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**Capacity Building for NAPTIP's
Implementation of the Action Plan
against Human Trafficking**

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This publication has not been formally edited.

ACRONYMS

ADAM-N	Automated Donor Assistance Mechanism, Nigeria
CONIG	Country Office Nigeria
DAD	Development Assistance Data-Base
DFID	UK Department for International Development
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EFCC	Economic and Financial Crimes Commission
EU	European Union
LGA	Local Government Area
ILO	International Labour Organization
IOM	International Organization for Migration
NACTAL	Network of CSOs against Child Trafficking, Abuse and Labour
NAPTIP	National Agency for Prohibition of Traffic in Persons and Other Related Matters
NBS	National Bureau of Statistics
NDE	National Directorate for Employment
NEMA	National Emergency Management Agency
NGO	Non-Governmental Organization
NIS	Nigeria Immigration Service
NPA	National Plan of Action
NPC	National Planning Commission
NPF	Nigeria Police Force
NSCDC	Nigeria Security and Civil Defence Corps
PROFI	Programme and Financial Information Management System
PSC	Project Steering Committee
SMART	Specific, measurable, attainable, relevant and timely
SMEDAN	Small and Medium Enterprises Development Agency of Nigeria
SOM	Smuggling of Migrants
SOP	Standard Operating Procedures
TIP	Trafficking in Persons
TIPPLEA	Trafficking in Persons (Prohibition) Law Enforcement and Administration
TOR	Terms of Reference
TOT	Training of Trainers
UNCAC	United Nations Convention against Corruption
UNDAF	United Nations Development Assistance Framework
UNFPA	United Nations Fund for Population Activities
UNGIFT	United Nations Global Initiatives to Fight Human Trafficking
UNICEF	United Nations International Children and Education Fund
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNODC	United Nations Office on Drugs and Crime
UNTOC	United Nations Convention against Transnational Organized Crime
WOTCLEF	Women Trafficking and Child Labour Eradication Foundation

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SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings: problems and issues identified	Evidence (sources that substantiate findings)	Recommendations
Non-completion of some project activities	Interviews. Desk review	PSC should provide direction towards the implementation of outstanding project activities such as the second Train-the-Trainers workshop and the return visit of Nigeria LEAs to Finland.
Lack of existing mechanisms for monitoring progress on attainment of project objective and outcomes	Interviews. Desk Review	UNODC and NAPTIP should monitor and document project impact especially with respect to Outcome 3
Fusion of project management and M & E functions affected monitoring for results	Interviews	NAPTIP and UNODC should create a separate unit for M & E
Need for greater participation by NAPTIP	Interviews	UNODC should create a different partnership framework that assigns national focal agencies shared responsibilities and logframe tasks for delivery of project results
Request for greater consultation and involvement in decision making by donors	Interviews	UNODC should design a framework to facilitate enhanced participation of donors without compromising autonomy

EXECUTIVE SUMMARY

Introduction

The Project -NGA/S84 ‘Capacity Building for NAPTIP’s Implementation of the Action Plan against Human Trafficking’ was designed to provide expertise, advisory services and logistical support to NAPTIP and other critical national stakeholders for the implementation of the National Action Plan (NAP) against human trafficking in Nigeria. Nigeria is regarded as a source, transit and destination country of Trafficking in Persons.

The context of the project was the recognition that although NAPTIP is the focal agency for combatting TIP, it needed the support of other law enforcement agencies (LEAs) and civil society organizations (CSOs) to achieve any meaningful results. Moreover, there was recognition that enhancing the capacity and motivation of the organizations and individuals involved in fighting TIP was necessary if the growing political support for the struggle against TIP was to achieve the desired results.

Consequently, the project was aimed at attaining four overarching objectives:

1. Strengthen the operational capacity of NAPTIP and Law Enforcement Agencies (LEAs) to prevent, detect, investigate, and prosecute cases of human trafficking in Nigeria
2. Develop a timetable and costed plan for the full implementation of the National Action Plan Against Human Trafficking
3. Create awareness, train, and sensitize relevant stakeholders of the Nigerian society on issues of human trafficking
4. Coordinate and harmonize donor activities in the field of trafficking in persons

The project was originally scheduled to last for 3 years (2009-2011) and was to be implemented in two phases. The first phase (2009-2010) was expected to focus on the preparation of Training Needs Assessment, development of a Training Strategy, costing of the National Action Plan (NAP), and initiation of urgent training and logistical support to NAPTIP. The second phase (2010-2011) was expected to focus on raising awareness across the country about TIP and development of a donor coordination mechanism in the area of human trafficking. The phased approach to implementation was as a result of limited funding available at the time of commencement of the project. It was envisaged that the phases would be merged once full funding was secured. The initial funding secured for phase 1 was from Switzerland (USD 212,800.00) and Norway (USD50, 000). The two phases were merged in a revised Project Document when Finland made a commitment to provide additional resources totalling Euros 820,000.00.

The main objective of the evaluation, as set out in the terms of reference (TOR) is, ‘to assess, analyse and draw conclusions on the design and implementation of the project vis-à-vis the expectations earlier earmarked for the period it has been

implemented'. The sources of data for the evaluation were project documents and reports, direct interviews with key respondents and telephone interviews. The data were collected during field work in Abuja and Lagos State. Interviews were conducted with guides from the set of questions designed for different clusters of key respondents. Key respondents were mainly project staff, representatives of donors, staff members of NAPTIP and partner organizations as well as some beneficiaries of the project.

Findings

The original Project Document was based on consultations between key stakeholders. This was largely because the project evolved from previous collaborations between NAPTIP, UNODC and donor partners. The project design was therefore based on the shared ideas of gaps and challenges identified by major stakeholders involved in combatting TIP and smuggling of migrants (SOM).

The project design was also based on the logical framework approach. The Project Log-frame stated the expected Objective, Outcomes and Outputs. There are clear lines of linkages between activities and outputs, between output and outcomes and between outcomes and the overall objective. However, some of outcomes, outputs and indicators were not SMART in the original log-frame. Some of the outcomes were presented as outputs. The revised project documents contained log-frames with smarter outcomes, outputs and indicators. Nonetheless, measurement of progress made by the project remained a challenge as there were no baselines, milestones and targets.

The project was well aligned with existing national and global strategies to combat TIP. These protocols emphasise the need to build the capacity of anti-TIP national agencies and LEAs through strategic training for personnel and improvement in operational equipment; the need to promote greater coordination between focal TIP agencies and LEAs; the need to sensitize and mobilize civil society and the media to become active in anti-TIP campaigns; and the need to enhance donor interest and coordination in support for anti-TIP programmes.

All the stakeholders and targets of the project considered its objectives to be relevant to their needs. Project interventions were seen as primed to address specific capacity needs of institutions and social groups that are important actors in the anti-trafficking efforts.

The evaluation found that most of the outcomes have been delivered but many of the planned outputs were not delivered on schedule. Non-attainment of project milestones such as preparation of the Training Needs Assessment and the Training Strategy document led to delays and realignment of project workplans and activities.

The evaluation found that there was no mechanism in place for monitoring how outputs were being translated into outcomes and objectives. The different reporting requirements stipulated in the project management mechanisms and structures allowed for provision of information on activities and outputs.

The adoption of the implementation strategy based on conditional grants also affected the efficiency of the project. Project activities were delayed by non-release of new tranche of funds when the retirements for previous tranche were outstanding.

The evaluation examined the coordination and collaborative arrangements established among partners and stakeholders in the project. It showed that better coordination and cooperation was not only considered as an outcome of the project but was also seen as a critical means of attaining outcomes and overall objective of the project.

The Project Document provides for establishment of a Project Steering Committee (PSC) and stipulated the terms of reference (TOR) of the PSC. The PSC is made up of the three donors and representatives of NAPTIP and UNODC. It is the policy making body of the project. It was created to provide guidance and direction of the project management team. The PSC is responsible for reviewing the work plan and other documents, assessing status of implementation and making recommendations to NAPTIP and UNODC on the direction of the project.

Most of the partnering organizations considered the partnership to be useful and appreciated the fact that synergy was being created. The PSC contributed to project monitoring as its meetings provided opportunities for implementing partners and donors to review progress toward attainment of outputs. However, the full potentials of the PSC were not harnessed as a result of challenges of communication and convening regular meetings.

The evaluation found that the project recorded some progress in attainment of the objective: ‘Strengthen the operational capacity of NAPTIP and law enforcement agencies to prevent, detect, investigate and prosecute cases of human trafficking in Nigeria’. NAPTIP and related LEAs are relatively better equipped to perform their functions as a result of the exposure of officers to requisite trainings programmes and the provision of equipment for operations. There is also evidence that some progress is being made in the attainment of Outcome 1: ‘Higher arrest and conviction rates for human trafficking offences and increased number of rescued victims and potential victims’. Updates by NAPTIP show encouraging signs of improvement in rates of arrest, rescue and convictions. Although it is difficult to attribute progress solely to the project, the evaluation found that capacity building initiatives supported by the programme enhanced skills and motivation of staff members in NAPTIP and other law enforcement agencies. The progress made on this outcome is also linked to improved collaboration and information sharing between NAPTIP and other LEAs as well as growing donor interventions for initiatives to tackle trafficking in persons. .

Considerable progress was also made toward the attainment of Outcome 2: ‘A measurable increase of national and international support to anti-human trafficking work in Nigeria’. There were improvements in level of cooperation between anti-TIP agencies and government ministries, departments and agencies. International support for the campaign against human trafficking also improved during the period. Although several factors including challenges of immigration in developed countries served as impetus for improvements in international cooperation on anti-corruption the evaluation found that project initiatives contributed to enhancing the trend towards cooperation and collaboration. The project’s contribution is evident in its approach of engagement of stakeholders.

The evaluation could not ascertain the degree of progress made in the attainment of Outcome 3: ‘Increased sensitization on TIP in selected states across the six geopolitical zones in Nigeria of relevant stakeholders and vulnerable segments of society’. There were indications that the project had supported various public enlightenment programmes on TIP. However, in the absence of systematic mechanisms for recording results of these initiatives and the short time frame of the evaluation which precluded field travel to most of the target states, the evaluation does not have sufficient evidence to definitively comment on whether and to what extent progress was made. There were however indications that the number of persons that visited the NAPTIP website increased after radio talks on human trafficking supported by the project.

There is evidence that Outcome 4: ‘A functioning donor coordination system and comprehensive record on on-going/planned assistance and remaining assistance priorities regarding human trafficking and related matters in Nigeria’ has been attained. The evaluation found that ADAM-N supported by the programme had been fully integrated into the Development Assistance Database (DAD). There is greater donor coordination on TIP and SOM and greater willingness to share information partly due to some of the project initiatives.

The evaluation found that several factors affected the effectiveness of the project and the attainment of outcomes and objectives. These include delay in project commencement and implementation of project activities, dislocation of UNODC after the terrorist attack on the UN House, the revision of project outcomes and outputs, interruption and discontinuation of some project activities, and the lack of monitoring and evaluation systems in both NAPTIP and UNODC. However, the negative impacts of these factors on the delivery of project objectives were mitigated by growing international and national public interest in TIP and SOM. The effective demand for action against TIP and SOM by international partners from destination countries contributed to the attainment of the outcomes recorded in the project.

