations with programme end beneficiaries, i.e. people vulnerable to drug use, injustice and/or trafficking, and civil society took place or were prioritized. One consequence of this may be that while the CP claims to be ‘underpinned’ by the protection of human rights and needs of vulnerable groups, there is little analysis of human rights and gender issues, which translated into a similar exclusion from operational interventions.</p> <p>Also, baseline assessments did not closely correspond to the CP logical framework and were not used as a starting point for monitoring progress.</p> | <p>Literature review; Interviews with staff and donors.</p> | <p>4. Planning and Design:</p> <p><i>UNODC (DO, Field Offices)</i> to adopt a standardised approach towards development of Programmes through front-loading the planning stage - following COPAK’s approach (i.e. development of baseline studies in consultation with stakeholders including end beneficiaries and civil society, and utilisation of those baseline studies to monitor progress).</p> |
| <p>5. COPAK was effective in fundraising and managed to multiply funding commitments over a three year period. In particular, COPAK was able to secure multi-year pledges. This has been achieved through effective implementation and engagement with donors through round tables. However, not only some existing pledges are expiring but some thematic areas remain unfunded (anti-corruption) or under-funded (DDR and HIV/AIDS).</p> | <p>Literature review; Profi BI; Interviews with staff and donors.</p> | <p>5. Donor Engagement and Funding Model:</p> <p>5.a. <i>COPAK</i> to maintain its best-practice model of donor engagement in order to ensure that adequate funds are made available for the remaining cycle of CP implementation. Unfunded and under-funded thematic areas to receive particular attention.</p> <p>5.b. <i>UNODC (FRMS, CPS)</i> to carefully consider implications of the full-cost recovery model in close consultation with COPAK and to communicate the challenges and potential gains to COPAK.</p> |

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| <p>With the withdrawal of international forces from Afghanistan, international aid flows are potentially to see a corresponding drop and UNODC should pre-empt this with active and engaged efforts.⁴²</p> <p>UNODC appears to be proceeding with the full-cost recovery model where all costs for programme support services would be covered by project funds instead of Regular Budget and General Purpose funds. There is a perception that this will impact the overall UNODC cost effectiveness and sustainability of operations in Pakistan. Also, there was no evidence of efficient communication between HQ and the field about what the full cost recovery entails in terms of challenges and potential gains.</p> | | |
| <p>6. There is little evidence that human rights and gender has been mainstreamed across the CP despite some efforts, especially the development of core and specialist curricula for training in line with international law enforcement standards and human rights principles relevant to law enforcement.</p> | <p>Training curricula; Literature review; Interviews with staff, and GOP; and Consultant reports.</p> | <p>6. Gender and Human Rights:</p> <p><i>UNODC</i> to strengthen the integrated gender and human rights based approach of the CP as follows:</p> <p>6. a. <i>HQ (SPU)</i> to guide COPAK in defining, implementing, monitoring and reporting on Gender and Human Rights mainstreaming.</p> <p>6. b. <i>COPAK assisted by HQ</i> to gather data on the Gender and Human Rights situation in Pakistan, possibly guiding a risk assessment.</p> <p>6. c. <i>COPAK</i> to continue awareness about, understanding of and respect for human rights among law enforcement professionals in the execution of their tasks, through training.</p> <p>6. d. <i>COPAK</i> to further use the UN</p> |

⁴² Reference: <http://www.cfr.org/afghanistan/prospects-afghanistan-2014/p32094>

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| | | Human Rights Task Force to advocate for a human rights and public health based approach to rule of law (policing and justice) and to possibly reach out to existing Pakistan infrastructures (Human Rights Ministry, Human Rights Cell of the Pakistan Supreme Court, Human Rights Officers in Islamabad police stations). |
| 7. There is ambiguous support from GOP for the UN in developing activities in the area of terrorism prevention. If UNODC plans to move into this area of work it needs to avoid any overlap with the different partners already engaged in this work in Pakistan. Also, internal cooperation between the Global and the Country Programmes should be enhanced. | Interviews with staff, donors and GOP | <p>7. Terrorism Prevention:</p> <p>7. a. COPAK and TPB to assess the terrorism threat (its extent, participants, their profile) and identify potential initiatives and corresponding partners in Pakistan.</p> <p>7. b. COPAK and TPB to advocate UNODC comparative advantage in the area of terrorism prevention in order to negotiate and identify a niche/focus area where no other partner is already engaged.</p> |
| <p>8. Despite a vibrant UNCT, there is little transparency and communication between UN agencies. This prevents UN strategic positioning in the country and foster funding competition. In general, the UNCT is not used to its full potential.</p> <p>Although UNODC was able to mainstream its mandate in the One UN Programme II, this has not translated into joint programmes with other UN agencies,</p> | Literature review; Progress reports; Interviews with staff, UN staff. | <p>8. Partnerships with UN:</p> <p>8.a. COPAK to strengthen collaboration with other UN agencies (especially UN Women, UNHCR, IOM and UNICEF).</p> <p>8.b. COPAK to advocate for better use of the UNCT as a communication platform for agencies' respective visions and plans – such as the post 2014 agenda.</p> |
| 9. COPAK's monitoring and evaluation systems (Smartsheet, FEBSys and IRSys) have been innovative compared to the systems available within UNODC. The Smartsheet system has been replicated in the region as well as used as a blue-print for a corporate system. Despite this, serious gaps exist in the form of linkages with global and regional programme, and systematic and comprehensive | Literature review; Progress reports; FEBSys and IRSys; Interviews with staff, and GOP. | <p>9. Monitoring and Evaluation:</p> <p>9. a. COPAK, RP Secretariat, HQ/IT to upgrade the CP monitoring and evaluation system and link it to the RP monitoring and evaluation system.</p> <p>9. b. COPAK to develop comprehensive and systematic qualitative outcome and impact monitoring through possibly contracting a well-qualified M&E consultant.</p> |

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| <p>outcome and impact evaluation for all Capacity Building (CB) and training activities.</p> | | |
| <p>10. The governance landscape has transformed in Pakistan with the passing of the 18th Amendment in 2010. This has necessitated a more dedicated provincial approach by UNODC (which is based in the federal capital of Islamabad) to engage with new partners and structures. This being said, the CP governance mechanism is considered a good practice.</p> | <p>Literature review; Progress reports; Governance meeting minutes; Interviews with staff, and GOP.</p> | <p>10. Governance:</p> <p><i>COPAK</i> to reconsider the CP’s governance structure to enhance ownership as follows:</p> <p>10. a. TWGs should meet 3-4 times per year and be held in the provinces on a rotational basis to give a better sense of provincial GOP ownership. It is advisable for each SP to have its own TWG to develop a pool of local experts in each thematic area that will remain when the CP ends in 2015.</p> <p>10. b. The PGC should continue its function of providing strategic oversight and direction for the CP, as well as reviewing annual work plans, implementation and the results being achieved. Every endeavour should be made to ensure consistency of membership.</p> <p>10. c. The PGC should be considered as a forum for <i>COPAK</i> to further engage with GOP in policy dialogue, e.g. supporting the GOP in developing a policy on border management.</p> <p>10. d. Comprehensive briefings with PGC and TWG members should take place in advance of meetings to ensure meaningful discussions and participation.</p> |
| <p>11. There have been variations both across and within the SPs on implementation of training.</p> | <p>Literature review; Progress reports; FEBSys and IPsys; Interviews with staff, donors and GOP.</p> | <p>11. Capacity Building:</p> <p>11. a. <i>COPAK</i> to develop a comprehensive capacity building and training strategy to provide coherence and a rationale to the many CB and training initiatives undertaken over the past three years and to then guide the roll-out of future CB and training initiatives, particularly TOT courses and including the development of a pool of master trainers to ensure sustainability.</p> <p>11. b. <i>COPAK</i> to design future training activities with at least two components/stages, ensuring follow up on knowledge gained.</p> <p>11. c. <i>COPAK</i> to adopt a skills-based student-centred learning approach for TOT courses,</p> |

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| | | <p>in particular those focusing on the core curricula for LEAs.</p> <p>11. d. COPAK to develop study tours and on the job training in a systematic manner across the CP.</p> |
| Important recommendations | | |
| Overall Country Programme | | |
| <p>12. While there are existing links between the three SPs, particularly SP 1 and 2, there is duplication of activities, missing systematic information exchange, lack of joint ventures. Stronger integration at the SP level would encourage working in a more collaborative and cooperative manner.</p> | <p>Staff meeting minutes; literature review; Interviews with staff.</p> | <p>12. Internal Communication Structures:</p> <p><i>COPAK</i> to institutionalise communication structures between SPs at both Advisor and junior staff levels to ensure proper integration and information sharing through more effective channels.</p> |
| <p>13. Over 25,000 copies of CP publications have been distributed to GOP partners and other stakeholder but few have been systematically or comprehensively disseminated.</p> | <p>Literature review, interviews with staff and GOP.</p> | <p>13. Knowledge Management and Dissemination Strategy:</p> <p><i>COPAK</i> to develop a knowledge management system and dissemination strategy for key documents. This should include:</p> <p>13. a. The continued promotion of meetings, roundtables and seminars where key stakeholders can discuss the practical uses of such publications in a more systematic and productive manner enabling them to develop specific action points as required.</p> <p>13. b. A 3-6 month moratorium on the development and production of new publications, apart from crucial mapping and key publications concerning new areas like terrorism prevention, anti-corruption and money-laundering.</p> <p>13. c. Review longer and more complex publications in order to develop short ‘user-friendly’ 6-8 page booklet-type synopses/summaries.</p> <p>13. d. Produce more ‘success stories’ to supplement the current and lengthier Communiqués (i.e. bulletins) to be systematically distributed to GOP and donors.</p> |
| <p>14. Since July 2013 international consultants can only be hired through HQ</p> | <p>Literature review; Progress reports; Interviews with staff</p> | <p>14. Human Resources:</p> <p>14. a. UNODC (HRMS) to enable <i>COPAK</i> to</p> |

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| <p>while national consultants can still be hired through UNDP. Continuation of local contracting processes would appear important if the CP is to retain the level of flexibility that to date has enabled it to develop, plan and implement its activities in a timely fashion and that both donors and GOP partners emphasise has been a core value.</p> <p>The various HR Operational Plans articulate the objectives, activities and management structure to support the project-programme shift. The HR strategy was designed to limit recruitment (where possible/necessary) and use short-term/well-targeted consultancy services.</p> | | <p>retain the ability to hire international consultants/advisers in a flexible fashion either through UNDP in Islamabad or giving the means to UNODC HQ to act in a prompt manner.</p> <p>14. b. COPAK to ensure sustainability and consistency of delivery through core functions being undertaken by staff, possibly supplemented by consultants who in turn ensure transfer of skills to staff.</p> |
| Sub-Programme 1 | | |
| <p>15. In the absence of a monitoring system within FIA and related agencies to track their work and the number of cases encountered, effectiveness of assistance against a baseline cannot be assessed.</p> | <p>Literature review; Progress reports; Interviews with staff, and GOP.</p> | <p>15. Human Trafficking and Migrant Smuggling:</p> <p>15. a. COPAK in collaboration with FIA to ensure identification of human trafficking and migrant smuggling cases through development of a monitoring system within FIA.</p> <p>15. b. COPAK to further collaborate with UNHCR and IOM on human trafficking and migrant smuggling.</p> |
| <p>16. Under SP1, the following challenges were identified: porous borders with Afghanistan; increased illicit trafficking through the main transit routes; related transnational organized crime; geo-political instability; disjointed governance; difficult LEA collaboration due to different and overlapping mandates; low prioritization of drugs issues by national counterparts; poor</p> | <p>Literature review; Progress reports; Interviews with staff, and GOP.</p> | <p>16. Drug and Precursor Trafficking operations:</p> <p>16. a. COPAK to pay particular attention to the monitoring of distribution of equipment and assessment of its utilisation by the laboratories (e.g. forensic kits);</p> <p>16. b. COPAK and RP Secretariat to enhance linkages between the CP and RP related to the Triangular Initiative.</p> <p>16. c. COPAK to further engage with GOP in a necessary policy dialogue about border management.</p> |

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| communication between LEAs and laboratories; weak capacity and lack of willingness from laboratories to collaborate with UNODC which may lead in turn to question the prosecution; Weak capacities of border LEAs. | | 16. d. COPAK to consider and propose to its counterparts providing a stronger facilitation role for LE inter-agency coordination |
| Sub-Programme 2 | | |
| 17. Since prosecutions have become more successful, the public profile of prosecutors has been raised, resulting in threats to them and their families. | Literature review; Progress reports; Interviews with staff, and GOP. | 17. Prosecution of Criminal Cases: <i>COPAK to engage with GOP</i> to ensure security of prosecutors in KPK and Sindh provinces. |
| 18. Although new prison rules in line with international standards were approved, there are no means to assess whether they are being followed. | Literature review; Progress reports; Interviews with staff, and GOP. | 18. Prisons Management: <i>COPAK</i> to assist prison management in monitoring the application of the new prison rules. |
| Sub-Programme 3 | | |
| 19. Although the new drug treatment protocols were approved, there are no means to assess whether these are being systematically implemented. | Literature review; Progress reports; Interviews with staff, and GOP. | 19. Drug Treatment Protocols: 19. a. <i>COPAK</i> to assist the GOP with developing a monitoring system tracking implementation of new drug treatment protocols. 19. b. <i>COPAK</i> to further disseminate treatment protocols through linked training; roll out of draft Toolkit to enhance communication and engagement of law enforcement officials with drug users. |
| 20. The OST Centre staff are faced with many technical difficulties and challenges, such as the procurement of buprenorphine supplies. | Literature review; Progress reports; Interviews with staff | 20. OST Centre: 20. a. <i>COPAK</i> to secure more specialised professional advice/help for the OST Centre. 20. b. <i>COPAK</i> to scale up OST to other sites. |
| 21. The National Drug Use Household Survey is now the main reference point for information on drug use in Pakistan replacing the out-of-date 2006 National Assessment of Drug Use and provides data necessary for the development of short and long-term national policies on drug control – thus | | 21. Drug Use Household Survey: <i>COPAK</i> to undertake systematic dissemination of the National Drug Use Household Survey in partnership with UNAIDS. |

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| improving availability of data on drug use. | | |
| General recommendations | | |
| Overall Country Programme | | |
| 22. Despite appreciating a generally good relationship with UNODC, the ANF feels resistant towards certain UNODC initiatives – particularly OST. | Literature review; Progress reports; Interviews with staff, and GOP. | 22. External Communication: <i>COPAK</i> to enhance information sharing, education and advocacy with the ANF in general and in particular regarding the pilot OST Centre. |
| 23. HQ took the lead in developing the Inter-Regional Drug Control Approach, which is currently in its pilot phase. This explains the little understanding in the field about the Inter-Regional Drug Control Approach. | Literature review; Interviews with staff. | 23. Inter-Regional Drug Control Approach: <i>UNODC HQ</i> to ensure understanding and ownership of the Inter-regional Drug Control Approach by the entire UNODC (HQ and Field). In particular, ensure that fundraising initiatives are closely coordinated between the field and HQ in order to have a consistent communication with donors. |
| 24. The current absence of and change in UNODC leadership in the region leaves UNODC in a political vacuum. Considering the regional context, the human resources situation is an indicator of UNODC poor human resources and career development strategy in hardship stations. | Interviews with staff; Observation. | 24. Hardship Locations and Mobility Policy: UNODC (HQ, Field) to consider strategic discussions about mobility policy related to hardship locations in the context of the UN Secretariat. |
| 25. Recommendations issued by Paris Pact expert working groups are meant to be operationalized by the RP and in turn the CPs in the region. This operational link is not clearly formalised. A major challenge for the Paris Pact Initiative lies in ensuring common understanding between Vienna and field-based government counterparts. | Literature review; Interviews with staff; | 25. Coordination with Global Programmes: 25. a. <i>UNODC (Paris Pact Coordination Unit, GPML, RP Secretariat, COPAK)</i> to undertake an analysis of the extent to which the CP is operationalizing the Paris Pact recommendations, including potential gaps. 25. b. <i>COPAK</i> to continue to facilitate communication between the Paris Pact Coordination Unit and Pakistan national counterparts. 25. c. <i>COPAK and GPML</i> to explore the feasibility of enhancing the Anti-Money Laundering/Counter Financing Terrorism capability within <i>COPAK</i> . |

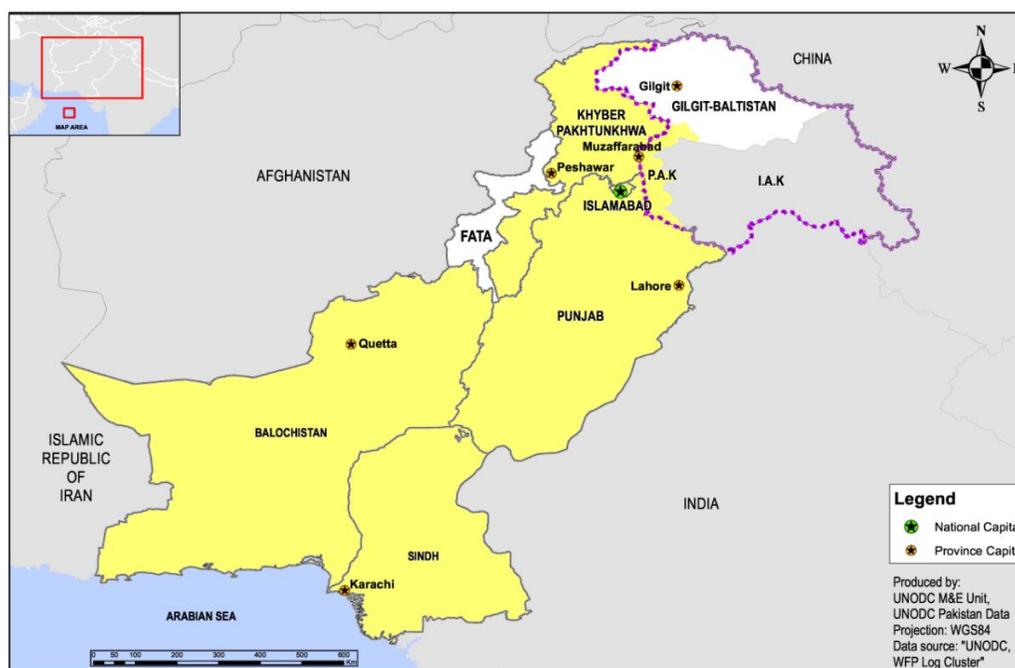
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| <p>26. Apart from a few notable exceptions, there is little evidence of effective structured communication between HQ sections and the CP. Also, without regular field visits to Pakistan (and indeed the region generally), it is difficult to establish productive and meaningful relations with CP staff and to fully understand the context in which they develop and implement activities.</p> | <p>Literature review; Progress reports; Interviews with staff;</p> | <p>26. HQ and Field Relationships:</p> <p><i>UNODC (HQ, Field)</i> to consider more productive and clearer links (i.e. mutually reinforcing and accountable roles) between HQ and the field through more systematic communication structures, including travel to Pakistan. In particular, there is a need to strengthen the communication of all policy guidance to the field and the relaying of information from field to HQ.</p> |
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I. INTRODUCTION

Background and Context

The Constitution of the Islamic Republic of Pakistan provides for a federal parliamentary system of government, with the President as the head of State and a popularly elected Prime Minister as head of the government. Pakistan is a multi-ethnic federation with four full provinces (Punjab, Sindh, Khyber Pakhtunkhwa, and Balochistan), the region of Gilgit-Baltistan with limited autonomy as a province, a Federally Administered Tribal Area (FATA) on the border with Afghanistan, and the State of Azad, Jammu and Kashmir (AJK), which has special status as a disputed territory. Ethno-linguistic variations go beyond these provincial divisions as more than one language group lives in each province.⁴³

Map 2. Map of the Islamic Republic of Pakistan



Pakistan has a total population of 179.2 million of which it is estimated that 22.3% live below the poverty line.⁴⁴ Although per capita income has increased from US\$576 in 2002-03 to US\$1,254 in 2010-11, the benefits have not been felt by all.⁴⁵ The 2013 UN Human Development Index

⁴³ Examining the dimensions, scale and dynamics of the Illegal Economy: A study of Pakistan in the region, UNODC, December 2011

⁴⁴ World Bank, 2013, <http://data.worldbank.org/country/pakistan>

⁴⁵ Government of Pakistan, 2011, Pakistan Economic Survey 2010-2011, Islamabad

ranks Pakistan in 146th place out of 187 countries, classifying it as a ‘low development’ country despite it being a nuclear power. Despite an overall literacy rate of 58%, only 46% of women are reported as literate. Pakistan’s average duration of schooling in a formal education setting lasts 4.9 years.⁴⁶

Pakistan has suffered from years of both regional and national conflict and instability. It occupies a strategic geographical location, which borders Iran (approximately 910 kilometres) and Afghanistan (approximately 2430 kilometres) in the West, India (approximately 2910 kilometres) in the East, China (approximately 520 kilometres) in the North, and the Arabian Sea (approximately 1050 kilometres) in the South.⁴⁷ The situation in Afghanistan has a profound impact on the security and rule of law situation in Pakistan. Afghanistan is a significant cannabis producer and the source of more than 90% of the world’s opium, much of it harvested in provinces bordering Pakistan. In 2013, cultivation amounted to some 209,000 hectares, outstripping the earlier record in 2007 of 193,000 hectares and representing a 36% increase over 2012.⁴⁸ It is estimated that over 40% of the heroin produced in Afghanistan is trafficked through Pakistan which is also a major transit country for precursors entering Afghanistan.⁴⁹ This situation illustrates the sobering reality of the continued challenges that will be faced in the region following the withdrawal of NATO forces from Afghanistan in 2014 and the concomitant decline in aid.

Map 3. Map of the West and Central Asia Region



Pakistan faces other transnational organized crime challenges (including human trafficking and migrant smuggling, arms trafficking), which are combined with an increasingly problematic

⁴⁶ Pakistan Social and Living Standards Measurement Survey 2010-11, Pakistan Bureau of Statistics, GoP, 2011.
⁴⁷ Government of Pakistan Security Sector: Strategic Coordination of Drugs and Crime Agendas, March 2010, UNODC
⁴⁸ Afghanistan Opium Survey 2013, Summary Findings, UNODC, November 2013
⁴⁹ UNODC Pakistan Country Profile, 2013, <http://www.unodc.org/pakistan/en/country-profile.html>

situation regarding terrorism, insurgency and general lawlessness. This is perhaps most pronounced in the least developed regions of KPK and Balochistan. It is no coincidence that these areas border Afghanistan. In addition, the country's vulnerability to natural hazards including floods and earthquakes has impacted on large areas of the country, damaging homes, schools, hospitals, law enforcement institutions, farmland and communications infrastructure.

Analysts have listed various types of costs suffered by Pakistan due to the challenging security situation. These include the increased costs of maintaining law and order; humanitarian aid for conflict affected and displaced people; fiscal costs, including losses in revenue; economic costs like reductions in domestic and international investment (foreign direct investment), decreased growth rates and flight of capital and brain drain; and socio-cultural costs, including the impact on standards of living, education and health, among others.⁵⁰

In addition, public sector corruption is a cause for concern. In 2011, a Transparency International survey measured the perceptions, nature and extent of corruption faced by consumers of ten public sector departments in Pakistan.⁵¹ As a result, the Police ranked 2nd, the Judiciary/Courts ranked 4th while Customs and the Military ranked 7th and 9th respectively. These figures show a marginal improvement for the police who ranked 2nd compared to 1st, a position they consistently held in all previous Transparency International annual surveys carried out in 2002, 2006, 2009 and 2010.

A recent report describes a litany of human rights abuses in Pakistan while another states that during 2012 torture and ill-treatment of criminal suspects was on-going while access to justice remained poor and courts remained rife with corruption and incompetence with huge case backlogs.⁵²

Drug use is a public health problem in Pakistan. The interplay between the supply of opiates, cannabis, synthetics and over-the-counter prescription drugs and social and economic factors make the population vulnerable to drug use and related problems. An estimated 5.8%, or 6.45 million, of the population in Pakistan aged between 15 and 64 used drugs in the last 12 months. Cannabis is the most commonly used drug used (by 3.6% of the population between the ages 15 and 64 or approximately four million people). Opiate use is very high, with 1% of the population, or one million people, using heroin or opium. Synthetic drugs in the form of amphetamine type stimulants (ATS) have emerged as a concern and non-medical prescription drugs have been found to be used by a sizeable population. Pakistan is in the midst of a concentrated HIV epidemic, notably among people who inject drugs (PWID), female sex-workers, and men who have sex with men. Among PWID, UNAIDS reports the HIV prevalence is 27.2%.⁵³

Pakistan has a complex institutional framework and an extensive security apparatus in place to deal with organized crime and health related challenges. Although law and order is a provincial subject under the 1973 Constitution, immigration and border control are national topics to be dealt with at central level. The federal and provincial government employs an estimated 600,000 law enforcement personnel⁵⁴ spread across several agencies and a wide variety of law

⁵⁰ Ali, Arshad. *Economic Cost of Terrorism: A Case Study of Pakistan*. ISSI, 2010.

⁵¹ Transparency International Pakistan, *Annual Report 2012*

⁵² Asian Human Rights Commission Report 2013

⁵³ Cited in: UNODC and GOP, *Drug Use in Pakistan 2013: Technical Summary Report 2013*

⁵⁴ Abbas, H. *Reforming Pakistan's Police and Law Enforcement Infrastructure; Is it too Flawed to Fix?*, United States Institute of Peace, Special Report 266, February 2011. p. 4.

enforcement, internal security and related intelligence roles, and country-wide jurisdiction. Within this security apparatus, clarity is sometimes lacking in functional arrangements and there are often numerous overlaps in activities.⁵⁵

The 18th Amendment to the Constitution of Pakistan – approved in April 2010 - has altered the governance landscape by devolving political, administrative and financial responsibility and authority to the provinces.⁵⁶

Country Programme Description

UNODC Country Programme (CP) for the Islamic Republic of Pakistan (Pakistan) aims to promote the rule of law and public health.

Initially planned from 2010 to 2014, in 2012 the Programme Governance Committee (PGC) - CP's governance body - decided to extend the CP's duration until 2015. The rationale for the decision was to “more fully achieve the stated impact of the CP.”⁵⁷

The vision that the CP aims to contribute to is ‘A safer community, free from the threats posed by organised crime and drug use and confident in the integrity of the criminal justice system to provide access to justice’⁵⁸. To support this vision, UNODC's support in Pakistan is focused on three interdependent areas of work, namely:

- Sub-Programme 1 – Illicit trafficking and border management
- Sub-Programme 2 – Criminal justice
- Sub-Programme 3 – Drug demand reduction and HIV/AIDS

Under each of these three Sub-Programmes (SPs), the CP has outlined the following three “impact results”:

- **Reduce illicit trafficking.** To be achieved through focus on the following thematic areas: drug and precursor trafficking, human trafficking and smuggling of migrants, and border management to increase security and accelerate development.
- **Improve access to justice.** To be achieved through focus on the following thematic areas: investigation, prosecution, prison management and corruption. An additional outcome, related to strengthening the capacity of law enforcement agencies in flood-affected regions, was added *a posteriori*.
- **Reduce drug dependency, injecting drug use (IDU), and HIV prevalence among drug dependents.** To be achieved through focus on the following thematic areas: data on drug use, treatment, rehabilitation and related HIV services, and curricula for school-based and community prevention.

⁵⁵ Government of Pakistan Security Sector: Strategic Coordination of Drugs and Crime Agendas, UNODC March 2010.

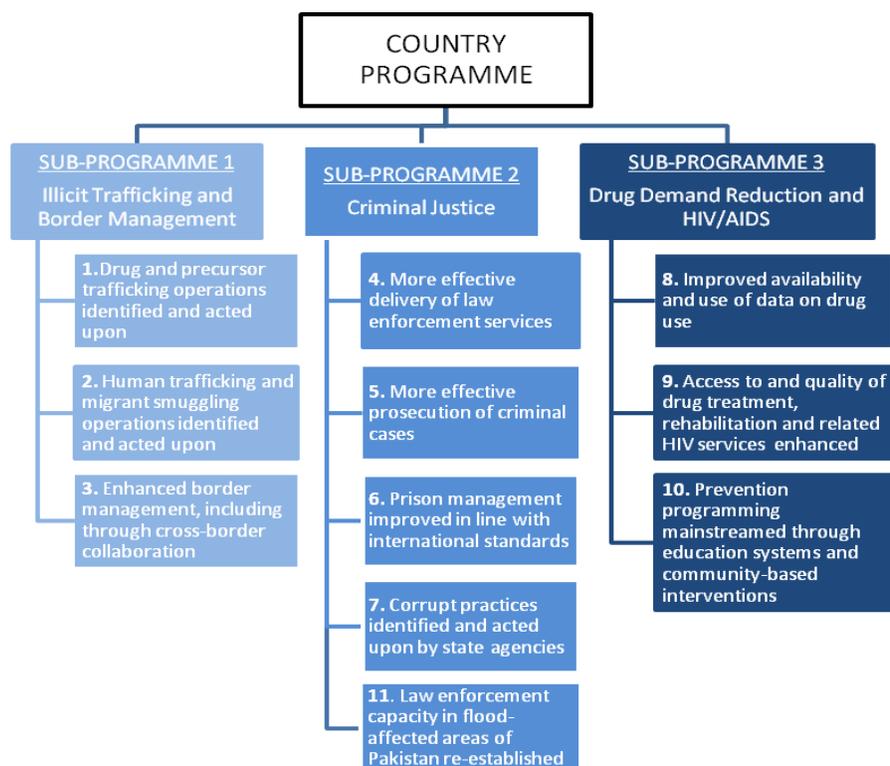
⁵⁶ Impact of the 18th Amendment on Rule of Law and Drug-Related Mandates in Pakistan, UNODC, December 2011.

⁵⁷ Evaluation TOR, COPAK source

⁵⁸ UNODC Country Programme 2010-2014, Promoting the Rule of Law and Public Health in Pakistan, June 2010

Common strategies in each of the three SPs are: enhance national capacities and promote international good practices. These are delivered through a focus on achieving outcomes, governed cooperatively and flexibly to adapt to emerging needs and opportunities. The CP aims to increase the responsiveness, efficiency and effectiveness of UNODC's support to Pakistan.

Figure I. The CP outcomes under each Sub-Programme are listed in the figure below.



The CP administrative structure is composed of the following projects, which are part of the evaluation scope:

- Sub-Programme 1: Illicit Trafficking and Border Management – PAKU83
- Sub-Programme 2: Criminal Justice – PAKU84
- Sub-Programme 3: Drug Demand Reduction and HIV/AIDS – PAKU85
- Sub-Programme 2: Outcome 11 Recovery of Frontline Law Enforcement in Flood-Affected Areas – PAKU86
- Development of the Pakistan Country Programme – PAKU13
- Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance – PAKU63

Donor support for the CP has been significantly increasing from about US\$ 4.1 million in 2010 to US\$ 8.9 million in 2011 to US\$ 12.0 million in 2012. During the same period there have also

been a number of first-time donors to COPAK including Australia, Germany, Japan, the Netherlands, Norway, One UN, Pakistan⁵⁹, the United States, and an expansion of support from existing donors such as Canada, Denmark, Sweden and the United Kingdom.

The CP operates within a complex structure of UNODC sub-regional, regional and global, and most recently inter-regional programmes and projects. The CP fits into the UNODC Inter-regional Drug Control Approach which aims at connecting existing regional activities for efficiency purposes and mutually reinforcing results. The CP is also meant to support the Regional Programme for Afghanistan and Neighbouring Countries (2011-2014) (RP) covering 8 countries (Afghanistan, Islamic Republic of Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan, Uzbekistan). The RP was launched in December 2011 as an umbrella over the ongoing assistance at country levels, adding a dedicated facility to support regional cooperation initiatives. In addition, the CP is implemented in tandem with certain global projects and sub-regional projects. These include the Global Container Control Programme (GLOG80), the Paris Pact Initiative (Phase II - GLOJ33, Phase III - GLOK31 and Phase IV – GLOY09), the Afghan Opiate Trade Project (GLOV20, former GLOU34), the Terrorism Prevention Programme (GLOR35), the HIV/AIDS Prevention Programme (GLOG32), the UNODC-WHO Programme on Drug Dependence Treatment and Care (GLOK32) and sub-regional projects focused on HIV/AIDS prevention amongst PWID in the SAARC region (RASH13) and among Afghan refugees (XWWK05).

In May 2012, an audit of UNODC operations in Pakistan was conducted by the UN Office of Internal Oversight Services (OIOS).⁶⁰ Although out of five "key controls" only one was assessed as 'partially satisfactory', the audit report concluded that the overall results relating to the management of operations in Pakistan were assessed as 'partially satisfactory' as implementation of two important recommendations remains in progress.⁶¹ The following two recommendations were made in the Report:

(a) The UNODC Country Office in Pakistan (COPAK) should review and consolidate the country programme performance indicators using SMART criteria.

(b) The UNODC COPAK should develop a system for synchronized collection and recording of data for monitoring the Country Programme performance indicators at the activity level.

Evaluation Purpose and Scope

The purpose of the evaluation is formative in nature as it is undertaken at mid-point of the CP implementation and intends to improve performance for the remainder of the CP implementation (best practices and lessons learned). Deriving from this purpose, the specific objectives of this evaluation are to:

⁵⁹ Pakistan contributed to the National Drug Use Household Survey in a unique move representing the government's commitment to the Country Programme.

⁶⁰ <http://usun.state.gov/documents/organization/206126.pdf>

⁶¹ "The UNODC governance, risk management and control processes examined were assessed as partially satisfactory in providing reasonable assurance regarding the effective management of the COPAK operations. Key controls relating to strategic planning and risk management, project management, regulatory framework, and staff safety and security arrangements were assessed as satisfactory."

- (a) Contribute to organizational learning by identifying the strengths and weaknesses of UNODC in the country and under each thematic area;
- (b) Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilisation of resources;
- (c) Contribute to decision-making in relation to UNODC strategic orientation and potential repositioning in the country and in thematic areas;
- (d) Serve as a means to empower stakeholders, target groups, and other beneficiaries through a participatory approach;
- (e) Assess to what extent recommendations from past evaluations and audits were incorporated in the programming.

