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Independent Evaluation Section



INDEPENDENT IN-DEPTH EVALUATION OF UNODC PROGRAMMING IN WEST AND CENTRAL ASIA



COUNTRY PROGRAMME FOR PAKISTAN

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INTRODUCTION

The UNODC Country Office for Pakistan designed the Country Programme for Pakistan 2016-2019 with the intention of delivering high quality and sustainable assistance to the Government of Pakistan, civil society and partners. The programme was planned to contribute to addressing Pakistan's development challenges within its mandated areas of drug control, crime prevention, and criminal justice over the period of the programme. The programme was the second of its kind for UNODC in Pakistan, and utilised the knowledge base, analysis and lessons learnt from the previous programme. The programme was developed in close cooperation with GOP partners as well as civil society and the international donor community.¹

As with the other UNODC Field Offices in West and Central Asia, the UNODC Country Office in Pakistan (COPAK) moved in 2010 from stand-alone projects to an integrated programming approach. The Country Programme for Pakistan (2016-2019)² aims to promote the rule of law and public health. The Country Programme focuses on three main areas of work: i) illicit trafficking and border management; ii) criminal justice and legal reforms, and iii) drug demand reduction, prevention and treatment. Common strategies in each of the three areas are enhancing national capacities and promoting international cooperation and good practices. These strategies are delivered through a focus on achieving outcomes, through a cooperative and flexible approach designed to adapt to emerging needs and opportunities. The Country Programme aims to increase the responsiveness, efficiency and effectiveness of UNODC's support to Pakistan.

COUNTRY PROGRAMME FRAMEWORK

SUB-PROGRAMMES



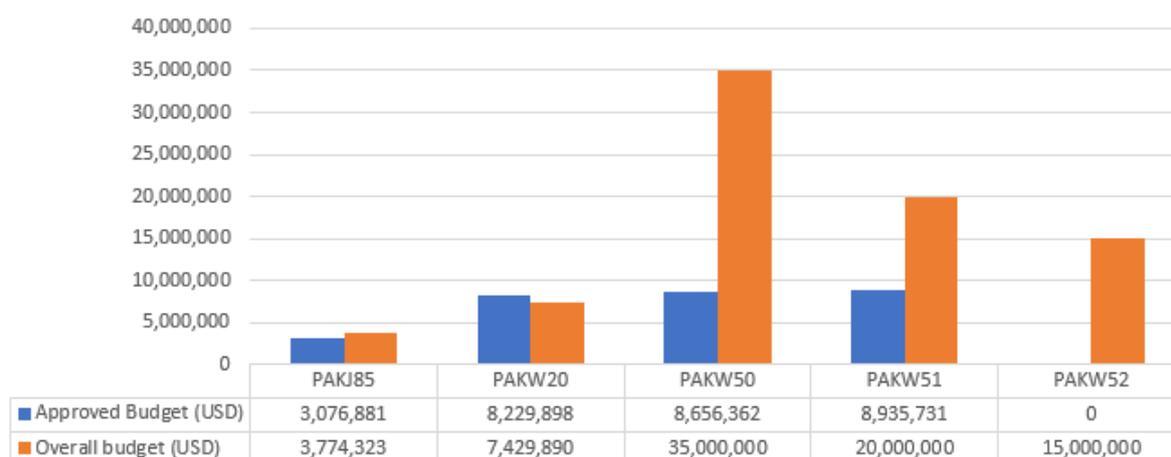
¹ See: The Country Programme for Pakistan (2016-2019). UNODC.

² The Country Programme for Pakistan has been extended through December 2021.

PROGRAMME SUMMARY

Project/ Programme number	PAKJ85, PAKW20, PAKW50, PAKW51, PAKW52
Project/ Programme title and duration	Country Programme for Pakistan (2016-2021)

Approved vs overall budget per project



DISBURSEMENT HISTORY (THROUGH 13 NOVEMBER 2020)

	Total Approved Budget	Expenditure	Exp. in %
Country Programme for Pakistan (PAKJ85, PAKW20, PAKW50, PAKW51, PAKW52)	\$35,733,565.39	\$28,895,967.32	81%

FINDINGS

RELEVANCE

The Country Programme was designed based on a number of strategies and processes that have contributed to its relevance for Government Counterparts (GC) and other stakeholders. These include a firm basis in the work and results of the previous Country Programme (2010-2015), specifically lessons learned and noted good practice; use of research and consultation with GC; use of previous country programme evaluation findings and recommendations; a situation analysis using desk resources; and a need assessment undertaken in planning which came via programme governance committees at the national level. More recent programmatic interventions, specifically the Rule of Law Roadmaps for Balochistan and Sindh, evidence a clear model of data-driven programming and institutional mechanisms to underpin change and achieve sustainability. Developed in 2018 and 2019, respectively, these initiatives of sub-programme 2 serve as clear models of relevant programme design. The Country Programme has a sub-programme technical committee (SPTC) for each sub-programme, incorporating a bottom-up approach that begins at the agency level, moves on to the Ministries and then to the technical working group with representation of several Ministries and counterparts. The Country Office

has a central team for the Ministry of Foreign Affairs (MOFA) that has compiled information via concept notes and provided MOFA information detailing the outcomes desired in the next Country Programme (2021-2025). As MOFA wants to lead the process of development of the next Country Programme their suggested design changes currently being discussed contribute to GC relevance in design.

Certain specifics of Programme relevance at the national level are worth noting. These include:

- Work with the Government of Pakistan to support its response to and obligations under the Financial Action Task Force (FATF), providing the government a key conduit to resources of expertise in an area critical to Pakistan's participation in the international financial system.
- The Country Programme's rule of law (RoL) initiatives have overwhelming support from GCs. Elements of that wider initiative, such as support for the move to digitisation of government data, have been welcomed by GCs and represent necessary underpinning activities in support of the wider goal of criminal justice policy and practice sitting on a strong footing of relevant and timely data.
- The Programme is in line with the National HIV and Hepatitis C programme, the drug demand reduction (DDR) pillar of the Government of Pakistan National Anti-narcotics plan and to a certain extent to the national objective of streamlining Drug Demand Reduction interventions for quality assurance, increasing HIV and drug use prevention in prison settings.

The SP3 design process had been tailored to the country governance structure and institutional cultures, policy visions and specific and emerging needs of partners agencies related to HIV and drug demand reduction (drug prevention and treatment). This was reflected by strong use of key studies and research (including National AIDS Control Programme IBBS (Integrated Biological and Behavioural Surveillance) Pakistan round 5 2016-17, 2013 UNODC's National Drug Use Survey, UNODC IBBS studies in prison setting 2013, and 2019), extensive consultations with GC agencies in the areas of both counter-narcotics and demand reduction, and strategic mapping and review of UNODC past programs and regional initiatives such as UNODC-World Health Organisation (WHO) Programme on Drug Dependence Treatment and Care.