The evaluation found that the project is likely to produce impact in three areas. These are enabling national agencies to take the lead in agenda setting in anti-TIP and anti-SOM initiatives, promoting greater coordination among development partners, civil society and focal agencies on TIP and SOM, and reducing the stigma associated with trafficked persons and smuggled migrants.

The Project Document addressed the issue of sustainability by fostering ownership of the project by the national focal agency. The project design provided opportunities for national partners to participate in the design of the project and to take responsibility for its implementation. The adoption of a programme orientation instead of a project orientation enabled the project to play a catalytic role in facilitating processes and building capacity of institutions established to tackle TIP and SOM.

The main innovation in the project was the successful effort of UNODC to get three donors to pool funds together for the project and experiment on donor coordination through the tripartite membership structure of the PSC. Although this model encountered challenges it nonetheless demonstrated it was possible for donors to contribute to a joint basket of funds to attain goals that single donor contributions may not be sufficient to support.

Conclusions

The evaluation concludes that the project is well aligned with national and international strategies and plans to combat trafficking in persons (TIP) and smuggling of migrants (SOM). The project justifiably focussed on strengthening the National Agency for Trafficking in Persons (NAPTIP) to implement the National Action Plan (NAP) on Trafficking in Persons. The project supported NAPTIP to develop a timetable and plan with costing for the full implementation of the NAP. The project design also targeted other Law Enforcement Agencies (LEAs), community leaders and civil society organizations through sensitization and awareness creation activities. These activities were not only aimed at mobilizing support for NAPTIP but also enhancing the capacity of LEAs and CSOs to play meaningful roles in combatting TIP. Moreover, the project supported coordination and harmonization of donor activities on TIP in order to enhance efficiency, build synergy and avoid duplication.

The project benefitted from the technical resources and instruments resources developed by the UNODC to tackle TIP and SOM. Worthy of note is the decision of the UNODC to take a holistic perspective to tackling TIP and SOM rather than the conventional approach that singularly focuses on law enforcement. As a result, the project has also carried out activities aimed at enhancing the capacity of the NAPTIP to provide support and care to trafficked persons.

The project recorded progress in the attainment of the objective and three outcomes. However, it is evident that the progress recorded can not be entirely attributed to the programme. Progress was also slow because of delays encountered in the implementation. Key factors that impeded progress on the implementation of major activities are late release of funding, delay in delivery of major project outputs, suspension of funding and the bombing of the UN Headquarters in Abuja.

The evaluation concludes that the project established and sustained strong partnerships with project partners and relevant national stakeholders. One of the strengths of the project was the success in bringing together three donors into the partnership. However, the partnership had some challenges. . A major challenge stemmed from the fact that UNODC entered into different agreements with each partner. The introduction of conditional grants system, which allowed NAPTIP to take charge of implementation of some outputs, has helped to reduce tension. It has also contributed to creating ownership and building the capacity of NAPTIP.

Recommendations

The evaluation recommends that the PSC should provide direction towards the implementation of the completion of outstanding initiatives such as the second leg of the train- the -trainers workshop and return visit of Nigerian LEAs to Finland. The evaluation recommends that more proactive measures should be taken by UNODC and NAPTIP to monitor and document impact likely to be made by the

project. This is particularly so with respect to Outcome 3, for which the evaluation could not find substantial evidence of outcome level impact.

The evaluation recommends that in on-going and upcoming projects NAPTIP and UNODC should separate the tasks of project management and project monitoring. This would require the creation of a separate monitoring desk in each organization charged with collecting and reporting information on progress being made by the project towards outcome.

It also recommends that UNODC should reconsider its role as the executing agency in projects involving national focal agencies. There is need to adopt a method of shared responsibility for project execution. This would entail the sharing of log-frame tasks between the national agency like NAPTIP and UNODC.

Finally, the evaluation recommends that UNODC should develop mechanisms to accommodate likely requests of donors for greater involvement in such ways that do not undermine initiative and autonomy of implementing agencies.

Lessons Learned

The lesson learned is the need to ensure that stakeholders have a sense of participation and ownership of project initiatives. Involvement in decision making and effective communication promote sense of ownership.

I. INTRODUCTION

Background and context

NGA/S84 -Capacity Building for NAPTIP's Implementation of the Action Plan against Human trafficking- was designed to provide expertise, advisory services and logistical support to NAPTIP and national stakeholders for the implementation of the National Action Plan (NAP) against human trafficking in Nigeria. Nigeria is regarded as a source, transit and destination country of Trafficking in Persons. NAPTIP was established in 2003 in furtherance of the United Nations Convention against Transnational Organized Crime (UNTOC) 2000. Nigeria is a signatory to UNTOC and has domesticated the UNTOC Protocol against Human Trafficking by incorporating its relevant sections in the NAPTIP Act of 2003.

The project was designed to strengthen the capacity of NAPTIP which had been at the forefront of combatting human trafficking and had recorded steady progress in arresting traffickers and rescuing victims. For instance, between 2003 and 2008, NAPTIP is reported to have rescued 2300 victims, convicted 32 traffickers and shut down hundreds of brothels used for trafficking. NAPTIP, UNODC, UNICEF, IOM and ILO as well as a growing number of civil society organisations, notably, Women Trafficking and Child Labour Eradication Foundation (WOTCLEF) had through intensive advocacy generated strong support from the Government of Nigeria for the campaign against trafficking in persons (TIP). It is against this background that the Nigerian First Lady and the Attorney General of the Federation and Minister of Justice participated in activities to commemorate the fifth anniversary of NAPTIP. The growing political support was also demonstrated by the decision of the Federal Executive Council to adopt of National Action Plan against Trafficking in Persons in 2008. In September 2008, the Federal Government in collaboration with the United Nations Country Office in Nigeria (CONIG) included combatting human trafficking as one of the national development priorities in United Nations Development Assistance Framework (UNDAF) 2009-2012).

UNODC formulated the project in collaboration with NAPTIP in furtherance of its leading role as the Custodian of UNTOC and implementing agency of the United Nations Global Initiative to Fight Human Trafficking (UN-GIFT). Through the vehicle of Project NGA R/60, UNODC had supported the preparation of the NAP and the establishment of Trafficking in Persons Unit in the Economic Community of West African States (ECOWAS). The project under review was aimed extending support to the capacity development of NAPTIP and other law enforcement agencies and justice institutions to play their respective roles in combatting trafficking. It was also aimed mobilizing civil society organizations and building their capacity to effectively contribute toward the combatting of trafficking in persons.

The context for the project was the recognition that although NAPTIP is the focal agency for combatting TIP, it needed the support of other LEAs and CSOs to achieve any meaningful results. Moreover, there was recognition that although there was growing political support for the struggle against TIP, progress would depend on the capacity and motivation of the organizations and individuals involved in fighting the crime. Evidence available at the time suggested that only a third of the staff members of NAPTIP had received basic training on TIP. Other LEAs and CSOs had fewer staff with basic knowledge and skills about combatting TIP. Furthermore, the NAP against TIP had been adopted but it was not yet costed and without resources possibilities for its implementation were uncertain. Finally, there was little coordination among development partners genuinely interested in supporting the efforts to combat TIP.

Consequently, the project was aimed at attaining four overarching objectives:

1. Strengthen the operational capacity of NAPTIP and Law Enforcement Agencies (LEAs) to prevent, detect, investigate, and prosecute cases of human trafficking in Nigeria
2. Develop a timetable and costed plan for the full implementation of the National Action Plan Against Human Trafficking
3. Create awareness, train, and sensitize relevant stakeholders of the Nigerian society on issues of human trafficking
4. Coordinate and harmonize donor activities in the field of trafficking in persons

The project had three main targets, namely:

1. NAPTIP, which is the focal agency for fighting TIP in Nigeria;
2. LEAs such as the Nigeria Police Force (NPF), Nigeria Immigration Service (NIS), State Security Service (SSS), Nigeria Security and Civil Defence Corps (NSCDC) and the Judiciary that are tasked with assisting NAPTIP detect and foil cases of human trafficking; and
3. CSOs and NGOs such as Women Trafficking and Child Labour Eradication Foundation (WOTCLEF) and Network for Civil Societies Against Trafficking, Child Abuse and Labour (NACTAL) that are involved in advocacy and awareness raising activities in the struggle against TIP.

The project was originally scheduled to last for 3 years (2009-2011) and was to be implemented in two phases. The first phase (2009-2010) was expected to focus on the preparation of training needs assessment, development of a training strategy, costing of the NAP, and initiation of urgent training and logistical support to NAPTIP. The second phase (2010-2011) was expected to focus on raising awareness across the country about TIP and development of a donor coordination mechanism in the area of human trafficking. The phased approach to implementation was as a result of limited funding available at the time of commencement of the project. It was envisaged that the phases would be merged once full funding was secured. The initial funding secured for phase 1 was from Switzerland (USD 212,800.00) and Norway (USD50,000). The two phases were merged in a revised Project Document when Finland made a commitment to provide additional resources totalling Euros 820,000.00.

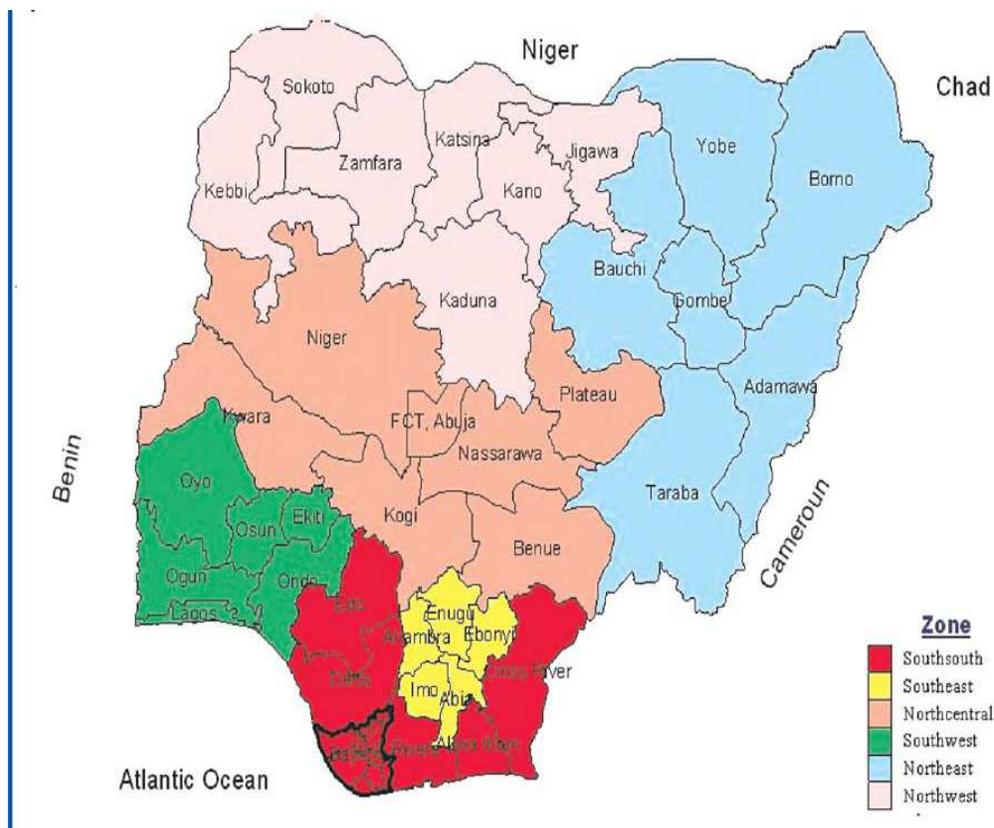
This Final Project Evaluation replaces the Mid-Term Evaluation, which was originally scheduled as an essential component of the project implementation strategy. The Mid Term Evaluation was shelved due to delays in project implementation. The main objective of the evaluation, as set out in the terms of reference (TOR) is, 'to assess, analyse and draw conclusions on the design and

implementation of the project vis-à-vis the expectations earlier earmarked for the period it has been implemented'. The evaluation is also expected to assess 'the relevance, efficiency, impact and sustainability of the project and identify lessons learnt and best practices'. The rationale for the evaluation is to explore the extent to which organizational goals have been achieved and to draw lessons that may be used to guide future UNODC anti-TIP projects.

