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Contents

Summary matrix of findings, supporting evidences and recommendations	4
Executive Summary	5
I. Introduction	7
Background and context	7
Evaluation methodology	11
II. Evaluation findings	15
Relevance	15
Quality of design	16
Efficiency of implementation and quality of management	18
Effectiveness	20
Impact and sustainability	27
III. Conclusion	28
IV. Recommendations	30
V. Lessons learned	31
Annex 1. Terms of reference of the evaluation	32
Annex 2. Desk review list	45
Annex 3. List of persons contacted during the evaluation	49
Annex 4. Sample of semi-structured interview guidelines	50
Annex 5. Sample of factual questions clarified with the SNJ and UNODC	52
Annex 6. Interview protocol	53
Annex 7. Evaluation Summary (Project AD/BRA/05/S25)	54
Annex 8. Campaign samples. Brazil, 2010	56

Summary matrix of findings, supporting evidences and recommendations

Findings: problems and issues identified	Supporting evidences	Recommendations
1. There is still an imperative necessity to train and prepare people working at the centres and unities (<i>postos avançados e núcleos</i>) to understand the human trafficking phenomenon.	There was a consensus among stakeholders that professionals working within the field should receive further training. It was reported that in some regions (particularly at Brazil's borders) these services are still fragmented and lacking adequate human resources (e.g. social assistants).	The UNODC could facilitate the invitation of foreign experts to give presentations/seminars to these professionals. Because of the size and diversity of Brazil, this evaluation recommends the training of small teams that could diffuse the information to other professionals in their region.
2. Brazil still lacks a mass public campaign to inform the population about the risks and occurrence of human trafficking.	Several stakeholders expressed concern that the awareness campaign developed by the National Secretariat of Justice (SNJ)/UNODC was focused on airport travelers and inadequate to reach the general population (e.g. women thrown in a dark room or a cardboard box simulating a cage).	Develop mass awareness campaigns such as the Blue Heart Campaign, which is yet to be promoted in Brazil.
3. Brazilian legislation does not rule on human trafficking (apart from some specific cases such as sexual exploitation and forced labour)	Police representatives commented on their limitations in investigating possible cases of human trafficking. Although there have been important reformulations in the Brazilian norm, there is still an urgent necessity to typify the crime of trafficking in humans and its punishment.	It is important to foster the debate on the necessity to expand the legislation on human trafficking. The SNJ/UNODC could promote this through public audiences in Congress to engage the federal legislative and through regional and national seminars (to empower civil society demands in Congress).
4. Little information available on the profile of human trafficking in Brazil (the only diagnostic study conducted in Brazil was the 2002-Pestraf).	During desk review for this evaluation it was difficult to draw an overview of this problem in the country due to the lack of information available (quantitative and qualitative).	The SNJ/UNODC should continue encouraging studies to diagnose and map the extent of this problem in Brazil. Studies should also understand the perception of the victims of trafficking in Brazil. This could not only provide evidence to social assistance professionals but could also assist police officers on how to deal with these cases.
5. Despite the constant monitoring of project S25, the progress reports were overly concise/brief.	Desk review of the progress report suggests that these were unsatisfactory as it did not express in depth the advancements or limitations faced during the project's development.	On the project level, it is necessary to further clarify and specify the initiatives proposed (e.g. define the amount of resources to be allocated to each activity). Also, improve the annual progress review reports (e.g. give examples of how activities were implemented instead of listing them as completed). Finally, mid-term evaluations are also recommended.

Executive Summary

The technical cooperation project on Counteracting Trafficking in Persons in Brazil (AD/BRA/05/S25) aimed to improve the institutional capacity of the country in dealing with the domestic and international trafficking of persons and its related human rights violations. The primary objective was to coordinate the Federal Executive government and subnational governments in the formulation and development of a national policy and plan to curb trafficking in persons. This project, which was proposed to cover the period between 2007 and 2010, was extended to 2011.

This independent evaluation was conducted at the request of the UNODC regional office and the Brazilian government, between November and December 2011 (with field missions in Brasilia and Sao Paulo). It relied on in-depth interviews with stakeholders and documentary research to evaluate the quality of project concept and design; effectiveness; efficiency; effectiveness; relevance; sustainability; impact in achieving its planned objectives; results (whether planned or not). The evaluation also intended to provide policy recommendations to the UNODC and the Brazilian government and identify lessons learned for other countries willing to scale up anti-human trafficking initiatives.