The scope of the evaluation includes the first three and a half years of implementation (from July 2010 to November 2013). This evaluation focuses on three levels: Strategic, Programmatic (namely the Country Programme from a holistic perspective), and the Sub-Programmatic levels.

The scope of the evaluation was planned not only to cover the ongoing activities under the CP (PAKU83, 84 and 85) but also three completed projects as listed below. Although these three completed projects were meant to undergo final summative evaluations, these were not possible due to some limitations to the evaluation (please see the paragraph Limitations to the evaluation).

- Recovery of Frontline Law Enforcement in Flood-Affected Areas – PAKU86 (Sub-Programme 2: Outcome 11)
- Development of the Pakistan Country Programme – PAKU13
- Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance – PAKU63

While undertaking the desk review, the Evaluation Team found that the Pakistan Office (COPAK) is also managing the ongoing project PAKJ85 (HIV/AIDS prevention, treatment and care for female injecting drug users and female prisoners in Pakistan). Interestingly, this project neither comes under the HIV global programme (GLOG32) nor does it relate to it administratively. However, the progress made under this project is reflected under the CP SP3 (PAKU85-output 9.2). Therefore, it was decided that this project should be retroactively added to the scope of the evaluation.

Evaluation Methodology

As noted in UNODC Evaluation Guidelines, UNODC evaluations are not developed on the basis of rigorous scientific research but are “selective investigations aimed at collecting and analysing data, formulating conclusions and making recommendations of practical relevance to the operations of UNODC and its partners.” It is a trans-discipline at the intersection of the social sciences and a tool for management and policy which requires its own bespoke approach.

The Evaluation Team developed a tiered approach comprised of:

- (a) Preparatory phase;

- (b) Desk review over 400 programme reports, assessments, training modules and research publications;
- (c) Implementation phase composed of: semi-structured face to face and phone interviews with a sample of 91 stakeholders; focus groups with a sample of 38 key informants; followed by email questionnaires sent to a sample of 25 stakeholders; programme observation in 4 field sites (Islamabad, Rawalpindi, Nowshera and Peshawar); and evaluation debrief;
- (d) Subsequent triangulation of the findings.

Preparatory phase

In May 2013, the IEU provided one-week training in Vienna for Project, Monitoring and Evaluation Focal Points in UNODC – one COPAK-staff was trained on this occasion - as part of IEU’s evaluation culture development process. This aimed to strengthen COPAK evaluation understanding and capacity in light of the upcoming evaluation. The Focal Point was the interface to assist staff in evaluation processes in their respective office/unit/section/region. This was a timely exercise as it increased COPAK’s understanding of the evaluation process including formulation of ToRs and the team’s preparatory efforts in COPAK, such as presentations to the Evaluation Team. The focal point carried out a number of in-house briefing sessions for the formulation of TORs, identification of documents required for the desk review in addition to facilitating and coordinating the scheduling of meetings and field visits.

In addition, the Focal Point contacted government Core Learning Partners and asked them to nominate a focal point for the duration of the evaluation to facilitate and coordinate the evaluation. This strengthened the sense of ownership and responsibility amongst these partners for the evaluation exercise including additional opportunities to improve its conduct.

Desk review of programme documentation

COPAK shared an extensive list of desk review documents with the Evaluation Team on 5 September 2013 comprising over 400 documents (please see Annex III for the summarised list of background documents).

These documents were used for the formulation of the Inception Report and helped address some of the evaluation questions contained in the evaluation ToR. Where gaps existed or additional information was required, these were filled through additional research and subsequent stakeholder interviews.

The desk review also included a log frame analysis, aiming to assess progress under the CP indicators, as indicated in the annual and semi-annual progress reports (APPR/SAPPR) 2011 – 2013 as well as the Programme Review Committee (PRC) report for January 2012 - December 2012. In this context, the biggest challenge was the inability for comparison as the indicators were completely revised and updated in 2012 and as the data at the outcome level is unavailable. As a result, the Evaluation Team could only extrapolate that UNODC is making progress towards the achievement of the indicators. However, further in-depth analysis could not be possible.

Implementation phase

Following the desk review and the drafting of the inception report, the Evaluation Team undertook an implementation phase involving 145 stakeholders. The Evaluation Team used semi-structured face to face and phone interviews, focus groups and email questionnaires as methods to reach out to a representative sample of stakeholders located in Austria (UNODC Headquarters) and Pakistan. The goal of this process was to:

- (a) Answer any questions still outstanding from the desk review phase as regards the evaluation of the Programme against the evaluation criteria contained in the TOR.
- (b) Confirm or refute assertions made within the project documentation thus forming part of the triangulation of data to help ensure an objective evaluation.

Methodological tools

The Evaluation Team was flexible in the use of different methodologies in order to reach as many key stakeholders as possible. For this reason, one-on-one interviews were supplemented by in-depth focus group sessions as well as phone interviews and email questionnaires. The phone interviews and email questionnaires were considered in order to gain insight on the programme from a large number of partners that had been involved in programme activities in different parts of the country, as well as reach those that have moved from Pakistan.

Different tools were developed to facilitate the implementation phase. A general questionnaire was devised using the overall questions laid out in the evaluation TOR. These were subsequently refined and adapted to fit different stakeholder types. Interview guides were prepared for: UNODC staff in Vienna; Permanent Missions in Vienna; COPAK staff; GOP federal counterparts; GOP provincial counterparts; and standard interview questions via email for Regional Programme staff, NGO counterparts and donors.

Sampling strategy

As part of the sampling strategy, a simple categorization of stakeholders was developed: UNODC HQ staff, UNODC Field staff (COPAK and Regional Programme staff), GOP federal and provincial departments and agencies, UN agencies, NGOs and donors. This categorization was developed on the basis of the roles each category plays in relation to the implementation of the CP rather than on the basis of random selection. Thus it helped ensure proper representation in the overall research sample.

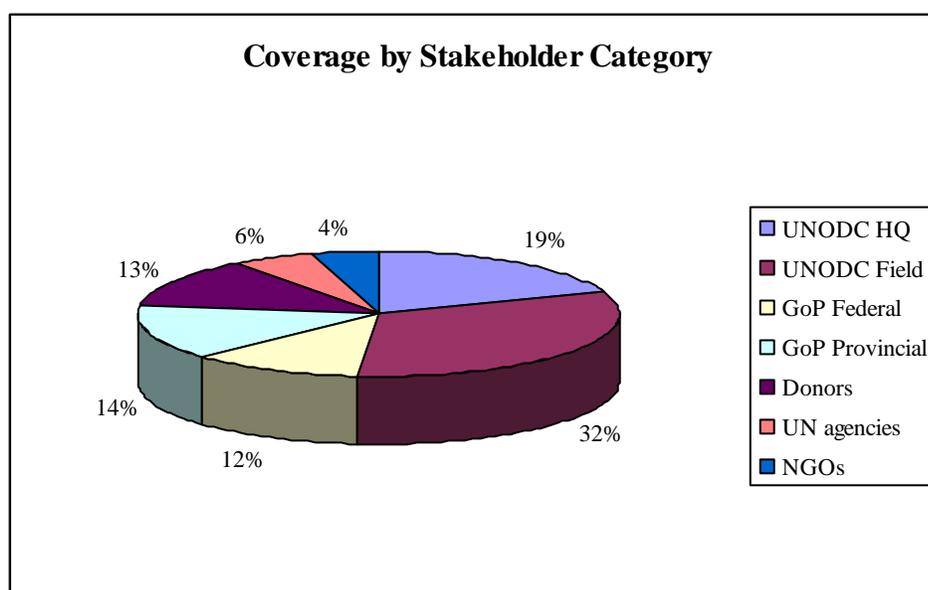
As some stakeholders were difficult to reach out to, snowball sampling was used – existing evaluation stakeholders referred the Evaluation Team to other stakeholders from among their contacts to expand the sample initially proposed by COPAK for the following categories: UNODC Field staff, donors, UN agencies and NGOs.

Table 1 below shows the coverage by stakeholder category compared to the initial sample proposed by COPAK, including the number of individuals contacted within each of those stakeholder categories. It should be noted that the Evaluation Team expanded the sample initially proposed by COPAK for the following stakeholder categories: UNODC Field staff, donors, UN

agencies and NGOs. This is indicative of the challenges faced by the Evaluation Team in planning the evaluation mission. A full list of the persons contacted can be found at Annex IV.

Table 1. Coverage by Stakeholder Group

| Stakeholder groups | Total persons identified by COPAK at preparatory stage (numbers) | Total persons contacted by the Evaluation Team at implementation stage (numbers) | Methodology | Coverage (%age) |
|-----------------------------|--|--|---|-----------------|
| UNODC HQ | 44 | 31 | Focus groups, face to face and phone interviews | 70.5% |
| UNODC Field | 32 | 40 | Focus groups, face to face and phone interviews, and email questionnaires | 125% |
| GOP federal counterparts | 26 | 19 | Face to face interviews | 73% |
| GOP provincial counterparts | 31 | 18 | Face to face and phone interviews | 58% |
| Donors | 8 | 21 | Face to face interviews and email questionnaires | 262.5% |
| UN agencies | 0 | 9 | Focus groups, face to face and phone interviews | 900% |
| NGOs | 0 | 7 | Email questionnaires | 700% |
| Total | 141 | 145 | Focus groups, face to face and phone interviews, and email questionnaires | 103% |



Site visits and observation

During the course of the field mission to Pakistan, the Evaluation Team attempted to visit as many programme sites as possible in order to inform the information-gathering process. By viewing the physical infrastructure supported and built by the CP, a better sense of the

interventions emerged. This process was limited by lack of time and security considerations which prevented the team from visiting all the provinces where UNODC has activities.

(a) A number of sites related to the e-Learning component of the CP were visited. These included the CBT e-Learning Centres established at the Frontier Constabulary in Hayatabad, Peshawar and the Security police HQ and FIA Training Academies in Islamabad.

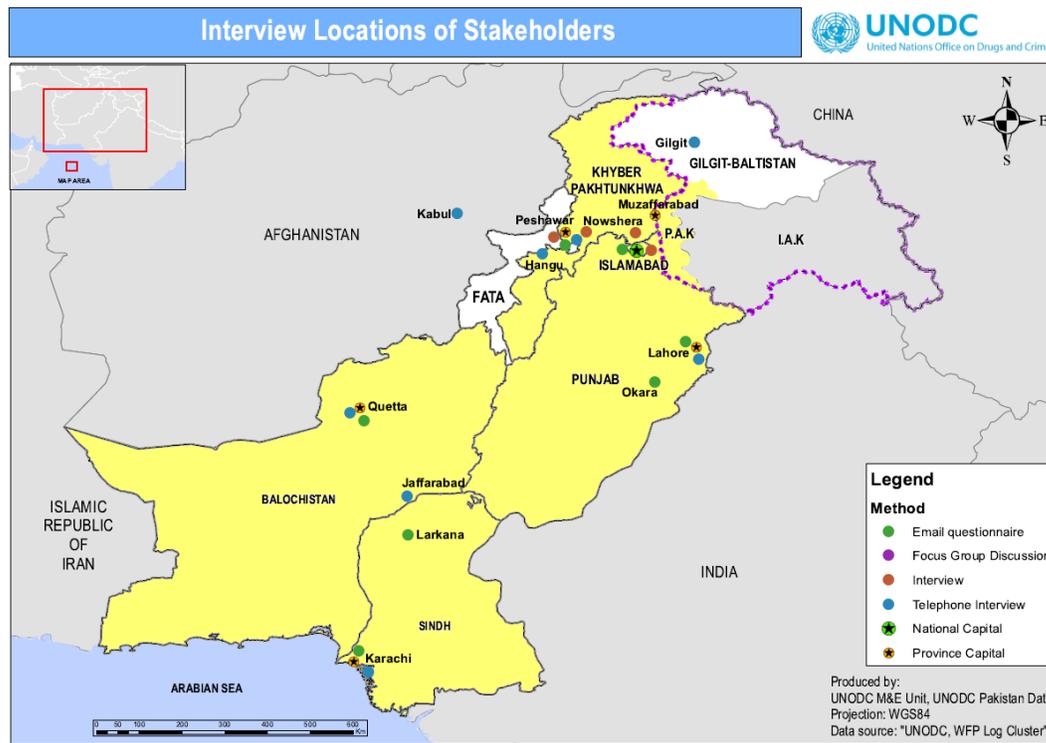
(b) The OST Centre situated at the Institute of Psychiatry in Rawalpindi was visited and meetings held with the Chief Psychiatrist of the Institute and the Coordinator of the OST Centre.

(c) Observation of the Workshop for Provincial Police Chiefs held at the National Police Academy, Rawalpindi, presenting the toolkit on ‘The Importance of Partnerships between Police and Civil Society Organisations in HIV Prevention among Key Affected Populations’.

(d) Observation of Nowshera Police Station, near Peshawar, rebuilt following the floods of July 2010 under PAK U86 Flood Recovery Outcome 11.

The evaluation methodology was geared towards maximum geographical coverage given the time and security constraints faced in Pakistan. Despite such constraints, the evaluation was able to interview counterparts in all four provinces as well as in Gilgit-Baltistan.

Map 4. Interview Locations of Stakeholders



Evaluation debrief

COPAK staff were debriefed in order to validate and discuss tentative findings. An informal interactive PowerPoint presentation of tentative findings, conclusions and recommendations was made to around 25 staff members followed by a brief discussion.

Triangulation

The above process was then followed by a triangulation process, which involved bringing together the findings from the desk review, semi-structured face to face and phone interviews, focus group discussions, email questionnaires and programme observations. Table 2 below summarizes this process.

Table 2. Triangulation process

| Evaluation Question | Main methods included |
|----------------------------|--|
| 1. Effectiveness | Interviews staff and counterparts, Progress reports, Observation |
| 2. Relevance | Programme and Outcome Documents, GOP mapping, Donor mapping, baseline assessments, UNDAF, Policy Documents, past evaluations, interviews |
| 3. Design | Programme and Outcome Documents, GOP mapping, Donor mapping, baseline assessments, interviews |
| 4. Efficiency | Interviews, Progress reports, Minutes PGC/TWG |
| 5. Partnerships | Interviews counterparts, staff, donors & civil society |
| 6. Sustainability | Interviews counterparts, staff & donors, desk review |

Limitations to the evaluation

One limitation to the evaluation related to the logical framework. An Audit of the office in 2012 found that the initial indicators had not been developed using a SMART framework and in some cases, there was lack of data to support the specified indicator while in other cases, the output indicators covered more than one subject area without clarifying how to consolidate relevant sub-indicators into one key indicator. COPAK revised its indicators in December 2012 to address the 2012 Audit recommendations streamlining its indicators in line with SMART criteria. However, the evaluation is unable to fully use the logframe to measure the progress of the CP as the indicators were completely revised in 2012 preventing comparability and data at the outcome level is unavailable.

Resource, security and time-related limitations did not allow visits to all four provinces. The evaluators could not witness first-hand the infrastructure and services supplied by donor funding through the CP. This was a significant challenge, as some areas of the CP have been heavily provincialized with the 18th Amendment to the Constitution. The evaluation addressed this through Skype and phone interviews, as well as an extensive desk review. It should be noted that the site selection for visits was not random, but determined by availability of project staff, and as suggested by the CP.

Some key informants could not be interviewed (for example Customs Department, RC Office) due to scheduling conflicts. Some others from HQ did not make themselves available to interact with the evaluators, thus preventing the Evaluation Team from gathering critical evidence.

Missing key documents and no prioritization of the more than 400 documents provided by COPAK for the desk review resulted in an initial incomplete understanding of several issues. Eventually, COPAK provided a listing of the documents in order of importance.

One of the Evaluation Team members received a UN political appointment which required her immediate transfer to Somalia. While she was able to conduct interviews in Vienna and work remotely, her absence in the field mission to Pakistan put additional pressure on the existing team in an already limited time-frame.

In light of the above and in order to provide essential back-up a member of the Independent Evaluation Unit (IEU) based in Vienna became a full part of the Evaluation Team, while another IEU staff member based in Kabul was deployed to Pakistan for the duration of the field mission. The latter individual concerned had participated in the early development of the CP so was limited to helping with logistics and co-conducting telephone interviews in Urdu with provincial GOP partners.

The above limitations may have resulted, to some extent, in a ‘selection’ bias, or some information gaps. The triangulation method however will have counteracted this to a large extent. Where information is considered ambiguous or not robust enough to arrive at firm conclusions, this is reported in the text.

II. EVALUATION FINDINGS

Design

The design of a project or programme measures the extent to which the logical framework approach was adopted, with Performance Indicators that could be measured at the country and regional levels, such as planned outcomes and outputs, performance indicators, including gender equality and human rights, targets, risks, mitigation measures and assumptions.

The CP design is one of its distinctive features serving as a model (please see the Innovation and Lessons Learned Chapters for a detailed explanation) for country and regional programmes, including the Regional Programme for Afghanistan and Neighbouring Countries and the Country Programmes for Iran, Afghanistan and Myanmar. It has transformed the UNODC-GOP partnership from implementing a series of relatively small ‘stand-alone’ projects to a more substantial and coherent programme of work focused on contributing to defined strategic outcomes. This integrated design enabled COPAK to be more flexible and responsive towards the changing strategic and administrative contexts. For example, it enabled donor commitment on a multi-year horizon, independence from changing governments, access to more counterparts, and longer timeframes for implementation – an initial period of 4 years.

The CP document was signed by the Secretary of the Ministry of Narcotics in mid-2010 and this allowed UNODC to kick start work-plan development (to be endorsed by the PGC) immediately.

Country Programme development process

The CP development process involved a six month period in 2010 to inform the proposed assistance. These included mapping exercises to position UNODC interventions under the new CP as well as strategically coordinate with the GOP and Pakistan’s development partners. They included donor mapping and GOP mapping, which included profiled key partners, possible avenues for engagement and likely duplications and overlaps.

Alongside this, strategic consultations with donors and the GOP also took place. Donors were engaged at various levels, bilaterally on specific mandates as well as organised donor briefing sessions often timed around the release of baseline assessments. Other venues of engagement have been the (now-defunct) Mini-Dublin Group meetings, as well as briefings with the UN Country Team. GOP consultations on the other hand included Secretary and Ministerial-level consultations, briefings to various ministries, as well as presentations to line and partner ministries on draft versions of the CP in order to receive comments and feedback. There seems to be no evidence that consultations with the civil society took place or were prioritized. One consequence of this may be that while the CP claims to be ‘underpinned’ by the protection of **human rights and needs of vulnerable groups** (using a mainstreaming approach), there is little

analysis or consideration of human rights issues which translated into a similar exclusion from operational interventions (**recommendation # 6**).

COPAK also engaged in a process of conducting baseline assessments through internal and external experts, involving desk review and interviews, to inform CP development but also serve as a starting point for programme design and implementation. They focused on specific outcomes and attempted to summarize the situational context, the major challenges, existing interventions and support and proposed strategy for action. Work plans for each outcome utilised the recommendations arising from these assessments. However, these did not closely correspond to the CP logical framework and were not used as a starting point for monitoring progress (**recommendation # 4**).⁶²

These baseline assessments went on to be the foundation for future research products and data capacity-building that COPAK continued to develop and deliver in the implementation phase of the programme. However, a structural gap remained as research was not integrated within the design of the CP hierarchy of results either through stand-alone outcomes or consistently across all outcomes. For instance, only one outcome focuses exclusively on research and data (Outcome 9: Improved availability and use of data on drug use) when the CP document consistently points out limitations of drug and crime data. In the rest of the programme, only Outputs 1.1, 1.4 and 3.2 make reference to databases and data management systems.

Integrated Programme design

The integrated programme approach is a shift away from an earlier model where COPAK was operating through a series of stand-alone projects which had individualised linkages with different parts of GOP. An internal CP paper identifies some of the challenges of working in this project-based approach⁶³:

- Little aggregated impact through small stand-alone projects
- Projects focused on activities rather than outcomes
- Individual approvals required by GOP counterparts causing delays in implementation

⁶² Baseline assessments carried out included:

Enhancing Border Management: (i) Enhancing Border Management: Assessment of the Pakistan-China Frontier, November 2009 (ii) Security Implications of Infrastructure Development and Trade Development, April 2010 (iii) Enhancing Border Management in Balochistan, January 2011.

Challenges and Opportunities in the Criminal Justice System: (i) Pakistan: Assessment of the Prison System, February 2010 (ii) Strengthening Capacities to Collect and Use Forensic Evidence, (iii) Reforming the Prosecution System in Pakistan to Enhance Criminal Justice, May 2010, (iv) Trafficking in Persons in Pakistan: A Review of National Laws and Treaty Compliance, August 2010, (v) International Legal Cooperation in Criminal Matters in Pakistan, October 2010.

The Scope, Nature and Danger of Organised Crime: (i) Crime Facilitating Irregular Migration from Pakistan and Afghanistan, December 2009, (ii) Hawala and Hundi in Pakistan: Development and Justice Approaches, December 2009 (iii) Precursor Trafficking and Diversion in Pakistan, March 2010.

Threats to Public Health: (i) Education and Health Programming in Drug Prevention, April 2010 (ii) Assessment of the National Drug Treatment and Rehabilitation System of Pakistan, April 2010 (iii) Social and Economic Impact of Drug Use: A Qualitative Insight, April 2010 and (iv) - Mapping Estimates, Ethnographic Results & Behavioural Assessment of Female Drug Use in Pakistan, April 2010.

⁶³ UNODC Country Programme 2010 – 14: Strengthening of processes and procedures for financial viability, October 2011, COPAK

- Global programmes going directly to government and donors without consulting the field office.

Despite a clear linear improvement in terms of integration from the previous project-based approach and the cross-cutting e-learning component, there were gaps in the design process which impacted integration. For instance, the outcomes are outlined in a vertical manner without showing the horizontal linkages (using the mainstreaming approach). This has resulted in three separate/stand-alone programmes without the benefit of an umbrella/chapeau linking them and showing their potential reciprocal effects (under the long-term vision and expected impact). In practice, the three sub-programmes are managed as separate projects and there is little evidence of synergies between the sub-programme teams. For example, there was little evidence of collaboration on the following cross-cutting themes: police (SP1 & SP2), prisons (SP2 & SP3). The Evaluation Team found that integration happens on an ad hoc basis and should be further formalised, for example through more regular meetings between staff *at every level* for better communication, information exchange and more collaborative working (**recommendation # 12**).

COPAK faced significant challenges related to integration as it moved to implementation, i.e. the lack of flexibility of UNODC systems to provide the appropriate level of support required to administer integrated programming. As a consequence, COPAK developed innovative solutions to fill UNODC gaps in terms of support structures for integrated programming (see Chapters on Efficiency and Innovation). COPAK also faced limitations in terms of the extent to which it could implement integration due to the earmarking of funding, hampering efforts to integrate.

This integration process was supported by UNODC organizational realignment process which took place in 2009. “The realignment was intended to enable [UNODC] acquire an integrated regional and thematic perspective, and achieve benefits in terms of improved linkages between UNODC policy, strategic planning, programmatic work, mobilization of resources, and partnerships with all relevant stakeholders.”⁶⁴ However, it was noted that the Division for Policy Analysis and Public Affairs (DPA) did not fully take part in the realignment process along with the Division of Operations (DO) and the Division for Treaty Affairs (DTA), thereby not exploiting the benefits for integration to their full potential.⁶⁵

Country Programme Logical Framework

The 2012 Audit found that COPAK did not use SMART criteria for the assessment of its 150 performance indicators, as required by the Programme and Operations Manual (POM). In some cases there was lack of data to support the specified indicator and in other cases the output indicators covered more than one subject area without clarity on how to consolidate relevant sub-indicators into one key indicator. Furthermore, some indicators did not have a baseline or target. It is important to note that these indicators were cleared at the design stage through the standard

⁶⁴ Please see the evaluation of the Integrated Programming Approach, October 2012:

http://www.unodc.org/documents/evaluation/indepth-evaluations/IPA_Final_Evaluation_Report_OCT2012_IEU_rev2.pdf

⁶⁵ ‘Core functions within DPA such as research, analysis, inter-agency affairs, fundraising and advocacy that are central to the effective implementation of the Regional and Thematic Programmes were not considered in the realignment process. [...] there is still confusion within the organization regarding roles and responsibilities related to policy, planning and research and analysis and effective integration of some of DPA’s core functions, such as research and analysis into Thematic and Regional programmes, is still a challenge.’ Evaluation of the Integrated Programming Approach, October 2012.

oversight and quality control channels established by UNODC and reflected a possible organisation-wide weakness at the time.

Following the recommendation of the 2012 Audit, COPAK reviewed and consolidated the CP performance indicators. These revised indicators being currently used by the CP are a clear improvement from the initial ones.

However, selective and incomplete reporting by indicators took place, indicating continued weaknesses in the logical framework. For instance, there is repetition of impact-level, outcome-level indicators and output-level indicators in the revised logframe. Under Sub-Programme 1 on Illicit Trafficking and Border Management, the indicator “Number of legislative reforms enacted based on UN technical assistance” is repeated at the Impact, Outcome and Output levels. This impacts reporting and therefore misrepresents the kind of changes that are expected to take place through the results chain. Another shortcoming of the logframe related to the missing benchmarks (statistical and qualitative data) that would serve as a basis for assessment (results, impact).he lack of available data at the outcome and impact level is also a challenge that can only be addressed with GOP capacity and commitment to provide this data.

Country Programme design and inter-linkages

In terms of design, the evaluation looked into the CP as an integrated programme focusing on the national level and its linkages with the UNODC Global and Thematic Programmes, the RP and the Inter-Regional Drug Control Approach. The Evaluation Team assessed that although progress was made towards more integration between the CP and RP/Global Programmes, this integration is not utilised to its full potential. As for the newly developed Inter-Regional Drug Control Approach, the field needs to have stronger ownership.

Alignment of Country Programme with UNODC Thematic and Global Programmes. The CP is well aligned with Thematic Programmes and Global Programmes derived from them: Transnational Organized Crime and Illicit Trafficking (SP 1); Corruption (SP2); Crime Prevention and Criminal Justice Reform (SP2); Health and Human Development (SP3); Scientific and Forensic services (SP1).

At the design stage the CP did not encompass the thematic area of terrorism due to the fact that the GOP broadly resisted UN involvement in terrorism prevention and informed UNODC several times that including terrorism in the CP would mean rejection of the CP. The situation seems to have since changed and an opening to pursue it with GOP exists and is in the process of being discussed. Challenges in terms of coordination and respective responsibilities between the CP and the Terrorism Prevention Programme (GLOR35) were identified. The Evaluation Team recommends that corporate guidance is developed by HQ as regards to collaboration between Global and Country Programmes. While COPAK has the local knowledge and contacts, GLOR35 can provide the technical expertise. These two programmes should find a *modus operandi* to ensure the momentum is not lost because of internal coordination challenges (**recommendation # 7**).

The Paris Pact Initiative (Phase II - GLOJ33, Phase III - GLOK31 and Phase IV – GLOY09) allows Pakistan the opportunity to project regionally and internationally on counter-narcotics issues through its expert working group model as well as the more high-level annual Policy Consultative Group Meeting. Recommendations issued by Expert Working Groups (EWG) are

meant to be operationalized by the RP and in turn the regional CPs. Since the end of Phase III/beginning of Phase IV of the Paris Pact project, the Paris Pact Coordination Unit and the RP have focused on improving synergies/cooperation which has most recently been demonstrated through a common ‘discussion paper’ detailing in particular which Paris Pact Expert recommendations have served as a policy/strategic guidance to identify future action areas and activities developed and operationalized under the aegis of the RP. The implementation of these activities has taken place in all RP countries including Pakistan. This being said and although several sources acknowledged that the CP is aligned with and responding to the Paris Pact recommendations (i.e. on cross border, precursors and financial flows), the Evaluation Team would welcome an analysis of the extent to which the CP is operationalizing the Paris Pact recommendations, including potential gaps (**recommendation # 24**).

In 2011, COPAK was instrumental in facilitating the successful implementation of a Paris Pact EWG meeting on legal frameworks and cross-border cooperation hosted by the GOP. COPAK strongly supported the Paris Pact Research and Liaison Officer on all organizational aspects required to hold the meeting and provided political support as needed during interfaces with the Government. This meeting was pivotal for the cross-border cooperation pillar of the Vienna Declaration as it laid the foundations for future partnership action outlined in a series of ‘recommendations’ that to date continue to drive forward joint efforts under the Paris Pact Initiative framework. In these endeavours, a major challenge for the Paris Pact Initiative lies in ensuring common understanding between national counterparts at the Permanent Mission in Vienna and those in the Ministries involved – COPAK, with the support of the RLO deployed in the office, has a role to play in facilitating this understanding.

Good collaboration with the other Global Programmes was acknowledged by several sources, although happening on an ad hoc basis: the Global Container Control Programme (GLOG80) collaborates with SP1 on work with Pakistan Customs and there have been significant seizures made in the Port Control Unit in Karachi through this assistance. The Afghan Opiate Trade Project (GLOV20, former GLOU34) supports any research activities, working closely with the Paris Pact Initiative⁶⁶ - in particular through the roll out of a joint Research and Liaison Officer position within COPAK since 2007⁶⁷. The HIV/AIDS Prevention Programme (GLOG32) financially supports SP3 and an HIV/AIDS Adviser within SP3. The UNODC-WHO Programme on Drug Dependence Treatment and Care (GLOK32) and the Sub-programme 3 of the Regional Programme on Afghanistan and Neighbouring Countries - Prevention and Treatment of Addiction Among Vulnerable Groups (RERV09) also make financial contributions to SP3.

⁶⁶ The Paris Pact and AOTP jointly funded Coordination and Analysis Unit (CAU) has also embarked on its first exploratory steps of cooperation with the COPAK M&E Officer to determine how the results of the COPAK M&E database may be mapped or linked in the future with the PPI and the RP activities and/or be replicated to other offices.

⁶⁷ The RLO functions as a primary point of contact in the field on behalf of the Paris Pact Initiative for the four priority areas of the Vienna Declaration (cross-border cooperation, illicit financial flows, diversion of chemical precursors and drug demand reduction). The research work of the RLO in Pakistan is closely intertwined with multiple UNODC initiatives and multiple activities of Phase IV of GLOY09, which are the result of continuing integrated efforts between the Paris Pact and other sections/programmes: a) the production of factsheets and drug situation reports; b) support of activities under the research and Trends Analysis Branch and in contribution to global data collection activities; c) engagement in the Southern Route upcoming report together with the Statistics and Survey Section and SP4 of the RP SP4. RLO also provides day-to-day support to COPAK. Through the RLO’s position of being embedded into COPAK, this allows for the successful interaction with the Government on behalf of the PPI by fostering goodwill and follow-up on systematic Government counterpart participation in other substantive Paris Pact meetings on an annual basis.

In the area of HIV/AIDS prevention, the Evaluation Team found that the project **PAKJ85 ‘HIV/AIDS prevention, treatment and care for female injecting drug users and female prisoners in Pakistan’** has a similar scope and is managed in parallel with SP3. While all activities and new funding under PAKJ85 could have been merged into PAKU85 during implementation or when phasing out after 2014, COPAK, in coordination with the HIV/AIDS Section in HQ, decided that this parallel vehicle should be maintained to ensure the monitoring and reporting of funds. This begs the question of the adequacy of UNODC monitoring and reporting tools/systems with the integrated programming approach. The Evaluation Team would recommend that this project is subsumed under SP3 to avoid potential duplication and administrative and reporting inefficiencies, e.g. the progress made under this project was actually reflected under SP 3 (PAKU85-output 9.2) (**recommendation # 3**).

Alignment of Country Programme with Regional Programme. The RP was launched in December 2011 and its design took into account the existing template of the Pakistan CP. Covering 8 countries – Afghanistan, Iran, Kazakhstan, Kyrgyzstan, Pakistan, Tajikistan, Turkmenistan, Uzbekistan - the RP was designed to “provide a platform for coordination and facilitation of counter-narcotics efforts across the region, covering activities conducted by UNODC countries of the region and international partners”. It therefore represents a framework for a wide approach to addressing issues of illicit trafficking, prevention and border management in a bid to set up mutually reinforcing mechanisms to address the issues identified in country programmes such as Pakistan’s.

The CP is aligned with the RP outcome and outputs. While the CP has a wider scope on the area of justice and development and the RP has a strong drug control focus, both programmes have been designed to be in harmony and contribute to the overall achievement of UNODC mandates. In February 2012, the IEU evaluability and results orientation mission determined, amongst other findings, that there was “a disconnect between the building blocks of the CP and RP” and there was “no clear results cascade linking country level initiatives with the RP outcomes”. Since then, there has been some movement towards better outlining the linkages between the RP and the CP. A matching of CP and RP outputs has taken place to demonstrate the interconnections between the two levels of work. While commendable, this is stand-alone and not embedded within the Smartsheet monitoring system that COPAK is utilizing and hence limited in day-to-day functionality (**recommendations # 3 & 9**).

Primarily due to the fact that the RP was designed after the CP, the CP has different outcomes and outputs that cover regional initiatives particularly on supply reduction. These include Outcome 3 on ‘Enhanced border management, including through cross-border collaboration’ as well as Output 1.5 on ‘Strengthened bilateral, regional and international arrangements for information sharing and coordinated operations.’ However, COPAK was involved in the RP design process and provided strategic inputs to the structure of the RP in order to minimize duplications and overlaps, including consultations with the government counterparts as well as organizing a mission for the RP Coordinator to meet with national counterparts in advance of the launch of the RP to secure national buy-in. For instance, this process resulted in the Triangular Initiative (TI) being subsumed under the RP in January 2012.

Overall, the logical frameworks in both the CP and RP seem heavy, implying a bureaucratic structure and, possibly, the need to satisfy/meet donor requirements in terms of reporting. In addition, the numerous outputs warrant extensive monitoring and resources to support it. It is

important to note that the results cascade has not been captured at the indicator level and there has been no attempt to reconcile the means of verifications across the two programmes.