According to the TOR, the scope of the evaluation is to cover the implementation of the programme over a three year period. This is the start-up date of December 2008 and October 2012.

The evaluation was conducted by an independent national consultant in the months of September / October 2012. UNODC and NAPTIP project staff facilitated meetings with key stakeholders. UNODC also took care of logistics, including accommodation and transportation. Project Management Team also provided useful insights and evidence to facilitate better appreciation of issues by the evaluator.

Figure 1: Map of Nigeria, showing geo- political zones



Evaluation Methodology

The sources of data for the evaluation were project documents and reports, direct interviews with key respondents and telephone interviews. The data were collected during field work in Abuja and Lagos State. Interviews were conducted with guides from the set of questions designed for different clusters of key informants. Key respondents were mainly project staff, representatives of donors, staff members of NAPTIP and partner organizations as well as some beneficiaries of the project. On the whole, 37 persons were interviewed (see annex ii). In keeping with best practice, there is no direct attribution of comments to respondents to guarantee the confidentiality of sources.

The sampling of all categories of project stakeholders was considered necessary for the validity of the conclusions of the evaluation. It allowed for the cross checking of data gathered from one source with data collected from another source. The opportunity to present the draft report to members of the core learning team also provided a medium for validating the findings of the evaluation.

Some limitations adversely impacted on the evaluation. The first constraint is the time allotted for the evaluation. The 16 day timeframe was very short and did not allow for broader consultation with stakeholders. It was not possible to reschedule meetings with stakeholders that were unavailable during the days designated for meetings in Abuja and Lagos. Although attempts were made to mitigate this limitation through telephone interviews the results were not very satisfactory. The time constraint also restricted the field visits and interviews to two locations (Lagos and Abuja). It was not possible to visit other locations where project activities had been implemented. Consequently, the evaluation did not benefit from the perspectives of the direct beneficiaries in such locations. The independent evaluation tried to mitigate this constraint by extensive desk review of project documents and reports.

The second constraint is the delay of project activities. The delays encountered in the project meant that several project activities had recently taken place or were still on-going at the time of the evaluation. It was therefore premature to assess whether or not the outcomes envisaged for such components had been attained.

II. EVALUATION FINDINGS

Design

The project design is presented in the Project Document, which was subjected to two revisions in May 2010 and June 2012. The Project Document was based on broad consultations between key stakeholders. This was largely because the project evolved from previous collaborations between NAPTIP, UNODC and development partners. In particular, partnerships fostered by Project NGA R60 had contributed to the take-off, growing visibility and mobilization of political support for NAPTIP and the fight against TIP. However, it was evident from assessments of the progress made that there were capacity gaps both within NAPTIP and ancillary LEAs as well as among the CSOs working on different aspects of the campaign against TIP. The project design was therefore based on the shared ideas of programme needs and challenges identified by major stakeholders involved in combatting TIP and smuggling of migrants (SOM).

The project design correctly formulated a four-pronged strategy for tackling TIP. These are building the capacity of NAPTIP, sensitizing and building the capacity of LEAs, sensitizing and raising awareness among CSOs and endemic communities and enhancing coordination among development partners for TIP related programming. This informed the programme's four outcome areas as well as the target groups.

The project design was also based on the logical framework approach. The Project Log-frame stated the expected Objective, Outcomes and Outputs. There are clear lines of linkages between activities and outputs, between outputs and outcomes and between outcomes and the overall objective. However, some of outcomes, outputs and indicators in the original log frame were not SMART. Some of the outcomes were presented as outputs. The revised project documents contained log frames with smarter outcomes, outputs and indicators. Nonetheless, measurement of progress made by the project remained a challenge as there were no baselines, milestones and targets.

Furthermore, some of the proposed outcomes and outputs of the project were not well designed. For instance, the third outcome in the original project document was 'conducted training, advocacy and sensitization in 18 pilot states'. The choice of 18 states- half the number of states in the country- was a travesty of the concept of pilot. This was overambitious and did not allow for experimentation and lesson learning.

Finally, the design of some outputs did not benefit from a full understanding of existing initiatives in proposed areas of intervention. For example, the decision to introduce ADAM-N to facilitate donor coordination arose from ignorance about the existence of the DAD which had the capacity to deliver to a wider target audience. This ironically led to duplication of efforts that ADAM-N was intended to tackle before a decision was taken to engraft data captured in ADAM-N into DAD.

Relevance

The project was well aligned with existing national and global strategies to combat TIP. These include the United Nations Convention against Transnational Organized Crime (UNTOC 2000), the ECOWAS Plan of Action against Trafficking in Persons (2001), the African Union Action Plan on Human Trafficking (2002), the NAPTIP Act of 2003, the ECOWAS/ECCAS Plan of Action against Trafficking in Persons, the Ouagadougou Action Plan to combat Trafficking in Human Beings, especially women and children (2006) and the NAPTIP Action Plan (2008). These documents emphasise the need to build the capacity of anti-TIP national agencies and LEAs through provision of strategic training for personnel and improvement in operational equipment; the need to promote greater coordination between focal TIP agencies and LEAs; the need to sensitize and mobilize civil society and the media to become active in anti-TIP campaigns; and the need to enhance donor interest and coordination in support for anti-TIP programmes.

All the stakeholders and targets of the project considered its objectives to be very relevant to their needs. Project interventions were seen as primed to address specific needs among groups that are relevant in the anti-trafficking efforts. For instance, virtually all participants of various training programmes implemented under the project found the training programmes to be very needful. The training in use of digital equipment in profiling of suspects and culprits of TIP, training on trauma and stress management, the training in modern techniques on public information and dissemination, training of trainers, and training in care for victims among others were regarded as necessary for the improvement of the capacity of NAPTIP officers.

In particular, the exposure of anti-TIP officers to social work was a paradigm shift in the struggle against TIPs and SOMs because it put the victims of TIP and SOM at the centre. The dominant perspective in TIP and SOM had vilified and criminalised the victims. Beneficiaries of the training felt the exposure to information about social work was necessary to equip NAPTIP social workers and investigators with the requisite sensitivity to the rights of victims. This is because it rightly portrayed NAPTIP as a caregiver rather than simply a law enforcement agency. This approach was considered necessary to win the hearts and minds of victims of TIP, enhance rehabilitation and reintegration of victims and mobilise victim support in sharing of information and intelligence vital to arresting and prosecuting perpetrators of TIP.

NAPTIP officials asserted that the provision of computers and networking of computers in NAPTIP Headquarters and zonal offices were crucial to enhancing the operational capacity of the organization. Investments in preparation of costing for the NAP on combatting trafficking in persons were also considered essential for the preparation and adoption of the 2012-2017 Strategic Plan for NAPTIP. Project related activities also supported NAPTIP to develop annual workplans. For instance, the 2012 NAPTIP Workplan contained the overall plans and targets of NAPTIP as well as plans of different departments and units of the organization. Moreover, project stakeholders said the NAP would have been a useless document without the costing component which was a major initiative of the project. The costing was considered relevant because it offered real choices of intervention to development partners and helped NAPTIP, UNODC and other anti-TIP groups to

prioritise needs in line with available resources. CSOs and NGOs considered the media sensitization programmes and town hall meetings as invaluable to building synergy among different anti-TIP stakeholders. Development partners also considered the initiatives to improve on donor coordination as worthwhile.

The project objectives were also consistent with the mandate, overarching strategies and policies of UNODC. As focal UN agency for implementing and monitoring progress on UNTOC, UNODC/CONIG saw the project as relevant to moving the fight against TIP in Nigeria from political commitment to operational effectiveness. Different components of the project were considered relevant for enabling UNODC perform its assigned roles of enhancing capacity of anti-TIP agencies, raising awareness against TIP, enhancing coordination among anti-TIP agencies and LEAs on TIP, and facilitating greater donor coordination for support on anti-TIP initiatives. Importantly also UNODC considered the project as very relevant for the development of future initiatives against TIP and SOM in Nigeria.

More pointedly, the project objectives were considered to be relevant to enabling UNODC to achieve strategic areas and results:

1. Improved capacity of national criminal justice systems to implement the provisions of the UNTOC and accompanying Protocols
2. High quality services provided to treaty-based organs and governing bodies related to crime
3. Enhanced capacity for law enforcement cooperation against organized crime and the effective response to them
4. More accessible, accountable and effective criminal justice systems.

Efficiency

The evaluation found that most of the planned outputs have been delivered but many of the outputs were not delivered on schedule. In the first year of implementation (April 2009- May 2010) for instance, the project recorded the following achievements: The development of a costed implementation plan for the NPA; the establishment of the operational structures; and the introduction of the Automated Donor Assistance Mechanism, Nigeria (ADAM-N). However, the National Training Needs Assessment and the National Training Strategy earmarked for the period were not completed on schedule. The failure to deliver these outputs on scheduled had major implications for the implementation of the project. Since the project document envisaged most of the capacity building activities would be based on the training needs assessment report and training strategy, Project Management Team took the decision to commence implementation of activities that were not planned or budgeted for in the project. This decision was taken to mitigate financial losses arising from the fact that the Project was spending on overheads when project activities were not taking place. However, project management did not follow due process of consulting with and securing approval of the main funder for the spend on the activities not budgeted for. These activities include the Children Race against Human Trafficking, the Training Workshop on use of digital evidence for

combatting TIP and the Training Workshop in the profiling of suspected airport passengers. These activities are relevant to the fight against TIPing and particularly linked linked to outcome areas 1 and 3.