Relevance. Because of the large territorial landscape, the improving economic conditions and population vulnerability (in some regions as the North), Brazil serves as an origin, transit and destination of trafficking victims. Brazil's Congress and the Executive government ratified the 2000 UN Convention against Transnational Organized Crime and its additional protocols in 2003 and 2004, respectively. Although this was an important step in anti-human trafficking initiatives, Brazil had little experience in responding to this problem. In this sense, the collaboration with the UN through the Project S25 was crucial to strengthen the institutional capacity to deal with human trafficking by coordinating initiatives at Federal level and between states and by disseminating knowledge on counteracting human trafficking.

Quality of design. The main actors engaged in the project design in 2006 were the National Secretariat of Justice (SNJ) and the UNODC. The objectives were formulated according to previous studies/diagnostics at the request of both institutions. Additionally, the project was sensitive to successful local experiences but also to the overall guidelines of the UNODC (prevention, prosecution and assistance to the victims). The original project provided a detailed list of expected outcomes and products. However, these were unsatisfactory in terms of clarity and means of verification. It is important to recall that, until then, Brazil had little experience in developing a response to this social problem. On the other hand, despite the UNODC capacity of aggregating experiences from other settings, the global response was under development. Thus, best practices to respond to this social problem were being constructed at that time.

Efficiency of implementation and quality of management. In 2009, there was an important reformulation of some outputs to adjust to the evolution of Brazil's response and the international guidelines. For instance, increasing the participation of Brazil's resources and the exclusion of "smuggling of migrants" in the title (to align it with international standards). The disbursement of resources increased steadily over the years and delays were related to challenges of implementation. These referred to constant changes in project coordination and to the fact that the Brazilian government has limited the activities to be funded with

international cooperation's resources. The financial execution of the project was constantly monitored by the UNODC, the Office of Comptroller General (CGU) and the SNJ. Despite minor improvements required on financial implementation, CGU's audit reports clearly stated that there were adequate internal control mechanisms. Nevertheless, monitoring reports of the project's activities were unsatisfactory given its poor description of activities implemented and its briefness.

Effectiveness. The project was decisive to diffuse knowledge on this theme among subnational governments by training local professionals and police officers, but also to the media through an aggressive awareness campaign at the airports. The project also sponsored important events related to trafficking in humans in Brazil, such as the presentation of the UN Global Report on Trafficking in Persons and a meeting of the network of professionals working on this issue in 2010. In addition, the project facilitated the participation of civil society in these events (e.g. through transportation) and in the formulation of the national plans (e.g. development of a methodology of public consultation). However, there is still a necessity to foster the training of professionals when assisting the victims and knowledge of federal police officers. Lastly, Brazil is yet to promote a mass awareness campaign to inform the general population (e.g. the Blue Hearth campaign has not been promoted within the country to date). Finally, the proposed database integrating information from different services on human trafficking (assistance to the victims and criminal investigations) is yet to be fully implemented.

Impact and sustainability. There was a general consensus among stakeholders that the project was crucial in order to place human trafficking on the agenda of the Ministry of Justice, promote knowledge about this issue within different levels of government and empower civil society groups. There are reasons to believe that Brazil will continue and expand these initiatives: the second national plan was developed and there are signs of commitment of subnational governments to respond to trafficking (12 states have implemented centres to refer victims, while 5 municipalities have created unities in the airports to identify possible victims among deported citizens). Finally, the findings of this independent evaluation suggest that project S25 was crucial to strengthen Brazil's capacity in dealing with this social problem. It is reasonable to infer that, by initiating prevention and assistance to the victims and control and punishment to the offenders, Brazil has limited the channels of this criminal activity and sent a strong message to other countries on how to curb it.

Based on the information provided by the stakeholders and desk review findings, this evaluation recommends that it is necessary to: continue to strengthen the training of professionals working at the centres and unities, implement mass awareness campaigns such as the Blue Heart Campaign, foster the debate on the necessity to expand the legislation on human trafficking, encourage studies to diagnose and map the extent of this problem in Brazil, and improve the progress reports and monitoring mechanisms (e.g. mid-term evaluations).