In practice, although conceived as a “building block” the RP is perceived by key internal interlocutors as functioning primarily as a gap-filler, with fairly artificial integration for the following reasons:

- Although the RP provides some resources to all SPs of the CP (since the start of the RP, the total funding from the RP to COPAK is about US\$ 761,500), the CP has been largely self-managed and self-sustained - probably two of the main indicators of its success. The exception to this has been SP3 where the relative lack of donor pledges has been supplemented by RP funding. Overall, the self-sustainability of the CP may have affected the potential for integration (beyond utilisation of resources) with the RP.
- The RP programme management structure is based on the decentralization of SP-level programme management functions to the field offices where SP Coordinators are located⁶⁸ – i.e., the strong and centralized lead of each SP by a qualified technical expert staff, backed by the concrete capacity of the field office in which the staff is located that will ensure programme management and monitoring function at the SP level more coherently. In line with the principle of a structured distribution of responsibilities across field offices in the region, it was the intention of the RP to field the SP2 Coordinator in Islamabad after this post was initially placed in Dushanbe. This did not happen due to the fact that funding to UNODC in Tajikistan was reduced and the RP SP2 Coordinator has served for more than a year as Officer-In-Charge of the Programme Office for Tajikistan (POTAJ). Senior management decided to retain the post in Tajikistan until a new head of office is appointed and the intention to have a RP post in Pakistan remains. Key UNODC interlocutors reflected on the need to have this position located in Pakistan as the most vulnerable country to trafficking of opiates from Afghanistan. In addition, a dedicated international RP Advisor would only add to the visibility of UNODC's work in the region and also afford more ownership by national counterparts.
- At this point, the collaboration between the RP and the CP takes place through the RP focal point in COPAK whose work-time is split between the CP and the RP. The primary role for the focal point is to channel communication between the two programmes as well as facilitate GOP participation in RP-funded events. While all indications suggest that this basic function is being carried out appropriately, a more structured and standardized approach towards collaboration would be beneficial in ensuring deeper integration and cross-fertilization between the two programmes.
- COPAK is using Smartsheet whereas the RP is piloting the UNODC ITS designed system PMM. Enhanced integration could be advanced by linking up the RP and CP M&E systems, which are presently stand-alone. It would be ideal for both programmes to use the same system (the argument would apply by extension to all RP countries) and this would allow better information exchange between the two teams and also lead to improved and integrated reporting.
- There is little communication about what other programmes (CPs and RP) are doing in the region. Information exchange takes place through individual contacts and the semi-annual and annual reports. While individual relationships between the two teams are critical to maintain, these need to be complemented by more structured means of

⁶⁸ The RP Coordinators are decentralized as follows: the SP1 Coordinator is located in Tashkent, the SP2 Coordinator is located in Dushanbe, the SP3 Coordinator is located in Tehran, and the SP4 Coordinator is located in Kabul.

information exchange (i.e. standardized M&E systems) so that key initiatives are not missed due to human oversight. The semi-annual and annual reports are post-fact and do not cross-reference each other's contributions to their respective outputs and outcomes sufficiently.

- There are no dedicated regional meetings of experts across Regional and Country Programmes. For cost-efficiency reasons, it was decided to conduct these in the margins of other planned RP events so that periodically UNODC experts from different field offices (and HQ) attend based on their relevance to the substantive area under discussion. However, the representation is often not inclusive of all concerned actors and without such structured discussion platforms for the experts, implementation strategies are not devised in an inclusive manner under both programmes.

In light of the above, the CP and RP are not inter-dependent in terms of their implementation, therefore the concept of “building block” does not seem to hold. UNODC should identify how the RP should multiply the benefits of the CP and formalise the RP-CP collaboration (**recommendation # 3**).

Alignment of Country Programme with Inter-regional Drug Control Approach. The Inter-Regional Approach plans connections between West and Central Asia, Southeast Europe, the Gulf countries and East Africa, thus covering the Western and Southern main traditional and new trafficking routes of Afghan drugs, including by sea. The Inter-Regional Approach – developed and launched in 2013 - fills in a missing level in the current UNODC approach to the counter narcotics trade from Afghanistan, which has to-date focused on the country and regional level. It aims at introducing uniformity and standardised approach in implementation of similar or related programmes and projects – specifically, in the areas of analytical capacities, criminal intelligence and drug enforcement training networks, maritime trafficking and container control, criminal justice cooperation and financial crimes and money laundering.

Concretely for COPAK, the approach suggests: enhancing the connection of law enforcement related components of existing programmes; organising meeting between Iranian and Pakistani LE officials for joint measures against sea trafficking; making contact with the Counter Piracy Programme to get expertise on trafficking via vessels; organising inter-regional trainings; contacting National Intelligence Units in Southeast Europe; creating an intelligence network across regions; and enhancing the Container Control Programme.⁶⁹ The Inter-Regional Approach also aims to advance the AML/CFT work as key financial partners of Pakistan (both for legitimate and criminal financing networks) lie outside the UNODC West Central Asia Region, for example, in UAE and China.

It is important to note that this approach is still at its inception phase. However, as HQ took the lead in developing the Inter-Regional Drug Control Approach, there is little awareness of what the approach entails in the field, it is still owned by HQ for now and has yet to trickle down to the field. In fact, there is even a perception that it is an unnecessary approach as (i) the activities to be “connected” are already being implemented, (ii) it may complicate the current funding mechanisms.

⁶⁹ Strategic Paper Inter-regional drug control approach: connecting UNODC programmes and initiatives to stem drug trafficking originating from Afghanistan, 2013

The Evaluation Team, however, would argue otherwise. While it will, of course, remain important that fundraising initiatives are closely coordinated between the Field and HQ in order to ensure that messaging to donors is integrated, moving ahead, the field (including COPAK) needs to take a stronger ownership of the inter-regional approach in order for this to be successfully implemented. A clear strategy of engagement should be developed jointly by the field and HQ in order for this ownership to translate into practice (**recommendation # 23**).

Relevance

Relevance is the extent to which the objectives of a project or programme are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies.

There is no question of the relevance of the CP to Pakistan as the country is plagued by the negative effects of high levels of illicit drug trafficking, other forms of organized crime and problem drug use. There is evidence that the GOP is highly committed to drug and crime control as a national policy priority while the CP is aligned with the mandates provided in the Anti-Narcotics Policy 2010, GOP Drug Control Master Plan for 2010-2014, the National Judicial Policy 2009, National HIV and AIDS Strategic Framework 2007-11, National Health Policy 2009 and National Education Policy 2009.

To ensure the relevance of CP interventions, in the CP development process a series of baseline assessments were developed for all UNODC mandates to inform the priorities of the CP. The research process is ongoing and COPAK has been updating its research base to continuously inform programming. Also, consultations with government stakeholders were conducted and government and donor mapping reports were developed and are currently maintained with updated information (please see Annex III for the list of background documents).

The baseline assessments informing the relevance of the CP were delivered through the projects **PAKU13 'Development of the Pakistan Country Programme'** (December 2005 - June 2011) and **PAKU63 'Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance'** (January 2010 – December 2012). In September 2009, PAKU13 was supplemented by PAKU63 in order to concretise the development of the CP.⁷⁰

In addition, strategic solutions to identified needs and problem profiles were formulated, agreed with GOP partners, and reviewed semi-annually in TWG meetings and annually in the PGC, ensuring continued relevance. While such a governance mechanism ensured continued

⁷⁰ PAKU13 provided valuable baseline assessments in the following areas: enhancing border management; challenges and opportunities in the criminal justice system; the scope, nature and danger of organised crime; and threats to public health. Although these baseline assessments were not used to feed into monitoring systems, front-loading the planning phase is commendable. Indeed, these assessments greatly assisted the development and expansion of the CP.

PAKU63 focused on management support, strengthened field capacity; and technical assistance projects in accordance with national and regional priorities and in consultation with concerned Member States and development partners. It also assessed immediately identifiable needs in the security sector and the support necessary to deal with longer term institutional capacity constraints through the development of a comprehensive programme of technical assistance.

contribution to relevance, GOP ownership still needs to be strengthened especially in light of the 18th Amendment to the Constitution of Pakistan (**recommendation # 10**).

The CP needs to be contextualized within the hierarchy of UNODC strategic documents and in line with UNODC integrated programming approach. The programme falls under two Medium-Term Strategies (MTS) covering the period from 2008 to 2011 and from 2012 to 2015⁷¹. In addition to the 4-year MTS, the programme falls under UNODC Strategic Frameworks for 2010-11 and 2012-13.⁷² Also, the CP is conceived as a building block of the RP.

In sum, evidence suggests that the programme is relevant both from a UNODC strategy and mandate perspective as well as from a GOP perspective as both share strategic objectives, namely building national capacity for border management and prevention of illicit trafficking, criminal justice and drug demand reduction including HIV and AIDS. Specifically, under each SP, the following actions were taken by COPAK in order to ensure relevance of the interventions:

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| Development of SP1: | SP1 activities are aligned with UNODC’s mandate to counter illicit trafficking, in particular to act upon the trafficking of Afghan opiates from Pakistan as well as human trafficking. ⁷³ COPAK carried out a number of baseline assessments to position and inform its assistance under SP1 during the course of CP development. These were developed as a result of a consultative process with government counterparts and donors, desk review, as well as field missions. ⁷⁴ |
| Development of SP2: | SP2 was designed to focus primarily on fundamental components of the processes that obtain and implement justice in Pakistan, including law enforcement agencies, prosecution services and prison services. For example, in terms of policing, SP2 supports the development of central management capacities, training approaches (particularly crime scene management and forensic capacities) and crime data collection. ⁷⁵ As under SP1, during 2010 and early 2011 a number of assessments in prisons, prosecutions and policing were carried out. These included baseline assessments ⁷⁶ as well as strategy documents. ⁷⁷ |

⁷¹ Medium Term Strategy (MTS) for 2008 - 2011:

<http://daccess-dds-ny.un.org/doc/UNDOC/GEN/V07/806/72/PDF/V0780672.pdf?OpenElement> and <http://www.unodc.org/documents/about-unodc/UNODC-strategy-July08.pdf>

Medium Term Strategy (MTS) for 2012 - 2015:

http://www.unodc.org/documents/commissions/CCPCJ/CCPCJ-ECOSOC/CCPCJ-ECOSOC-00/CCPCJ-ECOSOC-12/ECOSOC-res_2012-12.pdf

⁷² Please see UNODC Strategic Framework for 2012-2013:

http://www.unodc.org/intranet_pa/docs/Strategic_Framework_2012-13.pdf

⁷³ Pakistan is a transit country in the three main opiates trafficking routes (the Balkan Route to Europe, the Northern Route to Russia and the Southern Route to East Africa). A new emerging route goes from Pakistan to Australia through South and South East Asia.

⁷⁴ (i) Enhancing Border Management: Assessment of the Pakistan-China Frontier, November 2009 (ii) Security Implications of Infrastructure Development and Trade Development, April 2010 (iii) Enhancing Border Management in Balochistan, January 2011, (iv) Crime Facilitating Irregular Migration from Pakistan and Afghanistan, December 2009, (v) Hawala and Hundi in Pakistan: Development and Justice Approaches, December 2009 (vi) Precursor Trafficking and Diversion in Pakistan, March 2010.

⁷⁵ It should be noted that while COPAK works with all 17 LEAs in Pakistan the National Police Force, which comes under SP2 is by far the biggest with over 650,000 personnel.

⁷⁶ (i) Pakistan: Assessment of the Prison System, February 2010 (ii) Strengthening Capacities to Collect and Use Forensic Evidence, (iii) Reforming the Prosecution System in Pakistan to Enhance Criminal Justice, May 2010, (iv) International Legal Cooperation in Criminal Matters in Pakistan, October 2010.

⁷⁷ (i) Khyber Pakhtunkhwa Police: Focusing UNODC Assistance in the Near and Medium Term which explored the availability of human resources, equipment and training, and proposed a broad framework of assistance to KPK Police that was shared with relevant stakeholders, including the donor community. (ii) A preliminary needs assessment study was also carried out on *Strengthening Law Enforcement Capacity: UNODC’s e-*

| | |
|----------------------------|--|
| Development of SP3: | The activities of SP3 were based on a number of studies that provided necessary information for planning activities relevant to the needs of GOP partner agencies. ⁷⁸ |
|----------------------------|--|

UNODC's approach towards ensuring relevance of its work is best captured by the strategy undertaken under the e-Learning programme - a flagship LE training programme that has been rolled-out globally by UNODC since 1997. In November 2007, UNODC conducted a training needs assessment with several LEAs in Pakistan, for example Pakistan Customs, Pakistan Coast Guards, FIA and ANF. An agreement was then made that UNODC would develop and deliver its e-Learning programme in Urdu and adapt the visual materials to more closely reflect Pakistan's culture and law enforcement environment. An equipment needs assessment was later conducted to enable UNODC to upgrade the training infrastructure of LEAs to ensure the establishment of e-Learning centres was sustainable. In January 2010, UNODC began its roll-out of the e-Learning programme.

Under SP2, the prisons programme under Outcome 6 can illustrate the process followed by COPAK to ensure relevance. A Prison Monitoring Manual was finalised in May 2012 after discussions with relevant government and non-government stakeholders for comments. The manual and checklist adopt a comprehensive view of the concept of prison visits, including elements of audit, accreditation, investigation, reporting and inspection/monitoring. The manual also seeks to enhance integration of the prison monitoring system with Pakistan's commitments to several international standards, such as the UN Standard Minimum Rules for the Treatment of Prisoners (1955), UN Basic Principles for Treatment of Prisoners (1990), and UN Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (2010).

Under SP2 Outcome 7 'Corrupt practices identified and acted upon by state agencies', no activities were developed to date due to lack of funding and donor interest, apart from some recent meetings with DFID to discuss possible areas of work, i.e. with the State Bank (**recommendation # 5**). Importantly, early in the development of the CP, GOP intimated to UNODC that it should not engage in activities related to corruption as well as terrorism, as these were areas that multilateral or bilateral partners should be involved with. This situation has changed over time as UNODC advanced the process of trust-building and undertook a few activities with the Terrorism Prevention Branch (TPB), which Pakistan recognized the importance of and subsequently requested further assistance (**recommendation # 7**). Similarly, in the area of corruption, further assistance was actively requested by the new government following general elections in mid-2013.

Comparative advantage: Looking ahead, if UNODC engages in a strategic repositioning exercise, it should carve itself a niche and ensure it has a comparative advantage as it engages in these new areas of work:

Learning Roll-Out Plan 2011-2012 which classified potential sites for CBT e-Learning centres based on available trainees' strengths, strategic importance of location, and relevance of agencies' mandates to law enforcement and policing.

⁷⁸ (i) Education and Health Programming in Drug Prevention, April 2010 (ii) Assessment of the National Drug Treatment and Rehabilitation System of Pakistan, April 2010 (iii) Social and Economic Impact of Drug Use: A Qualitative Insight, April 2010 and (iv) - Mapping Estimates, Ethnographic Results & Behavioural Assessment of Female Drug Use in Pakistan, April 2010. In 2012, a reviewed and updated version of the 2010 study "Assessment of the National Drug Treatment and Rehabilitation System of Pakistan" focused on the need to develop drug treatment policies and services in a more structured, strategic and sustainable manner.

- Anti-corruption. Although it was part of the original programme of assistance (a specific outcome work plan was developed), there was no donor interest despite fundraising efforts at the time.
- Terrorism prevention. It was deliberately left out in the design phase by virtue of the MoFA resistance towards UNODC and other UN agencies working in this area. Donor and Government priorities changed over time with a slow trust building process.

The Evaluation Team would recommend an analysis by COPAK of how UNODC could gain credibility in these areas, given the presence of other partners. Only once this analysis has been undertaken, COPAK could engage in a dialogue with GOP (**recommendations # 1 & 7**).

Efficiency

Efficiency is a measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs (quantitative and qualitative).

Utilisation of inputs

Funding mobilisation. In the last two and a half years, UNODC has risen in profile with GOP and donor counterparts, and expanded its programme of work considerably. In October 2013, the total amount of funds raised and implemented stood at US\$36.36 million averaging over US\$10 million per year, a three-fold increase in comparison to the years before the Country Programme was developed. With these budgets, COPAK is now one of the largest UNODC Country Offices. The budget for SP1 is the largest and increased during programme implementation from an initial US\$ 18.45 million to US\$ 25.72 million. For SP2, US\$ 9.13 million was raised while for SP3 only US\$ 1.51 million was implemented, which represents less than 4% of the total CP budget. This has resulted in SP3 being the ‘Cinderella’ sub-programme leaving the CP title somewhat of a misnomer given its inclusion of ‘Public Health’ (**recommendation # 5**).

There is little doubt that such budgetary changes have had an impact on programme output delivery and potential outcome. As regards to Outcome 7 of SP2 “Corrupt practices identified and acted on by state agencies”, it is important to note that no pledges were received. However, meetings are planned with GOP during the second half of 2013 to garner support for UNODC in this area of work. In addition, as demand reduction (SP3) receives less than 4% of the total CP budget, COPAK should endeavour to focus on and seek resource allocation for demand reduction of opioids as well as on supply reduction in the future agenda of the CP. This is imperative for prioritising the major public health concern of an impending HIV & Hep C epidemic in the country driven by IDU, and highlighting the serious negative effects of drug use in the community (**recommendation # 1 & 5**).

That being said, it is important to note that many of the existing pledges with UNODC are expiring from donors such as Denmark, Australia and the US. It is critical that UNODC maintain its visibility and credibility with donors so as to maintain and expand the momentum of work being carried out under the CP. With the withdrawal of international forces from Afghanistan, international aid flows are likely to see a corresponding drop and UNODC should pre-empt this

with active and engaged efforts. Donors interviewed during the course of the evaluation noted that in the context of financial crisis, UNODC in general and COPAK in particular should demonstrate achievement of results, specially impact, and its comparative advantage in order to continue receiving the same level of funding (**recommendation # 1 & 5**).

UNODC has been able to mainstream its mandates and work plans within the One UN Programme II (2013-2017). This has not translated into significant additional funding to the extent anticipated at the start of the process. Only a total of US\$ 130,000 has come in from the One UN Programme I mechanism (**recommendation # 8**).

Human Resources. Taking ‘Human Resources (HR) Operational Plan 2.0’ as a basis for initial analysis it can be seen that COPAK decided to shift from a project to a programme approach using an integrated human resources analysis and strategy. The rationale behind this is the search for efficiency through the establishment of a focused, multidisciplinary/multitasking and high performance core team. The various HR Operational Plans, articulating the objectives, activities and management structure to support the project-programme shift, were designed to limit recruitment (where possible/necessary) and use short-term/well-targeted consultancy services. These strategically defined HR plans led to the rapid recruitment of national staff and national and international consultants, increasing efficiency.

Although it is noted that some COPAK staff felt the below risks were overstated , it is somewhat perturbing to read that the following identified risks appear verbatim in both the 2011 and 2013 HR Operational Plans as without their resolution, according to the Plans, there is a likely increase in staff stress and burnout:

- Work-related stress on key staff while other staff are under-performing.
- Constant ‘crisis-status’ to remain when work-load increases resulting in further inefficiencies.

Although efficiency of delivery was not affected by the utilisation of short and long term consultants, there is a need to ensure sustainability and consistency of delivery through delivery of core functions by staff, possibly supplemented by consultants who in turn ensure transfer of skills to staff (**recommendation # 14**).

Cost effectiveness and timeliness of the Country Programme

Integrated budgeting model: The CP has been designed in such a way so that core programme costs can be divided proportionally across outcomes - this type of integrated budgeting model was developed first by COPAK. These include dedicated finance, procurement, monitoring and evaluation, human resources - and even event coordination and mail management functions. Prior to this, these were managed by the project management, which found itself often over-stretched (depending on how large their respective portfolios were). In contrast, by delegating these functions to the experts, programme managers are able to concentrate on the delivery of results and the cross-cutting functions also deliver more efficiently. For example, despite their shortcomings, the office-wide M&E approach and the Smartsheet system would have been difficult to operationalise without a core M&E function.

Administratively, efficiencies were realized by acquiring prefabricated buildings in the Diplomatic Enclave providing a safe but cheap office solution, while most UN agencies chose to rent expensive office locations. Further, security equipment was acquired at the start and no

significant replacements were expected for the duration of the Programme. Also, human resources were used efficiently by having one international Advisor for each SP bridging different pledges and sets of activities, making management more efficient than with a project approach.

The core programme cost funding model is operationalised through a weighted average, which is charged to different project segments ensuring that the burden does not lie unduly on any one project. This weighted average has gone down as the office has received increasing pledges. The caveat, of course, remains that this approach works while the pledges remain at a critical mass but it is likely that it will be difficult to sustain this core team if the CP shrinks in size.

UNODC funding model and full cost recovery: In a context of declining Regular Budget and General Purpose funds while Special Purpose funds⁷⁹ are increasing in proportion to the overall portfolio, UNODC, upon recommendation of oversight bodies, formulated the 2012-2015 Fundraising Strategy. The purpose was to further enlarge the donor base and to review both the funding model and cost structure of the Office by addressing the issue of core functions linked to a system of direct cost recovery.⁸⁰ On 8 June 2012, the UN Controller issued a memorandum setting the principles of Programme Support Costs (PSC) resources allocation and full cost recovery for programme support services within the UN Secretariat.⁸¹ UNODC was requested to comply and realign its funding model with this principle. Since then, consultations have been ongoing to implement a phased approach towards direct cost recovery and transition funding has been secured for the next biennium.

In the field, concerns were expressed about the viability of the full cost recovery principle and in turn about the effects on the overall UNODC cost effectiveness and sustainability. Programme managers revealed that some donors have expressed dissatisfaction over the level of overhead costs charged by UNODC. They were concerned over the risk of losing donors to other agencies that offer lower overheads. Conversely, this may become an even bigger challenge should UNODC overhead costs increase. Ongoing in-house discussions related to the full-cost recovery model are perceived with great unease by COPAK. By transferring costs which were previously covered by PSC to projects, there is a perception that UNODC risks costing itself out of the market and losing a competitive edge to other UN agencies that charge less already (e.g. UNDP with its 7% PSC in comparison to UNODC's 13%). This being said, all UNODC costs were already accounted for in the past but were being paid for from different funding sources. In

⁷⁹ The Regular Budget is funded from assessed contributions and is approved by the General Assembly within the programme budget of the United Nations. It provides resources to the Drugs and Crime programmes. The General Purpose funds are un-earmarked voluntary contributions which finance the budget approved by the Commission on Narcotic Drugs (CND) and the Commission on Crime Prevention and Criminal Justice (CCPCJ). Special Purpose funds are earmarked voluntary contributions which are provided by donors to fund specific projects and activities.

⁸⁰ The objective is to achieve a sustainable balance in core and programme funding, to increase the delivery capacity of UNODC and to provide a baseline and multi-year framework for resource mobilization. The strategy focuses on three key elements; i) establishment of a multi-year funding framework; ii) a more predictable funding mechanism and iii) organizational aspects for effective coordination. It highlights prerequisites for sustainability and predictability of core funding such as: full direct service cost recovery (technical assistance); introduction of a voluntary funding mechanism that meets the cost structure of UNODC's TA programme; and the need to enhance the role of the Financial Review Group (monitoring performance, risk management and resource planning). It presents four possible mechanisms for core funding: i) biannual appeal process, linked to the budget cycle; ii) a fixed GP share applied to all XB donor pledges ; iii) fixed percentage in "soft earmarking" to every voluntary donor pledge and iv) the introduction of a voluntary indication scale of contributions.

⁸¹ The full cost recovery principle demands that all the costs that can be attributed to a specific intervention (programme or project) funded from extra-budgetary contributions, should be financed by this very same intervention.

addition, charging Field Representatives salaries to programme costs creates a conflict of interest and impartiality risk (**recommendation # 5**).

Unpredictability of funding: In assessing the CP timeliness, it is important to mention the key caveat that while progress towards the achievement of outputs and outcomes has been consistent in the cases where donor pledges have been available, it has suffered where this has not been the case (for instance Outcome 7 on Corruption or Outcome 10 on Drug Prevention).

Administrative hindrance: Due to lengthy Government approval processes, there are regular delays in organizing training events and workshops, with instances where counterpart attendance cannot even be secured at international events. Despite this, both Government counterparts and donors expressed satisfaction with the volume of work produced under the CP.

GOP staff turnover: Another challenge is related to the high staff turnover in GOP institutions where replacement staff may have different ideas from their predecessors, necessitating renewed advocacy and negotiation for planned activities and interventions. New personal relationships also have to be established and the high turnover of staff means there is limited institutional memory. For example, in the case of CBT centres new senior managers have to be educated about the benefits of e-Learning and when site managers and training managers are re-posted their replacements also have to be trained to efficiently and effectively run the centres.

Hardship environment: COPAK staff is working in a high risk security zone potentially affecting the overall CP efficiency, in particular the timeliness of its outputs delivery. In the early stages of the CP development, Pakistan in general and Islamabad in particular was undergoing a wave of terrorist attacks. In October 2009, the WFP Office in Islamabad was bombed and UNODC office building closed after being designated high-risk. This resulted in staff having to work at home on a rotational basis for a year. At this time, the UN also had a staff ceiling of 300 personnel in Pakistan at any time restricting COPAK's ability to hire new staff as a mitigating measure. Despite these challenges, there has been significant progress in CP development and an impressive volume of work produced.

Post 2014 situation in Afghanistan: The post 2014 situation in Afghanistan may have spill over effects in the region (i.e. regional instability, humanitarian focus, potential donor withdrawal and influx of refugees) and in particular affect the timeliness and cost efficiency of the CP delivery. UNODC should devise a regional strategy laying out the various scenarios, implications and potential UNODC responses for each country of the region (**recommendation # 2**).

In addition, the current absence of and change in leadership in the region (i.e. departure of the Afghanistan Field Representative, no credential letters for the Central Asia Field Representative preventing him from going to Uzbekistan, newly appointed Field Representatives in Pakistan and Iran) affects UNODC leaving the Organisation in a political vacuum when it most needs political leadership and visibility.. Considering the regional context, the above described human resources situation is an indicator of UNODC poor human resources and career development strategy in hardship stations. UNODC should consider strategic discussions about mobility policy in the context of the UN Secretariat, in particular about incentives for field mobility, e.g. right to return to headquarters and retention of acquired higher post levels upon return to headquarters (**recommendation # 24**).

Efficiency of Country Programme internal working arrangements and with UNODC HQ

Governance: The CP receives oversight from a two-tiered governance structure. A senior-level Programme Governance Committee (PGC) is drawn from partner GOP agencies, which is scheduled to meet on a bi-annual basis to review progress, identify new challenges and set high-level outcomes. In addition, GOP provides membership to three working-level Technical Working Groups (TWGs), one for each SP that should meet at least twice a year. The TWGs are responsible for providing comments on the work-plans drawn up by UNODC to implement the CP and provide a technical analysis of outputs, activities and analysis of progress. It is noted that in 2012, the TWGs only met on one occasion with one combined meeting of all three TWGs indicating either a shift to a more integrated programme approach or that the three separate TWGs are not viable.

Understandably, given changes in GOP personnel between 2010 and 2013 plus potential logistical difficulties in ensuring that designated members attend meetings, GOP membership in the PGC and TWGs has lacked continuity and been transient in nature, particularly after the inclusion of some members from the provinces. No documentation has been provided showing criteria for the selection of PGC/TWG members or that they have received any comprehensive induction package (**recommendation # 10**).

The 18th Amendment has changed the strategic context for UNODC in Pakistan. The provinces now have new responsibilities for handling public health issues related to drug demand reduction, HIV/AIDS monitoring and drug rehabilitation and to some extent management of medicines containing prescription-only opiate drugs through the newly devolved ministries of health, education, youth and sports. In addition, the provinces are now authorised to make amendments to Police Order 2002 (although they cannot repeal federal legislation) allowing them to bring about changes in the criminal procedure and policing laws and they now can improve investigation and prosecution processes.⁸²

As a consequence of the 18th amendment to the Constitution, it is incumbent on COPAK to strengthen and expand its working relationship with the provinces by including all the provincial actors (police, prisons, prosecutions, healthcare officials, etc.) (**recommendation # 10**). However, this is a major challenge given the context of conflict and instability throughout Pakistan, particularly in Karachi as well as Balochistan and KPK provinces where US drone strikes and Taliban attacks have been common. This makes travel to these provinces difficult for both international and national staff, frequently meriting travel by armoured vehicles costing around US\$125,000 each. In Quetta for example, international staff are not permitted to move beyond the Serena Hotel for security reasons thus substantially limiting their range of activities.

In light of the above, COPAK could consider improving GOP ownership by better involving the provinces in the TWG meetings, e.g. bringing the meetings to the provinces when feasible and enhancing provincial working relationships to avoid high dependence on the changes in Government (**recommendation # 10**).

⁸² Impact of the 18th Amendment on Rule of Law and Drug-Related Mandates in Pakistan, UNODC, December 2011.

At the same time, such regular collaborative reviews with GOP partners of progress and performance in implementing CP initiatives has facilitated a core UNODC strategy of remaining flexible and responsive to emerging needs as well as facilitating the use of locally engaged staff and other locally sourced resources. Both the PGC and TWGs have provided an important forum for counterpart GOP ministries to express views on UNODC's work, to provide insights and recommendations on new areas of work.

An example of such a flexible collaborative approach between GOP and UNODC led to the rapid development and implementation of a US\$ 1.9 million project **PAKU86 Recovery of Frontline Law Enforcement in Flood-Affected Areas**.⁸³ At the same time it should be cautioned that while programme flexibility is necessary, an over-emphasis on flexibility can lead to a reactive rather than a proactive approach. It is unclear how COPAK prioritises requests for support arising from GOP partners attending PGC and TWG meetings.

UNODC HQ and Country Office relations: The CP was drafted in Pakistan with close collaboration and support from HQ – in particular, the Regional Section for Europe, West and Central Asia, the substantive sections and management sections. Support was particularly needed from FRMS and CPS in order to determine the best way to align the existing project-based financial and administrative systems to the programme approach. HQ experts from substantive sections took part in the drafting of baseline assessments which guided the development of the CP. A wide range of stakeholders in HQ also reviewed multiple versions of the CP document.

In the implementation stage, collaboration has continued, although with the corresponding increase in expertise in COPAK through a strategic recruitment drive, the necessity for substantive expertise from HQ has decreased. Nonetheless, COPAK regularly fields missions from substantive sections from HQ on specific areas as and where required. This was especially the case under the Drug Use Survey where the technical lead was provided by the Research and Trend Analysis Branch.

Although some CP staff reported they had functional and supportive links with HQ, a significant number reported they had minimal or no links, and felt that more productive links (i.e. mutually reinforcing and accountable roles) could be established through more systematic communication structures. In particular, there is a need to strengthen the communication of all policy guidance to the field and the relaying of information from field to HQ (**recommendation # 26**).

At the same time, there was little evidence from interviews carried out in HQ of effective structured communication between HQ sections and the CP. Several staff commented that without regular field visits to Pakistan (and indeed the region generally), it was difficult to establish productive and meaningful relations with CP staff and to fully understand the context in which they developed and implemented activities (**recommendation # 26**).

Good practices regarding efficiency

M&E potential: COPAK has demonstrated that its M&E system is comparatively innovative. However, it has been evolving over time, and was limited in the first year of CP implementation.

⁸³ The work-plan for Outcome 11 for the floods approach projected a programme of work equivalent to US\$19 million. However, only one donor contributed to the programme of work (approximately US\$1.9 million) and this contributed to the end of the interventions under this outcome in 2012.

After the Audit of 2012, there have been significant improvements in M&E with a dedicated team supporting the CP.

The CP's M&E team planned to design a comprehensive quantitative M&E system to assess 'impact' (effect) of capacity building initiatives. These mechanisms include (a) FEBSys (feedback system) which identifies stakeholder perception on relevance, usefulness and satisfaction. Since its launch in June 2012, FEBSys collected more than 2,070 forms; (b) IRSys that identifies changes related to increased knowledge and adapted behaviour through pre and post-tests, phone surveys and key informant interviews. Since its launch in January 2013, IRSys has collected 2,560 completed forms.

However, it is important to note that data from these two systems applies mainly to process evaluations of capacity building and training events and not to outcome or impact evaluations. Data is primarily limited to measures of levels of satisfaction with the content and processes of the training event itself (referred to by more than one trainer as 'happy stories') and perceptions of whether knowledge and skills gained will be used in the workplace (**recommendation # 9**).

Post-assessment basic quantitative outcome evaluation questionnaires were also sent to a small number of trainees at 30 day and 3 monthly intervals after the initial training, as well as to key informants such as LE team managers. It is important to note that no collated or analysed outcome data has been submitted to the evaluators.

Although the IRSys and FEBSys M&E tools, based on the Kirkpatrick model, produce relatively sound data on process evaluation of CB and training activities, they do not provide the comprehensive qualitative-based outcome and impact evaluations required by both donors and GOP. Some qualitative data never reached the M&E team, such as trainers' reports, indicating that standard distribution mechanisms are not in place and that important achievements and challenges may not have been captured (**recommendation # 9**).

External to COPAK's M&E section, the CP's substantial e-Learning programme has evaluated its own activities based primarily on pre-test and post-test evaluations of completed e-Learning modules. Such data has been collected from CBT e-Learning centres on average twice a year and has been a time-consuming task for the e-Learning staff. Site-based IT consultants are now being contracted to collect this data on a more regular basis. Basic postal questionnaires and telephone interviews were also conducted with a small number of students and field managers to evaluate outcome of e-Learning in the workplace.

Smartsheet: The Smartsheet system was fairly innovative and rolled-out in the region, through the RP (good cross-fertilisation), and used as a model for a UNODC-wide M&E system approved on 15 June 2013, called ProFi Project Management Module (PMM). Smartsheet is a web-based project management tool to monitor activities. It is used for managing regular implementation activities, producing internal and external reports, organising SP staff meetings, and ultimately managing information shared with HQ. In addition, the updates to Smartsheet are also reflected in the performance review of staff. Smartsheet was rolled out in the office through a series of dedicated training efforts targeted at Advisors, Outcome Managers and Associates. Smartsheet is also key in producing not only the SAPPRs and APPRs but also the considerable tailored reporting that is required by the multiple CP stakeholders (including through the PGC and TWG model).

The Smartsheet system has, however, the following shortcomings: it is not linked to ProFi (subject to errors and incomplete financial information), it does not measure the progress towards outcomes and impact (limited to an activity/output level management tool) and it does not capture qualitative information such as reasons for success or failure. Due to these shortcomings, the RP has outgrown the Smartsheet system. In the future, the Evaluation Team would recommend linking COPAK and RP systems (**recommendation # 9**).