Moreover, there is no evidence that the project delivered the quantity and quality of some outputs envisaged in the Project Document. There is no evidence that 200 law enforcement officers selected from 10 major border points and international airports (Abuja, Lagos and Port Harcourt) received comprehensive training. The evaluation could not also verify that 30 NGOs (5 from each geopolitical zone) had been trained on TIP advocacy and that 100 opinion leaders from 10 endemic states have been trained on TIP prevention. The underperformance of the project against log frame indicators is traceable to frequent revisions in the project document which often led to discontinuation of on-going initiatives, delay in release of fund and operational challenges among implementing partners.

The evaluation found that there was no mechanism in place for monitoring whether outputs were being translated into outcomes and the objective. The different reporting requirements put in place in the project management mechanisms and structures allowed for provision of information on activities and outputs. For instance, the Project Steering Committee (PSC) received reports on outputs delivered and these outputs were also reproduced in the progress reports and annual reports published in UNODC PROFIL. There was however no systematic way of monitoring progress on results and impact.

The evaluation established, for example, that most of the training programmes were one-off exercises that ended with the completion of the end of event evaluation form. The criteria for adjudging an activity as successful was self-assessment by beneficiaries and participants. There were no proactive measures to follow-up and to ascertain the extent to which acquired knowledge and skills translated to behavioural changes. Most of the evidences of change found were anecdotal, isolated, episodic and unsystematic. Evidence of outcome mostly presented derived from chance such as a report given about suspected TIP activity to a participant who was wearing an anti-TIP T-Shirt, increase in number of calls to NAPTIP toll free lines, increase in number of visitors to NAPTIP website, increase in number of persons making enquiries about NAPTIP through participatory radio programmes sponsored by the programme, etc. However, the anecdotal evidences were not captured in any template as means of verification of project performance.

The challenges of monitoring are partly traceable to the fusion of the project delivery and monitoring and evaluation functions in the role profiles of International Project Coordinator (IPC) and National Project Officer (NPO). Clearly, these functions paid more attention to project execution than monitoring. The impact on the project was significant as there was no specialised Monitoring and Evaluation Desk in the UNODC Project Office or NAPTIP, the focal national implementing agency. The challenges of monitoring were also aggravated by the deferment of the midterm evaluation envisaged in the Project Document.

The adoption of the management structure based on conditional grants also affected the efficiency of the project. One of the grant conditions was that release of funds for project activities would depend on retirement of funds released for previous activities. Project activities were unnecessarily delayed by non-release of new tranches when full financial retirements were outstanding for the previous tranche. Although this requirement was intended to guarantee accountability, it affected timely execution of project activities. The requirements of the grant mechanism should have been more flexible. A window period of 4 months should have been given for submission of reports after which action may be taken. This is particularly the case because the implementing agency in question is a perpetual public institution that is legally bound to meet obligations.

Partnerships and cooperation

The evaluation examined the coordination and collaborative arrangements that were established among partners and stakeholders in the project. It showed that better coordination and cooperation was not only an outcome of the project but also considered a critical means of attaining outcomes and overall objective of the project.

The Project Document established the Project Steering Committee (PSC) and provided the terms of reference (TOR) of the PSC. The PSC was made up of the three donor partners and representatives of NAPTIP and UNODC. It was the policy making body of the project management. It was created to provide guidance and direction to the project management by reviewing the work plan and other documents, assessing status of implementation and making recommendations to NAPTIP and UNODC on the direction of the project. The PSC was expected to meet thrice a year to review progress reports, financial status report and six monthly work-plans of the project.

At inception, the PSC was considered a novel governance arrangement as it brought the implementing agencies and donors together. The PSC helped in donor coordination. However, the PSC was underutilized and its potentials were not fully harnessed. This was due to some challenges experienced in its operations. First, the PSC did not meet up to three times a year as stipulated. Second, there was poor communication among members of the PSC. In particular, at times some stakeholders felt that the information about the project activities they received were not adequate. Some PSC members were also concerned minutes of meetings were not produced and circulated on time. There were also concerns that critical decisions such as the one which entailed extra-budgetary expenditure on activities and overheads were not discussed and approved at the PSC. The challenge of communication was also noticeable in the insufficient notification given to PSC members to attend project activities.

The third challenge which affected the maximum utilization of the PSC was that the three donor partners had different partnership agreements with the UNODC. The UNODC had cooperative agreements with NAPTIP. The fragmented nature of the agreement meant that the different donors had different obligations and expectations. This created a complicated situation for UNODC which had to navigate managing relations with different partners on different terms. One of the challenges that emerged from this arrangement was the perception among some partners that UNODC showed preferential treatment to other partners especially on communications about project activities. These challenges were aggravated by the fact that PSC retained membership of

donor partners whose financial contributions elapsed in the first phase of the project. The main donor of the second phase did not feel its influence was commensurate to its financial contribution.

These challenges on partnership arrangements were most evident in the revision of the Project Document. This is because Finland, the main donor of the Second Phase said it was not consulted about the decision to revise the Project Document. Finland also said it was now aware that the TOR of the IPC allowed the post holder to oversee the development of new anti-TIP and anti-SOM projects as well as existing NAPTIP projects. Finland expected that the decision to assign the IPC to other projects should have necessitated the adoption of cost sharing arrangement between the project and other projects that the IPC was working on. Finland also questioned the appointment of a second National Project Officer which was not budgeted for.

The UNODC however claimed that the decision to revise the Project Document was taken at the PSC and that the TOR of the IPC was included in the draft revised Project Document, which was circulated, discussed and approved by the PSC. The decision to allow the IPC work on development of successor projects was part of the sustainability measures adopted in the project. These competing narratives are consequences of the communication challenges earlier highlighted.

The result of these challenges was that Finland felt that the UNODC was deviating from the terms of contract. Consequently, in July 2011 Finland suspended funding for the project until UNODC provided explanations to deviations from the contract. Project activities were suspended until UNODC, NAPTIP and Finland reached an agreement in October 2011. This followed the development and approval of a new activity based proposal which allowed stakeholders to participate in and support activities they were interested in.

Despite these challenges in the partnership, most of the partnering organizations considered it to be very useful and appreciated the fact that synergy was being created. The PSC contributed to consensus building on some issues and project monitoring. It served as an oversight institution for the project management team. However, like in most evolving oversight mechanisms, it was clear that the project stakeholders were still grappling with the onerous task of striking a balance between standard oversight and micro-management tendencies. The partnership endured due to the commitment of all parties to the mission of tackling TIP and the recognition that there was no alternative to partnership, coordination and cooperation among major stakeholders.

Effectiveness

The evaluation found that the project recorded some progress in attainment of the Objective: 'Strengthen the operational capacity of NAPTIP and Law enforcement agencies to prevent, detect, investigate and prosecute cases of human trafficking in Nigeria'. NAPTIP and related LEAs are better equipped to perform their functions as a result of the exposure of officers to different trainings and the provision of equipment for operations. The strengthening of the operational capacity of NAPTIP is also evidenced by the establishment of a Training Unit, which is one of the

options outlined in the Training Strategy. The Training Unit will lead and monitor all training programmes to ensure that they are customised to the needs of the organization and are delivered to produce results. The costing of the NAP supported by the project has contributed to the adoption of the NAPTIP Strategic Plan Document. The document stipulates the priorities of the organization and enables it to be more focussed and more involved in agenda setting on interventions to support anti-TIP and anti-SOM in the country.

There was also some evidence that progress is being made in the attainment of Outcome 1: 'Higher arrest and conviction rates for human trafficking offences and increased number of rescued victims and potential victims'. The progress is evident in periodic 'NAPTIP Update' presented to the meeting of National Stakeholders Consultative Forum on Combatting Trafficking in Persons. For instance, the June 2012 edition of NAPTIP Update showed that focal agencies of the project have recorded dramatic improvements in the arrest of culprits and rescue of victims. During the period (January -June 2011) the Nigeria Police Force (NPF) rescued most of the victims (126) while the figures for victims rescued by NAPTIP and Nigerian Immigration Service (NIS) were respectively 69 and 50. However, between July 2011 and May 2012, NAPTIP and NIS which were the targets of most of the interventions rescued more victims than the NPF. While NAPTIP and NIS respectively rescued 322 and 249 victims, the NPF rescued 194 victims. In all 880 victims were rescued during the period, an increase over previous quarters. Moreover, 36 traffickers were convicted during the period out of 163 convictions made since the enactment of the NAPTIP Act. To be sure, these improvements cannot solely be attributed to the project. In the absence of a systematic monitoring and evaluation framework and the increase in anti-TIP and anti-SOM activities by other stakeholders, the evaluation concludes that the project contributed to the attainment of the appreciable improvements.

Considerable progress was also made toward the attainment of Outcome 2: 'A measurable increase of national and international support to anti-human trafficking work in Nigeria'. There were improvements in level of cooperation between anti-TIP agencies and government ministries, departments and agencies (MDAs). For instance, between July 2011 and May 2012, NAPTIP entered into partnerships with the National Directorate of Employment (NDE), Ministry of Labour and Productivity, National Emergency Management Agency (NEMA) and Small and Medium Enterprises Development Agency of Nigeria (SMEDAN) and national hospitals for the rehabilitation of victims. During the period also, more international agencies became involved in and supported anti-TIP and anti-SOM initiatives. A new core funding from the European Union was secured for anti-TIP and anti-SOM initiatives. Project NGA/X41 which design was fully supported by the project under review will involve NAPTIP, NIS, IOM and UNODC in promoting better management of migration in Nigeria. The evaluation also concludes that the project made a contribution to the attainment of this outcome and was not solely responsible for it. Other factors that contributed to the progress are the national outrage over the involvement of Nigerians in TIP as well as growing international concern at the status of Nigeria as a source, transit and destination country of TIP and SOM.

The evaluation could not ascertain the degree of progress made in the attainment of Outcome 3: 'Increased sensitization on TIP in selected states across the six geopolitical zones in Nigeria of relevant stakeholders and vulnerable segments of society'. There were indications that the project had supported various public

enlightenment programmes on TIP. These were carried out through vehicles such as town hall meetings, radio discussion programme, distribution of IEC materials, sensitization campaigns, and production of a documentary on TIP. However, in the absence of systematic mechanisms for recoding results of these initiatives and the short duration of the evaluation which did not allow visits to most of the states where sensitization activities were carried out, the evaluation has no evidence to definitively comment on whether and to what extent progress was made. Moreover, delays in execution of some of the sensitization activities meant that some of the activities were still ongoing when the project evaluation had commenced.

The measurement of progress on Outcome 3 was partly structural. It was the result of the way in which the outcome was framed. The wording ‘increased sensitization’ was clearly activity focussed rather than results oriented. The outcome should have been framed as ‘increased awareness of and action by relevant stakeholders and vulnerable segments against TIP’. This results-oriented framework would have elicited a better follow-up mechanism to observe and document impact of sensitization initiatives.

There was evidence that Outcome 4: ‘A functioning donor coordination system and comprehensive record on on-going/planned assistance and remaining assistance priorities regarding human trafficking and related matters in Nigeria’ has been attained. The evaluation found that ADAM-N supported by the programme had been fully integrated into the DAD. There is greater donor coordination on TIP and SOM and greater willingness to share information. The possibilities for duplication of efforts and waste of scarce resources have been reduced by the recording of TIP and SOM projects in the DAD, the existence of the NAPTIP Strategic Plan Document and the institutionalization of the National Stakeholders Consultative Forum on Combatting Trafficking in Persons. However, like in other outcome areas, the project was not solely responsible for progress in donor coordination. The development of DAD predated the project. The project contributed to reinforcing and mainstreaming coordination in anti-TIP initiatives.