- Regular dialogue and coordination mechanisms enabled UNODC to adjust the path of implementation of DDR interventions to institutional cultures and structures, as well as to address the emerging concerns and needs of involved parties for ensuring evidence-based drug demand reduction services in the country.

What is not visible in the design document is the longer-term context of UNODC programming in Pakistan. While the Country Programme is a clear extension of previous programming, no clear presentation of *change* is visible: there is no detailed discussion and representation of the impact vision for the programme, i.e. the ongoing nature of UNODC engagement over time, how the proposed inputs and outputs contribute to change over time and how this longer-term change is monitored and reported on. This later aspect is particularly important as there is currently no reporting framework that addresses the accumulation of results/ change across programme cycles. With the Country Programme entering a third 5-year framework, a need for this longer-term view becomes more important to ensure continued relevance.

COHERENCE

The Country Programme contributes to the One UN programme. This includes a clear focus on and engagement in the UNDAF, and on SDG 5 and SDG 16. The Programme is well integrated into a developing One UN structure and approach within the country, improving the overall relevance of its work. Programme design is within the UNDAF and the Country Office reports on its activities and results to the UN Country Team (UNCT) in the framework of the UN Development Assistance Framework

(UNDAF). The Country Programme assisted the UNCT in the completion a full human rights assessment before starting the design of the current programme, leading the assessment of the human rights due diligence policy for Pakistan. Operationally the Country Programme is engaging and coordinating with numerous other UN agencies on a regular basis including WHO, UNAIDS, UNHCR, IOM and UNICEF.

The programme document for Pakistan notes the Regional Programme as the UNODC

‘framework to support the countries of West and Central Asia to develop the joint regional and international responses to counter the harmful impact of narcotics trafficking and transnational organised crime (TOC) on security, governance, social and economic development. COPAK contributes to the RP by delivering high- quality capacity building assistance to Pakistan’s LEAs, in order to enhance their responses to drug trafficking and TOC. Additionally, the Office works on criminal justice and drug demand reduction, which feeds into the RP. COPAK will aim for on-going dialogue with the RP in both programme planning and implementation, in order to maximise the opportunities for cooperation in overlapping areas within the regional context.’³

The structure of the programme in Pakistan also has a correlation with the Regional Programme’s structure. The Country Programme objective is: ‘Working together against illicit trafficking, drug use and crime, while promoting the rule of law towards a safe society for all in Pakistan.’⁴ The Country Programme makes efforts to align current activities with the frameworks that exist at the regional level, noting the cross-cutting programs with the RP and global thematic areas of UNODC. Country Programme and RP alignment and coordination exist to varying degrees - better alignment is found with the RP in respect to counter-narcotics priorities, an area that is well coordinated, and there is a point of interaction between the Country Programme and the RP in the area of anti-money laundering (AML). Some regional activities linking sub-programme interventions with regional frameworks have increased the opportunity for GCs to exchange knowledge, learn from regional experience and build common understandings of DDR approaches, which has helped raise awareness and triggered national dialogues on possible transfer of neighbouring good practices into Pakistan.

There is some competition between Global, regional and country programmes but this is seen as being relatively well-managed currently. However, in the wider context of cohesion, complementarity and coordination between different UNODC programmes operating in a single geography, feedback indicates a need for better clarity of roles and responsibilities and a stronger management direction in relation to the strategic frameworks that are in place. This is specifically relevant to the operation of global programmes, regional programmes, sub-regional programmes and country programmes in the same locations and with the same or similar mandates.

At the national level there are a number of mechanisms for ensuring cohesiveness between the Country Programme and GCs, as reflected in the strong appreciation and trust expressed by key government stakeholders for UNODC support, expertise and its facilitating role, and their acknowledgement of the programme being flexible with regards to their needs. The role of UNODC as an intermediary across ministries and sectors was recognized as a good practice that helped engaged stakeholders developing and tailoring a shared understanding. This was evident in relation to the programme’s contribution to the country’s needs and supporting a higher level of prioritisation of DDR interventions and also in criminal justice reform being affected under the Balochistan and Sindh rule of law roadmaps. Both the Country Programme and the RP participate in the Commission on Narcotic Drugs (CND), and provide support to government policy at this level. UNODC’s rule of law initiatives in Sindh and Balochistan are

³ Country Programme for Pakistan (2016-2019) programme design document.

⁴ Country Programme for Pakistan (2016-2019) – APPR 2019

a signature project in developing partnership at the national level. GCs comment strongly on the value on inter-provincial partnership building, supporting lesson learning and the exchange of knowledge and expertise between provincial governments. UNODC's FATF work has promoted and provided vital support to the country's engagement in the international financial system. GCs agree that the interventions on various levels are always tailored to the need and direction of the relevant institutions and help augment the institutions' ability to drive reforms. This is specifically evident in the reforms undertaken in prisons and law enforcement institutions.

E-Learning in Pakistan

The Country Programme has incorporated E-learning at 55 e-learning centres at various academic institutions across the country. The programme is cross-cutting across 8 programmes and both sub-programme 1 and sub-programme 2, incorporating 90, adapted computer-based training modules.

The programme has trained site managers and training managers at the e-learning centres, building local capacity – they deliver training independently, as required, from the 90 modules.

At the last audit, 43,000 individuals had undergone 315,000 hours of training.

The programme is now part of GLOU-61, the Global E-Learning Programme, and is looking forward to providing e-learning within the framework of sub-programme 3 in the near future.

EFFECTIVENESS

The evaluation found high levels of confidence in the results of UNODC's work, noting evidence of sustainability of change and institutional strengthening. There is also evidence of high levels of trust between the Government of Pakistan and UNODC, with levels of coordination and communication particularly visible. The field work of the evaluation provided a number of specific examples of the outputs and outcomes of the work of the Country Programme that are summarised here.

- In 2016 the Country Programme introduced Pakistan's National Action Plan to Combat Human Trafficking and Migrant Smuggling (2015-2020), now working with relevant stakeholders to bring it to fruition. It was a strategic move which provides a clear picture of the role of all the relevant stakeholders in terms of coordination. As the next step, full materialisation and implementation is needed.
- Counter terrorism has emerged as strategic priority of the government as a result of its close consultation with UNODC.
- The work on rule of law in Sindh and Balochistan are viewed positively by GCs in terms of their initial effects and clear pathway to impacts, although risks remain around the quality of data being used to assess results. GC suggest that there is a visible improvement in the investigative practices in Balochistan and conviction rate has improved in some regions where evaluations were conducted.
- The related information sharing between provincial governments is an important result, while also being an area needing further development.
- Pakistan's Action to Counter terrorism (PACT) is a solid example of the effectiveness of programming, reflecting the quality of work of the Country Programme team and confidence on the part of the government.
- GC noted the development of capacities for the Anti-Narcotics Force, particularly related to modern techniques on synthetic drugs which are seen as an emerging threat.
- There is a high level of trust between the Country Office and the Government of Pakistan in the area of financial crimes and FATF support.
- UNODC ensured a dynamic response to the specificities and evolutions of the HIV epidemic among people who inject drugs (PWID) in Pakistan, concentrated in key vulnerable populations, including in prisons settings.