Capacity building: A primary cornerstone of the CP strategy as articulated in the programme document has been to focus on supporting long-term institutional capacity development through building legislative and regulatory frameworks in line with international conventions, standards and norms and human resource development of local training institutions and academies. Capacity building and training in particular (27 out of the CP's 36 outputs have a training component) is a theme cutting across the three SPs. The CP training team, that includes the CBT e-Learning team, essentially functions as a fourth SP with opportunities to mainstream its work across the CP and take overall responsibility for oversight and planning of training initiatives.

In terms of programme efficiency, the CP's quantitative results as a total of the three SPs outputs to date appear impressive. The CP has trained 2,541 participants, distributed 26,436 publications, hosted 117 training events, conducted 33 workshops, and provided 74,647 hours of CBT e-Learning across 31 centres for 4,226 LEA staff⁸⁴. UNODC has focused on e-Learning as a cornerstone of their training programme with e-Learning centres established throughout the country coupled with the provision of computer equipment, support with training management and delivery, and provision of a library of e-Learning modules.

It is noted that the culture of LE agencies may be responsible for their sometimes un-professional approach towards the functioning of UNODC capacity building and training events, for example personnel nominated for training courses and postings are sometimes based on patronage and seniority rather than competence and merit.

Although not currently available, future outcome/impact evaluations are likely to indicate that some training, even based on a prior needs assessment, is sometimes not applicable due to external factors such as: no work-based policy background; limited resources; and no substantial infrastructure to support work practices based on knowledge and skills gained during training. Such information is valuable for targeting and planning future training activities and resource-based interventions with GOP stakeholders, as well as ensuring their viability (**recommendation # 11**). For further information on capacity building, please refer to Annex VI.

Publications: Overall the CP has developed and produced a considerable and impressive number of assessments, research reports, handbooks, guidelines, toolkits and training modules to inform the development, management and implementation of its programme of assistance. According to COPAK over 50 publications have been printed since 2010 and distributed to key stakeholders (see Annex V for the full list). In doing so COPAK has identified needs and provided possible long term strategic solutions to support Pakistan in areas related to UNODC mandates that can be carried forward and consolidated in the next phase of the CP. For example: a National Drug Use

⁸⁴ From the start of the programme until March 2013, 4,226 students had completed 30,355 e-Learning modules in 75,000 hours of computer time with a national knowledge gain reflected by the national percentage increase between average pre- and post-test results of approximately 81.5%.

Household Survey will provide credible data on drug use enabling GOP partners to develop more targeted and effective drug treatment services.

Without a comprehensive CP-wide knowledge management system and systematic and strategic dissemination there is no firm evidence that publications are practically being utilised by GOP to trigger policy change (**recommendation # 11**).

With few exceptions, the majority of COPAK’s publications are generally of a high standard and culturally appropriate/relevant taking into account local norms, values and standards. Some are very lengthy, contain complex issues and ideas and require a high level of literacy - although the Evaluation Team was not able to review the translated Urdu versions.

Both GOP partners and donors reported that they did not have sufficient time to read and properly review many of the CP’s publications and requested shorter more user-friendly versions be made available for their review and action in meetings, round tables and training. The Evaluation Team recommends a better targeting of publications to the audience needs. It is noted that SP2 and SP3 have developed some more user friendly publications with the former producing the excellent laminated pocket-sized quick guide series, for example on crime scene investigations procedures for first responders (**recommendation # 11**).

Effectiveness

Effectiveness is the extent to which a project or programme achieves its objectives and outcomes.

Progress towards achievement of the outcomes of the Country Programme: This evaluation exercise has determined that UNODC has made sustained progress in the achievement of its outcomes. The CP has increased the responsiveness, efficiency and effectiveness of UNODC’s support to Pakistan. These are major achievements that have transformed the UNODC presence in Pakistan in terms of volume of activities (i.e. from programme delivery of of US\$ 8,706,000 in 2010 to US\$ 39,762,000 in 2013) as well as structurally with a move from projects to programmes.

Overall, UNODC has contributed to the CP’s vision of “A safer community, free from the threats posed by organized crime and drug use and confident in the integrity of the criminal justice system to provide access to justice”. UNODC has been instrumental in raising the profile of drugs and crime issues in Pakistan, in particular through extensive capacity-building training, workshops, roundtables, advocacy and evidence-based research.

Evidence would suggest that the scale of this assistance has increased over the last three years. This has doubtless contributed to the increased in awareness and knowledge of key government and donor counterparts about UNODC mandate. National stakeholders interviewed during the course of this evaluation expressed (to a varying degree) awareness and appreciation of UNODC’s support and assistance, thereby illustrating that UNODC has been effective in establishing a credible presence in the country through the CP.

At the same time, it is challenging to measure progress towards the CP outcomes for the three SPs. This is primarily due to the limitations of the logical framework (as outlined in the section on Design) and the lack of comparability and use of indicators over the last three years - at one level, because of the lack of data, and at another because of the unavailability of training-related outcomes. For instance, results under e-Learning are summarized by the numbers trained but the knowledge gains under core and specialized curricula are not captured. In addition, information is neither provided by agency or rank nor by the substantive area of training. COPAK staff provided assurances that ongoing upgrades to the M&E system would mean that upcoming reports would include this information (**recommendation # 9**). See Annex VI for a detailed assessment of the tracking of progress under the e-Learning programme.

The effectiveness of the CP has been enhanced with partnerships and integration with other internal initiatives.⁸⁵ These have provided additional channels for funding as well as expertise. There remains room for stronger integration, which would eventually translate into enhanced effectiveness of all programmes. Linkages with other external initiatives could be further enhanced. This could be an area for consideration for the remaining phase of the CP (**recommendations # 3, 8 & 24**).

Progress towards achievement of Outcome 1: Drug and precursor trafficking operations identified and acted upon.

Significant output achievements as verified through triangulation of sources were as follows: UNODC developed core and specialised LEA curricula and a basic human-rights based national curriculum for LEA staff on drug and precursor trafficking. A number of training courses for Border Liaison Office (BLO) staff were arranged and equipment was provided to facilitate interdictions. Awareness-raising workshops on precursors and the development of a voluntary code of conduct for industry to check diversion and illicit trade in precursor chemicals were organized and a DVD tool for precursor awareness and control was distributed to training facilities of law enforcement agencies at the federal and provincial levels, and key private pharmaceutical industry stakeholders. Importantly, the ANF Academy has been supported as a training centre of excellence through e-Learning, core curricula, as well as funded to implement a Drug Information System. Work under this Outcome has advanced Pakistan's engagement under the TI (Output 1.5), although the TI has been subsumed under the RP.

Deriving from the above outputs, effectiveness under Outcome 1 is assessed as follows by this evaluation:

(i) UNODC assistance seems to have translated into increased effectiveness of law enforcement agencies in anti-trafficking endeavours. However, there is no direct evidence of attribution to UNODC of reduced trafficking indicators. As illustrated in Figure 1, over the course of the CP life span seizures by law enforcement agencies have increased. This may actually be an indication of increased trafficking and production across the border in Afghanistan. Yet, increased interceptions are a good indicator of law enforcement presence and activity.

⁸⁵ This includes the Sub-programme 3 of the Regional Programme on Afghanistan and Neighbouring Countries (RERV09), the Global Container Control Programme (GLOG80), the Paris Pact Initiative (GLOK31 and GLOJ33), the Afghan Opiate Trade Project (GLOV20, former GLOU34), the HIV/AIDS Prevention Programme (GLOG32), and the UNODC-WHO Programme on Drug Dependence Treatment and Care (GLOK32).

Figure II. Drug seized by year.

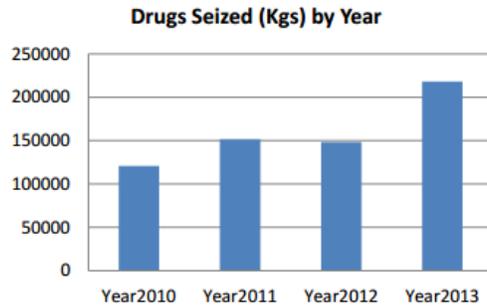
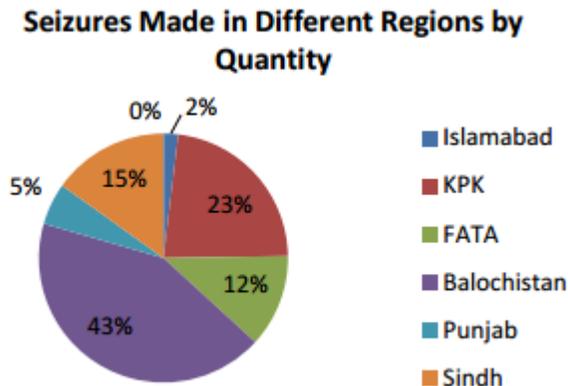


Figure III below illustrates that the majority of these seizures took place in the bordering provinces to Afghanistan. Given that Balochistan, KPK and FATA are priority regions for the CP, having 78% of the seizures concentrated there seems to suggest that focus on these areas is working.

Figure III. Drug seizures by region.



Source: ANF, 2013

(ii) UNODC has been advancing its drug control strategy through support to the regulatory regime, foundational and specialized training, data collection and analysis as well as bilateral, regional and international cooperation.

(iii) Despite the absence of tangible outcomes, the existing cross-border collaboration between Afghan, Iranian and Pakistani officials should be considered effective as it brings together three countries that are frequently hostile to each other. Fostering networking between officials from the three countries may eventually lead to positive tangible outcomes at some later stage. Under the TI, unintended positive effects of these meetings were identified. In bringing Pakistan, Afghanistan and Iran LEA together to enhance their existing capacities, trust was built and in turn the level of cooperation and coordination among participants was fostered. This is often not

measured adequately and reported upon – probably as a result of the bifurcation of interventions under the CP and RP following the absorption of the TI under the RP⁸⁶ - but should be considered as a major achievement.

(iv) Although a voluntary code of conduct for industry to check diversion and illicit trade in precursor chemicals was adopted, there is no evidence showing this code has been followed.

| <i>Outcome 1 challenges</i> | <i>Outcome 1 opportunities for the future</i> |
|--|--|
| <p>Porous borders with Afghanistan; increased illicit trafficking through the main transit routes; related transnational organized crime; geo-political instability; disjointed governance; difficult LEAs collaboration due to different and overlapping mandates; low prioritization of drugs issues by national counterparts; poor communication between LEAs and laboratories; weak capacity and lack of willingness from laboratories to collaborate with UNODC which may lead in turn to question the prosecution.</p> | <p>The Evaluation Team identified the following areas for investment: monitoring of distribution of equipment and assessment of its utilisation by the laboratories (e.g. drug and precursors testing kits); and enhanced linkages with the CP and RP for the TI (recommendation # 16).</p> |

Progress towards achievement of Outcome 2: Human trafficking and migrant smuggling operations identified and acted upon.

Significant output achievements as verified through triangulation of sources were as follows: Outcome 2 is directed primarily at the core capacities of relevant agencies mandated with human trafficking and migrant smuggling, particularly the FIA. UNODC is aiming at targeting the institutionalisation of processes, knowledge and skills that will enable the Government to develop its own situational awareness, training programmes and international cooperation mechanisms. Under this outcome area, a successful and tangible output was the drafting of laws in line with the UN Model Laws against TIP/SOM for GOP. In addition, efforts include: several meetings (e.g. on Human Trafficking and Migrant Smuggling Routes in Iran, United Arab Emirates (UAE), Afghanistan, Turkey and Pakistan; Regular meetings with parliamentarians and senators for improvement of legislation related to HTMS); awareness raising (e.g. National Public Awareness Campaign against human trafficking and migrant smuggling in Punjab and Balochistan); delivery of several trainings (e.g. three forensic document examination trainings in collaboration with Interpol for National Database and Registration Authority, FIA, Passport Office and MOI; specialized training courses for LEA to increase their awareness of human trafficking issues, improve their skills in identifying trafficking victims and improve their ability to investigate such cases; specialized criminal justice training for investigators and prosecutors to increase their knowledge and improve capacity to handle human trafficking cases and organized crime groups).

Deriving from the above outputs, effectiveness under Outcome 2 is assessed as follows by this evaluation:

⁸⁶ Since January 2012, the cross-border elements of the TI are funded by the RP. Country-level work - such as the construction of BLOs and the distribution of satellite phones under the TI Communications Plan - are funded under the CP.

The Evaluation Team is not in a position to determine whether the above mentioned meetings and trainings have allowed for better identification of human trafficking and migrant smuggling cases, although COPAK reports that they are already working on a case management approach. There is a need for setting up a monitoring system within FIA and related agencies to track their work and the number of cases encountered. This would be critical for better directed interventions and for assessing effectiveness of assistance against a baseline (**recommendation # 15**).

| <i>Outcome 2 challenges</i> | <i>Outcome 2 opportunities for the future</i> |
|--|--|
| Weak information monitoring systems on human trafficking and migrant smuggling and porous borders. | The Evaluation Team identified the following areas for investment: setting up of monitoring systems within FIA; enhanced regional and inter-regional linkages, and collaboration with UNHCR and IOM on human trafficking (recommendation # 15). |

Progress towards achievement of Outcome 3: Enhanced border management, including through cross-border collaboration.

Significant output achievements as verified through triangulation of sources were as follows: Outcome 3 deals with regional and international perspective of Pakistan's trafficking and border issues, which are obviously linked to Pakistan's neighbours. In this regard, UNODC supports the GOP in coordinating internationally with neighbouring countries. Under this outcome, SP1 was able to establish and fully operationalise the pilot BLO at Torkham. In addition, trainings for Pakistani and Afghan border officials were undertaken. However, the work done under this Outcome sometimes overlaps with interventions under Output 1.5. This should be rationalised.

Deriving from the above outputs, effectiveness under Outcome 3 is assessed as follows by this evaluation:

(i) Although progress was achieved in terms of border management capacity, there is a need to develop a border management policy for Pakistan (**recommendation # 10 & 16**).

(ii) Some of the interventions under this outcome have been subsumed under the RP and hence an added impetus provided through the maritime trafficking initiative (MaRes) as well as the intelligence officials meetings of the TI countries. The MaRes initiative is especially commendable as the 2013 World Drug Report emphasized that a new maritime route going southwards from Afghanistan via ports in the Islamic Republic of Iran or Pakistan is increasingly being used by traffickers to reach consumer markets through East and West African ports.⁸⁷

| <i>Outcome 3 challenges</i> | <i>Outcome 3 opportunities for the future</i> |
|--|---|
| Weak capacities of border LEAs; prioritization of terrorism and general law and order issues by LEAs; access and supervision of remote border locations. | The Evaluation Team identified the following areas for investment: enhanced regional and inter-regional linkages especially utilizing the RP vehicle. |

⁸⁷ Since 2009, seizures of heroin have risen sharply in Africa, especially in East Africa, where they increased almost 10-fold, World Drug Report 2013, UNODC, p. ix

Progress towards achievement of Outcome 4: More Effective Delivery of Law Enforcement Services.

Significant output achievements as verified through triangulation of sources were as follows: In general, Outcome 4 aims at making Pakistani police more responsive to the community, improving the interface between civilians and the government in promoting the rule of law. This has been achieved through capacity building to enable better presentation of scientifically-based physical evidence (rather than eye witness and/or suspect confession) and, along with the introduction of a reference manual, increased police-prosecutor cooperation with a checklist for investigators and prosecutors to help solve cases more effectively. The training and capacity building of first responders on crime scene investigations (CSI) and first responder kits seems to have been especially well-received by provincial counterparts. In collaboration with UN Women, a report on gendered policing was completed in 2012. The report presents recommendations for promoting gender sensitive policing and recruitment processes in Pakistan.

Deriving from the above outputs, effectiveness under Outcome 4 is assessed as follows by this evaluation:

(i) Outcome 4 has had a significant (if numerically limited given that there are over 650,000 National Police personnel in Pakistan) effect in changing police practice by introducing modern methods of investigation resulting in increased number of cases resolved and submitted in time for prosecution.

(ii) In addition, UNODC has supported a dialogue on police reform in Pakistan. The dialogue has been informed by a comprehensive assessment carried out in June 2012 “Policing in Pakistan: An Overview of Institutions, Debates and Challenges”. Police structure and institutions have been consistently subject to criticism, ad hoc reform, allegations of corruption and a dysfunctional connection to politics which has reduced trust and goodwill between the public and the police. UNODC’s initiatives have served as a forum to discuss the urgency of strengthening the capacity of the civilian police, as there is a renewed drive to draft and implement legislation for policing following national elections in May 2013.

| <i>Outcome 4 challenges</i> | <i>Outcome 4 opportunities for the future</i> |
|---|--|
| Several challenges facing the National Police Force have a knock on effect for UNODC in planning interventions and implementing CB and training activities, for example: poor record of service to the public; new types of crime (transnational organised crime, terrorism); corruption; few rigorous systems in place to guide the reporting, investigation and prosecution of criminal cases; deficiencies in training infrastructure with lack of incentives and loss of perks/privileges for staff posted from operational duties to training academies. | The following areas for investment were identified: roll-out of LEA core curriculum through TOTs to National Police. |

Progress towards Outcome 5: More Effective Prosecution of Criminal Cases.

Significant output achievements as verified through triangulation of sources were as follows: developed training on modern methods of investigation resulting in an increased number of cases resolved and submitted in time for prosecution; increased police-prosecutor coordination and

cooperation; improved Mutual Legal Assistance (MLA) by establishment of a Central Authority in the Ministry of Interior (MOI) and development of MLA law and toolkit.

Deriving from the above outputs, effectiveness under Outcome 5 is assessed as follows by this evaluation:

Outcome 5 aims to support the conversion of investigations into timely sanctions through assistance to Pakistan's prosecutions services. In KPK, UNODC was highly praised by the Chief Prosecutor's Office for improvement in police-prosecutor case cooperation leading to more effective prosecution of criminal cases, in particular cases involving terrorist activity. According to authorities in KPK, enhanced police-prosecutor coordination/liaison through training developed and implemented by SP2 has led to increased conviction rates, for example between 2011 and 2012 a rise of 92% for narcotic-related crimes and 70% for other crimes.

| <i>Outcome 5 challenges</i> | <i>Outcome 5 opportunities for the future</i> |
|---|--|
| Over-burdened justice system; lack of resources; lack of trust between police and prosecutors; efficiency in prosecution (crime scene to court); absence of training infrastructure; staff turnover is frequent; lack of file and case management systems; corruption. Also, an unintended consequence of this very successful UNODC initiative is that since such prosecutions have become more successful, the public profile of prosecutors has been raised, resulting in threats to them and their families, a fact that needs to be factored into future activities. | The following areas for investment were identified: police-prosecutor training in all provinces; advocate with GOP for added national resources for the security of prosecutors in KPK and Sindh provinces (recommendation # 17). |

Progress towards achievement of Outcome 6: Prison Management Improved in Line with International Standards.

Significant achievements as verified through triangulation of sources were as follows: New prison rules have been drafted consistent with international standards, a prison registry software has been developed for management, and training manuals were developed for junior to senior level prison staff.

Deriving from the above outputs, effectiveness under Outcome 6 is assessed as follows by this evaluation:

(i) The development of these prisons rules is considered by provincial counterparts as a significant contribution of UNODC given that these rules have not been revised since 1894. However, there is little evidence as to whether these rules are actually being systematically implemented – thereby improving prison management.

(ii) The serious issue of prison overcrowding has been addressed through the development of The Probation and Parole Handbook for probation and parole officers with a risk assessment tool as well as related training workshops.

| <i>Outcome 6 challenges</i> | <i>Outcome 6 opportunities for the future</i> |
|---|--|
| As a result of 18th Amendment prisons became provincial entities (no Central Prison Authority); under-trial prisoners, UTPs (most of prisons population consists of UTPs which results in overcrowding); lack of Classification systems (radicalisation of prisoners and staff, absence of reintegration); absence of proper prison training institute at provincial level with modern training curriculum and expertise. | The following areas for investment were identified: monitoring of implementation of the new prison rules (recommendation # 18). |

Progress towards achievement of Outcome 7: Corrupt Practices Identified and Acted on by State Agencies.

Significant achievements as verified through triangulation of sources were as follows: Outcome 7 implements UNODC 's responsibility under the United Nations Convention Against Corruption (UNCAC). Detection and case management form the core of this work and Pakistan's anti-corruption agencies are supported in advocating changes through evidence-based research.

| <i>Outcome 7 challenges</i> | <i>Outcome 7 opportunities for the future</i> |
|---|---|
| To date no funds have been received for advancing work under this Outcome. This is concerning given that the 2013 Transparency International Corruption Perceptions Index report ranks Pakistan 48th from the bottom of the list - out of 177 countries and territories on a scale from 0 (highly corrupt) to 100 (very clean). ⁸⁸ While an improvement from 2012 (where it ranked 36th), this may be due to the change in perceptions following the election of the new government earlier in 2013. | Particular attention should be given to unfunded outcome. |

Progress towards achievement of Outcome 8: Improved Availability and Use of Data on Drug Use.

Significant achievements as verified through triangulation of sources were as follows: A National Drug Use Household Survey was conducted in close collaboration with the Pakistan Bureau of Statistics and guided by the Government's Drug Control Master Plan 2010-2014. A national web-based drug treatment reporting system was also established enabling treatment centres registered with the MNC to provide data on a regular basis to its Programme Management Unit.

Deriving from the above outputs, effectiveness under Outcome 8 is assessed as follows by this evaluation:

(i) This survey is now the main reference point for information on drug use in Pakistan replacing the out-of-date 2006 National Assessment of Drug Use and provides data necessary for the development of short and long-term national policies on drug control – thus improving availability of data on drug use.

⁸⁸ Corruption Perception Index 2013, Transparency International: <http://www.transparency.org/cpi2013/results>

(ii) It should be noted that the effectiveness of the interventions planned under Outcomes 9 and 10 are to an extent dependent upon the results of Outcome 8, as improved access to drug treatment and rehabilitation services require an evidence base identifying possible intervention areas and population sub-groups.

| <i>Outcome 8 challenges</i> | <i>Outcome 8 opportunities for the future</i> |
|--------------------------------|--|
| Lack of funding. ⁸⁹ | The Evaluation Team identified the following areas for investment: structured dissemination of final National Drug Use Household Survey. |

Progress towards achievement of Outcome 9: Access to, and Quality of, Drug Treatment, Rehabilitation and related HIV Services Enhanced.

Significant output achievements as verified through triangulation of sources were as follows: A set of drug treatment protocols, the first in Pakistan, constituting the national standard for drug treatment services were approved by NCD and endorsed by the Dow University of Health Sciences in Karachi. Trainings for service providers based on the protocols were delivered to government agencies, civil society organizations, and public and private treatment centres as well as advocacy workshops at the national and provincial levels. Training workshops on gender responsive treatment services were also delivered to medical practitioners and psychologists. A pilot OST centre was established at the Institute of Psychiatry, Rawalpindi, and is fully operative with around 80 registered patients despite a lack of full support from government and without the benefit of having a full-time specialist on OST for the first three months. SP3 has also developed and implemented a comprehensive package of HIV and AIDS services at drop-in centres (DICs) and for vulnerable groups of female prisoners and Afghan refugees who may be PWID or non-PWID. It should be noted that these services are funded through PAKJ85 but implemented by SP3.

Deriving from the above outputs, effectiveness under Outcome 9 is assessed as follows by this evaluation:

(i) Outcome 9 has had a significant positive effect on access to increased quality services for drug users, their families and communities through two innovative initiatives: a set of drug treatment protocols and the pilot OST Centre.

(ii) Drug Treatment, Rehabilitation and related HIV services have certainly been enhanced although access and quality remain areas that need considerable work. The scaling up of a pilot OST Centre and the systematic implementation of new national drug treatment protocols hold great promise to improve the effectiveness of services for drug users.

| <i>Outcome 9 challenges</i> | <i>Outcome 9 opportunities for the future</i> |
|--|---|
| Funding issues ⁹⁰ ; methadone is not registered for use in Pakistan so buprenorphine is used as a replacement medicine for OST. However, buprenorphine is only legally available in 0.2mg sub-lingual tablets making it challenging for clients to ingest a typical 6mg daily dose. | The following areas were identified for investment: scaling up of OST to other sites; further dissemination of treatment protocols with linked training; roll out of draft Toolkit to enhance communication and engagement of law enforcement officials with drug users (recommendations # 19 & 20). |

⁸⁹ While SP3 overall budget was US\$ 15.5 million, its total approved budget only amounts to US\$ 1.5 million.

⁹⁰ While SP3 overall budget was US\$ 15.5 million, its total approved budget only amounts to US\$ 1.5 million.

Progress towards achievement of Outcome 10: Prevention programming mainstreamed through education systems and community-based interventions.

Significant output achievements as verified through triangulation of sources were as follows: Several community-based interventions have taken place: drug awareness campaigns in six cities in KPK promoting educational and information material about drug abuse prevention distributed and billboards erected in strategic sites; and schools in high drug prevalence areas involved in sports activities as a means to drug use prevention.

Deriving from the above outputs, effectiveness under Outcome 9 is assessed as follows by this evaluation:

Currently, there is no evidence of prevention programming being mainstreamed through the educational system although this is planned with drug awareness booklets already produced.

| <i>Outcome 10 challenges</i> | <i>Outcome 10 opportunities for the future</i> |
|-------------------------------|--|
| Funding issues. ⁹¹ | The following area for investment was identified: drug prevention mainstreamed in schools. |

Partnerships and cooperation

Partnerships and cooperation is a measure of the level of UNODC cooperation with partners and implementing partners (e.g. donors, NGOs, governments, other UN agencies etc.).

National Partnerships

COPAK generally has excellent relations with national counterparts. This is reflected in the strong appreciation expressed to the Evaluation Team by key stakeholders for the UNODC leadership and management.

COPAK has made impressive progress in extending the range of Government partners that it engages and works with in the course of the development and implementation of the CP. The governance structure of the PGC and TWGs have been a core part of the process by institutionalizing regular exchange.

The CP has responded to developments like the 18th Amendment by including some provincial counterparts in its governance structures and consulting more regularly on related outcomes. It has been proactive in commissioning a study to assess the impact of the 18th Amendment on rule of law and public health mandates in Pakistan. However, as some provincial counterparts stated in their interviews, there remains room for more regular, systematic and intensive consultation that is not ad-hoc or activity-based (**recommendation # 10**).

In Pakistan, UNODC is operating under a complex government infrastructure where clarity is sometimes lacking in functional arrangements and there are numerous overlaps in activities. This

⁹¹ While SP3 overall budget was US\$ 15.5 million, its total approved budget only amounts to US\$ 1.5 million.

is illustrated most clearly under SP1 where programmatic interventions include no less than 17 Government LEA counterparts⁹² at the federal and provincial level.⁹³ This complexity also means that UNODC needs to not only coordinate with these actors but also to assist them in coordinating with each other. The former is advanced through the governance mechanism of the CP (PGC and TWGs). The latter is captured on a more ad-hoc basis through various training and workshop sessions organized by the CP which provides an opportunity for the different agencies and departments to work together. In addition, the BLO concept facilitates this inter-agency coordination. UNODC may want to consider providing a stronger facilitation role for inter-agency coordination (**recommendation # 16**).

Under SP1, as the volume of assistance has expanded UNODC worked more intensively with its existing partners as well as expanded its relationships with other federal and provincial law enforcement agencies and departments.⁹⁴ The 18th Amendment had little impact in the area of illicit trafficking and border management aside from the abolishment of the MONC and subsequent creation of the Narcotics Control Division under the MOI in June 2013. This has meant that the drug mandate (including policy advancements) risks getting over-shadowed by more pressing national security concerns such as terrorism prevention.

Given that UNODC did not work on criminal justice issues prior to the development of the CP, all partners **under SP2** are new – this includes the provincial police, prosecution services and prisons.

Finally, **under SP3** new GOP partners have been the Bureau of Statistics and the Institute of Psychiatry in Rawalpindi, while other partners include the ANF, Ministry of Health (MOH) and provincial health departments, NAPA (National Academy for Prisons Administration), National AIDS Control Programme, Social Welfare Division, Information Division, Religious Affairs Division, Sports Division, Railways Division and Foreign Affairs Division.

The geographical reach of the e-Learning programme has been instrumental in UNODC's expanded presence in Pakistan. E-Learning centres are located in Islamabad Capital Territory, KPK, Balochistan, Punjab, Sindh, AJK and Gilgit-Baltistan. Since 2010, the CBT Programme has cooperated with a wide range of LEAs to plan and deliver e-Learning centres throughout the country, including the ANF, Pakistan Rangers, Customs, FIA, the Frontier Constabulary in Balochistan and KPK, the National Police Academy and Provincial Police. The e-Learning Team has consistently built relationships with these LEAs that can be leveraged to generate interest in other skills-based CB/training programmes offered by UNODC. The team has also advocated for the integration of e-Learning into LEAs training plans to promote local ownership, move from ad hoc to systematic use and to align e-Learning modules with agencies' mandates and operational priorities.

⁹² Including the FIA, Frontier Corps, Frontier Constabulary, Punjab Rangers, Sindh Rangers, Pakistan Coast Guard, Frontier Constabulary, Maritime Security Agency, Provincial Police, Customs Department, Federal Board of Revenue and the ANF.

⁹³ Government of Pakistan Security Sector: Strategic Coordination of Drugs and Crime Agendas, UNODC, March 2010

⁹⁴ At CP inception, the primary interlocutors were the Ministry of Narcotics Control and the Anti Narcotics Force. This expanded to the Pakistan Customs with the Container Control Programme and went on with the launch of the CP to expanded assistance to the Federal Investigation Agency, the Civil Armed Forces (Frontier Corps (KPK and Balochistan) and Pakistan Coast Guards), Maritime Security Agency, provincial police departments, Frontier Constabulary (KPK and Balochistan) and provincial excise departments.

International and Regional Partnerships

A number of Commissions support the United Nations Economic and Social Council (ECOSOC). Two of these, the Commission on Narcotic Drugs (CND) and the Commission on Crime Prevention and Criminal Justice (CCPCJ), are bodies to which UNODC reports and with which Pakistan has worked consistently. Pakistan is also a member of two subsidiary bodies of the CND: the Sub-commission on Illicit Drug Traffic and Related Matters in the Near and Middle East and the Meeting of Heads of National Drug Law Enforcement Agencies (HONLEA).

In recognition that transnational threats require cooperative international responses, a number of regional bodies have been developed to set policy, share experiences and foster inter-state action against shared challenges. Pakistan is an active member of many bodies, some of which UNODC is also a member and/or provides assistance to facilitate international cooperation and implement regional agreements nationally.

Pakistan is an active member of the Paris Pact Initiative (e.g. it hosted a Paris Pact expert group meeting on cross border cooperation) which identifies priorities for the region in the areas of border management, financial flows, precursor chemicals and problem drug use. A major challenge for the Paris Pact Initiative lies in ensuring common understanding between Vienna and field based Paris Pact partners. COPAK could facilitate improved communication between the Paris Pact Coordination Unit and Pakistan national counterparts (**recommendation # 25**).

UNODC brokered the TI launched in June 2007, designed to strengthen drug control through information exchange and joint intelligence-led operations between Afghanistan, Iran and Pakistan. The TI now falls under the RP for Afghanistan and Neighbouring Countries and the additional resource support through the RP has provided an impetus to TI activities and helped broaden its focus.

UNODC also supports Pakistan's engagement (through its observer status) with the Central Asia Regional Information and Coordination Centre (CARICC), which aims to facilitate information exchange and analysis, and to assist in the coordination of operational activities of the various LEA in the region – police, drug control agencies, customs, border guards and security services. It aims to provide assistance in organizing and executing joint international operations and investigations, including controlled deliveries. The purpose to engage Pakistan with CARICC was to develop activities between TI and Central Asian countries through the JPC. However, in practical terms only limited progress was made due to CARICC related political and financial considerations.

The Bali Process brings participants together to work on practical measures to help combat people smuggling, trafficking in persons and related transnational crime in the Asia-Pacific region and beyond. Pakistan is a Bali Process member and its officials have participated in the numerous working groups and senior officials' meetings.

The Asia/Pacific Group on Money Laundering (APGML) is an international organization consisting of 40 members (including Pakistan) and a number of international and regional observers including UNODC. The APGML is closely affiliated with the Financial Action Task Force (FATF) based in the Organisation for Economic Cooperation and Development (OECD) Headquarters at Paris, France. All APGML members commit to effectively implement the FATF's international standards for anti-money laundering and combating financing of terrorism.

The South Asian Association for Regional Cooperation (SAARC) is a regional organization which aims to accelerate the process of economic and social development in Member States. Under SAARC, Bangladesh, Bhutan, India, Maldives, Nepal, Pakistan and Sri Lanka cooperate on agriculture and rural development; health and population activities; women, youth and children; environment and forestry; science, technology and meteorology; human resources development; and transport. SAARC has not been a major player in the organized crime challenges and UNODC's engagement with the organization seems to be limited.

UN Partnerships

A lot of efforts were put in the One UN process by UNODC through active involvement and engagement in the Common Country Assessment (CCA) as well as the One UN development process. It was also a significant achievement to have UNODC mandates included in Phase II of the One UN. Due to the position of GOP at the time, all rule of law and security work (including the UNODC programme) was designated stand-alone under One UN Programme-I. Although it is commendable that the One UN partnership is happening at the political level, there is no real implementation in terms of joint programmes or any funds coming through the One UN framework, except a pledge for PAKU85.

It was reported that despite a vibrant UNCT, there is little transparency and communication between UN agencies. This prevents UN strategic positioning in the country and foster funding competition. In general, the UNCT is not used to its full potential as a communication platform for agencies' respective visions and plans – such as the post 2014 agenda (**recommendation # 8**).

UNODC signed a MoU with UN Women in June 2011, providing a step towards strengthening efforts to mainstream gender. This cooperation led to the participation of UN Women in the UNODC drug use survey. As areas of work are overlapping between the two organisations (i.e. human trafficking, criminal justice, DDR and HIV/AIDS, violence against women and police), the Evaluation Team recommends strengthening this partnership for the future (**recommendation # 8**).

In addition, the Evaluation Team sees opportunities for developing a synergistic relationship in the areas of human trafficking/refugee protection and drug use with IOM and UNHCR (also in light of the potential influx of Afghan refugees post 2014) and drug use prevention with street children with UNICEF (**recommendation # 8**).