The evaluation found that several factors adversely affected the effectiveness of the project and the attainment of outcomes and objectives. These include delay in project commencement and implementation of project activities, dislocation of UNODC after the terrorist attack on the UN House, the revision of project outcomes and outputs, interruption and discontinuation of some project activities, and the lack of monitoring and evaluation systems in both NAPTIP and UNODC. However, the negative impacts of these factors on the delivery of project objectives were mitigated by growing international and national public interest in TIP and SOM. The effective demand for action against TIP and SOM by international partners from destination countries contributed to the attainment of the outcomes recorded in the project.

Impact

The evaluation found that the project is likely to produce impact in three areas. These are enabling national agencies to take the lead in agenda setting in anti-TIP and anti-SOM initiatives, promoting greater coordination among development partners, civil society and focal agencies on TIP and SOM, and reducing the stigma associated with trafficked persons and smuggled migrants.

The capacity development support to NAPTIP has contributed to the emergence of well-educated and highly skilled professional cadre in the organization and the preparation and adoption of a Strategic Plan Document. There appears to be a strong will among the directorate and middle level management of the organization to ensure that development partners are engaged on priority areas of the Plan. This would contribute to promoting national ownership, building synergy among partners and promoting accountability and transparency. Also the project has enhanced inter-agency coordination and collaboration. There is evidence that other LEAs are reporting more cases of TIP and SOM activities and handing over more suspects and victims to NAPTIP and NIS.

The existence and full functioning of DAD and emergent formal and informal coordination arrangements such as the National Stakeholders Consultative Forum on Combating Trafficking in Persons is likely to contribute to greater donor coordination and maximum deployment and utilization of available resources for anti-TIP and anti-SOM initiatives.

The evaluation also found that the focus of the project on the soft-side of trafficking is likely to contribute to changing public opinion about victims of trafficking. The reorientation of NAPTIP and law enforcement officers to play the role of care givers is likely to contribute to greater rehabilitation and reintegration of victims. There is a relaxation of stringent rules of custody of victims as some of them are allowed to stay in unrestricted shelter homes run by CSOs and NGOs. The prospect of transformation of public opinion is also evidenced by the reported growing willingness of faith based organisations (FBOs) and communities to regard trafficking in persons from a social perspective rather than a narrow moral lens.

Sustainability

The evaluation found that the Project Document addressed the issue of sustainability by fostering ownership of the project by the national focal agency. The project design provided opportunities for national partners to participate in the design of the project and to take responsibility for its implementation. For instance, the TOR of the PSC provided that NAPTIP would take the lead in convening the body after the first year of co-organizing with UNODC. The establishment of a Project Implementation Unit in NAPTIP and secondment of NAPTIP Officers to perform the task of National Project Officer are also likely to contribute to the sustainability of the benefits of the project.

Sustainability considerations also informed the design of the project in two phases when there was no complete funding for all envisaged interventions. This was based on the need to have a programmatic rather than narrow project orientation which would have entailed narrowing down the project to outputs and outcomes that available resources could support. Furthermore, sustainability considerations informed the decision to task the International Project Coordinator to be involved in developing a project proposal to extend the work of the current project. This initiative yielded the desired goal as Project NGA/X41 would likely advance some of the outputs implemented under the current project. For instance, it is envisaged that the dissemination of the Documentary on TIP produced under the current project would be supported by the new project. The programmatic rather than

project orientation, framed the project to play a catalytic role in setting in motion processes and institutions that would trigger future interventions. It is likely to contribute to the enhancement of the possibility for sustainability.

The extensive focus of the project on capacity building initiatives also contributed to the creation of requisite institutional and human capacity to sustain the benefits. For instance, the National Training Strategy has culminated in the establishment of a training unit in NAPTIP, the National Training Needs Assessment has evolved into the NAPTIP Strategic Plan Document, and NAPTIP, LEAs and allied CSOs have a core of trainers on TIP and SOM who have been equipped with skills to organize training programmes related to TIP and SOM for different agencies and organisations.

Finally, the decision to incorporate ADAM-N into DAD will contribute to the sustainability of a functioning donor coordination system beyond the funding cycle of the project. This is because DAD is managed by the National Planning Commission (NPC) and stores and updates information on all donor supported programmes in the country. The data transferred from ADAM-N to DAD will likely form the base for documenting and synergizing development assistance on anti-TIP.

Innovation

The main innovation in the project was the successful effort of UNODC to get three donors to pool funds together for the project and experiment on donor coordination through the tripartite membership structure of the PSC. Although this model encountered challenges it nonetheless demonstrated it was possible for donors to contribute to a joint basket of funds to attain goals that single donor contributions may not be sufficient to support.

The project management also witnessed innovative measures taken to ensure that the project was not stalled. For instance, UNODC initiated a conditional grants system to enable NAPTIP take charge of implementation of some project activities of its choice. This contributed to building capacity of NAPTIP in project management and promoting a sense of belonging and ownership.

III. CONCLUSIONS

The evaluation concludes that the project design was well aligned with existing national and international strategies and plans to combat trafficking in persons (TIP) and smuggling of migrants (SOM). The project justifiably focussed on strengthening the National Agency for Trafficking in Persons (NAPTIP) to implement the National Action Plan (NAP) on Trafficking in Persons. The project supported NAPTIP to develop a timetable and plan with costing for the full implementation of the NAP. The project design also targeted other Law Enforcement Agencies (LEAs), community leaders and civil society organizations through sensitization and awareness creation activities. These activities were not only aimed at mobilizing support for NAPTIP but also enhancing the capacity of LEAs and CSOs to play meaningful roles in combatting TIP. Moreover, the project supported coordination and harmonization of donor activities on TIP in order to enhance efficiency, build synergy and avoid duplication.

The project has benefitted from the technical resources and instruments resources developed by the UNODC to tackle TIP and SOM. Worthy of note is the decision of the UNODC to take a holistic perspective to tackling TIP and SOM rather than the conventional approach that singularly focuses on law enforcement. As a result, the project has also carried out activities aimed at enhancing the capacity of the NAPTIP to provide support and care to trafficked persons. This decision to take the position of the victims into consideration is deemed to have had the added value of promoting rehabilitation and reintegration, thereby strengthening the resilience of vulnerable social groups. UNODC also brought to bear on the project its longstanding experience in facilitating institutionalization of governmental and non-governmental partners. This is evident in the decision to allow NAPTIP to occupy the driver's seat and take responsibility for implementing some of the activities of the project. Furthermore, all of the National Project Officers engaged for the Project were seconded from NAPTIP to the UNODC. This contributed to strengthening of the capacity of the NAPTIP Programme Development Unit and also enhancing institutional memory as project officers are likely to remain in the agency after the tenure of the project.

The project also benefitted from the long term perspective adopted by the UNODC. This informed the phased approach for implementation stipulated in the original Project Document. The project was designed to be executed in two phases. Phase I of the project included activities for which funding had already been secured at the commencement of the project. It was envisaged that the project would progressively start implementing activities listed in Phase II once funding was secured. Following the commitment of the Government of Finland to support the project, the two phases were integrated in the first revision of the Project Document. The long term perspective produced a snowballing effect as initial funding was used to commence activities that prepared the ground for attracting more support needed for further work. This approach has paid off handsomely with the commencement of the European Union funded Project NGA/X41 'Promoting Better Management of Migration in Nigeria'.

The project made contributions to progress in the attainment of the objective and three outcome areas. However, it is evident that the progress recorded was slow. This is because of delays encountered in the project implementation. Key factors that impeded progress on the implementation of major activities are late release of funding, delay in delivery of major project outputs, suspension of funding and the bombing of the UN Headquarters in Abuja. These factors contributed to the realignment of some activities.

The review showed that the project established and sustained strong partnerships with project partners and relevant national stakeholders. One of the strengths of the project was the success in bringing together three donors into the partnership. The fact that Switzerland, Norway and Finland contributed financially to the project led to the emergence of what a nascent donor coordination system may look like. A key source of delays was congenital in nature as misunderstandings arose from the fact that UNODC entered into different agreements with each partner. The implication of these multiple partnership agreements was that different partners had different interests and perceived their roles differently. The differential perceptions of roles and interests of the funding partners created a challenge for UNODC.

The introduction of conditional grants system which allowed NAPTIP to take charge of implementation of some outputs has helped to build confidence. It has also contributed to creating ownership and developing the capacity of NAPTIP. However, challenges remain because UNODC, which as the executing agency has the ultimate responsibility of delivering on the log frame indicators, is keen to ensure that standards and requirements in terms of financial reporting and quality of outputs are maintained.

IV. RECOMMENDATIONS

The evaluation presents two categories of recommendations. The short term recommendations refer to actions that are needed to close up and document impact of the current project and enhance prospects of attainment of outcomes and objectives. The long term recommendations are based on lessons learned from the evaluation and are intended to inform other UNODC and NAPTIP projects.

Short term

The evaluation recommends that the PSC should agree on the implementation of outstanding project activities such as the second leg of the train-the-trainers workshop and the return visit of Nigeria LEAs to Finland. This is necessary to ensure completion of these components.

The evaluation recommends that more measures should be taken by UNODC and NAPTIP to monitor and document the impact of the project. This is particularly so with respect to Outcome 3, for which the evaluation could not find substantial evidence of impact.

Long term

The evaluation recommends that in on-going and upcoming projects NAPTIP and UNODC should separate the tasks of project management and project monitoring. This would require the creation of a separate monitoring and evaluation desk in each organization charged with collecting and reporting information on progress being made by the project towards outcome. The establishment of Monitoring and Evaluation desks will hopefully lead to the adoption of more results oriented performance indicators.

UNODC should adopt a method of shared responsibility for project execution with national focal agencies. This would entail the sharing of log frame tasks between the national agency like NAPTIP and UNODC. Such division of labour would allow the partnering agencies to focus on areas they have clear comparative advantages and promote effective partnerships.

V. LESSONS LEARNED

The lesson learned is the need to ensure that stakeholders have a sense of participation and ownership of project initiatives. This sense of participation and ownership can be cultivated through involvement in decision making and effective communication.