- Indeed, UNODC expertise and strategic focus on training and outreach to jail authorities to deliver treatment support to HIV positive prisoners using drugs, have been acknowledged as a key added value of UNODC programming. GC also note that forensic practices are overtaking conventional method of using force to get admission of crime.
- Regular dialogue and coordination mechanisms enabled UNODC to adjust the path of implementation of DDR interventions to institutional cultures and structures, as well as emerging concerns and needs of involved parties – a path that traditionally has been marked by cautiousness. This has also enabled interested stakeholders to start developing a shared vision of DDR needs and priorities at the country level, including for institutions that do not have DDR in their direct mandate. Consequently, key areas of priority have already been identified for future programming, including supporting the development of an upstream DDR and HIV and Hepatitis C prevention strategy, notably towards youth and women, directed towards health structures, in order to balance and lighten the treatment load on the criminal justice system.

There are however a number of areas that indicate where programming could be strengthened:

- Regional cooperation and coordination are seen as an ongoing weakness, although the evaluation noted improvement in the past two years.
- GC see that review mechanisms and implementation timelines should be more task and results orientated.
- Indicators are a noted area of improvement across stakeholders, with the development of sub-programme baselines and success indicators (qualitative) both noted areas of improvement.
- Alignment of Country Programme indicators with the SDG framework is an area of weakness.
- There is an imbalance between achievements under HIV prevention, treatment, and care services for PWID and those under the provision of integrated need-based DDR services.
- In the case of opioid substitution therapy services, legislative challenges also limited scaling up opportunities.
- The prevalence survey being used on drug use is from 2013.

In the context of the COVID 19 crisis, UNODC was flexible enough to shift its implementation strategy to respond to the specific challenges and needs attached to the crisis (provision of equipment, adaptation of activities to online resources).

EFFICIENCY

The programme is well-structured in terms of logic, i.e., the programme document and its revision documentations include a clear structure of activity, output and objective, within sub-programme areas. Across the design documents of the programme, at the output to outcome level there is a reasonably consistent logic visible, i.e., it is possible to see that the designed outputs will make a strong contribution to achieving the intended outcomes and it is generally possible to see how a set of activities will deliver the intended output. The evaluation found limited capacity in current result indicators to capture longer term change and transformation, i.e., to capture what the programme is actually being able to build. There is a need for better alignment with and ability to report on SDG indicators. The use of short-term, quantitative indicators in programme monitoring and reporting was noted as hindering an appreciation of critical aspects of Country Programme support, such as the quality of capacity-building interventions, the impact of UNODC's constant availability for policy dialogue and guidance, and the longer-term/outcome level results emanating from the Country Programme. The evaluation found a need for more data and more conscious efforts to align systems toward SDG indicators. Sensitivities around the SDGs, in particular SGD 16, require a strategic discussion to better assist the government in their reporting and to inform strategies accordingly.

Programme documentation gives focus to risk definition and risk management strategies.

The programme reports acceptable implementation rates although funding shortfalls exist. Funding issues have negative impacts on the programme's wider strategic role and its place in the UN family. Funding shortfalls impact across the Country Programme. Drug demand reduction (DDR) has traditionally been underfunded compared to the mandate, and this has had a dramatic impact on programme delivery. There was almost no funding available for sub-programme 3 activities for two years, and while donor priorities and earmarked funding mechanisms impact negatively in this area, some GC nevertheless expressed a level of dissatisfaction with the performance of the Country Programme in this area. It is important to note however that the Programme has managed to continue with its work and to achieve outcomes even within this context of funding difficulty. Work in cybercrime continues, without designated staffing, albeit at a reduced level of activity. Integration with global programmes is a continuing source of support. Some aspects of programme management, related to funding shortfalls, were commented on by a range of stakeholders. The high level of UNODC staff rotation contributes to additional inefficiencies, and questions were raised regarding the efficient use of limited funds in providing for headquarter support desks while on-the-ground staffing was constrained. Staff turnover in GC agencies was also noted as impacting on programme efficiencies, as well as on sustainability of impact.

There are both strengths and weaknesses in programme reporting. Strengths include the framing of the reports, based on UNODC templates. This approach ensures that areas of priority in reporting are included and also ensures a standard approach that allows comparison across sub-programmes or programmes (sub-programme reporting is structured differently to country programme reporting). The report templates also create links between important components of programme design and reporting, such as the SDGs, UNDAFs and human rights/gender, although these links are not direct. There is limited discussion on actual engagement in Delivering as One approaches or specific contributions to UNDAFs in country programme reports. UNDAF reporting is generally not visible in sub-programme reporting or is only discussed in very general terms. As noted above, the programmes make significant contributions to the One UN, but these are not well-covered in reporting.

There is a heavy emphasis on activity/ input reporting, rather than an analysis of how activities are actually delivering the planned results (outputs and outcomes), where emphasis needs to be on analysis, i.e., reflection on and description of the conversion of inputs (time and money) into results. This is of growing importance as the programme grows in length. With programmes entering a third 5-year phase there is a real need for consideration of and reporting on higher level outcomes and impact, which is as yet not visible in reporting.

The experience of steering committees guiding interventions based on the data collected by Technical Working Groups has been a successful experiment and can be replicated in other appropriate interventions.

The evaluation found consistent support for the role played by the regional desk in assisting design, implementation, administrative and reporting requirements for the field offices.

Administrative and procurement processes take too long. This is true for recruitment of expertise, procurement of equipment and materials, all processes related to travel. The length and complexity of these arrangements detract from effective delivery and impact on stakeholder perspectives on UNODC systems.

The global COVID-19 pandemic is impacting on programme efficiency, blocking normal and regular delivery approaches and having a negative impact on results. Donors and GCs have been very responsive

to and understanding of impacts on programming. Donors noted the impact of COVID-19 on implementation processes while also noting the flexibility of the programmes during this period.

The Country Programme has utilised national institutions and put a strong focus on the establishment of national trainers. Training modules were designed with standardised procedures specifically for different seniority/experience levels, with different training and modules for each. In turn, a pool of national subject matter experts is being created, decreasing the reliance on international trainers. The establishment of sustainable national human resources is a very cost-effective strategy.