Brazil's project can provide lessons to other countries aiming to scale up a response to counteract human trafficking: firstly, with the initiative of decentralized centres and unities to identify and refer victims to social services, and secondly with the experience of the democratic and participatory development of national guidelines. The application of the Brazilian practice to other countries will depend, however, on the strength of their social protection network, profile of human smuggling and capacity of civil society mobilization.

I. Introduction

This evaluation report is divided into three parts besides the introduction. This first part describes the background/context and the evaluation protocol. The second part presents the evaluation findings, which consist of relevance, quality of project design, efficiency of implementation and quality management, effectiveness, impact and sustainability. The third part presents the conclusions, recommendations and lessons learned/best practices of this Brazilian experience.

Background and context

The project on Counteracting Trafficking in Persons in Brazil (AD/BRA/05/S25) aimed to improve the institutional capacity of the country in dealing with the domestic and international trafficking of persons and its related human rights violations. The main strategy was to coordinate the Federal Executive government (Ministries and departments) and subnational governments in the formulation and development of a national policy and plan to curb trafficking in persons. This project, which was proposed to cover the period between 2007 and 2010, was extended to 2011. The total financial resources were one million dollars (where 900.000 dollars referred to the participation of Brazil's government and 100.000 dollars from the UNODC).

In accordance with the original project document, besides the development of the aforementioned national plan/policy, the activities included a nationwide awareness campaign to diffuse human rights, the implications of trafficking in humans, and which initiatives should be taken to prevent it. Additionally, a hotline to receive denounces of victims and offenders would be implemented and broadcasted. Another activity proposed was an implementation of a database, to be constantly fed with official statistics and other information on trafficking in humans. Finally, the project intended to implement assistance services to identify the victims and train police officers to recognize and combat this criminal activity. Although the project was aimed at trafficking in humans, the smuggling of migrants was also considered as a secondary objective (this distinction was extinct in 2009).

In 2009, the project was substantively revised to adjust to the evolution of the national response to this theme and the revision of international guidelines. The adjustments were made to the activities proposed, the project's title, and the financial allocation of resources, without interfering in the overall goal of the project. Additionally, it is important to note that these adjustments were agreed between the Brazilian government and the UNODC. The alterations were justified for different reasons. Firstly, there was a necessity to make adequate the project title to the international standards, by excluding smuggling of migrants from the title (as this was an element of trafficking in humans). Secondly, it was necessary to adjust the project activities to the national plan enacted in 2005 and include the priorities established by the Ministry of Justice. Thirdly, there was a delay in the allocation of financial resources by the Brazilian government (due to legal and institutional constrains). In this sense, the participation of the UNODC in financing

the project was concluded in 2009, with the remaining activities sponsored solely by Brazil. Three outputs were added to the original project, whilst four original outputs were redistributed among these new ones, as follows:

Table 1. Summary of project's output (originals and revised)

	Original project	Revised project 2009
Output 1	National Policy to combat trafficking in persons implemented and National Plan to Combat trafficking in persons designed.	
Output 2	Support and assistance services available for victims of trafficking in persons and smuggling of migrants in Brazil (redistributed among new Outputs 8 and 9).	
Output 3	National awareness campaigns for the general population about trafficking in persons and smuggling of migrants carried out (transferred to new Output 7).	
Output 4	A database implemented and continuously updated, including official statistics and other relevant information on trafficking in persons and smuggling of migrants (transferred to new Output 9).	
Output 5	Legal professionals (police forces, prosecutors, et al.) have new skills and knowledge to perform investigations and adjudicate cases on trafficking in persons and smuggling of migrants. Staff for victim centres acquired new skills to assist victims (transferred to new Output 8).	
Output 6	In-depth diagnosis about trafficking in persons and smuggling of migrants carried out (redistributed among new Outputs 7 and 9).	
Output 7		Trafficking in Persons prevention actions implemented.
Output 8		Permanent integrated training program in assistance, from a Human Rights perspective, to victims of Trafficking in Persons articulated, developed and implemented.
Output 9		Agents involved in the repression of Trafficking in Persons trained, and Brazilian legislation regarding this theme perfected.