ANNEX I. TERMS OF REFERENCE OF THE EVALUATION

TERMS OF REFERENCE FOR FINAL PROJECT EVALUATION

1. Background and Context

Title of the Assignment: Call for IC -Consultancy to conduct final evaluation of the Project “Capacity Building for NAPTIP`S Implementation of the Action Plan Against Human Trafficking (TIP)”

Project Number: NGA /S84

Project Title: Capacity Building for NAPTIP`S Implementation of the Action Plan against Human Trafficking (TIP)

Duration of the Assignment: 16 Working Days

Location: Abuja

Start Date: 17 September 2012

Linkages to Country Programme:

In line with the UNODC Strategy 2008 – 2011 the overall objective of the project is to build the capacity of NAPTIP in the Implementation of the Action Plan against Human Trafficking. The project is expected to strengthen the institutional and operational capacity of NAPTIP, the national agency mandated to effectively implement domestic legislation on TIP.(Result Area 1.1.3)

Moreover, the development of the costed work plan, the identification of capacity gaps in NAPTIP and nationally, as well as the subsequent development of a training strategy and plan will enhance national implementation capacity of the Protocol to Prevent, Suppress and Punish Trafficking in Persons especially Women and Children. The project is also linked to thematic area 3.1: Community-centered Prevention, as it seeks to increase awareness of human trafficking amongst states authorities, local communities and vulnerable groups through a series of awareness raising and sensitization activities, including town-hall meetings/ community dialogue sessions, production of information and education communication (IEC) materials, radio programs, and the development of a documentary on TIP.

The project also aims to provide assistance to Victims, as it trains counselors/care-givers thereby creating a professional cadre of social workers to support Victims of TIP in NAPTIP.

Linkages to Regional Programme:

Regional Programme for West Africa 2010 – 2014

The project supports two of the four key objectives of the Country Programme for Nigeria, as contained in the Regional Programme for West Africa 2010 - 2014. More specifically, the project activities revolve around building capacity of NAPTIP to be more effective in its overall response to TIP. The project has a major prevention component focusing on awareness raising and sensitization of the population in targeted states as well as specific stakeholders, including law enforcement agents (LEAs), Civil society organizations, representatives from relevant ministries and departments, associations, including market women and youth groups. In addition, the project seeks to improve the operational capacity of NAPTIP, by providing computers to its headquarters and zonal offices thereby facilitating communication and increasing its efficiency/effectiveness (Objective 1).

Linkages to Thematic Programme:

1.1.Ratification and Implementation of conventions and protocol
1.3 Criminal Justice system more accessible accountable and effective
3.1 Community-centered prevention of TIP amongst groups.

Executing Agency:

UNODC

Partner Organizations:

National Agency for Prohibition of Traffic in Persons and Other Related Matters (NAPTIP)

Total Approved Budget:

Initial: US\$ 1,365,600
First Revision: US\$ 1,511,894
Second Revision: US\$ 1,276,055

Donors:

Finland, Norway and Switzerland

Type of Evaluation:

Final Project Evaluation

Geographical Coverage Of the Evaluation:

Abuja and Other States of Nigeria

Core Learning Partners:

NAPTIP, Project Steering Committee and Donors

Brief Project Description

The National Agency for Prohibition of Traffic in Persons and Other Related Matters (NAPTIP), created via an Act of the Parliament: The Traffic in Persons Prohibition (Law Enforcement) and Administration Act 2003 as amended in 2005, was established to lead

Nigeria's response to TIP. NAPTIP is vested with the power to coordinate and enforce all laws on TIP and other related matters in the Country. It is also empowered to take a lead in the implementation of the Act and to collaborate with all stakeholders including law enforcement agencies in the actualization of this mandate.

The project was intended to support NAPTIP in implementing its national action plan which had been developed earlier with UNODC assistance and adopted by the Federal Government of Nigeria in late 2008. Along this vein, the project had four overarching objectives as follows:

5. Strengthen the operational capacity of NAPTIP and Law Enforcement Agencies (LEAs) to prevent, detect, investigate, and prosecute cases of human trafficking in Nigeria
6. Develop a timetable and costed plan for the full implementation of the National Action Plan Against Human Trafficking
7. Create awareness, train, and sensitize relevant stakeholders of the Nigerian society on issues of human trafficking
8. Coordinate and harmonize donor activities in the field of trafficking in persons

This project was initially conceptualized as a phased project with two phases as follows:

Phase i was to focus on development of a training strategy and commencement of a larger training program and provide support for implementation of the National Action Plan. (Objective 1 and 2 above)

Phase ii was to focus on advocacy, awareness-raising, and sensitization activities in priority states, provision of expert services, training and information for civil society to carry out sustained local capacity. It would also provide for the maintenance of a donor coordination network. Training activities for LEAs would also be carried out during this phase.

Initially funding had only been identified for Phase one from Switzerland and Norway as follows:

1. Switzerland, through an agreement signed on 1st December 2008 for a total of US\$212,800.00 committed to support the implementation of the project;
2. Norway through their contribution to UNODC's General Purpose Fund, earmarked a total allocation for the Anti-Trafficking in Persons Unit of NOK1,5 Million via a letter dated 10 June 2008. From this amount, US\$ 50,000 was allocated to project activities.

The total required funding for phase i and ii was US\$ 1,365,600. The project required a total of US\$ 686,500 for Phase i (2009/10) and US\$ 679,100 for phase ii (2010-2011). However, at the start-up phase the project had a total of US\$ 262,800.00.

On 7th August 2009, Finland decided to support the project through a maximum of Euros 820,000 which was to be released in two tranches: Euros 320,000 upon entry into force of the agreement and Euros 500,000 to be made in 2010 in accordance with actual progress of activities, against a written request from UNODC.

Following the confirmation of the Finnish contribution, a revised project document was prepared and executed on 8th July 2010 and constituted the basis for activities for 2010 and 2011. However, in July 2011, Finland raised a number of concerns on the revised project, its implementation and the Terms of Reference of the International Project Coordinator. These issues culminated in a temporary halt of project activities for about 6 months, from July 2011 to January 2012. Following several consultations, consensus emerged on the way forward and the activities to be carried out for the remaining duration of the project.

The agreed upon activities consisted of the following:

1. Training of caregivers/counsellors at the Enugu Institute of Social Work for three months
2. Community dialogue on TIP to be held in Yala Community in Cross-River State
3. Thirty minute radio programs for 13 consecutive weeks in Abuja
4. Creation of a documentary on TIP
5. Training of Trainers (TOT) to conduct training on TIP
6. Exchange visit of officials of Finland and Nigeria on detection and investigation techniques as well as victim support and protection activities for victims of TIP.

The activities constituted a modification of the activities envisioned in the project document aimed at ensuring relevance and creating synergy and coherence with other on-going and upcoming initiatives, while also meeting the broad objectives of the project. It also constituted a modification of the budget which was reduced by US\$ 235,840 following a diminution in the original pledge made by Finland.

After various discussions, it was agreed that NAPTIP would take the lead in carrying out activities numbers 1 to 4, above, while UNODC will take the lead in carrying out activities in relation to numbers 5 and 6, above: the training of trainers (TOTs) and the exchange visit between Finland and Nigeria.

This final evaluation is therefore aimed at assessing, analysing and drawing conclusions on the design and implementation of the project against expectations set for its implementation throughout the various phases of implementation.

2. Disbursement History as at 31 August, 2012

<u>Total Funding</u>	<u>Expenditure</u>	<u>Expenditure in %</u>
US\$1,295,656 (2008 -2012)	US\$1,153,414	89.02%

3. Purpose of Evaluation

This is the final evaluation of Project NGA/S84 “Capacity Building for NAPTIP’s Implementation of the Action Plan Against Human Trafficking”. It should be noted that the original project document provided for the conduct of a mid-term evaluation and funds were set aside for this purpose. Given the delays in project implementation, the mid-term evaluation was no longer feasible and was replaced by a final evaluation to take place at the end of the project. The purpose of the evaluation is to assess, analyse and draw

conclusions on the design and implementation of the project vis-à-vis the expectations earlier earmarked for the period during which it has been implemented. The evaluation will, therefore, assess the relevance, efficiency, effectiveness, impact and sustainability of the project and identify lessons learnt and best practices. A national consultant to be recruited will review the existing documentation and costed work plans, undertake visits to selected relevant project counterparts/stakeholders/donors and finally debrief with the Project Steering Committee (PSC) and relevant stakeholders in a day workshop.

The evaluation will assess the implementation of the project in terms of organisational goals, quality and timeliness of inputs and efficiency and effectiveness of activities carried out. It would identify lessons learnt and best practices which could be of relevance to the stakeholders and guide the development of future UNODC anti-TIP projects.

4. Scope of Evaluation:

The evaluation will assess the implementation of the project from the start up date of November 2009 until September, 2012. It will be a single 3-week mission that will be carried out in Abuja with a desk review at the duty station of the evaluator. The consultant would liaise with NAPTIP Zonal Offices for an assessment of project activities in their respective areas and possibly travel to one Zonal Office close to Abuja.

5. Evaluation Criteria and Key Evaluation Questions

In addition to project implementation, management and the accomplishment of objectives and outcomes, the evaluation will appraise the following:

a) Evaluability of the project

- Has a project monitoring system been set up to allow a proper monitoring throughout the project?
- Are targets well specified in the project document, including clear and concise performance indicators?

b) Relevance

- To what extent was the project aligned with the national strategies and plans to combat Trafficking in persons
- Was the project the appropriate solution to providing support in the area of Trafficking in persons in Nigeria?
- Has the project provided the necessary support to NAPTIP and its Zonal Offices in the fight against Trafficking in persons?
- Was the project the appropriate solution to providing support in building the Agency's capacity in the fight against Traffic in Persons?
- Are the objectives contained in the project still relevant to the actual and current situation in Nigeria?
- Has the project been able to take advantage of the technical resources and instruments developed by UNODC in areas covered by the project?

c) Clarity, quality and appropriateness of project design?

- Is there a clear and logical consistency between the objectives, outcomes, outputs and activities, in terms of quality, quantity, timeframe and cost-efficiency?
- Are the beneficiaries well identified and defined in the project document?
- Are prior obligations and prerequisites (assumptions and risks) well specified in the project document?

- Is the managerial and institutional framework for implementation well spelt out?
- Is the planned project duration realistic?
- Are all external institutional relationships correctly identified?

d) Effectiveness, efficiency and adequacy of project implementation

- Has the project achieved its objectives and result (outputs, outcomes and impact)? If not, has some progress been made towards their achievement?
- What are the factors responsible for the project's successes if any?
- What are the major challenges, opportunities and obstacles encountered by the project as a whole?
- Has the project funding been properly and timely allocated as well as spent as planned?

e) Impact

- What difference has the project made to beneficiaries/stakeholders?
- In which way has the project contributed to the long term objective of preventing and combating human trafficking?
- Are there other intended or unintended, positive or negative (long term) effects on individuals, communities and institutions related to the project's interventions?

f) Level of coordination, cooperation and partnerships with national and international counterparts

- Level and quality of partnerships established with direct project partners;
- Level and quality of partnerships established with other relevant national stakeholders;
- Have coordination mechanisms between UNODC and other relevant development entities been successfully established?
- What lessons can be drawn from the coordination efforts and working arrangements between the UNODC project team, its counterparts/ beneficiaries, other sections of UNODC (e.g. HQ) and partners organizations/ other providers of similar technical assistance in the country?
- What were the comparative advantages of UNODC and was the project implemented with these in mind?

g) Sustainability

- Have the prospects for sustainability been addressed during the development of the project concept and related strategies? What measures were put in place to ensure sustainability?
- To what extent will the benefits generated through the project be sustained after the end of donor funding?
- Are the beneficiaries engaged to take ownership of the objectives of the project that have been achieved? Are they committed to continue working towards these objectives once the project has ended?