As noted above, COPAK would benefit from having a permanent presence in the two border provinces of Balochistan and KPK. One option would be to partner with UN agencies that have offices in these provinces, such as UNHCR which has been working there for over 30 years and has a good network of local contacts.

SP3 has efficiently partnered with UNAIDS in the development of HIV and AIDS treatment, prevention and care services. However, there is room for a more proactive partnership as regards to utilisation of the National Drug Use Household Survey (**recommendation # 21**).

Bilateral Partnerships

Pakistan has a myriad of bilateral partners with which UNODC should engage to ensure its relevance and comparative advantage (**recommendation # 1**).

In particular, in the area of terrorism prevention the following partners were identified as important to liaise with: European Union, United Kingdom, United States (**recommendation # 7**). UNODC HQ submitted a draft Strategic Framework on Terrorism document to the Pakistan Permanent Mission in Vienna. Following the feedback received, UNODC HQ submitted a second iteration of the document in February 2013. To date, no official response from the GOP was received by UNODC although indications suggest that the new Government is more open to work with the UN in this area.

In light of the above, the Evaluation Team recommends undertaking an assessment of the terrorism threat (its extent, participants, their profile) to be better able to identify potential initiatives and corresponding partners. Also, before engaging in the area of terrorism prevention in Pakistan and to ensure its relevance, UNODC should undertake an analysis of bilateral and multilateral stakeholders (**recommendation # 7**).

NGOs, Academic Institutions and Private Sector Partnerships

Under SPI, UNODC has not yet to date engaged with civil society in any significant way. Under outcomes 1 and 3, this is natural due to the sensitivity around the border management issues as no NGOs/ Civil Society members tend to be involved. Although planned for at the design stage under the thematic area of Human Trafficking and Migrant Smuggling (Outcome 2), the CP did not engage yet with NGOs. COPAK plans to foster closer relations and work in collaboration with a few NGOs in 2014 that are currently providing legal assistance/shelter to trafficking victims in Karachi and Lahore.

However, this is not to say that no progress has been made. Under Outcome 2 related to Human Trafficking and Migrant Smuggling, COPAK recently interacted closely with academics from several institutes by sensitising them on the issue of human trafficking and migrant smuggling. In addition, COPAK has been working closely with the business community/industry and developed a voluntary code of practice on precursors. This is expected to enhance coordination and information sharing amongst the business community and the ANF under the overall supervision of NCD. Finally, media and advertising agencies have been used to assist with implementation of the recently completed public awareness campaign on the subject matter.

Through SP2, the CP has been working with media, lawyers and civil society members on the police reform initiative, and has a plan to engage them as part of the police reform initiative at a provincial level. COPAK also undertook a training of NGOs on how to perform the monitoring of prisons and also trained them on tools such as developing a checklist of prison visitors. This training is expected to enable active participation of civil society in prison reform.

However, at the provincial level, Government partners mentioned they would be keen on working with NGOs and UNODC together. Many of them stated that they were already engaging actively with civil society and they valued this collaboration and would welcome UNODC adding its value to this process. There are indications that COPAK is planning to initiate NGO collaboration

in the area of Human Trafficking in 2014. Engagement with suitable civil society partners, particularly in the identification, treatment of victims, and protection of witnesses, would be crucial.

SP3 has worked in a collaborative manner with a wide range of NGOs and of the three SPs has most contact with civil society through working in the fields of drug treatment and HIV and AIDS prevention, treatment and care.⁹⁵ In particular services have been targeted at female IDUs, their spouses and families both in community and prison settings. Under Outcome 10, in 2011 SP3 also engaged Shahid Afridi, a famous cricketer, to be appointed the UNODC National Goodwill Ambassador. To date, while the outreach to schools and colleagues has been limited, Mr. Afridi has helped raise drug use awareness at the national media level and also dedicated the T20 practice match of the Pakistan National Team to UNODC's mandates at Gaddafi Stadium Lahore in May 2012.

SP3 has collaborated with a range of universities and research institutes in the development of the National Drug Use Household Survey, for example the University of Manitoba, Canada, University of New South Wales, Australia, and the University of Southern California, USA, as well as the Centre for Global Public Health in Pakistan. National Drug Treatment Protocols were also endorsed by the Dow University of Health Sciences in Karachi.

Although planned for in the CP document, the Evaluation Team recorded no mention of the Private Sector, apart from activities in SP1 with the chemical industry. Private sector cooperation (i.e. multinationals CSR policies and sponsoring of DDR, HIV-AIDS, Community based crime prevention) is a potential area of improvement since there are little activities reported in this field.

Gender and Human Rights

Gender and Human Rights is the measure of the extent to which the project or programme is implemented to align and contribute to Gender Equality and Human Rights as defined by international and regional conventions

It is important to recognise that the CP document states that all SP activities are “underpinned by human rights and the needs of vulnerable groups”. In practise, this underpinning is not operationalized through a dedicated analysis of the human rights and gender situation nor systematically articulated with specific data on human rights issues. Also, missing is the methodical mainstreaming of human rights and gender in all SPs that could later be monitored/evaluated. COPAK staff state that this is due to the fact that UNODC was strongly advised by the GOP to exclude these considerations from the CP design and to advance with an oblique approach, where human rights issues would be addressed indirectly through training and improving criminal justice results (prosecutions based on evidence not interrogation) but not explicitly mentioned.

⁹⁵ Dost Welfare Foundation in Peshawar; Society of Collective Interests Orientation in Quetta; Dar-ul-Nijat in Karachi; Sindh Health & Education Development Society (SHEDS) in Hyderabad; Ghazi Social Welfare Association in Larkana; Active Help Organization (AHO) in Okara and Phoenix Foundation for Research & Development in Lahore.

- a. This resulted in a situation where gender and human rights dimensions have largely not been addressed, although there are some notable exceptions, for example: The core and specialist curricula for in-classroom training at all law enforcement agencies in Pakistan have been developed in line with international law enforcement standards and incorporate human rights principles relevant to law enforcement. For example, a module has been developed on interviewing witnesses, victims and suspects, and centres on interviewing as a way to obtain information and build a case, as opposed to interrogating suspects with the primary goal to obtain confessions.

These initiatives aim to improve capacity of security forces in line with international standards. As a result, such technical assistance is likely to contribute to an increased awareness about, understanding of and respect for human rights among law enforcement professionals in the execution of their tasks. The Evaluation Team recommends pursuing this approach (**recommendation # 6**).

However, while the information and knowledge enhancement part of the curricula appears adequately covered by CBT e-Learning methods, core human rights-based person-centred skills, such as those related to the interviewing of suspects, witnesses and victims require modern training methods and techniques based on international best practice that may be lacking in some training institutions in Pakistan that focus more on didactic/pedagogic styles of learning (**recommendations # 6 & 11**).

- b. Under SP3, a draft Toolkit to enhance communication and engagement of law enforcement officials with drug users and other marginalized, diverse and/or vulnerable populations was developed in mid-2013. Although still to be piloted, it presents a valuable opportunity for the promotion of human rights and community-based public health policing.

Part of the problem for not mainstreaming gender and human rights in the CP lies in the fact that there was little standard setting from HQ until 2012 (in Human Rights) and 2013 (in Gender) so there is little understanding about what it means to mainstream gender and HR. Some efforts were made as regards to Human Rights mainstreaming through COPAK involvement in the UN Human Rights Task Force and focus on female prisoners (through SP2 and 3). However, this is not sufficient, gender mainstreaming should be further defined, implemented, monitored and reported. A risk analysis in terms of Gender and HR could be undertaken, and potential mitigation measures identified, e.g. to what extent is UNODC/COPAK prepared to respond to gender and HR standards; what should UNODC/ COPAK do when the Government locks up drug addicts or authorises capital punishment for a minor offence. Capital punishment is legal in Pakistan but there has been a moratorium on executions since 2008. Should the moratorium be lifted, it is likely that, as in Iran, some donors will withdraw with possible consequences for COPAK (**recommendation # 6**).

The 2012 UNODC position paper ‘Promotion and Protection of Human Rights’ provides the necessary framework to ensure effective mainstreaming of human rights standards and adoption of a human rights-led approach across UNODC programmes globally. In September 2013, COPAK developed a draft *Human Rights Assessment* that focused on compliance of assistance provided under the CP with international standards of human rights as outlined in the Human Rights Due Diligence Policy for UN support to non-UN security forces (HRDDP). The draft document made three recommendations:

- Engage an expert in human rights and international law to strengthen the integrated human-rights based approach of COPAK and to identify additional opportunities to mainstream human rights principles in the CP.
- Provide dedicated human rights training for law enforcement personnel,
- Seek to engage the Office of the High Commission on Human Rights (OHCHR) to acquire tools to help programme managers mainstream human rights standards into their activities and establish indicators for tracking the implementation of those standards. UNODC mainstreams human rights awareness in the delivery of its technical assistance, in particular in its training programmes. E-Learning modules are compliant with human rights standards for law enforcement agencies, and training on crime scene investigations entails basic human rights knowledge for law enforcement.

Some notable Human Rights infrastructures in Pakistan include the Human Rights Ministry and the Human Rights Cell of the Pakistan Supreme Court. It was also reported that police stations in Islamabad have dedicated Human Rights Officers. The Evaluation Team would recommend further using the UN Human Rights Task Force to advocate for a human rights and public health based approach to policing and reach out to existing infrastructure (**recommendation # 6**).

Potential Impact

Impact is the positive and negative, primary and secondary long-term economic, environmental, social change produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.

Given that this is a mid-term evaluation, CP impact is unlikely to have been significant. However, this evaluation has attempted to investigate whether sufficient progress has been made at the outcome level to potentially translate into impact by the end of 2015. So far the indications are mixed.

The CP document has identified three impact results: reduce illicit trafficking; improve access to justice; and reduce drug dependency, injecting drug use and HIV prevalence among drug dependents. Evidence suggests that some progress has been made at the outcome level to potentially lead to small scale impact by the end of 2015.

Impact Result 1: Reduce illicit trafficking

- Drug and precursor trafficking: the CP's ability to actuate impact in this area may be limited in and of itself. In 2013 opium cultivation and production hit record levels, resulting in a likely increase in trafficking through Pakistan. Interventions in Afghanistan – by UNODC and other actors – as well as through the RP will determine the impact under this area. This being said, the following CP outcomes may lead to small scale impact: if followed, the development of a voluntary code of practice on precursors may enhance coordination and information sharing amongst the business community and the Anti-Narcotics Force (ANF); Knowledge and skills gained through the 34 CBT e-Learning centres provided the base for LEA personnel to be more effective in their work and in turn may lead to increased seizures and reduction of illicit trafficking.

- Human trafficking and smuggling of migrants: As was stated in the effectiveness section above, without a monitoring system within FIA and related agencies, it is not possible to track impact under human trafficking and migrant smuggling interventions. However, the knowledge gained by LEA personnel may also lead to reduction of human trafficking and migrant smuggling.
- Border management: UNODC has strengthened the border management infrastructure through equipment and training as well as the establishment of a BLO. Any wider impact will only be realized through the development of strengthened structures on the other side of the border and the fostering of relationships between officials from the three countries, Afghanistan, Pakistan and Iran. In that regard, working closely with other CPs and the RP will be critical.

Impact Result 2: Improve access to justice

- Investigation: A core curriculum for LE personnel based on international standards of policing based on a human-rights approach has the potential, if rolled out as planned, to have a significant impact on improving access to justice in Pakistan and human rights based policing.
- Prosecution: Increased police-prosecutor cooperation and coordination in the submission of evidenced cases has led to an increase in convictions in KPK. With scale up of police-prosecutor cooperation to other provinces there is likely to be considerable impact by the end of CP operations in 2015.
- Prison management: The new prison rules, if applied by prison management, should have a positive impact on the way prisons are operated.
- Corruption: Up to the present there have been no UNODC activities that may lead to impact in this area.
- Capacity of law enforcement agencies in flood-affected regions: the rebuilding and refurbishment of police stations affected by the 2010 floods have had a direct impact on police morale and working conditions by providing and upgrading law enforcement infrastructure.

Impact Result 3: Reduce drug dependency, injecting drug use and HIV prevalence among drug dependents

- Drug use: If used, the National Drug Use Household Survey will have an impact on policy change related to reduction of drug dependency.
- Drug treatment, rehabilitation and related HIV services: The approval of drug treatment protocols as the national standard for drug treatment services will have an impact on reduction of drug dependency, injecting drug use and in turn HIV prevalence. In particular, the opening of a pilot OST centre in Rawalpindi has reduced dependency on illegal drugs and injecting drug use (and therefore HIV transmission for dependents) for the 80 clients of the service. With scale up of OST to other sites there is likely to be considerable impact by the end of CP operations in 2015.
- Prevention: the activities in this area were too localised to have any impact in reducing drug dependency.

The quantitative results related to capacity building are impressive. Nonetheless, it would be important to look beyond these quantitative indicators to assess impact of the trainings and sustainability of the knowledge and skills gained (for instance through the creation of local Teams of Trainers and Training Development Officers) from a qualitative perspective, in particular changes in KAP and identification of external factors restricting impact such as lack of resources or policy back-up. The development of well-resourced comprehensive TOT courses for LEA training institutions becomes an imperative (please see Annex VI). It is now up to the CP to ensure that the impressive amount of knowledge-enhancement and skills training material already generated is now rolled-out in the most efficient and effective manner to ensure maximum impact in the workplace through a more justice-oriented police force (**recommendations # 11 & 13**).

Within this context, continued political engagement by UNODC will be key especially as the situation in Afghanistan alters with the 2014 transition. The news on the drug side is sobering. With a record breaking crop in 2013 – a steady increase since 2010 – it is likely that opium poppy cultivation will continue (and even expand further) and serve as a buffer economy as aid flows to Afghanistan decrease. As the primary trafficking route from Afghanistan, this will have a considerable impact on Pakistan’s illicit economy and the CP’s assistance towards anti-trafficking. It will also pose threats and vulnerabilities to the country’s economic stability, promoting a large illicit trafficking sector, cash based economy, unregulated financial activity, corruption, vested interests, porous borders which impede revenue collection and further fuel insecurity.

Sustainability

Sustainability is concerned with measuring whether the benefits of a project or programme are likely to continue after its termination.

Long-term sustainability

Commitment of national counterparts to continue beyond the Programme duration: Drug control is a national and international priority for Pakistan, and it is committed to continue drug supply, demand and harm reduction beyond the end date of the CP in 2015, or indeed without UNODC support. Indeed, Pakistan has ratified the various drug and crime related treaties.⁹⁶ It should be noted that Pakistan contributed financially to the National Drug Use Household Survey in a unique move representing the government's commitment to the CP.

Beyond commitment however, the Evaluation Team questions the capacity of GOP to resource, sustain and invest in such efforts, e.g. it was reported that the equipment provided to law enforcement agencies was not always used because of the inability to replace it in case it breaks down. Furthermore, GOP may not be able to fund resources like drug testing kits when those supplied by UNODC have finished. UNODC services based on international standards are being integrated in the national criminal justice system, for example a set of new prison rules and

⁹⁶ The 1961 Convention on Narcotics Drugs and its 1971 Protocol (ratification in 1999), the 1971 Convention on Psychotropic Substances (ratification in 1977), the 1988 Convention against Illicit Traffic in Narcotic Drugs and Psychotropic Substances (ratification in 1991), the 2000 UNTOC (ratification in 2010), the 2003 UNCAC (ratification in 2007).

improved police-prosecution coordination/cooperation, although sustainability will again depend on available funding.

Institutionalisation of ownership among key stakeholders: Frequent changes of high-ranking counterparts are a threat to the sustainability of activities. Some replacements may not agree with their predecessors' decisions regarding approval and direction of UNODC activities as well as agency policy. Due to the sometimes low responsiveness of GOP (e.g. it took GOP 14 months to issue an End User Certificate ascertaining that some equipment was not used by the army), several sources question its ownership of UNODC interventions. Also, the security context is a threat to the sustainability of the achievements made. Finally, the Evaluation Team found that some relationships with GOP partners needs strengthening, e.g. ANF.

Short-term sustainability

Post 2014 prospects: Without speculating, the post 2014 situation has the distinct potential to create added security risks in the region, as well as uncertainty in UNODC staff and GOP.

Donor funding: The sustainability of the CP is ensured by good donor funding prospects. UNODC has established credibility with donors and built trustworthy relationships, i.e. COPAK demonstrated flexibility to new emerging issues allowed through the outcome funding; and was able to track utilisation of resources. Donors are in general pleased with UNODC's achievements in Pakistan. This success has made COPAK one of the largest UNODC field offices with funding commitments amounting to US\$ 39,8 million.⁹⁷

However, the implications of the full-cost recovery model should be considered carefully, UNODC established a Senior Committee on the full cost recovery to precisely identify challenges and potential gains. The perception from the field is that UNODC could possibly lose its competitive edge and cost itself out of the market. However, all costs were already accounted for in the past but were being paid for from different funding sources.

Factors relevant for achievement or failure of the programme's sustainability: While the CP has conducted many training events most of these have been 'boutique' or 'one-off' events, although more systematic staged TOT courses are now taking place. Despite being primarily a capacity building and training initiative, the CP has no overall comprehensive strategy to provide coherence and a rationale for its many capacity building and training initiatives.

To ensure sustainability of capacity building, it is necessary to formally integrate e-Learning into LEAs training cycles through a process of education and advocacy with senior managers. Certainly, there is considerable evidence that UNODC's e-Learning programme has been highly successful and much valued by key GOP stakeholders whose support and buy-in for this formalised integration should be sought.

⁹⁷ Although only 49% (US\$ 39.8 million in November 2013) of the current overall budget (US\$ 80.5 million in November 2013) was eventually funded, the overall budget was estimated on the basis of GOP priorities including a US\$ 20 million floods reconstruction plan, which was part of the wider UN floods response appeal that did not garner adequate international appeal.

In particular, the learning foundation of knowledge and skills established through e-Learning should contribute to the success of the roll-out of the Core Curricula for LEAs through a series of comprehensive and systematic TOTs developed on skills-based student centred learning methods.

Innovation

Innovation is the extent to which a project or a programme initiates efficient and effective innovative practices.

The Country Programme was innovative in the following ways:

The **flexibility** (i.e. no geographical or thematic limitations) provided by the single sign off of the document allowed for prompt reaction to emerging issues. This flexibility allowed for the **Recovery of Frontline Law Enforcement in Flood-Affected Areas** project (PAKU86) to take place. This project provided COPAK with the credibility needed to go beyond the traditional counter-narcotics into the development agenda.

The **funding framework (one account per Sub-Programme)** prevented dependency on donors and allowed implementation on a multi-year horizon. Although pledges by SP were encouraged, they were received by outcome.

The **rapid recruitment of international and national consultants and the development of a core team** - supporting project managers with administrative, financial, procurement, and human resources dimensions – allowed for increased efficiency. This is a good practice that may be worth replicating in other Field Offices. The Evaluation Team recommends retaining the factors enabling the rapid creation of the core team, i.e. either allowing recruitment of international consultants from the field or strengthening the capacity of HRMS in HQ to allow for rapid recruitment processes. As a general note, it would be advisable that the organisational structure for Field Offices is discussed at the corporate level to ensure commonalities and avoid high dependence on leadership and management styles.

The **establishment of Smartsheet through the external web-based M&E system to monitor programme progress**. Prior to the development of Smartsheet, programme managers utilized the one-off and mandatory annual and semi-annual report format to report on their work. With the introduction of Smartsheet, programme managers are able to monitor the achievement of their activities and resultant outputs in a way that allows them to perform better, manage regular implementation, produce internal and external reports, structure SP staff meetings, and ultimately manage information shared with HQ. This was subsequently replicated for the region through the RP and went on to lay the blueprint for the (currently ongoing) development of a corporate system for HQ.

Although COPAK was innovative in overcoming the challenges related to integrated programming in light of the above, UNODC should invest in developing the proper systems (financial and monitoring) to allow for swift, effective and efficient programme management vs. project management (**recommendation # 3**).

Some CP interventions were considered innovative in the national context, e.g. pilot OST centre and human rights based core curricula for LE personnel (for further information please see the Effectiveness Chapter).

III. CONCLUSIONS

Based on the findings presented in chapter 2, the mid-term evaluation presents the following conclusions regarding the UNODC Pakistan Country Programme:

Design: At the design stage, COPAK undertook extensive and commendable mapping exercises, baseline assessments and strategic consultations. However, these assessments were not used as a starting point for monitoring progress.

The logical framework does not allow the programme to measure impact at outcome level, despite revision of indicators. More work is needed to make it a more meaningful management tool for monitoring, reporting and evaluating progress. In this regard, the monitoring system should be upgraded and linked to the RP monitoring system.

As the scope of the CP activities is broad by design, it has demonstrated flexibility by responding to emerging needs and opportunities, e.g. the inclusion of the project PAKU86 Recovery of Frontline Law Enforcement in Flood-Affected Areas.

The CP design is partly integrated as it (i) strives to integrate thematic areas under a common umbrella for enhanced effectiveness, (ii) aligns with the Regional Programme outcomes, (iii) seeks complementarities with Global Programmes. In this regard, moving away from a project based approach has certainly brought significant benefits. However, increased horizontal synergy remains to be determined between and within sub-programmes in terms of management and content: the three SPs are still managed as separate projects. The absence of guidance as to the roles and responsibilities between Regional/Country Programmes and Global Programmes has an influence on the potential for integration.

Although the Inter-Regional Drug Control Approach fills in a missing level in the current UNODC approach to the illicit narcotics trade from Afghanistan, it has yet to fully trickle down to the field.

Relevance: The CP is very relevant to the needs of Pakistan as the country is critically affected by illicit drug trafficking and use, and there was strong political commitment at the planning stage. This commitment was demonstrated in the active participation of Government counterparts in the needs assessments undertaken by COPAK. The latter ensured relevance and should be considered as a good practice to be replicated.

However, continued relevance should be ensured not only by regularly engaging stakeholders at the Government level (federal and provincial), but also at the primary beneficiaries level (people vulnerable to drug use, injustice and/or trafficking) and at the partners level (UN agencies, NGOs and donors). It is important that UNODC strengthens its comparative advantage in the country to remain relevant and credible. In this regard, particular attention should be paid to the value added that UNODC could bring to the area of terrorism prevention.

Effectiveness: The CP has been effective as it has transformed UNODC presence in Pakistan and moved from a fragmented stand-alone project structure to a programmatic outcome driven approach. At the same time, effectiveness could have been enhanced by further integrating with the RP and Global Programmes.

At outcome level, evidence of attribution and contribution for improved capacity of national counterparts and subsequent increase in effectiveness of trafficking operations, border management, investigation/prosecution of criminal cases, and prison management can be hard to establish. This is due to the challenge COPAK is facing in identifying the right participants for training, and maintaining a sustainable relationship with them and to the absence of an outcome level monitoring and evaluation system that measures the extent to which trainees have changed attitudes and work practice as a result of the knowledge and skills gained.

Efficiency: At output level, the CP is well on its way to implement programme activities as planned for each of the SP, despite some problem areas due to external factors. The programme is perceived to be efficient by all stakeholders. Efficiency was facilitated by the development of a Human Resources Plan and the establishment of a core team alleviating programme managers from administrative tasks thus freeing them to focus on the implementation of substance.

The programme is overall cost-effective, given the relatively low budget and high level of achievement. However, the following may have an effect on the overall CP efficiency and should be considered carefully: unpredictability of funding in some instances; national administrative barriers; high GOP staff turnover; hardship environment; post 2014 situation in Afghanistan; full cost recovery approach.

The PGC and the three TWGs are designed as governance and coordination platforms, but they have not been working consistently and participation is not efficient due to the high turn-over of Government counterparts.

Although coordination with HQ was efficient at the design and planning stage, there is little evidence from interviews carried out of efficient structured communication between some HQ sections and the CP.

Partnerships: Despite a challenging environment, COPAK has been able to build excellent relations with the government counterparts and donor agencies. However, there is little evidence of effective partnerships with UN agencies, private sector and civil society, apart from: drug demand reduction and HIV and AIDS prevention, treatment and care activities implemented through several NGOs (SP3); and precursor control through the pharmaceutical industry (SP1).

Gender and Human Rights: Despite underpinning the CP, gender and human rights dimensions have generally, with some notable exceptions, been disregarded, mainly due to the absence of guidance from HQ at the CP design stage about how to mainstream and measure these dimensions in the CP.

Potential Impact: There are mixed indications about whether the progress made at the outcome level could potentially translate into impact by the end of 2015. However, there are sound indicators for small-scale impact on improving access to justice and reducing drug dependency,

injecting drug use and HIV transmission, while significant progress with capacity building initiatives should ensure more justice-oriented LEAs.

Sustainability: There is little doubt about GOP commitment to continue drug supply, demand and harm reduction initiatives, however GOP is not able to sustain funding and implementation of all drug control efforts in the absence of UNODC.

Ownership by individual GOP agencies and individuals vary. Ownership needs to be reinforced, possibly through a strengthened governance system to secure commitment to implementation of drug control efforts, particularly at provincial level.

Although donor funding is likely to be sustained, the post 2014 prospects, the frequent changes of high-ranking GOP counterparts, and the lack of a comprehensive sustainable capacity building and training strategy may constitute threats to the overall sustainability of the CP.

Innovation: The CP has been innovative in allowing programme flexibility, developing a new funding framework and establishing Human Resources Plans, including a core team to support project management. Some interventions have also been considered innovative in the national context.

IV. RECOMMENDATIONS

This mid-term evaluation is a timely opportunity to review and revise objectives, strategies and implementation modalities based on changes in context and implementation experience. The following recommendations for the remaining two years of the CP are proposed and should be considered using a SMART framework:

Key recommendations

Overall Country Programme:

1. Priority Setting and Comparative Advantage:

1.a. *COPAK* to prioritise activities for the next two years to ensure the right balance of CP deliverables (training, equipment, legislative reform).

1.b. *COPAK* to decide on a strategic shift necessary to maximise UNODC's comparative advantage in current and new thematic areas it may engage in, such as anti-corruption and terrorism prevention.

2. Regional Context:

2.a. *UNODC (RP Secretariat, RSWCA, COPAK, COAFG, COIRA, ROCA)* to lay out the various scenarios, implications and potential UNODC responses for each country of the region in the context of the post 2014 situation in Afghanistan.

2.b. *COPAK in consultation with COAFG, COIRA and ROCA* to align its strategic repositioning in light of the post 2014 situation with other Field Offices in the region, under the umbrella of the RP and considering the Inter-Regional Drug Control Approach. and based on the outcome of recommendation 2.a.

3. Integrated Programming:

3. a. *UNODC (OED, DO, DTA, DPA, DM, Field Offices)* to further define integration between and within Global, Regional and Country Programmes at the management, systems and substance levels (roles and responsibilities), e.g. the RP should define and systematize its relationship with the CP to continue to develop new and innovative regional activities, and help complete coverage of global programmes in addition to its gap-filler role in order to multiply the benefits of the CP.⁹⁸

⁹⁸ Background information: The absence of guidance as to the roles and responsibilities (for management and substance) and coordination mechanisms between Global, Regional and Country Programmes has an influence on the potential for integration.

3. b. UNODC (IPB, COPAK, RP Secretariat) to standardise the collaboration between the Regional and the Country Programme at the operational level through appropriate systems (integrated RP-CP M&E systems) and processes of governance (reciprocal participation) and management (RP decentralised management to be located in COPAK and internal expert meetings across RP and CPs).

3. c. UNODC (HQ, COPAK) to develop financial, monitoring and reporting systems supporting the integrated programming approach and enabling efficient programme management and implementation. COPAK was innovative in overcoming the challenges related to integrated programming, however a corporate response is needed to ensure efficient integrated programming.

3. d. COPAK to ensure integration between ongoing projects and sub-programmes, e.g. subsume the project PAKJ85 under SP3 to avoid potential administrative and reporting inefficiencies.

4. Planning and Design:

UNODC (DO, Field Offices) to adopt a standardised approach towards development of Programmes through front-loading the planning stage - following COPAK's approach (i.e. development of baseline studies in consultation with stakeholders including end beneficiaries and civil society, and utilisation of those baseline studies to monitor progress).

5. Donor Engagement and Funding Model:

5.a. COPAK to maintain its best-practice model of donor engagement in order to ensure that adequate funds are made available for the remaining cycle of CP implementation. Unfunded and under-funded thematic areas should receive particular attention.

5.b. UNODC (FRMS, CPS) to carefully consider implications of the full-cost recovery model in close consultation with COPAK and other FOs and to determine the challenges and potential gains.

6. Gender and Human Rights:

UNODC to strengthen the integrated gender and human rights based approach of the CP as follows:

6. a. HQ (SPU) to guide COPAK in defining, implementing, monitoring and reporting on Gender and Human Rights mainstreaming. Also, OHCHR and UN Women can be engaged to acquire the necessary tools to help programme managers mainstream gender and human rights standards into their activities and establish indicators for tracking the implementation of those standards.

6. b. COPAK assisted by HQ to gather data on the Gender and Human Rights situation in Pakistan, possibly guiding a risk assessment.

6. c. COPAK to continue awareness about, understanding of and respect for human rights among LEA professionals in the execution of their tasks, through training.

6. d. *COPAK* to further use the UN Human Rights Task Force to advocate for a human rights and public health based approach to rule of law (policing and justice) and to possibly reach out to existing Pakistan infrastructures (Human Rights Ministry, Human Rights Cell of the Pakistan Supreme Court, Human Rights Officers in Islamabad police stations).

7. Terrorism Prevention:

7. a. *COPAK and TPB* to assess the terrorism threat (its extent, participants, their profile) and identify potential initiatives and corresponding partners in Pakistan.⁹⁹

7. b. *COPAK and TPB* to advocate UNODC comparative advantage in the area of terrorism prevention in order to negotiate and identify a niche/focus area.

8. Partnerships with UN:

8.a. *COPAK* to strengthen collaboration with other UN agencies (especially UN Women, UNHCR, IOM and UNICEF).

8.b. *COPAK* to advocate for better use of the UNCT as a communication platform for agencies' respective visions and plans – such as the post 2014 agenda.¹⁰⁰

9. Monitoring and Evaluation:

9. a. *COPAK, RP Secretariat, HQ/IT* to upgrade the CP monitoring and evaluation system and link it to the RP monitoring and evaluation system.

9. b. *COPAK* to develop comprehensive and systematic qualitative outcome and impact monitoring through possibly contracting a well-qualified M&E consultant.¹⁰¹

10. Governance:

COPAK to reconsider the CP's governance structure to enhance ownership as follows:

10. a. TWGs should meet 3-4 times per year and be held in the provinces on a rotational basis to give a better sense of provincial GOP ownership. It is advisable for each SP to have its own TWG to develop a pool of local experts in each thematic area that will remain when the CP ends in 2015

⁹⁹ Background information: There is ambiguous support from GOP for the UN in developing activities in the area of counter-terrorism. If UNODC plans to move into this area of work it needs to avoid any overlap with the different partners already engaged in this work in Pakistan such as the British High Commission, the European Union and the United States.

¹⁰⁰ Background information: Despite a vibrant UNCT, there is little transparency and communication between UN agencies. This prevents UN strategic positioning in the country and fosters funding competition. In general, the UNCT is not used to its full potential.

¹⁰¹ Background information: Systematic and comprehensive outcome and impact evaluation reports for all CB and training activities implemented by the CP are essential and will enable *COPAK* to share such reports with donors who have consistently stressed the need for such data during the mid-term evaluation process. Impact evaluations should consider the longer-term behavioural changes in work practice resulting from skills-based training and that changes are maintained over an extended time period and transferable across LEA workplaces. Contracting international consultants where necessary to monitor and mentor national counterparts engaged in field-based M&E would also help to produce more in-depth impact evaluations and aid sustainability, in particular of TOT courses. (Note: SP2 Outcome 6 Prisons and SP3 Outcome 9 already include such monitoring/mentoring processes using national consultants which can serve as a possible model. However, their reports are not recorded or reflected in *COPAK* M&E documents).

10. b. The PGC should continue its function of providing strategic oversight and direction for the CP, as well as reviewing annual work plans, implementation and the results being achieved. Every endeavour should be made to ensure consistency of membership.

10. c. The PGC should be considered as a forum for COPAK to further engage with GOP in policy dialogue, e.g. supporting the GOP in developing a policy on border management.

10. d. Comprehensive briefings with PGC and TWG members should take place in advance of meetings to ensure meaningful discussions and participation.

11. Capacity Building:

11. a. *COPAK* to develop a comprehensive capacity building and training strategy¹⁰² to provide coherence and a rationale to the many CB and training initiatives undertaken over the past three years and to then guide the roll-out of future CB and training initiatives, particularly TOT courses, including the development of a pool of master trainers to ensure sustainability.¹⁰³

11. b. *COPAK* to design future training activities with at least two components/stages, ensuring follow up on knowledge gained.¹⁰⁴

11. c. *COPAK* to adopt a skills-based student-centred learning approach for TOT courses, in particular those focusing on the core curricula for LEAs.¹⁰⁵

11. d. *COPAK* to develop study tours and on the job training in a systematic manner across the CP.¹⁰⁶

¹⁰² Taking into account the recommendations from COPAK's internal White Paper "Towards a Standardised Approach to Training: UNODC Country Office Pakistan 2013 -2015.

¹⁰³ Background information: There have been variations both across and within the SPs about implementation of training and there is now an immediate need to develop a strategy to provide coherence and a rationale to the many CB and training initiatives undertaken over the past three years and to then guide the roll-out of future CB and training initiatives.

¹⁰⁴ Background information: As far as possible training events and workshops should not be 'one-offs' but be part of a training programme consisting of two or more stages. This would enable a follow-up workshop 2-3 months after the original event/workshop that can process a substantial qualitative outcome/impact evaluation, provide top-up training and a further training needs assessment, if necessary.

¹⁰⁵ Background information: This approach should incorporate practical work such as role-plays, structured small group work and case studies and not rely on a more didactic approach based on passive forms of learning such as presentation skills, including PowerPoint.

¹⁰⁶ Background information: Several GOP partners cited a need for more on-the-job training and emphasised that study tours should be based on standardised criteria: selection process for the most suitable and relevant candidates; adequate pre-reading, preparation and briefing before the study tour; clearly allotted tasks to be undertaken during the study tour; and a written report submitted to COPAK and shared with colleagues on return to Pakistan.