IMPACT

The neutral status of the Country Office in a field marked by national and regional tensions and political sensitivities has enabled the Country Programme to play an effective role as honest broker between development partners and GC, including the ability to have different stakeholders in one room. The trust that exists has enabled Ministries to engage with and seek the advice of the Country Office on a number of sensitive issues, including national security and financial monitoring and reporting. The evaluation found limited success in regional cooperation and a lack of effectiveness in coordinated regional responses to pressing issues. The slowness of regional cooperation is largely contextual, but the Country Programme ensures communication is not blocked and is able to keep neighbouring countries talking to one another. The Country Programme assisted Pakistan to develop bilateral agreements to facilitate regional initiatives but at the agency level stakeholders are reluctant, requiring the permission of both the Ministry of the Interior (MoI) and MOFA, at both diplomatic and policy levels. The Triangular Initiatives and working forums under which regular regional conferences are conducted are successful in terms of regional communication and informal liaison building is also noted.

Legislation, policy and awareness-raising are all indicative of the Country Programme being on the 'road to impact'. There is strong evidence of support to Pakistan's FATF processes, initiatives on policing, courts and the judiciary in relation to gender-based violence and promotion of gender priorities in provincial government planning and work with prison authorities on implementation of the Mandela Rules. The latter has helped shape new prison legislation as well as through training impacting everyday practice. While rule of law initiatives are too early-stage to show impacts on long range indicators (e.g., just and strong institutions), there is already clear evidence of increased coordination between departments in a previously fragmented criminal justice process and the roadmaps contain clearly articulated pathways to impact. While clear developments in the national policy framework for DDR are not visible, what is visible is the advancement of a more balanced and evidence-based policy approach to drug abuse in the Government of Pakistan agenda. There are noted contributions to improving the capacity of GC in prioritising and delivering evidence-based drug use prevention and drug dependence services. The introduction and diffusion of appropriate international guidelines and tools on drug abuse treatment and prevention and HIV care services for PWID at the technical and policy dialogue levels equipped both health and law enforcement agency professionals and policymakers to better respond to the need to develop quality prevention and treatment facilities. At the policy level, national guidelines on HIV now integrate international dispositions while new prisons rules have been elaborated to take into greater consideration the necessary linkages to be made in the framework of HIV control among PWID in prisons. At the technical and operational levels, the adaptation of implemented activities, especially training that is relevant to target institution practices, culture and interests, ensured greater levels of satisfaction and receptivity.

Five-year programming was noted as being short, in an overall change process, but it is also noted that the upcoming Country Programme will be the third 5-year programme in a row. Coupled with the 'programmatically approach', a need for establishing measures to capture longer-term results and the impact of initiatives that have been undertaken over a significant period is noted as necessary.

SUSTAINABILITY

Ownership by GC, by Government of Pakistan entities/ agencies, is visible across a wide range of areas. Possibly of most significance is the role that MOFA will play in directing the design of the new Country Programme. There are other examples, providing evidence of the contribution of government ownership to sustainability:

- Rule of law programming establishes a model of data-driven provincial government policy development and planning, underpinned by an institutional structure of steering committees, technical working groups and delivery units which are designed to increase responsiveness to data on effectiveness and impact. There is strong commitment at the senior provincial administrative levels in Sindh and Balochistan to these initiatives, but higher-level political support is not yet assured.
- PACT is clearly seen as being driven by the Government of Pakistan.
- Ministry of Counter Narcotics retains significant oversight of all aspects of sub-programme 3.
- Engagement of Government of Pakistan agencies in FATF processes is indicative of their ownership of these processes.
- There is visible improvement in the capacity levels of national and provincial authorities in HIV and drug use prevention and treatment. This has contributed to momentum among stakeholders on the need to consolidate their strategy and knowledge base in these areas.
- The Programme has also contributed to a fostering of awareness and an increase in horizontal linkages among specialised partners across sectors and at different levels of governance on DDR.
- The building of a standardised, universal curriculum, together with the creation of a pool of national trainers, has contributed to greater ownership and to a continuity of the transferred skills and knowledge.
- There is a visible shift in perspectives on human trafficking and smuggling of migrants, a shift which has led to changes in policy, legal frameworks and the adoption of international norms.

In terms of DDR and HIV prevention, notably among PWID and vulnerable populations in prisons settings, high stigmatisation and cultural sensitivity remains a critical issue. Divergences in policy visions and institutional culture among involved stakeholders have also been noted. In this context, interviewed stakeholders recognised the need for increased harmonisation efforts to ensure gains are embedded in a nationally owned policy and strategic framework on DDR. This is consistent with what previous evaluations have found.

High staff turnover continues to impact negatively on the potential for sustainability of impact across the whole of the Country Programme. There are specifically expressed concerns that rather than ‘capacity-building’ the training being provided is for ‘capacity substitution’.

LEAVING NO ONE BEHIND

UNODC’s ongoing and long-term advocacy on human rights and gender has enabled the Government of Pakistan to open up to dialogue on these concepts. Across the board there is clear evidence of a UNODC emphasis and GC recognition of the importance of gender and human rights to advancing justice in Pakistan, despite the political and cultural sensitivities associated with this emerging priority. In this context, the Country Office stresses the need to have discussions with GC on the inclusion of human rights and gender elements in a more meaningful manner, while also finding a balance between political/ cultural sensitivities and moving forward with an appropriate focus on gender and human rights agendas. The Country Office has a gender focal point that consults with colleagues and gender experts at UNODC headquarters in Vienna, ensuring that each output mentioned in concept notes is inclusive of gender and human rights priorities according to current UNODC guidelines. Clear efforts were made to include a gender- and human rights- sensitive approach at the design and planning stage

of the Country Programme. In line with UN standards, a special focus on women who use drugs and on the right to health for the prison population was observed, as was the development of a culturally sensitive package of services to respond to the challenges attached to existing sensitivities and stigmatization of female intravenous drug users.

Training of female service providers was ensured to respond to the need of a gender-sensitive DDR and HIV prevention response in targeted settings. Training curricula also incorporated human rights principles and gender-sensitive materials in line with international standards. While the evaluation's desk review noted Government of Pakistan commitment to tackling HIV and drug use, notably among women in its constitutional and international commitments under the UN Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW), the field phase did not provide further corroborative elements.

In the rule of law sphere, the gender focus has ensured a prominent place and high priority given to gender-based violence. Consistent with the coordinated whole of government approach of the RoL initiatives, this spans from police investigation through additional sensitisation and training of prosecutors and the judiciary to recognition of the special difficulties faced by women who find themselves in prison. Under the umbrella of work on human trafficking and the smuggling of migrants, gender analysis is now taking place. This included the establishment of baselines and analysis in respective components.

Prioritisation of specific forms of gender needs, such as in the investigation and prosecution of gender-based violence, and support for victims of this violence, is now visible. Vulnerable groups are clearly targeted in programming, for example in the programmes for legal aid in prisons that aim to reduce rates and length of unsentenced imprisonment, a phenomenon that is acute in Pakistan and that negatively impacts on a range of human rights. One approach of the Country Programme has been to embed gender and human rights in programmatic activities but without them being specifically flagged.

The Country Programme was instrumental in promoting formal human rights and gender due diligence with the UNCT, enabling the design of programmes in such a way that a focus on specific work on human rights and gender was visible. This approach included the involvement of the RP as well, with the Country Programme providing resourcing.