Based on the above analysis, the evaluation will draw specific conclusions and make proposals for necessary further action by UNODC and stakeholders to ensure sustainability of the results of the current project and lessons learnt for future intervention in areas of TIP.

6. Evaluation Methodology

The Individual Consultant is expected to use the following methods to evaluate the project:

- A review of existing documentation (including the project document, project revisions, minutes of the Project Steering Committee-PSC- meetings, other documents relating to the project and relevant project progress reports).
- Meetings and individual interviews with partners, stakeholders, donors and relevant UNODC staff.
- Field visits to institutions involved.
- Overall general observations.
- Individual meetings with members of the Project Steering Committee of the project and presentation of the draft report to them.

In conducting the evaluation, the evaluator needs to take account of relevant international standards, including the UNODC Independent Evaluation Unit (IEU) Evaluation Policy and Guidelines¹ and the United Nations Evaluation Group (UNEG) Norms and Standards.

7. Timeframe and Deliverables

The tentative time frame for the evaluation would be from 3 September to 24 September, 2012 in accordance with the below table:

S/N	Activity	Day	Location
1	Briefing at UNODC Abuja Individual meetings with NAPTIP, Donors and main Stakeholders	26 September	UNODC Office Abuja NAPTIP Abuja Donors Abuja
2	Desk review of background documents	27-28 September	Home based
3	Refinement of evaluation approach and work plan/ Internal consultations	29 September	Home based
4	Completion and Submission of Inception report to UNODC for review	1 October	Home based
*	Review/clearance of Inception Report	4 October	UNODC Abuja/ Vienna
5	Additional Meetings with selected project stakeholders (NAPTIP, NIS, NPF, Judiciary and NGOs)	18-19 September	Abuja
6	Gathering of Findings	20-21 September	Abuja
7	Drafting of report	22-24-25 September	Home based

8	Presentation of draft Report to Project Stakeholders and Project Steering Committee	26 September	Abuja
9	Internal consultations, Finalisation of Draft Report and submission to UNODC	27 September	Abuja
*	Review/Comments on Draft Report	28 September-5 October	UNODC Abuja/Vienna PSC
10	Incorporation of comments and submission of final report	7-8 October	Home based
*	Review, approval and dissemination of final report	30 October, 2012	UNODC Abuja/Vienna PSC

* Not working days for consultant

Deliverables

1. Inception report, containing a refined work plan, methodology and evaluation tools;
2. Draft Evaluation Report in line with UNODC evaluation policy and guidelines;
3. Final evaluation report including annex with management response;
4. Presentation of evaluation findings and recommendations to core learning partners (CLP) and other key stakeholders.

8. Evaluation Team Composition

The evaluation will be conducted by one independent national evaluator with administrative support provided by the project personnel for the duration of the assignment

Responsibility:

The national evaluator will be responsible for:

- the strategic and operational guidance and management of the evaluation, familiarize himself with the project documentation and comments on the draft methodology and tools,
- Identify and set up meetings with third parties who might have firsthand knowledge of the project
- Prepare a first analysis of the results of his findings arising from consultations
- Prepare a draft project evaluation report with findings, lessons learned, and recommendations; and
- Submit a final project evaluation report on the NGAS84 project covering the project concept and design, implementation, outputs, outcomes and impact of the project, recommendations, and lessons learned. This report will follow the outline below:

Evaluation Report Outline

1. Executive summary (maximum 4 pages)
2. Introduction
3. Background (Programme/project description)
4. Evaluation purpose and objective
5. Evaluation Methodology
6. Major findings
7. Lessons learnt (from both positive and negative experiences)
8. Constraints that impacted project delivery

9. Recommendations and conclusions

Qualifications:

The national evaluator to be contracted should possess the following minimum selection criteria (technical criteria):

- Possess advanced university degree in law, public administration, social sciences, economics, business administration or related field and at least 10 years of experience, in evaluation in the field of Trafficking in Persons and Monitoring and Evaluation ; 30 marks
- Must be an independent evaluator who has had no prior involvement with the project during its design and implementation phases; 20 Marks
- Sound knowledge of frameworks required for the successful conduct of evaluation and project management;10 Marks
- Experience working with the United Nations;10 Marks
- Proficiency in English, including a proven ability to draft at a professional level in that language; 30 Marks

Cumulative analysis

The evaluation criteria shall be used to evaluate all the proposals received. The award of the Individual Consultant Contract shall be made to the individual consultant whose offer has been evaluated and determined as:

- a) responsive/compliant/acceptable, and
- b) Having received the highest score out of a pre-determined set of weighted technical and financial criteria specific to the solicitation.

* Technical Criteria weight; [70]

* Financial Criteria weight; [30]

Only candidates that obtain a minimum of 49 points in the technical evaluation would be considered for the Financial Evaluation. The maximum 30 points will be allotted to the lowest bid, all other bids shall receive points in inverse proportion to the lowest fee e.g. $[30 \text{ Points}] \times [\text{Naira lowest}] / [\text{Naira other}] = \text{points for other proposer's fees}$

9. Management of evaluation process

The evaluation will be conducted in full consultation with all project partners, namely:

- a) UNODC Nigeria and local partners (NAPTIP HQ, NIS, NPF, Donors and NGOs etc). IEU will be supporting CONIG throughout the evaluation process;

The evaluation consultant will have access to all relevant documents and available officers who have worked on the project;

The current planning schedule is for the evaluation to take place during the period of 10 September, 2012 –30 October, 2012;

UNODC project team will be available to provide logistical support to the evaluator;

The evaluation consultant will present to all parties his/her main findings and recommendations; thereafter, the final report will be submitted to UNODC no later than one week after the end of the evaluation.

b) The **Independent Evaluation Unit (IEU)** of UNODC will facilitate the initial evaluability assessment, clarify the TOR and evaluation procedures, clear the selection of consultants, clear the inception report and provide quality assurance by reviewing the first draft and providing clearance of the final report. The evaluation consultant will be guided by the IEU to ensure compliance with United Nation Evaluation Group norms and standards of evaluation and UNODC's evaluation policy, guidelines, and templates.

10. Payment Modalities

The consultant will receive 30% of the total individual contractual fees upon submission and approval of the evaluation inception report and 70% upon completion of the assignment, subject to certification by UNODC CONIG and IEU clearance of the final evaluation report.

UNODC will provide for travel expenses and Daily Subsistence Allowance (DSA) when the consultant will be on project related mission out of his/her place of residence. UNODC will provide the consultant with transport and required logistics for the effective discharge of this assignment. DSA will be paid in accordance with the prevailing rate at the time of mission.

Annexes

1. List of documents for desk review

- Project Document
- Financial Agreements
- Project Revisions
- Project Amendment
- Project Correspondences
- Project Semi -annual and annual reports (2009-2012)
- Other relevant documents

2. List of Core Learning Partners (names and Titles)

Finland	-	Sinikka Koski , Embassy of Finland, Abuja
Norway	-	Rasmussen Jan Erik, Embassy of Norway, Abuja
Switzerland	-	Tamara Mona, Embassy of Switzerland, Abuja
NAPTIP	-	Beatrice Jeddy-Agba, Executive Secretary
NAPTIP	-	R.A. Kuffon, Director, Research and Programme Development
NAPTIP	-	Aondoever Kuttuh, Acting Director, Training
NAPTIP	-	Hakeem Lawal, Assistant Chief Intelligence Officer
UNODC	-	Mariam Sissoko, Representative
UNODC	-	Mumbi Njau, Projects Coordinator
UNODC	-	Anne Ikpeme, NPO
UNODC	-	Aminat Tope Abdulrahman, NPO
UNODC	-	Festus Iornenge Gav, NPO (seconded from NAPTIP)
UNODC	-	Orimisan Akinngabe, Admin Assistant
UNODC	-	Hyginus Amaechi, Admin Assistant

ANNEX II. LIST OF PERSONS CONTACTED DURING THE EVALUATION

1. Mrs. Beatrice Jedy-Agba, Executive Secretary, NAPTIP
2. Ambassador Riita Korpivaara, Embassy of Finland, Abuja
3. Mariam Sissoko, Resident Representative, UNODC
4. Mumbi Njau, International Project Coordinator, UNODC
5. Anne Ikpeme, National Project Officer, UNODC
6. Aminat Tope Abdurahman, National Project Officer, UNODC
7. Festus Iornenge Gav, National Project Officer, UNODC
- 8.
9. Sinikka Koski, Counsellor, Conflict Prevention and Development, Embassy of Finland, Abuja
10. Tamara Mona, Deputy Head of Mission, Embassy of Switzerland, Abuja
11. Andreas Broger, Migration Advisor Embassy of Switzerland, Abuja
12. Jan Erik Rasmussen, Counsellor/Deputy Head of Mission, Embassy of Norway, Abuja
13. R. A. Kuffon, Director, Research and Programme Department, NAPTIP, Abuja
14. Ezekiel S. Kaura, Director, Investigation and Monitoring, NAPTIP, Abuja
15. N.J. Dashe, Assistant Director, Investigation and Monitoring, NAPTIP, Abuja
16. Tsumba Terna Esq. Head, Intelligence and International Cooperation, NAPTIP, Abuja
17. Mr. Godwin Morka, Research and Programme Unit, NAPTIP, Abuja
18. Mr. Hakeem Lawal, former National Project Officer/ NAPTIP Abuja
19. Mrs. Gloria Bai, Senior Intelligence Officer, R & D Dept., NAPTIP, Abuja
20. Desmond Garuba, Principal Intelligence Officer, NAPTIP, Abuja
21. Mangzha N. Titus, Head, National Monitoring Centre, NAPTIP, Abuja
22. Ado Babangida, Intelligence Officer I, NAPTIP, Abuja
23. Aondoaver A. Kuttuh, Assistant Director, Training Department, NAPTIP, Abuja
24. Orakwe Arinze, Head, Press and Public Relations Unit, NAPTIP, Abuja
25. Angela Agbayekhai, Assistant Chief Inspector, NAPTIP, Abuja
26. Peter Essien, Head, NAPTIP Zonal Office, Uyo
27. Josiah Nmereole, Public Enlightenment Department, NAPTIP, Abuja
28. Matthew Ezeigwe, Director of Finance, NAPTIP, Abuja
29. Ruth Haruna, Women Trafficking and Child Labour Eradication Foundation (WOTCLEF)
30. Mr. Aganran Ganiyu, Head, Administration, NAPTIP, Lagos Zonal Office
31. Mrs. Ifeoma Nwata, Senior Intelligence Officer/Shelter Manager NAPTIP, Lagos Zonal Office
32. Mrs. Hajera Osho, Public Enlightenment Officer, NAPTIP, Lagos Zonal Office
33. Mrs. Olalekan Olagunju, Intelligence Officer I, NAPTIP, Lagos Zonal Office

34. Mrs. Nnenna Okereke, Senior Intelligence Office II, Shelter, NAPTIP, Lagos Zonal Office
35. Mrs. Elizabeth Ajaseni, Intelligence Officer 1, Liaison Officer, NAPTIP, Lagos Zonal Office
36. Abiola Olaluwoye, Shelter Coordinator, Rehoboth Homes and Skills Acquisition Centre
37. Mary George Peluola, Programme Assistant, Women Advocates, Research and Documentation Centre (WARDC)
38. Bukola Afolabi, Programme Assistant, Women Advocates, Research and Documentation Centre (WARDC)
39. Ms. Pirjo Virtanen, Counsellor, Ministry of Foreign Affairs, Finland

ANNEX III. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

The evaluation questions are presented in four sections according to the target of the interviews. The list of questions for each cluster of respondents includes a range of questions that will be selectively administered to respondents in each cluster. The questions are a guide and the evaluator will ask follow-up questions as the need arises, especially to confirm facts and gather important evidence.