According to the project S25, the main beneficiaries of the project were victims and the vulnerable population of trafficking in persons (mainly women, children and, more recently, transsexuals) and their dependents in Brazil. Because this illegal activity crosses borders, indirect beneficiaries were expected to be other nations involved in the network of trafficking (not just by repressing it but also through dissemination of information and education on this matter). Additionally, indirect benefits were identified as the reduction of HIV/AIDS rates and other sexually transmitted diseases. Finally, the institutions trained (mainly those working with human rights and trafficking in persons) were expected to be strengthened.

Following the rules of international cooperation in Brazil, the project's execution lay with the National Secretariat of Justice of the Ministry of Justice. Management would be conducted jointly with other federal agencies. The UNODC the implementing agency and was responsible for providing technical assistance to the SNJ staff, whilst both the UNDOC and SNJ were responsible for monitoring the management of project S25. There was a national coordinator and national director within the SNJ who were responsible for supervising and coordinating the procurement and contacts with other partners, and who was responsible for constantly monitoring and auditing the activities according to the legal context of Brazil. The Brazilian Agency for International Cooperation (ABC) was responsible for following-up the activities proposed in the project according to the norms of international cooperation in Brazil (although it was not responsible for the ABC's monitoring of the project's results and impacts).

Overview of human trafficking in Brazil

Brazil is a federal republic of 203 million people in 2011, the world's fifth largest country in land area, the world's sixth most populous nation and the economic engine of the Southern Cone. Brazil is divided into five main geographic regions: the South, Southeast, Central-west, North and Northeast. In 2010, it was estimated that nearly ninety per cent of its population lived in urban areas. Brazil is a middle-income country; GDP per capita was approximately \$US 10,800 in 2010. However, wealth distribution in Brazil is among the world's most inequitable. Ten per cent of the population controlled approximately 31% of the country's wealth, while 26% of the population lived below the Brazilian federal poverty line in 2008. Although Brazil made tremendous improvements in social outcomes during the last twenty years (through notorious social policies such as conditional cash transfer, or *bolsa familia*), it still faces enormous challenges in reducing socio-economic disparities between regions, sociodemographic groups and rural and urban areas. For example, illiteracy, infectious disease, fertility, sexually transmitted disease (STD) and maternal and mortality rates are much higher in the northeastern states than in the southern states.

Few studies analyzed the profile of trafficking in humans in Brazil. Nevertheless, there are records that show that, because of the large territorial landscape and the improving economic conditions and population vulnerability (in some regions of Brazil), the country serves as an origin, transit and destination of victims. Most of the victims are women and children who are trafficked within the country, but also to foreign countries for purposes of sexual and labour exploitation (UN.Gift).¹ It is estimated that major destinations of Brazilian victims are Europe (e.g. Italy, Spain and Holland) and the United States. Nevertheless, it is suggested that, because of mining camps and fragile border control, there is a constant trafficking of woman between the state of Para and Suriname.² Pestraf (2002) has identified 241 routes of trafficking in Brazil; among these, 131 are for foreign

¹ UNODC. Global Report on Trafficking in Persons. Vienna: UNODC, 2009.

² Hazeu, Marcel (Coord.), Lúcia Isabel da Conceição Silva, Liyana Pavón, Francisca Ferreira, Lidca, Cornelia Santos, Margot Tapia, Milka Uribe. Pesquisa tri-nacional sobre tráfico de mulheres do Brasil e da República Dominicana para o Suriname: uma intervenção em rede / Belém: Sodireitos, 2008.

destinations.³ Additionally, it is estimated that there are approximately 25,000 victims in analogous conditions of slavery in Brazil.⁴ Most of these victims are serving in cattle farms, mining camps, sugar-cane plants and others. Many of them originated from regions such as Maranhao, Piaui, Tocantins and Bahia, whilst the state of Mato Grosso received a number of forced labourers from within Brazil (*ibid*). Recently, it was extensively broadcasted in the media that Brazil was a destination country of persons trafficked from Bolivia to work under poor condition in textile industries in Sao Paulo.⁵ These evidences highlight the urgent necessity to curb and punish offenders and to prevent and assist victims of human trading in Brazil.