Important recommendations

Overall Country Programme:

12. Internal Communication Structures:

COPAK to institutionalise communication structures between SPs at both Advisor and junior staff levels to ensure proper integration and information sharing through more effective channels.¹⁰⁷

13. Knowledge Management and Dissemination Strategy:

COPAK to develop a knowledge management system and dissemination strategy for key documents.¹⁰⁸

This should include:

13. a. The continued promotion of meetings, roundtables and seminars where key stakeholders can discuss the practical uses of such publications in a more systematic and productive manner enabling them to develop specific action points as required.

13. b. A 3-6 month moratorium on the development and production of new publications¹⁰⁹ apart from crucial mapping and key publications concerning new areas like terrorism prevention, anti-corruption and money-laundering.

13. c. Review longer and more complex publications in order to develop short ‘user-friendly’ 6-8 page booklet-type synopses/summaries. These could be disseminated to donors who may not have the time to read the full document and to GOP partners for use in their meetings, roundtables, and staff training enabling them to follow up with action points.

13. d. Produce more ‘success stories’ to supplement the current and lengthier Communiqués (i.e. bulletins). These should be distributed to donors and GOP partners, as well as the media, in order to promote and publicise the significant achievements of the CP.

14. Human Resources:

14. a. *UNODC (HRMS)* to enable *COPAK* to retain the ability to hire international consultants/advisers in a flexible fashion either through UNDP in Islamabad or giving the means to UNODC HQ to act in a prompt manner.

¹⁰⁷ Background information: While there are existing links between the three SPs, particularly SP 1 and 2, communication structures should be in place to avoid possible duplication of activities, enable systematic information exchange, more effectively explore the possibilities of developing joint ventures and encourage working in a more collaborative and cooperative manner.

¹⁰⁸ Background information: Over 25,000 copies of CP publications have been distributed to GOP partners and other stakeholder but not all have been systematically or comprehensively disseminated.

¹⁰⁹ Background information: During the past three years the CP has produced a substantial number of publications and other documents that can be utilised for further advocacy, CB and training purposes. Every effort should now be made to consolidate and capitalise on this material before developing new publications. However, there may be a need to update some of the baseline assessment studies carried out in the early stage of programme development and engage with Government and donor counterparts in case deliverables have already been committed.

14. b. *COPAK* to ensure sustainability and consistency of delivery through core functions being undertaken by staff, possibly supplemented by consultants who in turn ensure transfer of skills to staff.¹¹⁰

Sub-Programme 1:

15. Human Trafficking and Migrant Smuggling:

15. a. *COPAK* in collaboration with FIA to ensure identification of human trafficking and migrant smuggling cases through development of a monitoring system within FIA.¹¹¹

15. b. *COPAK* to further collaborate with UNHCR and IOM on human trafficking and migrant smuggling.

16. Drug and Precursor Trafficking operations:

16. a. *COPAK* to pay particular attention to the monitoring of distribution of equipment and assessment of its utilisation by law enforcement agencies (e.g. forensic kits);

16. b. *COPAK and RP Secretariat* to enhance linkages between the CP and RP related to the Triangular Initiative.

16. c. *COPAK* to further engage with GOP in a necessary policy dialogue about border management.

16. d. *COPAK* to consider and propose to its counterparts providing a stronger facilitation role for LE inter-agency coordination

Sub-Programme 2:

17. Prosecution of Criminal Cases:

COPAK to engage with GOP to ensure security of prosecutors in KPK and Sindh provinces.

18. Prisons Management:

COPAK to assist prison management in monitoring the application of the new prison rules.

Sub-Programme 3:

19. Drug Treatment Protocols:

¹¹⁰ Background information: Continuation of this contracting process is essential if the CP is to retain the level of flexibility that to date has enabled it to develop, plan and implement its activities in a timely fashion and that both donors and GOP partners emphasise has been a core value. Such an in-country system is more cost effective, efficient and less likely to present 'roadblocks' for implementation of programme activities than contracting through HQ in Vienna.

¹¹¹ Background information: There is a need for setting up a monitoring system within FIA and related agencies to track their work and the number of cases encountered. This would be critical for assessing effectiveness of assistance against a baseline.

19. a. *COPAK* to assist the GOP with developing a monitoring system tracking implementation of new drug treatment protocols.

19. b. *COPAK* to further disseminate treatment protocols through linked training; roll out of draft Toolkit to enhance communication and engagement of law enforcement officials with drug users.

20. OST Centre:

20. a. *COPAK* to secure more specialised professional advice/help for the OST Centre. 112

20. b. *COPAK* to scale up OST to other sites.

21. Drug Use Household Survey:

COPAK to undertake systematic dissemination of the National Drug Use Household Survey in partnership with UNAIDS.

General recommendations

Overall Country Programme:

22. External Communication:

COPAK and ANF to enhance information sharing including strengthening of *COPAK*'s education and advocacy with the ANF in general and in particular regarding the pilot OST Centre.¹¹³

23. Inter-Regional Drug Control Approach:

UNODC HQ to ensure understanding and ownership of the Inter-regional Drug Control Approach by the entire *UNODC* (HQ and Field) . In particular, ensure that fundraising initiatives are closely coordinated between the field and HQ in order to have a consistent communication with donors.

24. Hardship Locations and Mobility Policy:

UNODC (HQ, Field) to consider strategic discussions about mobility policy related to hardship locations in the context of the UN Secretariat.

25. Coordination with Global Programmes:

25. a. *UNODC (Paris Pact Coordination Unit, GPML, RP Secretariat, COPAK)* to undertake an analysis of the extent to which the CP is operationalizing the Paris Pact recommendations, including potential gaps.

¹¹² Background information: In spite of many technical difficulties and challenges, such as the procurement of buprenorphine supplies, the OST Centre still shows positive qualitative results but would benefit from more technical assistance.

¹¹³ Background information: Despite appreciating a generally good relationship with *UNODC*, the ANF feels marginalised and excluded from some of *UNODC*'s activities. Concentrated focused advocacy is needed with the ANF to ensure their acceptance and approval for the future development and scaling up of OST.

25. b. *COPAK* to continue facilitating communication between the Paris Pact Coordination Unit and Pakistan national counterparts.

25. c. *COPAK and GPML* to explore the feasibility of enhancing the Anti-Money Laundering/ Counter Financing Terrorism capability within *COPAK*.

26. HQ and Field Relationships:

UNODC (HQ, Field) to consider more productive and clearer links (i.e. mutually reinforcing and accountable roles) between HQ and the field through more systematic communication structures, including travel to Pakistan. In particular, there is a need to strengthen the communication of all policy guidance to the field and the relaying of information from field to HQ.

V. LESSONS LEARNED

The mid-term evaluation looked for lessons learned in the Country Programme, especially lessons about design and implementation that have wider applicability in UNODC programming elsewhere.

1. *Need for UNODC corporate reflection on how to engage with conflict countries.*

In a context of conflict which is by nature volatile and requires a flexible approach, the logical framework should not be over-emphasized. Rather investments at the impact and outcome levels should be made to monitor progress against performance indicators, while the lower levels of the result chain (outputs and activities) should be flexible and adjusted to changing circumstances. The logical framework should be a flexible management tool, not a strait jacket hindering efficient management.

2. *Need for UNODC to establish an overall communication strategy to determine the linkages between UNODC mandates and the development agenda.*

As UNODC is not perceived as a development agency, guidance should be sought from UNODC HQ and communication established with other development actors in order to foster linkages with the development agenda and other UN partners. This endeavour should be undertaken in partnership with the One UN coordination mechanisms.

3. *Need to adopt a standardised approach towards development of programmes.*

Front-loading needs to take place at the planning stage by undertaking mapping exercises, baseline assessments and strategic consultations that would inform programme document design and be used as a starting point for monitoring progress. The value of conducting extensive baseline and needs assessments for every outcome cannot be over-emphasized as this ensures assistance has been targeted and consultatively designed. Strong coordination between the field and HQ is also necessary to ensure that UNODC guidance for human rights and gender appraisal is also incorporated at the design stage. Furthermore, inclusion of best-practices of the CP development phase – research and baselines – into the design of the programme need to be ensured. Research and data needs to be structurally integrated within the design of the CP hierarchy of results either through stand-alone outcomes or consistently across all outcomes.

4. *Need for programmes to be flexible and responsive to national counterparts' requests for support*

The development of carefully maintained relationships with counterparts is necessary to ensure government buy-in and a sense of ownership. Programme flexibility and regular consultation enables a timely response to national counterparts' requests for support, which translates into increased trust and facilitates positive and additional collaboration

between UNODC and GOP. In this regard, the CP governance mechanism should be seen as a good practice to build trust and ensure responsiveness to counterparts requests.

5. *Need to incorporate sound qualitative outcome and impact evaluation tools and systems at the programme design stage.*

There is a need to establish outcome-level indicators with means of access and verification from the start of programmes. In the case of capacity building and training, establishing the early development of systematic qualitative outcome and impact evaluation tools and a comprehensive inclusive M&E strategy is essential. Process evaluation is insufficient as it cannot assess work-based application of knowledge and skills gained through training. Utilizing Smartsheet as a programme management tool can improve the quality of monitoring and reporting, although the design of the tool needs to be adapted to enable the assessment of outcome-level impact.

6. *Need to establish a comprehensive capacity building and training strategy.*

Without a comprehensive strategy providing coherence and provision for alignment of training activities there is a risk of not delivering the most effective types of training. Most importantly student centred learning programmes that can maximise the potential impact of knowledge and skills-development leading to attitude and behaviour change in the workplace should be undertaken along with the development of a pool of master trainers to ensure sustainability.

7. *Need to develop a structured and systematic approach for knowledge management, including dissemination of programme publications.*

Key publications need to be identified and disseminated to stakeholders in a productive and systematic manner, preferably through joint meetings and workshops, enabling an assessment of possible action/change value. Better targeting should be considered, e.g. reaching out to the specific stakeholder groups with adjusted messages through shorter user-friendly publications or other means (media, radio) to supplement longer more complex documents. Without such a systematic approach there is no firm evidence that publications are practically being utilised by government and other stakeholders to initiate interventions and/or trigger policy change. Publications should also be used as springboards/advocacy tools to attract donor and media interest.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

In-Depth Mid-Term Evaluation of the Country Programme for Pakistan, 2010 – 2015

Project Portfolio:

- Sub-Programme 1: Illicit Trafficking and Border Management – PAKU83
- Sub-Programme 2: Criminal Justice – PAKU84
- Sub-Programme 3: Drug Demand Reduction and HIV/AIDS – PAKU85
- Sub-Programme 2: Outcome 11 Recovery of Frontline Law Enforcement in Flood-Affected Areas – PAKU86
- Development of the Pakistan Country Programme – PAKU13
- Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance – PAKU63

1. Introduction

The UNODC Country Programme (CP) for Pakistan outlines the strategic structure for UNODC's work. The CP timeframe was initially planned from 2010 to 2014. In December 2012 it was decided that the CP would be extended until 2015 in order to more fully achieve the stated impact of the CP. The Programme Governance Committee (PGC) accepted this extension and provided their full support.

The CP is designed to achieve the following outcomes:

1. Strengthen the capacity of government to address illicit trafficking and border management. This is planned to be achieved through a selection of dynamic outputs focused on the following thematic areas: impact of drug and precursor trafficking, the growing threat of human trafficking and smuggling and effective border management to increase security and accelerate development.
2. Improve the criminal justice system. This is planned to be achieved through a selection of dynamic outputs focussed in the following thematic areas: increased justice and security via law enforcement agencies, effective and balanced prosecution, prison reform and addressing the impact to governance by corrupt practices. In addition, the CP plans to strengthen the capacity of law enforcement agencies in flood-affected regions.
3. Expand drug demand reduction and HIV/AIDS interventions. This is planned to be achieved through a limited selection of activities in the following thematic areas: increased data on drug use, expanded treatment services and curricula for school-based prevention.

UNODC's Pakistan integrated programme has served as a model for similar efforts for country and regional programmes for UNODC in the field and at Headquarters, including the Regional Programme currently being developed for South East Asia and the Country Programme for Myanmar. It has transformed the UNODC-Government of Pakistan (GOP) partnership from implementing a series of relatively small 'stand-alone' projects to a more substantial and coherent programme of work focused on contributing to defined strategic outcomes.

"So far, data and analysis demonstrate successes in advancing the rule of law and addressing the needs of drug-dependant populations. In addition, ministries and agencies that disperse justice in Pakistan are now better prepared and equipped to meet the growing demand for transparent services. COPAK through the implementation of the CP, has been able to develop a method of monitoring progress on an on-going basis".

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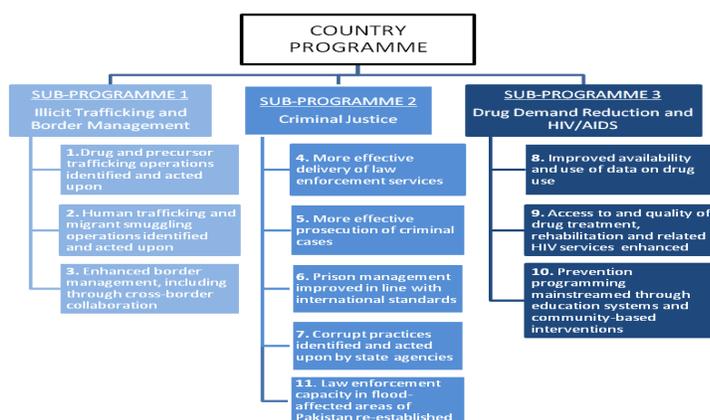
Donor support for the CP has increased significantly moving up from approximately US\$ 3 million in 2009 to US\$ 14 million in 2013. "This has been due to a number of factors, not least the development of an integrated and flexible programme of assistance, which allows for government priorities to be reflected within a responsive framework".¹¹⁵ In the last two and a half years, UNODC has risen in profile with government and donor counterparts and has been able to mainstream its mandates and work plans within the One UN Programme II 2013-2017.

The CP outlines the framework for delivering a substantial and coherent programme of work, governed cooperatively and flexibly to adapt to emerging needs and opportunities. The Programme Governance Committee (PGC) is chaired by a Government Minister and includes representatives from agencies who have a stake in the CP. The PGC is scheduled to meet on a bi-annual basis to review progress, identify new challenges and set high-level outcomes. A complimentary Technical Working Group (TWG) also meets on a bi-annual basis for a technical analysis of outputs, activities and analysis of progress. The PGC and TWG constitute the governance structure of the CP.

The over-all vision of the CP is 'A safer community, free from the threats posed by organised crime and drug use and confident in the integrity of the criminal justice system to provide access to justice'. To support this vision, UNODC's support in Pakistan is focused on three interdependent areas of work, namely:

1. Sub-Programme 1 – Illicit trafficking and border management
2. Sub-Programme 2 – Criminal justice
3. Sub-Programme 3 – Drug demand reduction and HIV/AIDS

The CP outcomes under each Sub-Programme are listed in the figure below.



To develop the Country Programme a series of baseline assessment were developed for all UNODC mandates to inform the priorities of the CP (please see Annex 3 for the list of background documents). Also,

¹¹⁴ COPAK source

¹¹⁵ COPAK source

consultations with government stakeholders were conducted and a donor mapping report has been developed and it currently maintained with updated information. (please see Annex 3 for the list of background documents).

Under the administrative structure of UNODC, the CP is split among projects which constitute the CP Portfolio.

- Sub-Programme 1: Illicit Trafficking and Border Management – PAKU83
- Sub-Programme 2: Criminal Justice – PAKU84
- Sub-Programme 3: Drug Demand Reduction and HIV/AIDS – PAKU85
- Sub-Programme 2: Outcome 11 Recovery of Frontline Law Enforcement in Flood-Affected Areas – PAKU86
- Development of the Pakistan Country Programme – PAKU13
- Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance – PAKU63

The development of the CP and the related activities were supported out of two projects: *Development of the Pakistan Country Programme* (PAKU13) and *Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance* (PAKU63). These projects have now been completed. Background information on the Sub-Programmes and related projects can be found in Annex 1

The CP is aligned with the Regional Programme (RP) and outcome, outputs and activities contribute towards regional plans. From early 2013 the outputs of the CP are 'matched' with the outputs of the RP. While the CP has a wider scope on the area of justice and development and the RP has a strong drug control focus, both programmes are in harmony and contribute to the overall achievement of UNODC Mandates.

Since the inception of the CP, COPAK has focused on ensuring that outputs are relevant to the immediate needs of Pakistan. A regular structure of review has facilitated a current understanding of demands on UNODC technical assistance. In this context, two key challenges are identified:

- Donor priorities: while the international community in Pakistan has been supportive of the CP, in practice most donors retain their political or technical priorities. For the CP this means that certain outcomes (for example Outcome 6) get more resources than others and in one case (output 7) no resources have been assigned to a particular set of activities. This is however a challenge that is acceptable in the context of UNODC-Donor relations. Overall, the CP has received generous support.
- Operating environment: the Government of Pakistan is fully engaged in the CP via the governance structure and the implementation of activities. Never the less, the dynamic political environment and the near-constant change in senior liaisons are a challenge to the scheduled and even implementation of the CP. COPAK accept this situation and measure have been put in place to counter the environmental challenge. In fact, the implementation rate for 2012 was 95% which demonstrates a high level of operational effectiveness.

The programme needs to be read in the context of a hierarchy of UNODC strategic documents and in line with UNODC integrated programming approach¹¹⁶. The programme falls under two Medium-Term

¹¹⁶ In-depth Evaluation of the Integrated Programming Approach: http://www.unodc.org/documents/evaluation/indepth-evaluations/IPA_Final_Evaluation_Report_OCT2012_IEU_rev2.pdf

Strategies (MTS) covering the period from 2008 to 2011 and from 2012 to 2015¹¹⁷. In addition to the 4-year MTS, the programme falls under UNODC Strategic Frameworks for 2010-11 and 2012-13¹¹⁸. Also, the Country Programme is conceived as a building block of the Regional Programme for Afghanistan and Neighbouring Countries (2011-14).

In order to understand the context in which the Country Office of Pakistan is operating, reference needs to be made to past project evaluations¹¹⁹ and audits. In particular, attention should be given to the audit undertaken by the Office of Internal Oversight Services (OIOS) in 2011-12 and the recent Evaluation of the Container Control Programme, which is partially implemented in Pakistan.

2. Purpose of the evaluation

The UNODC Country Office for Pakistan (COPAK) will undertake an In-Depth mid-term evaluation of the CP 2010-2015 with the guidance and quality assurance support of the Independent Evaluation Unit (IEU). The purpose of the evaluation is formative in nature as it is undertaken at mid point of the CP implementation and it intends to improve performance for the remainder of the CP implementation (best practices and lessons learned).

Deriving from this purpose, the **specific objectives** of this evaluation are to:

- Contribute to organizational learning by identifying the strengths and weaknesses of UNODC in the country and under each thematic area;
- Contribute to accountability by assessing the achievements of UNODC in the region and the appropriateness of the utilisation of resources;
- Contribute to decision-making in relation to UNODC strategic orientation and potential repositioning in the country and in thematic areas;
- Serve as a means to empower stakeholders, target groups, and other beneficiaries through a participatory approach;
- Assess to what extent recommendations from past evaluations and audits were incorporated in the programming.

3. Scope of the evaluation

The evaluation will cover the three Sub-Programmes within an overall mid-term evaluation of the CP. As mid-term evaluation, it will cover the two and a half years of implementation from November 2010 to June 2013. This evaluation exercise comprises of two tiers: at one level assessing the CP at a holistic level, and at another, looking into the specifics of each Sub-Programme individually.

117 Medium Term Strategy (MTS) for 2008 - 2011.: <http://daccess-dds-ny.un.org/doc/UNDOC/GEN/V07/806/72/PDF/V0780672.pdf?OpenElement> and <http://www.unodc.org/documents/about-unodc/UNODC-strategy-July08.pdf>

Medium Term Strategy (MTS) for 2012 - 2015:

http://www.unodc.org/documents/commissions/CCPCJ/CCPCJ-ECOSOC/CCPCJ-ECOSOC-00/CCPCJ-ECOSOC-12/ECOSOC-res_2012-12.pdf

118 Please see UNODC Strategic Framework for 2012-2013: http://www.unodc.org/intranet_pa/docs/Strategic_Framework_2012-13.pdf

119 PAK J61 in 2009: http://www.unodc.org/documents/evaluation/ProEvals-2009/ProEvals-2010/ProEvals-2011/unodc_pakj61_mid_term_evaluation_rev.pdf

PAK I33 in 2010: http://www.unodc.org/documents/evaluation/ProEvals-2009/ProEvals-2010/report_on_evaluation_of_project_on_drug_abuse_in_street_childern_final_version_1_rev.pdf

Container Control Programme Evaluation, 2013

A segment of the evaluation will be devoted to produce a final summative evaluation of the implementation of Outcome 11: *Recovery of Frontline Law Enforcement in Flood-Affected Areas* (PAKU86), which was added to the Country Programme in 2010 and has since been completed.

The evaluation will also serve as the final summative evaluation of projects *Development of the Pakistan Country Programme* (PAKU13) and *Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance* (PAKU63). These projects served to support the development of the Country Programme and have now been operationally completed.

4. Evaluation criterion and questions

The evaluation is expected to be guided by the below questions. However, please be aware that these questions correspond to a framework meant to ensure that the design of the evaluation meets some benchmarks. The list of questions is extensive and therefore, the evaluation team may have to prioritize, combine, breakdown or revise the questions during the inception phase.

Design

- To what extent was the CP designed through consultative processes?
- To what extent was the design of the CP results-oriented and evaluable?
- To what extent is the CP aligned with UNODC strategic tools (e.g. Strategic Framework, Medium Term Strategy and Thematic Programmes)?
- Knowing that the CP was designed before the Regional Programme for Afghanistan and Neighboring Countries (of which the CP is a building block), to what extent are the designs of the CP and of the RP complementary?

Relevance (at CP level)

- To what extent was the decision to develop the CP based on clearly identified needs of government counterparts and priorities in UNODC mandate areas, and if so what were they?
- To what extent does the CP maximize the UNODC comparative advantage in Pakistan?
- To what extent was the CP flexible to respond to changing priorities or challenges?

Relevance at (SP level)

- How relevant is Sub-Programme 1 to the target groups, including the Government's needs and priorities in relation to illicit trafficking and border management?
- How relevant is Sub-Programme 2 to the target groups, including the Government's needs and priorities in relation to criminal justice?
- How relevant is Sub-Programme 3 to the target groups, including the Government's needs and priorities in relation to drug demand reduction and HIV control?

Efficiency

- To what extent has the CP impacted the efficiency of working arrangements between the CP and HQ?
- How did counterparts engage in programme governance?

- To what extent have the resources and inputs converted to outputs in a timely and cost-effective manner? What are the best practices or lessons learnt regarding this efficiency?
- To what extent has the CP helped establish an integrated programme of work for UNODC in Pakistan, in the region and across thematic areas?
- To what extent is the relationship between the CP and the RP efficient and mutually beneficial? What are the best practices and lessons for the future which can be transferred to other FO's in the region?
- To what extent has the CP and RP governance structures (tripartite review meetings/mechanisms) created synergies and built on each other?
- To what extent were findings from past audits and evaluations used to improve the CP overall planning and implementation?

Effectiveness (at CP level)

- What progress has been made to the achievement of the objectives of the CP based on available findings?
- To what extent is the CP supported adequately by a monitoring and evaluation system? How does this system improve the delivery of activities and the achievement of the objectives of the Country Programme?
- To what extent have the two programme level interventions resulted in the improvement of overall effectiveness in the country?
- To what extent are the relevant monitoring systems of the two programmatic instances connected?
- How has the CP affected UNODC activities in the region, in particular the RP?
- To what extent has the security situation in the region affected the delivery of CP results?
- To what degree has COPAK and its CP contributed towards the RP? Has this resulted in better achievements and larger scope of interventions?

Effectiveness (at SP level)

- To what extent have the Sub-Programmes made progress, vis-à-vis their objectives and results (outcomes and outputs considering relevant indicators)?
- To what extent have the Sub-Programmes contributed to enhancing regional and international cooperation in these thematic areas?
- To what extent have the sub-programmes, respectively, contributed to the areas of work of the RP?

Impact

- What was the overall impact of introducing the CP and the RP into Pakistan at political level?
- What are the perceptions of the different stakeholders, especially government of Pakistan, implementing partners, other UN agencies, bilateral and multilateral donors, about the overall impact of UNODC's response activities at the national and regional level?

Sustainability

- Are national counterparts and regional/international partners committed to continue working towards the CP objectives till the end of the CP and beyond?
- Do national counterparts intend to benefit from UNODC intervention in bridging further dialogue at the bilateral, regional and international level?
- How has the ownership of key stakeholders in the country been sought and institutionalized?

Partnerships

- To what extent was the CP conducive in the development of partnerships at the bilateral, regional and international level?
- What role does UNODC play in identifying civil society organization and building partnerships with them?
- To what degree has the RP supported new drives for partnership with national and international stakeholders in Pakistan?

Human rights mainstreaming

- To what extent have human rights principles been integrated into the delivery of technical assistance under the CP, bearing in mind local circumstances?
- Which groups have benefited from and which groups have contributed to the intervention under review (groups need to be disaggregated by relevant criteria: disadvantaged and advantaged groups depending on their gender or status, etc)?
- To what extent were power relations among duty bearers and right holders changed as a result of UNODC interventions?
- To what extent has the RP supported the CP as a means to introduce human rights (in LE) related standards in Pakistan?

The evaluation report should focus on the most important lessons, especially those with wider applicability and those that have the following characteristics:

Suggested Checklist of Lessons Learned:

1. Knowledge can be applied to future activities
2. Supporting evidence is relevant: the more rigorous the evidence and the greater the triangulation of sources, the more meaningful the lesson is.
3. Formulation is concise and clear
4. Context is relevant for future activities in the area or can be adapted
5. Clear application domain and target users are defined
6. Suggested practices and guiding actions are proposed
7. The "why" question is addressed.

Lessons learned are a key component of any knowledge management system and they are important for continuously improving the performance of organizations like UNODC. Sometimes these lessons will be derived from success and sometimes they will be derived from areas where there is room for improvement.

The purpose of a lesson learned is to see what works and what does not. Lessons can be success stories that should be repeated or they can be areas in which change towards improvement is to take place. They can offer advice on how to improve processes (how things were done) or products (outputs). This

evaluation is interested to explore lessons learned in some key topics that are illustrated by the following questions:

- a) What lessons can be learned from the UNODC CP implementation in order to improve performance, results, effectiveness and integration in the future?
- b) What best practices emerged from the programme implementation?
- c) Can these best practices be realistically replicated?
- d) What lessons can be drawn from unintended results?

5. Evaluation methodology

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TORs and the availability of resources and the priorities of stakeholders. The evaluation will be undertaken through a triangulation exercise of data stemming from desk review, structured interviews, as well as other sources to be established by the team of evaluators. These could be primary data coming from questionnaires, surveys, or secondary data stemming from other entities.

As part of the desk review (see Annex 3), which will lead to an Inception Report, the evaluators will use reports produced under the Sub-Programmes, existing documents including Country Programme documents, including outcome work plans and COPAK's online programme management tool SmartSheet, the M&E tools of the Country Office (FEBSys and IRsys), implementation plans, minutes of meetings of the PGC and the TWG, Semi Annual and Progress Reports as well as reports received from national counterparts.

The evaluation will make use of structured interviews with: (i) Senior Management and selected staff at HQ in Vienna including from the regional and thematic branches; (ii) managers, national counterparts that were represented at meetings of the Programme Governance Committee; (iii) representatives of donor countries to the project(s); and the (iv) COPAK management including the Country Representative, Programme Advisors, and Programme Management Officers. Other interviewees may be added, following the advice and prior consultation of the Country Representative.

The evaluation team will elaborate on the evaluation methodology and refine the evaluation questions in the Inception Report, determining thereby the exact focus and approach for the exercise, developing the sampling strategy and identifying the sources and methods for data collection. The methodology must align with UNODC and United Nations Evaluation Group (UNEG) Norms and Standards.

6. Timeframe and deliverables

The evaluation will begin on 15 August 2013 over a period of 13 weeks carried out by two international evaluation experts, with the support of IEU. The evaluators will have the overall responsibility for the quality and timely submission of all deliverables:

- Ensure their interactions and deliverables meet quality standards as per UNODC and UNEG standards;
- Draft inception report, containing a refined work plan, methodology and evaluation tools;
- Present preliminary evaluation findings and recommendations to internal and external key stakeholders in Islamabad;
- Draft evaluation report in line with UNODC evaluation policy and guidelines;
- Consider and include comments received from the various consultative processes (IEU, internal and external);
- Finalize evaluation report; and
- Deliver final PowerPoint presentation to stakeholders in Vienna.

Following the desk review, the evaluators will travel to Vienna to receive briefings and conduct first interviews at UNODC HQs. A field mission to Pakistan is scheduled to take place as of 17 September.

The timeframe provided below is indicative.

| Deliverables and related tasks | Lead | Start | Finish |
|---|-------------|--------------|---------------|
| Desk Review of Relevant Documentation and M&E Data and Systems Review | ET | 15/08/13 | 30/08/13 |
| Inception Report | ET | 02/09/13 | 06/09/13 |
| Review of the Inception Report | IEU and FO | 09/09/13 | 12/09/13 |
| Finalization of the Inception Report | ET | 13/09/13 | 14/09/13 |
| Team preparation, Initial Briefings and Interviews in Vienna | ET | 15/09/13 | 17/09/13 |
| Mission to Pakistan and Selected Provinces | FO | 18/09/13 | 04/10/13 |
| Draft 1 of Report | ET | 4/10/13 | 18/10/13 |
| Follow up on comments gathered from various consultation processes, as needed to meet IEU quality standards (consultation with IEU, internal and external stakeholders) | ET | 18/10/13 | 21/11/2013 |
| Finalized Reports (final version) as cleared by IEU | ET | 21/11/2013 | 28/11/2013 |
| Final Presentation of Findings in Vienna | IEU | 01/12/13 | 07/12/13 |

ET: Evaluation Team

7. Evaluation team composition

The CP mid-term evaluation will be carried out by two international Independent Evaluation Experts identified by UNODC through a competitive selection process and in cooperation between IEU, COPAK and the Regional Section. The experts should have expertise in reviewing rule of law, health and research programmes, and have experience in evaluating technical assistance projects. A staff from IEU will support the evaluation team in terms of substance, as deemed appropriate.

Costs associated with the evaluators will be borne by the programme. The experts shall act independently, in line with UNODC and UNEG Ethical Guidelines and in their individual capacity and not as representatives of any government or organization that may present a conflict of interest. They will have no previous experience of working with the CP or of working in any capacity linked with it.

The qualifications and responsibilities for the evaluators are specified in the job description attached (Annex 1). In the selection process, a gender balance approach will be followed.

The roles and responsibilities of the evaluators include:

- Carry out the desk review;
- Develop the inception report (including sample size and sampling technique) in close coordination with the other consultant;
- Draft the inception report and finalize evaluation methodology incorporating relevant comments;
- Implement quantitative tools and analyze data;
- Triangulate data and test rival explanations;
- Present the preliminary findings to UNODC management and CLPs in Islamabad – consider comments received from the audience;
- Draft an evaluation report in line with UNODC evaluation policy;
- Finalize the evaluation report on the basis of comments received;
- Ensure that all aspects of the terms of reference are fulfilled;
- Prepare PowerPoint presentation and present evaluation findings and recommendations in Vienna.

The roles and responsibilities of the IEU evaluation manager include:

- Provide briefings and methodological support throughout the evaluation as necessary

- Comments on the Inception Report
- Participate in initial interviews in Vienna

8. Management of the evaluation process

a) *Independent Evaluation Unit*

The evaluation is managed by the Independent Evaluation Unit (IEU), which provides quality assurance through the provision of guidelines, formats, assistance, advice and clearance on key deliverables during the evaluation process. IEU further ensures that the evaluation conforms with the United Nations Evaluation Group (UNEG) Norms and Standards, in particular the guidance on Integrating Human Rights and Gender Equality in Evaluation¹²⁰.

In particular, the Independent Evaluation Unit (IEU) acts as clearing entity during the main steps of this evaluation. It endorses the TOR and approves the selection of the proposed Evaluation Team. IEU comments on the evaluation methodology, clears the draft report for sharing with the CLPs, endorses the quality of the final report, supports the process of issuing a management response, if needed, and participates in disseminating the final report to stakeholders within and outside of UNODC. IEU ensures a participatory evaluation process by involving Core Learning Partners during key stages of the evaluation.

Although a staff from the Independent Evaluation Unit will engage with the evaluation team, the Evaluation Officer located in Kabul will support the evaluation process in terms of logistics and background information only. Mindful of the involvement in the CP of the Evaluation Officer located in Kabul, her involvement will be limited to avoid any potential conflict of interest.

b) *Field Office*

COPAK is responsible for overlooking and supervising the evaluation process. The field office will provide all facilities including transportations, translation and office space, etc to the evaluation team.

COPAK management, in particular Sub-Programme Coordinators, is responsible for the provision of desk review materials to the evaluation team, reviewing the evaluation methodology, informing CLPs – in particular government officials and other local partners – of their role, as well as reviewing the inception report, draft and final report, and developing an implementation plan for the evaluation recommendations. Management will be in charge of providing logistical support to the evaluators including arranging the field missions. For the field missions, the evaluators liaise with COPAK as appropriate. The evaluation focal point will also be responsible for drafting the management response, if needed.

c) *Core Learning Partners*

Core Learning Partners Members of the Core Learning Partnership (CLP) are selected by the project managers in consultation with IEU (see Annex 4). Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow up action.

9. Payment modalities

Consultants will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. Payment needs to be correlated to deliverables – three installments are foreseen (25%, 25% and 50% of total fees). The first payment (25% of the consultancy fee) is paid upon receipt of the Inception Report. The second payment (25% of the consultancy fee) is paid upon receipt of the Final Report. The third payment (50%) is paid upon receipt of the presentation in Vienna.

¹²⁰ http://www.uneval.org/papersandpubs/documentdetail.jsp?doc_id=980

75% of the daily subsistence allowance and terminals is paid in advance, before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms. The consultant is paid in accordance with United Nations rules and procedures.