However, despite greater attention and responsiveness from GC to these issues, cultural and political sensitivities still strongly undermine UNODC's capacity to address human rights, gender and vulnerability concerns. UNODC partners such as UNAIDS have been identified as having developed a greater presence and a more efficient strategy on these matters.

CONCLUSIONS

RELEVANCE

The Country Programme is clearly built on:

- A process of engagement with GC and other stakeholders.
- The lessons learned in previous programming.
- A range of activities undertaken during design that ensure alignment with the needs and priorities of GC.
- The comments and advice of the SPTC and on the concept notes provided by the MOFA.

What is missing is for planning and detailed design to benefit from intentionally addressing the longer-term context of the programme. As the engagement of UNODC in Pakistan enters into a third, 5-year

strategic framework, and does so within a programmatic framework, it becomes more relevant to consider the longer-term implications, outputs and outcomes of this work, including specific attention on monitoring and reporting on the higher-level outcomes and contributions to impact that result from the Country Programme, so that the design document and subsequent reporting includes the longer-term context of UNODC programming in Pakistan, where a clear presentation of *change* is visible. This is likely to include a discussion on and representation of the impact vision for the programme, i.e. the ongoing nature of UNODC engagement over time, how the proposed inputs and outputs contribute to change over time and how this longer-term change is monitored and reported on. This later aspect is particularly important as there is currently no reporting framework that addresses the accumulation of results/ change across programme cycles. Such a design approach offers the possibility for addressing the finer details of strategic and structural relationships and interactions with the RP and the other programmes in the region.

COHERENCE

It appears that coherent linkages and coordinated direction-setting with the RP have slipped – these should be re-established and given a new priority, as the RP plays an important role for GC in their regional engagement and with regional initiatives such as the SFP. Refining and strengthening the strategic and day-to-day relationships with the RP offers opportunities for stronger results with GCs in a range of areas although particularly in relation to the stated priority of cross-border collaboration and partnership building. Used well, the relationship can also create fundraising possibilities.

The Country Programme plays a strong, important role in the UNCT, a role that is encouraged and could be developed further, opening up possibilities for engagement with sister UN Agencies. This more strategic engagement with the UNCT and other UN Agencies should be considered both for potential positive impact on results and for its potential to bring in additional funding through those sister agencies. There are examples in the region of UNCT engagement bringing funds to Country Programmes – such examples should be understood and potentially emulated.

As a result of the trust that has been built up over time between the Country Programme and GCs, the programme has been able to encourage dialogue mechanisms across ministries, including in the most complex or under-prioritised areas such as DDR. This is also recognised in criminal justice reform being affected under the Balochistan and Sindh rule of law roadmaps. The RoL work is a sectoral approach, which is what actually increases the cohesion. This role of UNODC as intermediary across ministries and sectors is recognised as good practice and can assist engaged stakeholders in developing and tailoring a shared understanding.

Both the Country Programme and the RP participate in the Commission on Narcotic Drugs (CND), and provide support to government policy within this framework. UNODC's rule of law initiatives in Balochistan and Sindh are a signature project in developing partnership at the national level. GCs comment strongly on the value on inter-provincial partnership building, supporting lesson learning and the exchange of knowledge and expertise between provincial governments.

EFFECTIVENESS

Evidence indicates programming effectiveness, but it is clear that this has been achieved in different ways, reflecting a strategic and adaptive response to the programming environment. For example, some aspects of programming have achieved effects through a focus on shifting perspectives. An example of this is the way perspectives on victims of trafficking has been shifted, so that they are no longer seen as criminals, but as victims. The National Action Plan to Combat Human Trafficking and Migrant Smuggling has triggered changes in the law, benefitting from work with GLO-ACT and the national referral mechanism. A similar shift in perspectives, as noted in the Findings section, is the change to addressing terrorism through a focus on narcotics.

In SP3, policy visions are also evolving. Historically framed as a criminal and security-only issue, the health dimensions of illicit drug use are becoming more apparent among GC. While there remains important work to be done in this area, notably on the development of a dedicated and stand-alone policy or strategy, there are indications that a shared understanding of the importance of the issue is being built. The efforts of prison authorities to make their infrastructure more responsive to DDR and HIV prevention and treatment are encouraging signs in this direction.

Elsewhere, effectiveness rested on more traditional technical support approaches. For example, the technical support provided in the area of financial crimes and, particularly, with respect to FATF, has been instrumental in supporting Pakistan's effective engagement with multilateral financial organisations and participation in the international financial system.

Partnership has also been a key target for delivering effective support. Within the rule of law area, for example, while programming remains at early stages of the change process, there is already clear effectiveness visible already in increasing criminal justice sector level partnership. Provincial government effectiveness is being underpinned by a strategic approach to addressing criminal problems. At the same time, however, such data-intensive policy and programming work rests on large assumptions about the quality of data and the effectiveness of its processing. Such a large-scale endeavour would benefit from some kind of formative evaluation of these aspects at an appropriate point in the project cycle.

EFFICIENCY

There are indications from the findings of the evaluation that the Country Programme could establish a more strategic approach to funding by addressing programming needs jointly, across sub-programmes, and through building a joint approach as a Country Office team. A focus on both donors and some possibilities for UN Agency partnerships through the UNCT is appropriate.

As the programme is entering the planning for a new 5-year phase, it is important to consider how the work of UNODC in Pakistan is properly measured and reported on. This is important to ensure that the story of change and impact, brought about by significant inputs over a significant period, is told. It is important for this story to be told based on evidence, evidence that is presented against clearly delineated outcome and impact indicators. Clearly this is linked to the conclusion above on the longer-term context of the programme is the importance of addressing how the proposed inputs and outputs contribute to change over time and how this longer-term change is monitored and reported on. This later aspect is particularly important as there is currently no reporting framework that addresses the accumulation of results/ change across programme cycles. It is likely that without a focus on gathering and sharing evidence of change, an appreciation of what has occurred will be lost.

Secondly, a clear picture of what has been done and what has been achieved will, in all likelihood, provide a clearer and more detailed perspective on where programming should go in the future. Given that past, successful programming has built a foundation for success, visible in the trust and quality of relationships visible with GCs, donors and with NGO implementing partners, it makes sense to build up from the most solid of those foundations. Understanding what these are requires analysis based on evidence. While this includes forward thinking, it is as important in ensuring the foundations laid and successes achieved over the past programming are not lost, neither in reporting nor in planning for future initiatives and making use of these foundations.

A closer correlation between the sub-programmes of the Country Programme and the UNODC strategic framework as defined in the UN *Biennial programme plan and priorities for the period 2018-2019* would offer significantly greater potential for the Country Programme and UNODC as an organisation to aggregate reporting on activities and results and to better tell the story of the importance of UNODC's work and its related successes.

IMPACT

Particular emphasis is made of the work and directions in FATF processes in the context of impact. This is also true of a range of initiatives with Provincial authorities and structures on rule of law initiatives.