SECTION I QUESTIONS FOR UNODC AND NAPTIP PROJECT LEADERS, COORDINATORS/ OFFICERS

a) Evaluability of the project

- What monitoring system, if any, was set up to allow a proper monitoring throughout the project? Can I have your monitoring and evaluation strategy plan document?
- Are targets well specified in the project document, including clear and concise performance indicators? What baselines information do you have for demonstrating results?
- How have you been collecting and keeping means of verification for project results?

b) Relevance

- To what extent was the project aligned with the national strategies and plans to combat trafficking in persons
- Was the project the appropriate solution to providing support in the area of trafficking in persons in Nigeria?
- Was the project the appropriate solution to providing support in building the Agency's capacity in the fight against Traffic in Persons?
- Are the objectives contained in the project still relevant to the current situation in Nigeria?

c) Clarity, quality and appropriateness of project design?

- Was there a clear and logical consistency between the objectives, outcomes, outputs and activities, in terms of quality, quantity, timeframe and cost-efficiency?
- Were the beneficiaries well identified and defined in the project document?
- Were prior obligations and prerequisites (assumptions and risks) well specified in the project document?
- Was the managerial and institutional framework for implementation well spelt out?
- Was the planned project duration realistic?
- Were all external institutional relationships correctly identified?

d) Effectiveness, efficiency and adequacy of project implementation

- Has the project achieved its objectives and result (outputs, outcomes and impact)? If not, has some progress been made towards their achievement?
- Has the project provided the necessary support to NAPTIP and its Zonal Offices in the fight against Trafficking in persons?
- Has the project been able to take advantage of the technical resources and instruments developed by UNODC in areas covered by the project?

- What are the factors responsible for the project's successes if any?
- What are the major challenges, opportunities and obstacles encountered by the project as a whole?
- Has the project funding been properly and timely allocated as well as spent as planned?

e) Impact

- What difference has the project made to beneficiaries/stakeholders?
- In which way has the project contributed to the long term objective of preventing and combating human trafficking?
- What evidence do you have to attribute these changes to the project?
- Are there other intended or unintended, positive or negative (long term) effects on individuals, communities and institutions related to the project's interventions?

f) Level of coordination, cooperation and partnerships with national and international counterparts

- What are the level and quality of partnerships established with direct project partners;
- What are the level and quality of partnerships established with other relevant national stakeholders;
- Have coordination mechanisms, if any, between UNODC and other relevant development entities been working well?
- What lessons can be drawn from the coordination efforts and working arrangements between the UNODC project team, its counterparts/ beneficiaries, other sections of UNODC (e.g. HQ) and partners organizations/ other providers of similar technical assistance in the country?
- What were the comparative advantages of UNODC and was the project implemented with these in mind?

g) Sustainability

- Have the prospects for sustainability been addressed during the development of the project concept and related strategies? What measures were put in place to ensure sustainability?
- To what extent will the benefits generated through the project be sustained after the end of donor funding?
- Are the beneficiaries engaged to take ownership of the objectives of the project that have been achieved? Are they committed to continue working towards these objectives once the project has ended?

SECTION II QUESTIONS FOR DONORS AND PARTNERS

a. Evaluability of the project

- Would you say that there was a monitoring plan/strategy to allow for a proper monitoring throughout the project?
- Did the project set up baselines, milestones and targets?
- Do you have the means of verification for project results?

b) Relevance

- To what extent was the project aligned with the national strategies and plans to combat Trafficking in persons
- Was the project the appropriate solution to providing support in the area of Trafficking in persons in Nigeria?
- How relevant has the project been to your country strategy for combatting TIP and SOM?
- Are the objectives contained in the project still relevant to the current situation in Nigeria?

c) Clarity, quality and appropriateness of project design?

- Was there a clear and logical consistency between the objectives, outcomes, outputs and activities?
- Were the beneficiaries well identified and defined in the project document?
- Were prior obligations and prerequisites (assumptions and risks) well specified in the project document?
- Was the managerial and institutional framework for implementation well spelt out?
- Were all external institutional relationships correctly identified?

d) Effectiveness, efficiency and adequacy of project implementation

- Has the project achieved its objectives and result (outputs, outcomes and impact)? If not, has some progress been made towards their achievement?
- What are the factors responsible for the project's successes if any?
- What are the major challenges, opportunities and obstacles encountered by the project as a whole?
- Has the project funding been properly and timely allocated as well as spent as planned?

e) Impact

- What difference has the project made to beneficiaries/stakeholders?
- In which way has the project contributed to the long term objective of preventing and combating human trafficking?
- What evidence do you have to attribute these changes to the project?
- Are there other intended or unintended, positive or negative (long term) effects on individuals, communities and institutions related to the project's interventions?

f) Level of coordination, cooperation and partnerships with national and international counterparts

- What are the level and quality of partnerships established with direct project partners;
- What are level and quality of partnerships established with other relevant national stakeholders;
- Have coordination mechanisms between UNODC and other relevant development entities been working well?
- What lessons can be drawn from the coordination efforts and working arrangements between the UNODC project team, its counterparts/ beneficiaries, other sections of UNODC (e.g. HQ) and partners organizations/ other providers of similar technical assistance in the country?

- What were the comparative advantages of UNODC and was the project implemented with these in mind?

g) Sustainability

- Have the prospects for sustainability been addressed during the development of the project concept and related strategies? What measures were put in place to ensure sustainability?
- To what extent will the benefits generated through the project be sustained after the end of donor funding?
- Are the beneficiaries engaged to take ownership of the objectives of the project that have been achieved? Are they committed to continue working towards these objectives once the project has ended?

SECTION III
QUESTIONS FOR BENEFICIARIES

- What do you know about the project and how did you come to be involved in it?
- Do you think the project was necessary in the first place?
- In what ways have the project impacted on you? How have you benefitted from the project?
- What aspects of the project did you like most and why?
- What aspects of the project did you not like and why?
- To what extent will the benefits be sustained after the end of the project?
- Would you say the beneficiaries have been engaged or sensitized to take ownership of the project results? Are they committed to continue working towards these objectives once the project has ended?

SECTION IV
QUESTIONS FOR INFORMED NON-BENEFICIARIES

- What do you know about the project and how did you come to know about it?
- Do you think the project was necessary in the first place?
- Would you say the project activities were the right course of action?
- How would you assess the impact of the project?
- What aspects of the project did you like most and why?
- What aspects of the project did you not like and why?
- To what extent will the benefits be sustained after the end of the project?
- Would you say the beneficiaries have been engaged or sensitized to take ownership of the project results? Are they committed to continue working towards these objectives once the project has ended?

ANNEX IV. DESK REVIEW LIST

2009 Annual Project Progress Report

2010 Annual Project Progress Report

2011 Annual Project Progress Report (written by Hakeem Lawal)

Amendment to Grant Agreement between The United Nations and The National Agency for Prohibition of Traffic in Persons and Other Related Matters (NAPTIP), Drafted 17th November 2010. Signed 22th December 2010

Concept Note: Exchange Visit between Finland and Nigerian Law Enforcement Agents (LEAs) on border management and document fraud (Not dated)

Funding Agreement between UNODC and the Government of Switzerland, 1st December 2008.

Grant Agreement Between The United Nations and The National Agency for Prohibition of Traffic in Persons and Other Related Matters (NAPTIP), Signed 15th January 2010.

Grant Agreement Between The United Nations and The National Agency for Prohibition of Traffic in Persons and Other Related Matters (NAPTIP), Signed 27th August 2009.

Grant Agreement Between The United Nations and The National Agency for Prohibition of Traffic in Persons and Other Related Matters (NAPTIP), Drafted 17th January 2012. Signed 5th April 2012

NAPTIP, 'NAPTIP Work Plan 2012'.

NAPTIP 'Draft NAPTIP Strategic Planning 2012-2017'.

Minutes of the 1st Project Steering Committee (PSC) Meeting of the Project NGAS/84 'Capacity Building for NAPTIPS Implementation of Action Plan against Human Trafficking held on 11 February 2010 at UN House, Abuja

Minutes of the 2nd Project Steering Committee (PSC) Meeting of the Project NGAS/84 'Capacity Building for NAPTIPS Implementation of Action Plan Against Human Trafficking held on 7 October 2010 at NAPTIP Headquarters, Abuja

Minutes of the 3rd Project Steering Committee (PSC) Meeting of the Project NGAS/84 'Capacity Building for NAPTIPS Implementation of Action Plan Against Human Trafficking held on 30 June 2011 at UN House, Abuja

Minutes of the 4th Project Steering Committee (PSC) Meeting of the Project NGAS/84 'Capacity Building for NAPTIPS Implementation of Action Plan Against Human Trafficking held on 10 November 2011 at NAPTIP Headquarters, Abuja

NGAS/84 Project Revision, May 2011 (Drafted by Hakeem Lawal)

NGAS/84 Second Project Revision, 3 June 2012 (Written by Mumbi Njau)

Power-point presentation to the 1st Project Steering Committee (PSC) Meeting of the Project NGAS/84 'Capacity Building for NAPTIPS Implementation of Action Plan Against Human Trafficking held on 11 February 2010 at UN House, Abuja by UNODC

Power-point presentation to the 2nd Project Steering Committee (PSC) Meeting of the Project NGAS/84 'Capacity Building for NAPTIPS Implementation of Action Plan Against Human Trafficking held on 7 October 2010 at NAPTIP Headquarters, Abuja by UNODC

Project Document: NGA/S84: Capacity Building for NAPTIP's Implementation of the Action Plan against Human Trafficking.22/12/2008

Project Mid-Term Report, January-June 2012

Report of Workshop on Training of Trainers (TOT) on Trafficking in Persons (TIP) at the EFCC Training Academy, Karu, Abuja on 6-8 June 2012

Report of Workshop on Training of Trainers (TOT) on Trafficking in Persons (TIP) at the EFCC Training Academy, Karu, Abuja on 20-29 June 2012

Report of the First Leg of the Exchange Visit Between Finland and Nigeria Law Enforcement Agents on Border Management and Document Fraud.

Semi-Annual 2011 Progress Report for NGAS84 (Written by Hakeem Lawal)

Terms of Reference of Project Steering Committee

Terms of Reference for Final Project Evaluation of the Project NGA/ S84 'Capacity Building for NAPTIP's Implementation of the Action Plan against Human Trafficking (TIP)'