10. Annexes

- Annex 1: Description of Sub-Programmes and Projects
- Annex 2: Job description for International Evaluation Consultant
- Annex 3: Background documents
- Annex 4: Core Learning Partners

ANNEX 1

Sub-Programme 1: Background and Context

(a) Summary table

| | |
|--|--|
| Project number | PAKU83 |
| Project title | Sub-Programme 1: Illicit Trafficking and Border Management |
| Duration | 2010-2015 |
| Location | Pakistan |
| Linkage to Country Programme | Sub-Programme of Country Programme for Pakistan |
| Linkage to Regional Programme | Substantively linked to Regional Programme for Afghanistan and Neighbouring Countries |
| Linkage to Thematic Programme | Aligned with thematic Sub-Programme Countering transnational organized crime, illicit trafficking and illicit drug trafficking |
| Executive Agency | UNODC |
| Partner Organizations | Ministry of Narcotics Control, Interior, Federal Board of Revenue |
| Sub-Programme Manager/Coordinator | Mr Naweed RIAZ |
| Type of Evaluation | Mid-term evaluation |
| Time period covered by the evaluation | November 2010 to June 2013 |
| Geographical coverage of the evaluation | Pakistan |
| Core Learning Partners | Law enforcement agencies, donors and UNODC |

(b) Project overview and historical context in which the project is implemented

Through Sub-Programme 1, UNODC empowers law enforcement and regulatory agencies in Pakistan, as well as in neighbouring countries, to reduce illicit trafficking and manage borders to facilitate sustained economic development in the region. The priority is to support the enhancement of core capacities in relevant agencies. In support of these interventions, UNODC works to strengthen agencies' capacities to collect information and provide analysis to inform policy and programme decisions. Activities under Sub-Programme 1 of the Country Programme started in November 2010.

(c) Justification of the project and main experiences/challenges

Afghanistan remains the world's largest supplier of illicit opiates and Pakistan shares a long and porous border with Afghanistan that functions as a pivot in global drug and precursor trafficking. The objective of the Sub-Programme remains extremely relevant. Assistance to Pakistan in the area of law enforcement is more pertinent than ever. The Government of Pakistan recognizes a need for additional support in capacity-building of professionals. Also the international community has identified law enforcement in Pakistan as one of the most viable options to provide solutions for transnational organized crime in the region.

However, regular turn-over of senior officials, and reservations of some parts of the Government, has slowed implementation of activities related to the BLOs. Also, series of high-profile international incidents in the border control of Pakistan have led to heightened visibility and scrutiny of international assistance, which has rendered implementation of Outcome 3 more difficult.

(d) Project documents and revisions of the original project document;

The work under the Sub-Programme is guided by the Country Programme document and the work plan documents for outcomes 1, 2 and 3.

A project revision was approved in 2011 to reflect a decision taken at a meeting of the Programme Governance Committee, adopting amendments to add and change a number of outputs and indicative activities under outcomes 1 *Drug Supply Reduction and Precursor Control* and 3 *Border Management*, as well as an amended budget reflecting the substantive changes/additions.

A project revision is underway to extend the duration of the Country Programme by one year, following of decision by the Programme Governance Committee in December 2012. The initial duration of the CP was from 2010 to 2014, and has now been revised to last from 2010 to 2015. The total overall budget is also being raised to absorb subsequent additional funds.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

Sub-Programme 1 on Illicit Trafficking and Border Management contributes to the implementation of the UNODC Country Programme for Pakistan (2011-2015). It aims at three outcomes:

Outcome 1 – Drug and precursor trafficking operations identified and acted upon

Outcome 2 – Human trafficking and migrant smuggling operations identified and acted upon

Outcome 3 – Enhanced border management, including through cross-border collaboration

Sub-programme 1 contributes to the UNODC "Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014)", Sub-Programme 1 on Regional Law Enforcement Cooperation' under the following outcomes:

Outcome 1 -Enhanced regional cooperation and coordination to address transnational drug related crimes

Outcome 2 - Enhanced counter-narcotics enforcement capacity through delivery of better coordinated training programmes across the region

Outcome 3 - Increased use of forensic evidence in investigating and prosecuting transnational crimes.

Sub-programme 1 outputs and activities align with the UNODC Thematic Programme Countering transnational organized crime, illicit trafficking and illicit drug trafficking that was approved for 2012 to 2015 by ECOSOC in 2012.

Sub-Programme 2: Background and Context

(a) Summary table

| | |
|--|---|
| Project number | PAKU84 |
| Project title | Sub-Programme 2: Criminal Justice 2 |
| Duration | 2010-2015 |
| Location | Pakistan |
| Linkage to Country Programme | Sub-Programme of Country Programme for Pakistan |
| Linkage to Regional Programme | Substantively linked to Regional Programme for Afghanistan and Neighbouring Countries |
| Linkage to Thematic Programme | Aligned with Thematic Sub-Programmes on Justice and Countering Corruption |
| Executive Agency | UNODC |
| Partner Organizations | Provincial Police services, Prosecutors, Prison Departments, Nation Accountability Bureau |
| Sub-Programme Manager/Coordinator | Mr Collie BROWN |
| Type of Evaluation | Mid-term evaluation; and final evaluation for Outcome 11 (PAKU86) |
| Time period covered by the evaluation | January 2011 to June 2013 |
| Geographical coverage of the evaluation | Pakistan |
| Core Learning Partners | Criminal justice authorities, donors and UNODC |

(b) Project overview and historical context in which the project is implemented

UNODC's Sub-Programme 2 focuses on fundamental components of the processes that obtain and implement justice, including law enforcement agencies, prosecution and prison services, and corruption. In policing, this programme supports the development of central management capacities, for example in human resources, training approaches and crime data collection. A primary area for attention is crime scene management and forensic capacities. To turn investigations into timely and appropriate sanctions, UNODC also assists Pakistan's provincial and specialized prosecution services. Recognizing that prisoner rehabilitation is crucial to achieve justice, this programme provides advice to Pakistan's prison managers, updates to the regulatory framework and training for key staff. Activities under Sub-Programme 2 'Criminal Justice' of the Country Programme started in January 2011.

In response to devastating floods that hit Pakistan in 2010 and a subsequent call by the UN Secretary-General for UN agencies to support Pakistan in its response, UNODC launched an ad-hoc programme to help rebuild law enforcement infrastructure. Following an assessment, police posts and stations were rebuilt and refitted with basic equipment. This work and the related component of the Country Programme (outcome 11) have now been completed.

(c) Justification of the project and main experiences/challenges

The Government of Pakistan recognizes a need for additional support in capacity-building of professionals. Also the international community has identified the criminal justice system in Pakistan as one of the most viable options to provide solutions for transnational organized crime in the region.

The efforts so far made have gained the ground for the acceptability and agreement for a new way of training and learning for the law enforcement agencies and judiciary of Pakistan. The demand of agencies for e-Learning has increased significantly and is now much higher than it was envisaged initially. At least 12 law enforcement agencies in Pakistan have showed their interest in the e-Learning programme and are ready to cooperate with UNODC to launch e-Learning at their facilities.

(d) Project documents and revisions of the original project document;

The work under the Sub-Programme is guided by the Country Programme document and the work plan documents for outcomes 4, 5, 6, 7 and 11.

A project revision was approved in 2011 to reflect a decision taken at a meeting of the Programme Governance Committee, adopting amendments to add and change a number of outputs and indicative activities under outcomes 4 *Policing*, 5 *Prosecutions* and 7 *Corruption*, as well as an amended budget reflecting the substantive changes/additions.

A project revision is underway to extend the duration of the Country Programme by one year, following of decision by the Programme Governance Committee in December 2012. The initial duration of the CP was from 2010 to 2014, and has now been revised to last from 2010 to 2015.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

Sub-Programme 2 on Criminal Justice contributes to the implementation of the UNODC Country Programme for Pakistan (2011-2015). It aims at five outcomes:

Outcome 4 – More effective delivery of law enforcement services

Outcome 5 – More effective prosecution of criminal cases

Outcome 6 – Prison management improved in line with international standards

Outcome 7 – Corrupt practices identified and acted upon by state agencies

Outcome 11 – Law enforcement capacity in flood-affected areas of Pakistan re-established

Sub-programme 2 contributes to the UNODC Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries (2011-2014), Sub-Programme 2 on Regional Law Enforcement Cooperation under the following outcomes:

Outcome 4 – Increased regional cooperation in narcotics-related criminal cases

Outcome 5 – Enhanced regional cooperation on illicit money flows related to narcotics cases

Sub-programme 2 outputs and activities align with the Thematic Sub-Programmes on Justice and Countering Corruption as approved by ECOSOC in 2012.

Sub-Programme 3: Background and Context

(a) Summary table

| | |
|--|---|
| Project number | PAKU85 |
| Project title | Drug Demand Reduction and HIV/AIDS |
| Duration | 2010-2015 |
| Location | Pakistan |
| Linkage to Country Programme | Sub-Programme of Country Programme for Pakistan |
| Linkage to Regional Programme | Substantively linked to Regional Programme for Afghanistan and Neighbouring Countries |
| Linkage to Thematic Programme | Aligned with Thematic Sub-Programme on Prevention, treatment and reintegration, and alternative development |
| Executive Agency | UNODC |
| Partner Organizations | Ministry of Narcotics Control, Pakistan Bureau of Statistics, Health Departments, University of Manitoba |
| Project Manager/Coordinator | Mr Nadeem REHMAN |
| Type of Evaluation | Mid-term evaluation |
| Time period covered by the evaluation | January 2011 to June 2013 |
| Geographical coverage of the evaluation | Pakistan |
| Core Learning Partners | Health and drug control authorities, donors and UNODC |

(b) Project overview and historical context in which the project is implemented

UNODC Sub-Programme 3 builds the Government's capacity to plan, resource and implement drug use prevention, treatment, rehabilitation and comprehensive harm reduction services. UNODC enhances the availability and use of data on drug use through a national drug survey and the development of drug treatment and use reporting systems.

To increase the availability of treatment services, UNODC aims to mainstream drug treatment knowledge through the existing public health system. The extension of services to vulnerable groups will also be accelerated, as part of UNODC's contributions to global initiatives in Pakistan.

In the field of drug abuse prevention, Sub-Programme 3 mainstreams foundational knowledge into the education system and community level prevention organizations.

(c) Justification of the project and main experiences/challenges

With knowledge and data of drug use in the country remaining seriously deficient, the currently ongoing work under Sub-Programme 3 continues to be highly relevant, in particular as Pakistan is on the front-line of the world's largest illicit drug market that originates in neighbouring Afghanistan.

(d) Project documents and revisions of the original project document;

The work under the Sub-Programme is guided by the Country Programme document and the work plan documents for outcomes 8, 9 and 10.

A project revision is underway to extend the duration of the Country Programme by one year, following of decision by the Programme Governance Committee in December 2012. The initial duration of the CP was from 2010 to 2014, and has now been revised to last from 2010 to 2015.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

Sub-programme 3 on Drug Demand Reduction and HIV/AIDS contributes to the implementation of UNODC Country Programme for Pakistan, 2010-2015. Its main objective is the reduction in drug dependency, Injecting Drug use and HIV prevalence among drug dependents. It is constituted of three outcomes:

Outcome 8 – Improved availability and use of data on drug use

Outcome 9 – Access to, and quality of, treatment, rehabilitation and related HIV services enhanced

Outcome 10 – Prevention programming mainstreamed through education systems and community-based interventions

Sub-Programme 3 contributes to the “Regional Programme for Promoting Counter Narcotics Efforts in Afghanistan & Neighbouring Countries 2011-2014” under following outcomes of its Sub-Programme 3:

Outcome 6 - Increased capacities to implement comprehensive evidence-based drug prevention programmes

Outcome 7 - Increased capacity to deliver evidence-based drug dependence treatment and care services

Outcome 8 - Increased capacity to respond to and reduce the spread of HIV/AIDS among high-risk populations

Sub-Programme 3 outputs and activities align with the UNODC Thematic Programme Prevention, treatment and reintegration, and alternative development endorsed by ECOSOC in 2012.

Development of the Pakistan Country Programme – PAKU13: Background and Context

(a) Summary table

| | |
|--|--|
| Project number | PAKU13 |
| Project title | Development of the Pakistan Country Programme |
| Duration | 2005-2011 |
| Location | Pakistan |
| Linkage to Country Programme | To support development of Country Programme for Pakistan |
| Linkage to Regional Programme | Country Programme is substantively linked to Regional Programme for Afghanistan and Neighbouring Countries |
| Linkage to Thematic Programme | Aligned with all thematic Sub-Programmes |
| Executive Agency | UNODC |
| Partner Organizations | N/A |
| Sub-Programme Manager/Coordinator | Mr Nadeem REHMAN |
| Type of Evaluation | Final evaluation |
| Time period covered by the evaluation | December 2005 to December 2011 |
| Geographical coverage of the evaluation | Pakistan |
| Core Learning Partners | Donors and UNODC |

(b) Project overview and historical context in which the project is implemented

The objective of the project was to develop the UNODC programme for Pakistan to promote and support the development of institutional capacity to counter organized crime (including illicit traffic in drugs), corruption and drug abuse.

(c) Justification of the project and main experiences/challenges

Pakistan has faced serious economic problems, compounded by high levels of defence expenditure and debt servicing, social dislocation and sectarian strife. Pakistan has also had to deal with large-scale trafficking of illicit drugs from Afghanistan which has increased the number of drug users and now poses the threat of HIV/AIDS epidemic.

In a situation of severe resource constraints and relatively weak public institutions, organized crime (including illicit drug trafficking), corruption and money laundering threaten political stability, the achievement of

economic and social goals and the development of better standards of governance. Fairer and more efficient law enforcement and effective measures to address corruption are important cross-cutting issues for development in Pakistan.

(d) Project documents and revisions of the original project document

The work under PAKU13 was guided by its original project document dating from 2005 and subsequent project revisions:

January 2007: To extend the project by 19 months until December 2008, and increase the project budget to provide additional funding for programme development and to accommodate additional donor commitments/pledges for law enforcement training.

September 2009: To increase the budget of the project and enhance project management mechanisms by adding a position of Associate Expert (50%) to provide capacity for further development of the project.

February 2010: To increase the total approved budget to accommodate the position of an Associate Project Officer (100%).

December 2010: This project revision is to extend the project duration for another six months in order to finalize pending activities that need to be transitioned into the Sub-Programmes of the Country Programme for Pakistan.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

The overall objective of the project was to reduce organized crime, corruption and drug production, trafficking and abuse, in Pakistan by developing the capacity of government agencies and civil society organizations, strengthening the rule of law in the field of drug control and crime prevention and promoting more effective collaboration between agencies.

The project's immediate objectives are as follows:

1. To develop capacity within key law enforcement agencies to counter organized crime, corruption, drug production, trafficking and abuse and supporting more effective collaboration between agencies.
2. Promote regional cooperation to counter trafficking in drugs, arms and human beings, other forms of organized crime and corruption.
3. Better integration of UNODC activities with those of other international organizations and with civil society.
4. Strengthen drug demand reduction and HIV/AIDS prevention initiatives.

The strategy of this project was congruent with the strategy outlined to achieve the outcome "Reduced social threats from drugs and crime" in the United Nations Development Assistance Framework for Pakistan (2004 – 2008).

Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance: Background and Context

(a) Summary table

| | |
|--|--|
| Project number | PAKU63 |
| Project title | Strengthening the capacity of Pakistan to respond to threats from drugs, crime and terrorism: development of a comprehensive programme of assistance |
| Duration | 2010-2012 |
| Location | Pakistan |
| Linkage to Country Programme | To support development of Country Programme for Pakistan |
| Linkage to Regional Programme | Country Programme is substantively linked to Regional Programme for Afghanistan and Neighbouring Countries |
| Linkage to Thematic Programme | Aligned with all thematic Sub-Programmes |
| Executive Agency | UNODC |
| Partner Organizations | N/A |
| Sub-Programme Manager/Coordinator | Mr Nadeem REHMAN |
| Type of Evaluation | Final evaluation |
| Time period covered by the evaluation | January 2010 to December 2012 |
| Geographical coverage of the evaluation | Pakistan |
| Core Learning Partners | Donors and UNODC |

(b) Project overview and historical context in which the project is implemented

Pakistan has been affected by a range of issues that have contributed to the destabilization of the country and highlighted weaknesses in security sector related institutions. A well-coordinated and comprehensive plan of technical assistance was required to bolster the ability of Pakistan to respond.

Subsequent to the Ministerial Conference of the Friends of Democratic Pakistan Group held in Tokyo in April 2009 where priority areas for urgent support to the Government of Pakistan were identified and discussed, UNODC conducted a strategic programming mission to Pakistan in May/June 2009. This project is developed as follow-up to the drafting of a concept note based on the findings of that mission and further consultations with the Government of Pakistan and major bilateral/donor partner governments.

(c) Justification of the project and main experiences/challenges

Policy and trend analysis is essential to measuring trends, highlighting problems, learning lessons and evaluating effectiveness, and to inform the development of a programme of assistance.

The project was essential for the development of the Country Programme, as well as the implementation of the first phase of the Programme.

(d) Project documents and revisions of the original project document;

The work under PAKU63 developed in 2009 was guided by the main project document, and subsequent project revisions:

August 2010: To extend the timeframe of the project in order to include an additional output related to the assessment and provision of training and pilot HIV services in Balochistan to be implemented with funding from the OneUN.

May 2011: To extend the timeframe of the project to consolidate the development and implementation of the UNODC Country Programme for Pakistan.

May 2011: To include the post the Associate Programme Officer (50%) for backstopping functions for COPAK.

(e) UNODC strategy context, including project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme;

The aim of this project is to assess the capacity needs of Pakistan to respond to threats from drugs, crime and terrorism, and design a strategic response, supported by the following outcomes:

1. Needs of Pakistan and Government of Pakistan institutions and officials are assessed
2. A comprehensive programme of technical assistance for Pakistan
3. Coordination of UNODC, bilateral partners and the Government of Pakistan

This project is consistent with the UNODC mandate articulated in the 2008-2011 Workplan and the Strategic Themes of:

1. Rule of Law
2. Policy and trend analysis
3. Prevention, treatment and reintegration, and alternative development

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

INTERVIEW GUIDE 1: UNODC STAFF (COPAK and Vienna HQ)

Current position:

Date/location of interview:

Time of interview:

Interviewer:

Thank you for taking the time to answer my questions. I would like to emphasise that the interview is confidential in nature, your name does not appear, and any material from the interview used in future reports will not be attributed to you directly.

COMMON SET OF QUESTIONS

- ▶ HQ leaders & Managers
- ▶ COPAK leaders
- ▶ Programme staff

Background information:

- When did you first start working with the CP?
- What is/was your role in the Programme? Has it changed over time?
- Identify the most important factors that have helped/supported/facilitated your work?
- Identify the most important factors that have constrained/acted as a barrier to your work?

Efficiency:

- What has been the major challenges you have faced in your work with the CP?

Effectiveness/Impact:

- Generally what has been the CP's impact on and contribution to the SP1/SP2/SP3 sector in Pakistan? In what ways has the CP made particular contributions in this sector? (give examples)

Programmatic Approach/ Integration:

- What linkages between the three sub-programmes do you see? Please comment on their relevance and applicability.
- Do you have any suggestions for improving these linkages?

Governance/Ownership:

- How are GOP stakeholders consulted regarding the work of the CP?
- To what extent are their views incorporated in the programme?

Relevance:

- Do they see the programme as relevant and in what way?

Partnership/Efficiency:

- Has the lack of continuity in government staffing constrained programme implementation and 'strained' UNODC/Government partnership?

- What areas for improvement could be considered?
- Has the programme engaged other agencies outside GOP? Has this engagement been effective in supporting the programme?
- What areas for improvement could be considered?

Programmatic Approach/ Integration:

- How would you demonstrate the interconnectedness between the CP and RP?
- To what extent do you think the RP and CP work in an integrated manner? Have they been supportive of each other?
- Do you think this could be improved in any way?
- To what extent do you think both the RP and CP are supported by an M&E system?

Sustainability:

- To what extent is UNODC 's support to national capacity development designed around specific actions aimed at ensuring sustainability?

Effectiveness:

- What KAP changes have occurred as a result of the CP's capacity building initiatives and how can this change be demonstrated?

Lessons learned/recommendations:

- What are the main lessons learned that you would take from your work with the CP?
- Do you have any recommendations that would improve the effectiveness and efficiency of the CP over the next few years?
- Are there any specific areas of work you think the CP should focus on over the next two years? Please outline and state why
- Is there anything I've left out that you think would be useful for the evaluation?

Thank you for taking the time to answer the questions.

STRATEGIC THINKING/ PLANNING

- ▶ HQ leaders & Managers
- ▶ COPAK leaders

- What are the main political & socio-economic drivers of this programme?
- If you were to provide 3 goals/objectives for this programme, what would they be?
- If you were to provide 3 achievements, what would they be?
- If you were to provide 3 challenges, what would they be in a priority order? In your opinion, could these be turned into opportunities? If yes, how? If no, why?

PROGRAMMATIC APPROACH

- ▶ Programme staff
- ▶ HQ Managers

- If you were to articulate a programme rationale, what would it be?
- [What linkages between the sub-programmes do you see? Please comment on their relevance/applicability.]
- If you were to demonstrate the interconnectedness between the CP and RP, what would you say?
- If you were responsible for designing this programme (bearing in mind context, capacities, constraints) how would you do it? Outline the steps you would follow. Probe.
- What is the long-term vision for this programme?
- What are the 3 most important aspects of this programme? Rank them accordingly.

- What are the 3 most important challenges facing this programme?
- If you were to advocate the benefits of this programme but were limited to one single benefit, what would be the most important one in your view?
- If you were starting afresh, i.e. formulating this programme and, taking the lessons learnt, how would you go about its design/formulation?

EFFICIENCY

- ▶ UNODC Rep.
- ▶ Finance manager
- ▶ Finance team

- What was the overall budget for the programme & what were the reasons behind budget cuts in SP2 & SP3?
- What were the costs/activity and identified results?
- What is the rate of disbursement?
- How is the staffing/management structure sustained against budget/programme?
- Does the budget integrate the costing of an M & E function?
- What is the rate of implementation of the audit recommendations?

SUSTAINABILITY

- ▶ COPAK leaders
- ▶ Programme managers

- What is GoP's commitment to maintain political focus & financial investment in addressing illicit trafficking & maintaining sound border control management?
- To what extent is UNODC's support to national capacity development articulated around specific actions aimed at ensuring sustainability (handing over of responsibilities, ToTs, etc);

INTERVIEW GUIDE 2: GoP

Current position:

Date/location of interview:

Time of interview:

Interviewer:

Thank you for taking the time to answer my questions. I would like to emphasise that the interview is confidential in nature, your name does not appear, and any material from the interview used in future reports will not be attributed to you directly.

COMMON SET OF QUESTIONS

- ▶ Government representatives
- ▶ PGC

Background information:

- When did you first start working with the CP?
- What is/was your role in the Programme? Has it changed over time?
- Identify the most important factors that have helped/supported/facilitated your work?
- Identify the most important factors that have constrained/acted as a barrier to your work?

Efficiency:

- What has been the major challenges you have faced in your work with the CP?

Effectiveness/Impact:

- Generally what has been the CP's impact on and contribution to the SP1/SP2/SP3 sector in Pakistan? In what ways has the CP made particular contributions in this sector? (give examples)

Programmatic Approach/ Integration:

- What linkages between the three sub-programmes do you see? Please comment on their relevance and applicability.
- Do you have any suggestions for improving these linkages?

Governance/Ownership:

- How are GOP stakeholders consulted regarding the work of the CP?
- To what extent are their views incorporated in the programme?

Relevance:

- Do they see the programme as relevant and in what way?

Partnership/Efficiency:

- Has the lack of continuity in government staffing constrained programme implementation and 'strained' UNODC/Government partnership?
- What areas for improvement could be considered?
- Has the programme engaged other agencies outside GOP? Has this engagement been effective in supporting the programme?
- What areas for improvement could be considered?

Programmatic Approach/ Integration:

- How would you demonstrate the interconnectedness between the CP and RP?
- To what extent do you think the RP and CP work in an integrated manner? Have they been supportive of each other?
- Do you think this could be improved in any way?
- To what extent do you think both the RP and CP are supported by an M&E system?

Sustainability:

- To what extent is UNODC 's support to national capacity development designed around specific actions aimed at ensuring sustainability?

Effectiveness:

- What KAP changes have occurred as a result of the CP's capacity building initiatives and how can this change be demonstrated?

Lessons learned/recommendations:

- What are the main lessons learned that you would take from your work with the CP?
- Do you have any recommendations that would improve the effectiveness and efficiency of the CP over the next few years?
- Are there any specific areas of work you think the CP should focus on over the next two years? Please outline and state why
- Is there anything I've left out that you think would be useful for the evaluation?

Thank you for taking the time to answer the questions.

STRATEGIC THINKING/ PLANNING

- ▶ Government representatives
- ▶ Selected Partners

- What are the main political & socio-economic drivers of this programme?
- If you were to provide 3 goals/objectives for this programme, what would they be?
- If you were to provide 3 achievements, what would they be?
- If you were to provide 3 challenges, what would they be in a priority order? In your opinion, could these be turned into opportunities? If yes, how? If no, why?

PROGRAMMATIC APPROACH

- ▶ PGC

- If you were to articulate a programme rationale, what would it be?
- [What linkages between the sub-programmes do you see? Please comment on their relevance/applicability.]
- If you were to demonstrate the interconnectedness between the CP and RP, what would you say?
- If you were responsible for designing this programme (bearing in mind context, capacities, constraints) how would you do it? Outline the steps you would follow. Probe.
- What is the long-term vision for this programme?
- What are the 3 most important aspects of this programme? Rank them accordingly.
- What are the 3 most important challenges facing this programme?
- If you were to advocate the benefits of this programme but were limited to one single benefit, what would be the most important one in your view?
- If you were starting afresh, i.e. formulating this programme and, taking the lessons learnt, how would you go about its design/formulation?

PROGRAMME RELEVANCE / OWNERSHIP

- ▶ GoP: relevant ministries
- ▶ TWGs

- Were you consulted prior to the development of the programme? If yes, please describe the consultation process.
- Do you consider that your views were incorporated in the programme? Describe them.
- Do you consider the programme as relevant and in what way?

EFFECTIVENESS

- ▶ Ministry of Justice

- What are the changes –if applicable- in the legal framework that have occurred in terms of setting up a sound justice system to maintain the rule of law?
- What KAP changes have occurred as a result of the capacity building initiatives and how can this change be demonstrated?

PARTNERSHIPS/ COOPERATION

- ▶ MOFA
- ▶ Ministry of Justice

- In what way has the lack of continuity in government staffing constrained programme implementation & (potentially) 'strained' UNODC/Government partnership?
- To what extent is the programme integrated in the One UN?

- Has the programme engaged your agency in design, planning, and/or implementation? If yes, how? If not, why?
- What are the strengths and potential areas for improvement?
- How would you describe the level & basis of cooperation/partnership between UNODC and you (as a donor)?
- How would you describe your commitment (political/financial) beyond the current phase?
- What are the strengths & potential areas for improvement

INTERVIEW GUIDE 3: DONORS

► Among the main donors to be interacted with/interviewed in Islamabad would be: Norway, the European Union, the World Bank, the Asian Development Bank, the European Union

- How would you describe the level & basis of cooperation/partnership between UNODC and you (as a donor)?
- How would you describe your commitment (political/financial) beyond the current phase?
- What are the strengths & potential areas for improvement?
- What are, in your opinion, the 3 main challenges for UNODC work in Pakistan?
- What are the linkages between the Pakistan CP/RP and what recommendations would you share with the evaluation team?
- What are some of the lessons related to the current programme?
- How do you see your future engagement in Pakistan and the region in light of, for instance, the withdrawal of the US (and possibly other European allies) from Afghanistan? and,
- What correlations do you see between the two programme levels: CP and RP?
- What correlation/interaction do you see between relevant regions, e.g. between the RP AFG and the RP East Africa?

INTERVIEW GUIDE 4: PARTNERS SUCH AS UN AGENCIES

- To what extent is the programme integrated in the One UN?
- Has the programme engaged your agency in design, planning, and/or implementation? If yes, how? If not, why?
- What are the strengths and potential areas for improvement?
- How would you describe the level & basis of cooperation/partnership between UNODC and you (as a donor)?
- How would you describe your commitment (political/financial) beyond the current phase?
- What are the strengths & potential areas for improvement?

BRIEFING GUIDE 1: UNODC STAFF IN VIENNA

Introductions and purpose of meeting – mid-term evaluation of the CP/Pakistan and the need to benefit from their views

- What key questions would you like to see addressed by this evaluation?
- How would you characterize the overall value of the CP to promoting the rule of law and public health?
 - What, if any, specific CP products, publications or activities have you found to be useful? Why?
 - What, if any, specific CP products, publications or activities have you found to be less useful? Why?
 - In what ways would you like to see the CP strengthen its overall approach to promoting the rule of law and public health?
- What in your opinion are the 3 main challenges for UNODC work in Pakistan?

- What are the linkages between the Pakistan CP and the RP? Do you have any recommendations to make that would improve this link?
- How do you see your future engagement in Pakistan and the region in light of, for instance, the withdrawal of NATO and the US from Afghanistan?
- What correlations do you see between the two programme levels: CP and RP?
- What correlation/interaction do you see between relevant regions, e.g. between the RP AFG and the RP East Africa?

BRIEFING GUIDE 2: DONORS IN VIENNA

Introductions and purpose of meeting – mid-term evaluation of the CP/Pakistan and the need to benefit from their views

- What key questions would you like to see addressed by this evaluation?
- What in your opinion are the 3 main challenges for UNODC work in Pakistan?
- We would like to discuss the governance arrangements. Specifically, to what extent have the CP's governance arrangements been conducive to effective Programme implementation?
- How effectively has the CP developed partnerships with other key stakeholders?
- What are the linkages between the Pakistan CP and the RP? Do you have any recommendations to make that would improve this link?
- How do you see your future engagement in Pakistan and the region in light of, for instance, the withdrawal of NATO and the US from Afghanistan?
- What correlations do you see between the two programme levels: CP and RP?
- What correlation/interaction do you see between relevant regions, e.g. between the RP AFG and the RP East Africa?
- Overall, do you believe that the CP should be continued?
 - If yes, what elements should stay the same?
 - What should be done differently?
 - What criteria would you use to prioritize where the CP should focus in the future?
 - On the basis of these criteria, what specific areas (objectives or outputs) would you suggest that the CP focus on?