The programme provides good indications of impact potential in the area of DDR, where there are clear indications of raised awareness, and movements in the direction of an evidence-based policy approach to drug abuse. Policy frameworks are required in order to strengthen outcomes in this area.

SUSTAINABILITY

Reinforcing dialogue mechanisms could be a way forward to ensure all relevant institutions such as the Ministry of Health take greater part in the agenda, share the burden and learn from each other's perspectives and capacities.

Engagement of Government of Pakistan agencies in FATF processes is indicative of their ownership of these processes.

Rule of law programming establishes a model of data-driven provincial government policy development and planning that should promote ownership and sustainability. The delivery mechanism is underpinned by an institutional structure of steering committees, technical working groups and delivery units which are designed to increase responsiveness to data on effectiveness and impact. There is strong commitment at the senior provincial administrative levels in Sindh and Balochistan to these initiatives, but higher-level political support is not yet assured.

LEAVING NO ONE BEHIND

UNODC's ongoing and long-term advocacy on human rights and gender has enabled the Government of Pakistan to open up to dialogue on these concepts. Across the board there is clear evidence of a UNODC emphasis and GC recognition of the importance of gender and human rights to advancing justice in Pakistan, despite the political and cultural sensitivities associated with this emerging priority. In this context, the evaluation found a need for discussions with GC on the inclusion of human rights and gender elements in a more meaningful manner, while also finding a balance between cultural sensitivities and moving forward with an appropriate focus on gender and human rights agendas.

LIMITATIONS TO THE EVALUATION

The Covid-19 global health crisis impacted significantly on the processes of the evaluation, notably in forcing all evaluation enquiry to be undertaken online. No face-to-face interviewing was possible, no site visits were undertaken and no observation of activities, as a field tool, was possible as the scheduling of programme activities was limited and none took place during the period of field research.

The evaluation did not address questions/ enquiry to the general population nor to indirect beneficiaries – all enquiry is with key stakeholders, including project staff, implementing partners, donors and direct beneficiaries.

EVALUATION MATRIX – COUNTRY PROGRAMME FOR PAKISTAN

Evaluation Criteria	Evaluation Question	Sub-Programme 1: Illicit Trafficking and Border Management (PAKW50)	Sub-Programme 2: Criminal Justice and Legal Reforms (PAKW51)	Sub-Programme 3: Drug Demand Reduction, prevention and treatment (PAKW52)
Relevance	1. Were the programmes designed based on evidence (research, lessons learned from past programming, evaluations)?	<p>Program developed with significant consultations with MOFA, lessons learned/best practices.</p> <p>Clear use of research and consultation with government counterparts in development of the programme.</p> <p>Less clear evidence of specific, timely need analyses.</p> <p>Recommendations of prior evaluation clearly visible in the programme design and elements.</p> <p>Programme design based on studies and consultations that provided necessary information for planning activities relevant to the needs of GC agencies in the areas of DDR and HIV prevention.</p> <p>Regular updating of national data, notably on prevalence of drug use among youth and on available DDR services was designated as needed for future programming.</p>		
	2. To what extent does the defined structure of programmes in the region align with current regional practice and future directions?	<p>Country Programme works to align current activities with regional frameworks - the cross-cutting programs with the RP and global thematic areas of UNODC.</p> <p>Country Programme and RP alignment and coordination exist to varying degrees - better alignment is found with the RP in respect to counter-narcotics priorities.</p> <p>There is a point of interaction between the Country Programme and the RP in the area of AML.</p> <p>Support tailored to Pakistan governance structure and institutional cultures, policy visions and specific and emerging needs of partner agencies related to HIV and drug demand reduction, prevention and treatment.</p>		

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Evaluation Criteria	Evaluation Question	Sub-Programme 1: Illicit Trafficking and Border Management (PAKW50)	Sub-Programme 2: Criminal Justice and Legal Reforms (PAKW51)	Sub-Programme 3: Drug Demand Reduction, prevention and treatment (PAKW52)
	3. To what extent are the objectives of the Programmes aligned with regional priorities and UNDAFs/ UNSDCFs/ SDGs?	<p>According to inputs from field work, the UNDAF was taken into consideration of the design of the programme and the Programme is aligned UNDAFs and strategic development frameworks. However, there is almost no reference to the UNDAF in the programme document and none at all in the Programme’s results framework, activities, outcomes or indicators.</p> <p>Field work comment indicates a focus on the SDGs, but with particular focus on SDG5 and SDG16, but this is not visible in programme documentation.</p> <p>Well integrated into a developing One UN structure and approach within the country.</p> <p>The Country Programme contributes to UNODC visibility, credibility and positioning as a leading agency on drugs use and HIV prevention, treatment and care services among people who use and inject drugs in prison settings.</p>		
	4. To what extent do the programmes respond to the changing and emerging regional and national (Member State) priorities and needs?	<p>The Country Programme has been flexible to changing needs and UNODC a key trusted partner of the government in financial crimes area.</p> <p>The Country Programme addressed areas of capacity building of law enforcement agencies, preparation of legal frameworks and the national action plan on human trafficking and the smuggling of migrants and made efforts to bring regional players together.</p> <p>Sub-programme 2 has a stronger national level focus, encouraging partnership and learning across provinces.</p> <p>RoL initiatives have met with overwhelming support in responses from GCs to the evaluation.</p> <p>Digitisation initiatives welcomed by GCs, noting they represent a necessary underpinning to new data driven approach.</p> <p>The focus on PWID and expertise of UNODC on drug use and HIV prevention in prison settings constituted an added value to adequately respond to the specificities and evolutions of HIV epidemic among vulnerable populations in Pakistan.</p> <p>Flexibility to adapt implementation mechanisms has been visible during the challenges presented by Covid 19.</p>		

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<p>Coherence</p>	<p>5. To what extent did the programmes develop or strengthen existing and new partnerships at bilateral, regional and international levels?</p>	<p>The Country Programme contributes to the UNDAF, and on SDG 5 and SDG 16. The Programme is well integrated into a developing One UN structure and approach within the country, improving the overall relevance of its work.</p> <p>The Country Office reports on its activities and results to the UNCT in the framework of the UNDAF.</p> <p>Operationally the Country Programme is engaging and coordinating with numerous other UN agencies on a regular basis including WHO, UNAIDS, UNHCR, IOM and UNICEF.</p> <p>The programme document for Pakistan notes the Regional Programme as the UNODC ‘framework to support the countries of West and Central Asia to develop the joint regional and international responses to counter the harmful impact of narcotics trafficking and transnational organised crime (TOC) on security, governance, social and economic development.’ This framework is visible in implementation was not to the extend describes in the programme document.</p> <p>Political sensitivities, complexities within government have significant impact on the ability of Country Programme to increase regional cooperation.</p> <p>GC note value of UN neutrality as an international organisation – it is a key platform for bringing Pakistan and Afghanistan together.</p> <p>The RoL initiative is a signature project in developing partnership at the national level.</p> <p>GCs comment strongly on the value on inter-provincial partnership building.</p> <p>FATF support has promoted and supported the country’s engagement in the international monetary system.</p> <p>The Country Programme has strengthened excellent long-standing relations with national counterparts, across sectors and governance levels.</p> <p>The role of UNODC as an intermediary across ministries and sectors was recognised as a good practice that helped engaged stakeholders developing and tailoring a shared understanding of DDR to the country’s needs and supporting a higher level of prioritisation of DDR interventions.</p>
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INDEPENDENT IN-DEPTH EVALUATION OF UNODC PROGRAMMING IN WEST AND CENTRAL ASIA:
COUNTRY PROGRAMME FOR PAKISTAN

Evaluation Criteria	Evaluation Question	Sub-Programme 1: Illicit Trafficking and Border Management (PAKW50)	Sub-Programme 2: Criminal Justice and Legal Reforms (PAKW51)	Sub-Programme 3: Drug Demand Reduction, prevention and treatment (PAKW52)
	6. To what extent do the programmes contribute to the One UN, UNDAF, and other UN system-wide coordination mechanisms (e.g. participation in UN Country Team) and the extent to which UNODC participation in UN activities influences its performance?	<p>Contributes to the One UN, engaging and coordinating with other UN agencies including IOM, UNHCR, UNICEF and the UNCT.</p> <p>One UN viewed as important within the UNODC office but taking time to build.</p> <p>One UN may help reduce/rebalance perceived UNDP capture of the UNDAF.</p> <p>UNODC participates in the UNCT but is hampered by its small size and limited resources.</p> <p>Cooperation with WHO and UNAIDS has been mainly based on shared mandate related to substance abuse – UNODC bringing its expertise on prison settings.</p> <p>Potential for greater cooperation with UN partners exists, notably with regards to reducing the prevalence of HIV and Hepatitis C among drug users, including youth, outside of a criminal justice framework.</p>		

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<p>Effectiveness</p>	<p>7. To what extent were the objectives and outcomes stated in programme documents achieved?</p>	<p>In 2016 the Country Programme introduced Pakistan's National Action Plan to Combat Human Trafficking and Migrant Smuggling (2015-2020), now working with relevant stakeholders to bring it to fruition. It was a strategic move which provides clear picture of the role of all the relevant stakeholders in terms of coordination. The next step, full materialisation and implementation is needed as a next step.</p> <p>The work on the RoL in Sindh and Balochistan are viewed positively by GCs in terms of their initial effects and clear pathway to impacts.</p> <p>The related information sharing between provincial governments in pointed to as an important result, while also being an area needing further development.</p> <p>PACT is a solid example of the effectiveness of programming, reflecting the quality of work of the Country Programme team and confidence on the part of the government.</p> <p>GC noted the development of capacities for the Anti-Narcotics Force, particularly related to modern techniques on synthetic drugs which are seen as an emerging threat.</p> <p>There is a high level of trust between the Country Office and the Government of Pakistan in the area of financial crimes and FATF support.</p> <p>The Country Programme has incorporated E-learning at 55 e-learning centres at various academic institutions across the country, with feedback provided by local focal points. E-learning modules are embedded into training courses allowing GC to learn on their own time. The Country Programme provides further support in areas of limited expertise, such as pre-cursor handling procedures.</p> <p>UNODC ensured a dynamic response to the specificities and evolutions of the HIV epidemic among people who inject drugs (PWID) in Pakistan, concentrated in key vulnerable populations, including in prisons settings.</p> <p>Indeed, UNODC expertise and strategic focus on training and outreach to jail authorities to deliver treatment support to HIV positive prisoners using drugs, have been acknowledged as a key added value of UNODC programming.</p> <p>Regular dialogue and coordination mechanisms enabled UNODC to adjust the path of implementation of DDR interventions to institutional cultures and structures, as well as emerging concerns and needs of involved parties. This has also enabled interested stakeholders to start developing a shared vision of DDR needs and priorities at the country level, including for institutions that do not have DDR in their direct mandate. Consequently, key areas of priority have already been identified for future programming, including supporting the development of an upstream DDR and HIV and Hepatitis C prevention strategy, notably towards youth and women, directed towards health structures, in order to balance and lighten the treatment load on the criminal justice system.</p>
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INDEPENDENT IN-DEPTH EVALUATION OF UNODC PROGRAMMING IN WEST AND CENTRAL ASIA:
COUNTRY PROGRAMME FOR PAKISTAN

Evaluation Criteria	Evaluation Question	Sub-Programme 1: Illicit Trafficking and Border Management (PAKW50)	Sub-Programme 2: Criminal Justice and Legal Reforms (PAKW51)	Sub-Programme 3: Drug Demand Reduction, prevention and treatment (PAKW52)
	8. How effectively did the programmes address national and regional needs and priorities?	<p>GC articulated limited success in regional cooperation and a lack of effectiveness in coordinated regional responses to pressing issues.</p> <p>Global Maritime Container Program (GMCP) valued by GC.</p> <p>The Programme is addressing the emerging threat of synthetic drugs; importance of infrastructure/equipment provisions.</p> <p>The Programme is flexible and responsive to GC requests.</p> <p>Evidence of very positive response among GCs to UNODC's Covid response.</p> <p>Partial, yet significant achievements can be observed. This includes the development of necessary level of HIV literacy and capacity in basic concerned settings (such as prisons); enhanced and expanded capacity of health and LEA professionals, including female professionals, to deliver evidence-based, standardized drug use prevention and treatment services, notably in prison settings.</p> <p>Government counterparts and involved stakeholders were satisfied with the quality and effectiveness of UNODC expertise and constant availability for guidance and advice.</p> <p>Regular dialogue and coordination mechanisms enabled UNODC to adjust the path of implementation of DDR interventions to institutional cultures and structures, as well as emerging concerns and needs of involved parties.</p> <p>The adaptation of implemented activities, especially trainings to target institution practices, culture and interests, ensured greater levels of satisfaction and receptivity.</p>		
	9. To what extent are the programmes effective in strengthening and promoting cross-border cooperation and collaboration with regional entities?	<p>Limited of cooperation needs to be understood contextually-key factors include political sensitivities, regional instability.</p> <p>The Country Programme ensures regional communication is not blocked, through Triangular Initiatives and working forums under which regular regional conferences are conducted.</p> <p>Very strong evidence re cross-border cooperation within Pakistan itself, via provincial government information sharing and communication.</p> <p>At the same time, many GCs reported enduring coordination issues, primarily at departmental levels within provinces.</p> <p>Limited under SP3 beyond the exchange of information and lesson sharing.</p>		