ANNEX III. DESK REVIEW LIST

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- Asia Society, Stabilising Pakistan through Police Reform: a Report by the Asia Society Independent Commission on Pakistan Police Reform, July 2012
- Human Rights Watch World Report 2013
- Transparency International Pakistan, Annual Report 2012
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- UNODC Pakistan, Improving Services for Female Prisoners: an Instructors Guide, January 2013
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- UNODC Pakistan, Human Resources Operations Plan 3.1 Accountability and Evaluation, March 2013
- UNODC Pakistan, Country Programme 2010 – 2014 Technical Working Group Meeting Minutes, September 2012
- UNODC Pakistan, Country Programme 2010 – 2014 Programme Governance Committee Meeting Minutes
- UNODC Pakistan, FEBSys (Feedback System) Structure and IRSys (Impact Review System) Structure)
- UNODC, Regional Programme for Promoting Counter Narcotics efforts in Afghanistan & neighbouring countries, 2011-2014
- UNODC, Guidelines for Inception Reports, Undated
- Reports for Subprogrammes U83, U84 and U85
- Programme Governance Committee (PGC) minutes

- Technical Working Groups (TWG) minutes
- Staff Development Policy
- Logical Framework, Pakistan Country Programme 2010 to 2014
- Evaluability & Results Orientation Mission: main findings, outputs & follow up actions, February 2012

ANNEX IV. LIST OF STAKEHOLDERS CONTACTED

| Organization | | Designation |
|--|-----|--|
| Australian High Commission | 1. | Australian Federal Police, Counsellor, Police Liaison |
| | 2. | First Secretary |
| British High Commission | 3. | Second Secretary (Political) |
| | 4. | Second Secretary (Political) (former) |
| Canadian High Commission | 5. | Counsellor (Political) |
| | 6. | First Secretary (Political) |
| | 7. | Senior Programme Manager, Capacity Building Programs Division |
| Embassy of Denmark | 8. | Programme Officer |
| Embassy of Germany | 9. | First Secretary (Political and Economic Affairs) |
| Embassy of Norway | 10. | Counsellor (Development) |
| | 11. | Programme Advisor |
| Embassy of The Netherlands | 12. | First Secretary |
| | 13. | Senior programme Officer (Education and Governance) |
| Embassy of the United States | 14. | Second Secretary - Counter-Narcotics & Corrections Programs (former) |
| Permanent Mission to UNODC | 15. | Australia; Second Secretary |
| | 16. | Canada; First Secretary |
| | 17. | Denmark |
| | 18. | Norway; First Secretary |
| | 19. | United Kingdom; First Secretary |
| | 20. | United Kingdom; Political Attaché |
| | 21. | United States; Second Secretary |
| Anti Narcotics Force | 22. | Commandant ANF Academy |
| | 23. | Deputy Director International Cooperation |
| | 24. | Deputy Director IT |
| | 25. | Director Headquarters |
| | 26. | Mechanical Transport Officer |
| | 27. | Joint Secretary |
| Economics Affairs Division | 28. | Commandant / Director admn. FIA Academy |
| Federal Investigation Agency | 29. | Training Coordinator (Criminal Cases) |
| | 30. | Training Coordinator (Immigration) |
| | 31. | Training Coordinator (In charge of E-Learning Centre) |
| Institute of Psychiatry Rawalpindi | 32. | Head Institute of Psychiatry, OST Centre, Rawalpindi |
| | 33. | Project Manager Drug Detoxification Unit |
| Ministry of Interior, Narcotics Control Division | 34. | Deputy Secretary |
| | 35. | Joint Secretary |
| | 36. | Secretary - Narcotics Control Division |
| National Accountability Bureau | 37. | Deputy Director |
| | 38. | Deputy Director Operations Division |

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| Pakistan Bureau of Statistics | 39. | Deputy Director General |
| | 40. | Director |
| Balochistan Police | 41. | DPO Jaffrabad |
| | 42. | RPO Quetta |
| Balochistan Reclamation and Probation Department | 43. | Acting Director (actual Assistant Director), Balochistan Reclamation and Probation Department |
| | 44. | Assistant Director/Master Trainer, Balochistan Reclamation and Probation Department |
| Gilgit Baltistan Police | 45. | SSP Operations |
| KPK Frontier Constabulary | 46. | District Officer (Commandant Training Centre) Hayatabad |
| | 47. | PSP - (Assistant District Officer) FC Hayatabad |
| KPK Police | 48. | ASP Cantt Noshera |
| | 49. | Commandant PTC Hangu |
| | 50. | Deputy Director, PCU - Noshera |
| | 51. | DG PMU KPK Police |
| KPK Prosecutions | 52. | Director General |
| KPK Reclamation and Probation Department | 53. | Acting Director (actual Assistant Director), KPK Reclamation and Probation Department |
| Provincial AIDS Control Programme | 54. | Director |
| Punjab Prosecutions | 55. | Secretary Prosecutions |
| Punjab Reclamation and Probation Department | 56. | Assistant Director, Punjab Reclamation and Probation Department |
| Sindh Police | 57. | DIG Operations and T&A |
| | 58. | DIG Training |
| Active Help Organization (AHO) | 59. | Okara |
| Dar-ul-Nijat (Hospital Name) | 60. | Karachi |
| Dost Welfare Foundation, | 61. | Peshawar |
| Ghazi Social Welfare Association Larkana Sindh | 62. | Larkana |
| Phoenix Foundation for Research & Development | 63. | Lahore |
| Sindh Health & Education Development Society (SHEDS) | 64. | Hyderabad |
| Society of Collective Interests Orientation | 65. | Quetta |
| ILO | 66. | Senior Programme Assistant, Promoting Gender Equality for Decent Employment |
| IOM | 67. | Associate Expert, JPO on Counter Trafficking |
| UNAIDS | 68. | M&E Advisor |
| | 69. | Representative |
| UNDP | 70. | Advisor Rule of Law |
| | 71. | Operations Officer, Security Information and Operations Centre, UNDSS |
| UNHCR | 72. | Associate Legal Officer, |
| UN Women | 73. | Programme Specialist |
| WHO | 74. | National Programme Officer, HIV and AIDS |

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|------------------------|-----------------------------|---|
| UNODC COAFG Staff | 75. | Evaluation Officer |
| | 76. | Senior Adviser (Counter Narcotics Programme) |
| | 77. | Assistant Programme Officer (CBT e-Learning) |
| | 78. | Associate Expert in Programme Management and Research |
| | 79. | Communications and Information Assistant |
| | 80. | Country Programme Research Officer |
| | 81. | Executive Assistant |
| | 82. | HIV/AIDS Adviser |
| | 83. | Human Resources Officer |
| | 84. | Information and Programme Development Officer, Outcome 7 Officer |
| | 85. | Monitoring and Evaluation Consultant |
| | 86. | National Junior Consultant |
| | 87. | National Junior Consultant |
| | 88. | National Project Officer -Flood Recovery |
| | 89. | Policing Consultant |
| | 90. | Prison Programme Officer |
| | 91. | Programme Associate IT e-Learning |
| | 92. | Programme Associate IT e-Learning |
| | 93. | Programme Coordinator (Sub Programme 2 & Criminal Justice Advisor) |
| | 94. | Programme Coordinator and Criminal Justice Adviser (Illicit Trafficking and Border Management) |
| | 95. | Programme Management Associate |
| | 96. | Programme Management Officer |
| | 97. | Programme Management Officer |
| | 98. | Programme Officer - Border Mgmt Proj |
| | 99. | Programme Officer - DDR and HIV/AIDS |
| | 100. | Programme Officer Human Trafficking |
| 101. | Representative | |
| 102. | Senior Programme Officer | |
| 103. | Sub Programme Associate | |
| 104. | Sub-Programme Associate LE | |
| 105. | Training Management Officer | |
| 106. | Training Management Officer | |
| UNODC COPAK Consultant | 107. | Rule of Law and Criminal Justice Advisor |
| UNODC COPAK Trainer | 108. | SP1 Trainer: Investigations |
| | 109. | SP1 Trainer: Investigations; National Project Officer |
| | 110. | SP2 Trainer: Prisons |
| | 111. | SP3 Trainer:Drug Treatment & Rehabilitation |
| UNODC ROARE Staff | 112. | Associate Programme Officer, DO/IPB/RSEWCA/WCAT (former) |
| UNODC ROSEAP Staff | 113. | Consultant for COPAK (former) |
| | 114. | Regional Representative |
| UNODC HQ Staff | 115. | Chief of RSEWCA and Representative of the Programme Office in Serbia |
| | 116. | Chief, DM/FRMS |
| | 117. | Chief, DM/FRMS/AS |
| | 118. | Chief, DM/FRMS/BS/UBU |
| | 119. | Chief, DM/GSS/PU |
| | 120. | Chief, DM/ITS/CSSS |

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| | 121. | Chief, DO/DHB |
| | 122. | Chief, DO/DHB/HAS |
| | 123. | Chief, DO/IPB/PSOU |
| | 124. | Chief, DPA/PAB/CPS |
| | 125. | Chief, DPA/RAB |
| | 126. | Chief, DTA/CEB/ISS |
| | 127. | Chief, DTA/OCB/HTMSS |
| | 128. | Chief, DTA/OCB/ISS |
| | 129. | Director, DO |
| | 130. | Drug Control and Crime Prevention Officer, DO/JS |
| | 131. | Expert, DO/DHB/HAS |
| | 132. | Expert, DO/DHB/HAS |
| | 133. | Programme Management Officer, DTA/OCB/ISS |
| | 134. | Programme Officer (Illicit Financial Flows, Anti Money-Laundering and Counter-Financing of Terrorism); DTA/OCB/ISS |
| | 135. | Programme Officer, DO/IPB/RSEWCA/WCAT |
| | 136. | Programme Officer, DO/IPB/RSEWCA/WCAT |
| | 137. | Programme Officer, DTA/TPB/ISS I |
| | 138. | Project Coordinator, DO/IPB/PP |
| | 139. | Project Coordinator, DTA/OCB/ISS |
| | 140. | Scientific Affairs Officer, DPA/RAB/LSS |
| | 141. | Senior Inter-Regional Advisor, DO/IPB |
| | 142. | Senior Inter-Regional Advisor, DO/JS |
| | 143. | Senior Programme Coordinator, DTA/OCB/ISS |
| | 144. | Statistician |
| | 145. | Team Leader, DM/ITS/CSSS/CSU/BIT |

ANNEX V. LIST OF COPAK PUBLICATIONS

| Title of Publication | Outcome | Output | Print Status | Type | Print Date | Print Year |
|---|---------|--------|--------------|------------|------------|------------|
| DVD Tool on Precursors | 1 | 1.1 | Printed | DVD | | 2013 |
| Information Gathering & Development of Intelligence (junior ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Information Gathering & Development of Intelligence (Mid ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Information Gathering & Development of Intelligence (senior ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Gathering & Presentation of Evidence (junior ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Gathering & Presentation of Evidence (mid ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Gathering & Presentation of Evidence (Senior ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Interviewing of Witnesses, Victims & Suspects (junior ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Interviewing of Witnesses, Victims & Suspects (mid ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Interviewing of Witnesses, Victims & Suspects (senior ranks) | 1 | 1.2 | Printed | Curriculum | | 2013 |
| Monitoring and Evaluation of e-Learning | 1 | 1.2 | Printed | Report | | 2012 |
| Compendium of History of the Triangular Initiative (TI) | 1 | 1.5 | Printed | Report | | 2012 |
| Drug/precursor Legislative and Regulatory Gap Analysis | 1 | 1.1 | Printed | Assessment | | 2012 |
| Precursor Trafficking and Diversion in Pakistan | 1 | 1.1 | Printed | Assessment | | 2011 |
| Examining the Dimensions, Scale and Dynamics of Illegal Economy: A Study of Pakistan in the Region | 1 | | Distributed | Report | 02/22/13 | 2012 |
| Precursor Trafficking and Diversion in Pakistan | 1 | 1.3 | Printed | Assessment | | 2010 |
| Curriculum for Law Enforcement Agencies with Human Trafficking and Smuggling of Migrants Mandate for Officers | 2 | 2.2 | Distributed | Curriculum | 01/29/13 | 2012 |
| Smuggling of Migrants and Trafficking in Persons: An Analysis of the Information Collection and Management System of the Federal Investigation Agency | 2 | 2.3 | Distributed | Report | 01/29/13 | 2012 |
| Smuggling of Migrants by Land, Air and Sea in Pakistan: A Review of National Laws and Treaty Compliance | 2 | | Distributed | Report | 01/29/13 | 2011 |
| Irregular Migration and Associated Crime in Pakistan: A Review of the Federal Investigation Agency's (FIA) Training Programme | 2 | | Printed | Report | 01/29/13 | 2011 |

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|---|---|-----|-------------|------------|----------|------|
| Pakistan's Law Enforcement Response to the Smuggling of Migrants and Trafficking in Persons | 2 | | Printed | Report | 01/29/13 | 2011 |
| Trafficking in Persons in Pakistan: A Review of National Laws and Treaty Compliance | 2 | | Printed | Report | 01/29/13 | 2011 |
| Mapping of FIA Network for the Collection, Analysis and Reporting of Information | 2 | 2.3 | Printed | Report | | 2012 |
| Survey of Human Trafficking and Migrant Smuggling Routes from Pakistan to Neighboring and Distant Countries | 2 | 2.3 | Printed | Report | | 2012 |
| Crime Facilitating Migration from Pakistan and Afghanistan | 2 | 2.3 | Printed | Assessment | | 2010 |
| Curriculum for Law Enforcement Agencies with a Border Management Mandate for Middle Ranking Officers | 3 | 3.1 | Printed | Curriculum | | 2012 |
| Evaluation of Pilot BLO Torkham | 3 | 3.1 | Printed | Assessment | | 2012 |
| Enhancing Border Management in Balochistan | 3 | 3.2 | Printed | Assessment | | 2011 |
| Cross-Border Communications Plan - SOM Delegates | 3 | | Printed | Assessment | | 2011 |
| Enhancing Border Management Pakistan-China Frontier | 3 | 3.2 | Printed | Assessment | | 2009 |
| Preparing for Security Implications of Infrastructure Development | 3 | | Printed | Assessment | | 2010 |
| Toolkit for Building Crime Scene Investigation Capacity in Pakistan - Practical Tool for Investigation Officers | 4 | 4.3 | Planned | Curriculum | | 2013 |
| Step-by-step pocket guides First Responders (Urdu and English) | 4 | 4.3 | Printed | Handbook | | 2012 |
| CSI Posters | 4 | 4.3 | Printed | Poster | 02/12/13 | 2013 |
| Step-by-step pocket guides Investigators (Urdu and English) | 4 | 4.3 | Printed | Handbook | | 2012 |
| Policing in Pakistan - An overview of institutions, debates and challenges | 4 | 4.1 | Printed | Report | 01/29/13 | 2012 |
| Implementation Plan on How to Deliver CSI | 4 | 4.3 | Printed | Report | | 2012 |
| Collection and Analysis of Data from Provincial Police to Monitor and Evaluate Impact of CSI | 4 | 4.3 | Planned | Report | | 2013 |
| Police Data Management Infrastructure Strengthened | 4 | 4.1 | Printed | Assessment | | 2012 |
| Collection Analysis and Use of Evidence in Pakistan | 4 | 4.3 | Printed | Assessment | | 2010 |
| Enhancing Capacity of KPK Police | 4 | 4.1 | Printed | Assessment | | 2011 |
| Police-Prosecutor Cooperation Manual | 5 | 5.3 | Printed | Report | 02/07/13 | 2012 |
| Flowcharts for Central Authority | 5 | 5.3 | Distributed | Report | | 2012 |
| Request Writer Tool Manual (Eng & Urdu) on MLA | 5 | 5.3 | Distributed | Handbook | | 2012 |
| Assessment of Prosecution Services in Pakistan | 5 | 5.3 | Printed | Assessment | | 2010 |
| International Cooperation in Criminal Matters | 5 | 5.5 | Printed | Assessment | | 2010 |
| Draft of New Prison Rules | 6 | 6.1 | Planned | Report | | 2013 |

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|---|----|------------|-------------|------------|----------|------|
| Review of Current Training Policy, Needs and Curriculum Assessment | 6 | 6.2 | Planned | Assessment | | 2013 |
| Draft of New Prison Rules for Provinces | 6 | 6.1 | Planned | Report | | 2013 |
| Pakistan Prison Internal Inspection Manual (English & Urdu) | 6 | 6.4 | Printed | Manual | 06/04/13 | 2012 |
| Pakistan Probation and Parole Handbook (English & Urdu) | 6 | 6.5 | Printed | Handbook | 06/05/13 | 2012 |
| Pakistan Prison Visitor Manual (English & Urdu) | 6 | 6.4 | Printed | Manual | 06/05/13 | 2012 |
| Pakistan Prisoner Rehabilitation Assessment | 6 | 6.3 | Printed | Assessment | | 2013 |
| Handbook for Probation and Parole Assessment | 6 | 6.5 | Planned | Handbook | | 2013 |
| Model Pakistan Prison Act | 6 | 6.2 | Planned | Report | | 2013 |
| Modules for Training of Wardens and Junior Staff | 6 | 6.2 | Planned | Curriculum | | 2013 |
| Modules for Training of Mid-level Staff | 6 | 6.2 | Planned | Curriculum | | 2013 |
| Modules for Training Junior Staff | 6 | 6.2 | Planned | Curriculum | | 2013 |
| Bail Paper | 6 | cross cuts | Printed | Assessment | | 2012 |
| Handbook on Working with Women Prisoners in Pakistan | 6 | 6.2 | Planned | Handbook | | 2013 |
| Manual on Rehabilitation Programme and Related Rules and Regulations | 6 | 6.2 | Planned | Handbook | | 2013 |
| Assessment of Legal Aid Services in Pakistan | 6 | 6.1 | Printed | Report | | 2012 |
| Pakistan Assessment of Prison System | 6 | 6.1,6.3 | Printed | Assessment | | 2010 |
| Hawala and Hundi in Pakistan - Development and Justice Approaches | 7 | 7.1 | Printed | Assessment | | 2010 |
| Training Material for Enhanced Drug Treatment and Rehabilitation | 9 | 9.1 | Planned | Handbook | | 2013 |
| Drug use in Pakistan 2013; Technical Summary Report | 8 | 8.1 | Distributed | Report | | 2012 |
| Analysis of Eight National Drug Information Systems | 8 | 8.3 | Printed | Assessment | | 2008 |
| Assessment of National Drug Treatment and Rehabilitation System in Pakistan | 8 | 8.3 | Printed | Assessment | | 2010 |
| Overview of the Drug Situation in Pakistan | 8 | | Printed | Assessment | | 2010 |
| Assessment for Improving Quality of Treatment and Developing Outpatient Services in Lahore, Peshawar and Quetta | 9 | 9.1 | Planned | Assessment | | 2013 |
| Drug Treatment Curricula for Under-graduate Medical Students | 9 | 9.1 | Planned | Curriculum | | 2013 |
| National Drug Treatment Protocols (English and Urdu) | 9 | 9.1 | Distributed | Curriculum | | 2012 |
| Prevalence of HIV Among Prison Inmates in Two Prisons | 9 | 9.2 | Printed | Handbook | | 2012 |
| National Assessment on Drug Treatment Centers | 9 | 9.1 | Printed | Assessment | | 2012 |
| Social and Economic Impact of Drug Use on Families | 9 | 9.2 | Printed | Assessment | | 2010 |
| Drug Prevention Toolkit for Families and Communities | 10 | 10.1 | Planned | Handbook | | 2013 |
| Assessment of the National Drug Treatment and Rehabilitation System of Pakistan | 10 | | Printed | Assessment | | 2012 |
| Education and Health Programming in Pakistan | 10 | 10.1 | Printed | Assessment | | 2010 |

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|---|-------------|--|-------------|----------|--|------|
| Communique Issue 1 | Office wide | | Distributed | Brochure | | 2011 |
| Communique Issue 2 | Office wide | | Distributed | Brochure | | 2011 |
| Communique Issue 3 | Office wide | | Distributed | Brochure | | 2011 |
| Communique Issue 4 | Office wide | | Distributed | Brochure | | 2012 |
| Country Programme 2010-2014 Developing Solutions for Rule of Law and Security Challenges in Pakistan | Office wide | | Distributed | Brochure | | 2012 |
| Building Crime Scene Investigation Capacity in Pakistan | Office wide | | Distributed | Brochure | | 2012 |
| e-Learning Enhancing Knowledge and Skills - Strengthening Law Enforcement Capacity for Effective Service Delivery | Office wide | | Distributed | Brochure | | 2012 |

Between 2011 and 2013, the following publications were delivered with the support of SP1: *Afghan Opiate Trafficking through the Southern Route* (expected in Nov 2013); *Misuse of Licit Trade for Illicit Trafficking* – October 2012; *An Overview of the Drug Situation in Pakistan* – March 2011; *Precursors assessment updated* – October 2011; *Illegal economy of Pakistan* - Dec 2011.

In 2012, in cooperation with GOP partners, SP2 developed a significant number of extremely useful and innovative publications to be utilised in Pakistan's Prison Service: *Model Prison Rules for the management of prisons in Pakistan providing core rules and a framework of minimum standards based on international standards*; *Pakistan Prison System: Internal Inspection Manual*; *Pakistan Prison Visitor Manual*; and a *Pakistan Parole and Probation Handbook: a practical tool for professionals*.

During 2012 and 2013, several training manuals for prison staff were also developed targeted at each level of staff: prison leaders; supervisors; warders. While these are generally of a high standard there is an issue with the *Training Manual and Instructor Guide for improving services for female prisoners in Pakistan* produced in January 2013 which needs a substantial review before it is utilised in prisons as it includes training material on sensitive issues like self-injury, suicide and sexual abuse which female prison officers in Pakistan may not have the necessary skills to implement.

In parts it is a very comprehensive, sensitive and complex tool that needs a professional approach and sophisticated training and even counselling skills to implement. Like other CP publications it assumes a high level of literacy and understanding of complex, and in this case sensitive issues. In places it also has culturally irrelevant and inappropriate material for the vast majority of Pakistan's female population particularly in rural areas, for example on 'dating violence' with questions such as: 'Do you choose friends or lovers because they are similar or different to the person that abused you?'; 'If possible, the woman should open a bank account and deposit part of her shopping money into the bank'; and 'Make a list of important phone numbers, such as the nearest women's shelter, police, the family doctor, parole officer, and supportive relatives and friends.' The tool also uses non-Pakistani westernised names in its role play scenarios like Alexa, Chris and Rick.

Publications such as *Policing in Pakistan: an overview of institutions, debates and challenges* and *Police and Prosecution cooperation manual for Pakistan: a reference tool for law enforcement and criminal justice professionals* have proved extremely useful for UNODC in guiding training, resource development and necessary TA (including international experts) with both the police and prosecution services.

In 2013, SP3 published a summary of the National Drug Use Household Survey, *Drug Use in Pakistan 2013 – Technical Summary Report* that provides an essential evidence base identifying possible intervention areas and at-risk population sub-groups. An *Assessment of the National Drug Treatment and Rehabilitation System of Pakistan* published in 2012 provided a useful assessment of gaps in drug treatment and rehabilitation services that complements the Survey.

A *Training Manual for prison staff on drugs and HIV and AIDS prevention* has also been published as well as a set of *National Treatment Protocols for Drug Use* with both used as tools in training programmes for prison and drug treatment staff. In 2013, *HIV Prevalence and associated risk behaviours among male prisoners in Sindh, Pakistan* was published as part of on-going expert research undertaken by COPAK to inform the development of its programme of assistance.

ANNEX VI. CAPACITY BUILDING ANALYSIS

This annex focuses mainly on training rather than other components of capacity building such as provision of material resources although these form an integral part of training development as in the provision of computing and ancillary equipment to CBT e-Learning centres.

- (i) All indicators suggest COPAK has delivered substantial capacity building and training through CBT e-Learning and more recently in knowledge enhancement and skills development using a student centred learning approach. Considerable investment has also been made in developing core curricula for LEAs based on international standards for policing including a human rights approach. In consolidating its work of developing training modules and toolkits the CP is now moving towards the roll out of TOT programmes in conjunction with LEA training academies and other GOP institutions.

At this mid-term juncture it is necessary that the CP is beginning to focus on developing more systematic and comprehensive TOTs in order to ensure sustainability and the localisation of CBT and training initiatives in LEAs. A Commandants' Conference of the 22 heads of all LEA training institutions in March 2013 provided an opportunity to discuss and better understand the challenges and potential solutions to integrating and implementing UNODC training curricula into law enforcement training plans, strategies and curriculum development. The Conference emphasised the need for an increased focus on training of trainers to be a fundamental element in institutionalising a new curriculum for LEAs

It is notable that the core curricula for LEA training, along with initiatives in criminal justice and drug demand reduction, has started the shift from a passive to a more active learning approach away from the more traditional pedagogic methods of training inherent in LEA academies and other GOP institutions in Pakistan. It is recognised, however, that the CP needs to develop a systematic and comprehensive capacity building and training strategy to ensure proper coordination and better mainstreaming and alignment of training management and implementation across the CP.

The e-Learning team has been extremely efficient in delivering computer-based training to the Pakistan LEAs. To provide an interactive computer-based learning system requires not only the provision of desktop computers but also ancillary equipment such as furniture, air conditioners, UPS and generators, as well as the human resources necessary to manage and maintain a CBT Centre (site managers and training managers). Since mid-2010, 34 CBT e-Learning centres have been established for LEAs throughout Pakistan, including remote and high security risk areas in Balochistan, KPK and AJK provinces. Local customs and traditions have consistently been observed in the production of e-Learning modules translated into Urdu and Pashto languages, a point favourably noted by GOP officials.

(ii) The tracking of progress under the e-Learning programme has seen a steady improvement. By July 2013, 4,226 students had completed 30,355 e-Learning modules in 75,000 hours of computer time. Average pre-test knowledge scores were 38.5 % which rose to 71.2% after the module had been completed. One outcome is that many trainees after receiving the foundational e-Learning are more ready to move onto more practical skills-based training courses. As students are tested before and after each module the Learning Management System (LMS) allows training managers to monitor students' progress. Reports suggest that the vast majority of e-Learning trainees were satisfied with the quality of their courses and thought that the content would be useful and relevant to their work.

Towards the end of 2012 the e-Learning programme began to design and distribute its own questionnaires that would supplement the pre and post-testing carried out in each e-Learning centre. For personnel who had completed e-Learning modules in the past and since returned to their operational duties, 185 questionnaires (with 12 questions) were sent by UNODC with 124 returned completed. While over 90% agreed or strongly agreed that the modules were relevant to their operational tasks approximately 70% agreed or strongly agreed they had been able to practically apply the knowledge gained from e-Learning.

Although encouraging, these figures represent a very small sample of all those who have completed e-Learning modules and does not include any data on factors that may have supported and aided the implementation of new knowledge and skills in the workplace. Neither does it consider constraints such as lack of resources, policy backup or simply shortage of time that can prevent new knowledge and skills being incorporated into workplace practice.

A further short questionnaire was sent to e-Learning Training Managers in 14 LEA CBT centres that found the e-Learning method of training was overwhelmingly user-friendly, modules were relevant to each agency's mandate, met the training requirements of different ranks and when combined with traditional methods improved the operational efficiency of LE personnel.

While UNODC undertakes to have e-Learning formally integrated into LEAs existing training cycles and monitors CBT in a systematic manner through process evaluation pre- and post-test measurement, there is no comprehensive qualitative outcome evaluation methodology to assess the impact of CBT, or indeed non-CBT skills-based training, in the workplace. The challenge for COPAK is to build on its capacity building achievements and ensure that new knowledge, information and skills gained through training is based on a KAP (Knowledge: Attitudes: Practice) learning process where knowledge leads to attitude change that enables behaviour change in work practice. Through the acquiring of person-centred skills, LE personnel can be more effective, accountable and responsive to the needs of the population as well as uphold and protect basic human rights when in contact with vulnerable groups.

(iii) With the possible exception of limited high level meetings, capacity building and training events should be held outside 'fancy hotels' (as expressed by one senior GOP official). While many CB and training activities already take place outside these high-end

expensive hotels in national and provincial training institutions, this should be standardised across the CP. This would be more cost effective and would reduce the perception of some GOP counterparts that UNODC bases its training events on a “pomp and show” culture rather than one which is more practical and utilitarian.

Consumables, such as tea/biscuits, should be provided to LEA training academies for trainees completing CBT e-Learning modules. Such a small financial gesture is already allowed for trainees attending UNODC non-CBT training workshops and events and would ensure equity, show goodwill and enhance UNODC’s status even further in CBT e-Learning centres.

Without ensuring the provision of needed material resources, either by GOP or other means, some of the CP’s training programmes may not be sustainable. For example: agencies need to maintain their own computers originally provided by UNODC but may need help/support; and, fingerprint training for police is only applicable as long as they have access to a continuous supply of fingerprint kits. As one senior police officer said “There is little point in training us if we don’t have the resources to implement the training in our work.”

(iv) In mid-2013 COPAK produced a white paper entitled “Towards a Standardised Approach to Training: UNODC Country Office Pakistan”. This paper flagged up several of the issues and challenges that have arisen in the course of development and implementation of training over the previous three years and presents the following set of recommendations for consideration at this mid-stage of the Country Programme. They are included here verbatim for future consideration:

Recommendation 1: similar to how M&E was approached (as cross-cutting and thematic across the CP), COPAK should consolidate this focus on standardising training by establishing a Training Team. The Training Team would report directly to the Country Representative, however work closely with the three Sub-Programme Advisors to develop the strategic direction of training across the CP. As well, the Training Team would liaise and monitor work done by Programme Officers on training activities – providing standardised frameworks, SOPs, and quality assurance on how training is implemented.

Recommendation 2: the Training Team, in consultation with Advisors, establish an office-wide Training Strategy that outlines organising principles for COPAK training between 2013-2015. More broadly, the Training Team will support the strategic direction of training across the CP, focusing on: enhancing strategic cooperation with international partners (such as INTERPOL); building sustainability by promoting local (GOP) ownership, mutual responsibility and accountability on training programs; building sustainability of training both within GOP agencies/departments, as well internally within COPAK by integrating an element of TOT into all training programmes where possible; and ensuring training activities, on the whole, maximise COPAK’s comparative advantage.

Recommendation 3: the Training Team, in consultation with Advisors, coordinate how training is implemented across the CP. Specifically, develop Standardised Operational Procedures (SOPs), and policies to practically guide the standardisation of training across the

CP. As well, the Training Team will oversee and monitor CP training activities to ensure organisational standards and strategic priorities are being met and aligned with work-plans.

Recommendation 4: the Training team bridge the two-way gap on information flows between Programme Officers and the M&E team on training, by providing ongoing monitoring of data between these two teams – functioning as a conduit.

Recommendation 5: taking a programming (as opposed to reporting) perspective, the Training Team drive requests to the M&E team for more analytical reports on training. As such, the Training team lead the development of a second, more nuanced tier of understanding on how training is being conducted, what patterns are developing, and the degree to which training is aligned with broader strategic objectives. Finally, the Training team then guide and guide Programme Officers on how to refine their training activities for improvement.

Recommendation 6: the Training Team, work with Programme Officers and the M&E to develop regular (for example, twice yearly) training reports to be shared with operational GOP beneficiaries. These reports can also be used as indirect leverage vis-à-vis GOP stakeholders, as part of a broader strategy of requesting from them further approvals or support for COPAK training programmes.

(v) Over the past 18 months a team of five international LE consultants have led the research, development, preparation and delivery of a core programme and a specialist programme for LEAs in response to the requirements of SP 1: Illicit Trafficking and Border Management.

The core programme developed at three levels, for junior, middle and senior ranks, consists of three manuals to support taught programmes in each of the three core LE investigative areas:

1. Collection of Information and the Development of Criminal Intelligence
2. Gathering and Presenting of Evidence
3. Interviewing victims, witness and suspects

The specialist programme designed for middle and senior ranks developed manuals that both compliment the core programme and provide essential country specific specialist curricula training. Like the core manuals, these were supported by either a full taught programme or workshops/seminars:

- 1a. The practical and ethical application of methods and techniques for use in 'Intelligence Led' Investigations' (Middle Ranks)
- 1b. Management of Specialist Intelligence Operations (Senior Ranks)
- 2a. Financial Investigations (Middle Ranks)
- 2b. Financial Investigations (Senior Ranks)
- 3a. Operational Planning & Execution (Middle Ranks)
- 3b. Critical Incident Command & Control (Senior Ranks)
- 4a. Intelligence Analysis (Middle Ranks)

- 4b. Strategic Management of Intelligence Products (Senior Ranks)
- 5a. Precursor Chemicals & Clandestine Laboratories (Middle Ranks)
- 5b. Strategic Management of Dangerous Materials (Senior Ranks)
- 6a. International Cooperation & Procedures (Middle Ranks)
- 6b. Strategic Coordination and Information Sharing (Senior Ranks)
- 7a. Training of Trainers in Modern Methods (Middle Ranks)
- 7b. Strategic Management of Training Development (Senior Ranks)
- 8a. Trafficking of Persons & Smuggling of Migrants (Middle Ranks)
- 8b. Trafficking of Persons & Smuggling of Migrants (Senior Ranks)

The final report produced by the international consultants point out some of the challenges and difficulties encountered throughout the programme, predominantly around the identification, notification and attendance of the right delegates for the respective courses/events. The numbers and attendance on some courses were also disappointing and in the view of the trainers was essentially ‘a missed opportunity’ to provide such essential training more widely across relevant LEAs.

COPAK are now committed to have all the core and specialist manuals prepared to a corporate UNODC standard format and design and have them translated from English into URDU and Pashtu with CD’s of all materials accompanying the manuals. A number of these have already been produced in English and sent to the various training academies of the major LEA’s.

The consultants’ final report also lists a number of priorities for COPAK to consider in taking these new programmes forward. These are repeated here verbatim:

- It is essential that more Pakistanis are trained in ‘Student Centred Learning – SCL’ training methods and how to get the best use out of the Manuals produced. Ideally they should feel confident in adapting the content to best suit their agency’s needs, environment and culture. This would best be achieved by some on-going mentoring shortly after they have been trained that involved observing them delivering subsequent training themselves and providing support and feedback. Mentoring also encourages further trainer development and reduces regression to previous trainer-centred training.
- There has been very favourable feedback about this style of training/content and in many cases wanting longer courses – a number have been amended and lengthened to respond to these requirements. This approach needs to continue to build on this positive momentum.
- It is not sustainable or viable in the longer term to continue to employ international trainers to deliver taught programmes. This only serves to strengthen the case for the courses to be delivered by Pakistan nationals with (LEA) agency ‘in-house’ trainers, who can either have better access to course content/students, or can adapt them to the students presented if operational reasons change the participants or needs.
- Whether the training is delivered by international trainers or Pakistani trainers it is imperative that the right candidates are nominated for the right training at the right time and are then deployed appropriately (function and length of tenure) to ensure the training they have been given is used to best effect. This has often not been the

case with examples of inappropriate people attending (in wrong role and not likely to use the skills/knowledge being trained or insufficient numbers attending, resulting in poor value for money as regards the cost of providing training).

- The value of having the training delivered by trained Pakistani trainers is imperative for many practical reasons; this will mean that the training based on the manuals can be delivered to many more students in their preferred language - a major strength in ensuring comprehension and participation by students, can be delivered to a wider audience in a localised setting, offering flexibility to compliment and meet local operational and capability requirements (need for a structured training strategy) and ultimately is something that international trainers, who will normally be delivering the training in another language to the students preferred language and in 'secure locations' cannot easily and fully address.
- To ensure sustainability there is a need to train some of the better newly trained trainers as 'Training Development Officers (TDOs) or 'Master Trainers' so that they can in turn train other prospective Pakistani trainers in SCL methods

It is now incumbent upon COPAK to develop a capacity building and training strategy utilising the White Paper and the Report of the international training team. There is a real opportunity for the CP to make a positive impact on policing methods in Pakistan based on international best practice and a human-rights approach. This can best be achieved through the further development of comprehensive and systematic TOT courses for LEAs and other relevant GOP institutions based on a student-centred learning approach within an overall CP training strategy.

ANNEX VII. COMMENTS ISLAMIC REPUBLIC OF PAKISTAN

In-depth Evaluation of the Pakistan Country Programme of the UNODC

Comments by Pakistan

- The Mid-Term Evaluation unduly comments on the political and security situation of Pakistan which is in contravention of the mandate of the In-depth Evaluation Unit (IEU) as well as relevant Terms of Reference (TORs). In particular, identifying Baluchistan and KPK as “High-risk” and “non-secure” provinces went beyond the mandate and TORs.
- Effectiveness of the Country Programme, according to the Terms of Reference, was to be analyzed in light of the security situation of the whole region. On the contrary, the security situation of Pakistan was commented upon in isolation.
- Comments in the Mid-term evaluation regarding lack of progress in context of human rights and gender mainstreaming across the CP and ascribing the lack of progress to Pakistan once again is beyond the TORs. Similarly, the recommendation ‘6b’ requires ‘COPAK assisted by HQ (Headquarters) to gather data on the Gender and Human Rights situation in Pakistan, possibly guiding a risk assessment’. This recommendation is neither relevant to the activities of the CP nor within the mandates of IEU to recommend.
- The Terms of Reference for the mid-term evaluation had identified that the evaluation would cover the period November 2010-June 2013. The actual analysis has indeed been from July 2010-November 2013. The reason for the change in the evaluation period may kindly be shared.
- According to the evaluation report, the approved Budget for the CP has fallen by around 50%. This is because of different donor priorities. This element requires appropriate redressed as it may be further exacerbated by the Full Cost Recovery Model. The possible impact of the Full Cost Recovery Model has not been adequately analyzed by the IEU.
- Ministry of Foreign Affairs Islamabad, being the coordinating Ministry on matters related to international cooperation, was not interviewed in the Mid-term evaluation. This matter needs to be appropriately addressed by UNODC.