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Efficiency	10. Were the resources and inputs converted to outputs and outcomes in a timely and cost-effective manner?	<p>The +e-learning platform is well integrated with noted cost savings.</p> <p>Limited funds: cybercrime unfunded.</p> <p>GC articulated issues at the execution stage, timing, and coordination, resulting in delays of deliverables, despite what they viewed as the availability of funds.</p> <p>GC do not fully understand the restrictions/limitations of the UN in terms of implementation/funding, compliance with donor requirements.</p> <p>Evidence of good integration with global programmes to solve funding shortfalls.</p> <p>Some queries around value received from HQ support desks and conflicting HQ vs CO objectives</p> <p>GCs recognise scale of the problem of staff turnover and resulting skills loss.</p> <p>Lack of funds was identified as a key concern among both UNODC and GC stakeholders that dramatically impacts on the programme efficiency.</p> <p>Gaps in the design process were also identified as resulting in a disconnect between sub-programming and important discrepancies of funding across them. The three SPs appeared to have been managed as separate projects, with SP3 being the least supported.</p> <p>The global umbrella and to a lesser extent the regional one served as supporting systems to compensate for the shortage of available resources for SP3.</p> <p>Reporting mechanisms largely performance-oriented and based on short-term quantitative indicators were found not to fully grasp critical aspects of UNODC support such the quality of capacity-building interventions, and the impact of the constant availability of UNODC for policy dialogue and guidance.</p>		

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Impact	11. To what extent did the programmes contribute to Member State implementation of relevant international Conventions and other instruments?	<p>HTMS law reform: now in compliance with international standards.</p> <p>Focus on policy work to bring up compliance.</p> <p>Strong evidence of role of SP2 in supporting Pakistan in FATF processes from both UNODC staff and GCs.</p> <p>Strong evidence also re the promotion of gender priorities in provincial government planning, with focus on GBV.</p> <p>GCs from various prison departments noted the support of UNODC re Mandela Rules, which have impacted on new prison legislation as well as practice.</p> <p>Elements point to the positive influence of the Country Programme on the prioritisation of DDR on the Government of Pakistan agenda in line with international standards and guidance.</p>		
	12. To what extent can long-term sustainable results be expected for all stakeholders from current programme implementation?	<p>Sustainable impact in legal reforms, national counternarcotic policy contributions.</p> <p>Increase in capacities of national trainers, however heavily impacted by frequent staff turnover.</p> <p>Comprehensive e-learning platform successfully implemented across country.</p> <p>Number of GC agencies, inter-agency competition creates significant challenges.</p> <p>UNODC staff note the 4-5yr programme cycle is short within an overall change process.</p> <p>GCs demonstrate strong commitment to sustainability, some respondents note that much hangs on the political will to maintain multi-year funding commitments.</p> <p>The Country Programme contributed to expand and improve the capacity of GC to prioritise and deliver evidence-based drug use prevention and drug dependence services.</p> <p>Ownership challenges were identified as putting at risk the sustainability of project gains.</p>		

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	13. To what extent did the programmes contribute to the Sustainable Development Goals?	<p>Need for more data and more conscious efforts to align systems towards SDG indicators.</p> <p>Sensitivities around the SDGs requires a strategic discussion, to better assist the government in their reporting, to correlate better, and inform strategies accordingly.</p> <p>GC-Country Programme success in SDG 16, peace, justice and strong institutions in reference to HTMS- instilling peace and justice within the communities.</p> <p>Clear evidence of work in support of SDG 5 on gender and SDG 16 on just and sustainable institutions and the rule of law.</p> <p>The Country Programme plays a key role to contribute towards SDG 3.5 “Strengthen the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol”.</p> <p>SDG 3.5 and DDR have been designated by both GC and UNODC as key priority for future programming, considering limits in UNODC coverage and the early stage of policy developments on DDR at the country level.</p>		

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Sustainability	14. Has national ownership of the programmes been generated? In what ways? What factors have hindered or facilitated this ownership?	<p>New Country Programme design is being led by the MOFA; increased dialogue between stakeholders around design.</p> <p>Donors fund around different thematic areas, some areas remain unfunded. Donors haven't funded the entire Country Programme, but multiple donors are funding one outcome.</p> <p>In the FATF area, evidence of engagement is stronger than evidence of ownership, though movement toward developing ownership is visible, such as in recent legislative and regulatory initiatives.</p> <p>Strong evidence of ownership at mid to senior levels with the RoL initiatives, but political support remains less clear.</p> <p>Budget allocation to the RoL initiatives provides a positive indicator, but programme structure does not support a clear allocation mechanism.</p> <p>Risk of training being capacity substitution rather than capacity building.</p> <p>The sub-programme allowed for improved GC and provincial authority capacities in HIV and drug use prevention and treatment. It contributed to create a momentum among involved stakeholders on the need to consolidate their strategy and knowledge base in those areas</p> <p>However, the project gains are continuously challenged by the high staff turnover, in some cases the level of interest and background of some selected participants as well as disruptions of funds at the programmatic level</p>		
	15. How have the programmes developed national capacity to support sustainability of effort and benefit?	<p>RoL programming establishes a clear model of data-driven/responsive policy development and government planning led by provincial governments.</p> <p>SP3 contributed to foster awareness and increase horizontal linkages among specialised partners across sectors and at different levels of governance on DDR.</p> <p>Nevertheless, high stigmatisation, cultural sensitivities and policy divergences reduce opportunities for ownership, harmonisation and mainstreaming of DDR.</p>		

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Leaving no one behind	16. To what extent have human rights and gender priorities and principles, including the needs of vulnerable groups, guided programme design (reference framework, planning structure)?	<p>Previously no baseline data available to measure HR and gender outcome. Under the HTMS umbrella, gender analysis is now taking place, and the Country Programme is creating baselines in respective components.</p> <p>There is no specific budget for gender and human rights.</p> <p>Across the board there is clear evidence of UNODC emphasis and GC recognition of the importance of gender and human rights to advancing justice.</p> <p>At the same time, clear cultural and religious barriers remain.</p> <p>Clear efforts were made to include a gender- and human rights-sensitive approach at the design and planning stage of the sub-programme, including at the outcome level.</p>		
	17. To what extent have specific measures been taken to address the needs and priorities of human rights, gender and vulnerable groups during implementation of the programmes?	<p>There is a visible shift in Government perspectives on HR issues – notable in approaches to human trafficking and the smuggling of migrants.</p> <p>Prioritisation of specific forms of gender needs, e.g. investigation and prosecution of gender-based violence, support for victims of GBV.</p> <p>Vulnerable groups targeted, e.g., through legal aid in prisons programmes to reduce rates and length of unsentenced imprisonment.</p> <p>Evidence has been gathered of greater attention to gender parity in the implementation of SP3 activities, notably at the participation and knowledge diffusion levels.</p> <p>However, despite greater attention and responsiveness from GC to these issues, cultural and political sensitivities still strongly undermine UNODC’s capacity to address human rights, gender and vulnerability concerns.</p>		