Brazil promptly ratified United Nations Convention against Transnational Organized Crime and its additional protocols. Additionally, the Law 12.015/2009 amended two articles of the penal code (231 and 231A) in order to strengthen punishment against human trafficking for sexual exploitation. The article includes offenders that promote or facilitate movement to, from and within Brazil for purposes of sexual exploitation. It suggests detention of three to eight years (increasing to 12 years in case of violence, threats, fraud, or in case the victim is a child). Additionally, labour trafficking is described in article 149 of the penal code, conditions analogous to slavery (*trabalho escravo*). These are typified as forced labour, fraud, coercion and exhausting/poor working conditions. The penalty for these crimes is two to eight years of detention. The code of children and adolescence also understands as crime cases of sexual exploitation of children and teens (which can also be interpreted as a trafficking) (article 244A). The punishment is four to ten years of imprisonment plus fees. Finally, the Brazilian legislation also considers crime to be the trafficking of organs and tissues (Law 9.424/1997). This includes the detention of three to eight years plus fees.

Purpose and objectives

This final evaluation was conducted at the request of the UNODC and the National Secretariat of Justice of the Ministry of Justice (SNJ) to provide information about the project “Counteracting Trafficking in Persons in Brazil (AD/BRA/05/S25)” (Term of Reference - Annex 1). Therefore, it is expected that these will be the primary audience. Nevertheless, this evaluation can also be read by other international organizations working on themes related to counteracting trafficking in humans (e.g. International Labor Organization), government officials and non-governmental organizations.

The project covers the period between October 2006 and December 2011, which refers to the period of initiation and budget approval to revision and implementation. The evaluation was conducted between November and December 2011, with field visits in Brasilia and Sao Paulo. Brasilia is where the Regional Office of UNODC for Brazil and

³Leal, Maria Lúcia & Leal, Maria de Fátima (Org.) Pesquisa Sobre Tráfico de Mulheres, Crianças e Adolescentes para fins de Exploração Sexual Comercial no Brasil. Relatório final. Brasília: Cecria, 2003.

⁴ United States Department of State, 2011 Trafficking in Persons Report - Brazil, 27 June 2011, available at: <http://www.unhcr.org/refworld/docid/4e12ee9116.html> [accessed 18 December 2011].

⁵ Revista Veja. Marca Zara está envolvida em denúncia de trabalho escravo. August 17th, 2011.

the Southern Cone and the National Secretariat of Justice (SNJ) are located. In state of Sao Paulo is located the first airport unity (*posto avançado*) to identify possible victims of trafficking among deported travelers. This final evaluation emphasized the following specific elements of the Project S25, according to the terms of reference request:

- The project result on the implementation of the National Policy for countering trafficking in Persons;
- The project result on drafting the National Plan for Countering Trafficking in persons;
- The project strategies on counteracting trafficking in persons in Brazil;
- The immediate objective/s and planned results and activities as compared to cost-effective alternatives;
- The clarity, logic and coherence of the project document;
- The executing modality and managerial arrangements for the project;
- Arrangements for monitoring and evaluation;
- The relevancy and impact of partnerships established between stakeholders and the civil society;
- The adequacy of the identification and assessment of risks to the project;
- The adequacy of prior obligations and prerequisites to be met by the Government.

Evaluation methodology

Because the objectives of this evaluation require an in-depth evaluation, a qualitative methodology is more adequate.⁶ Additionally, the term of reference required that the evaluation should be qualitative. Qualitative studies are important in order to understand, for instance, the stakeholders' perception and the relevance of the object studied, amongst other things. Interviews with key informants, documentary analysis, and field visit allow a comprehensive understanding of the limitations and facilitators of the project implementation (e.g. institutional constraints). However, it is not possible to identify how causal factors might have led to a particular event, and the unities of analysis are not a representative sample of the reality. Thus, the generalizations of qualitative studies are limited. This evaluation used three sources to inform the analysis:

(1) *Desk review*. The first step of this qualitative evaluation was to conduct a desk review, or documentary research. The use of documentary sources was justified for several reasons. Firstly, official documents provided rich details about the project implementation, aims, and relevance. In addition, because the project was extensively documented, the desk review allowed the evaluator to initially identify the project's achievements and limitations. Thus, it served as a core foundation for this final evaluation. Secondly, it provided important contextual information about the project on Counteracting Trafficking in Persons in Brazil (e.g. government departments engaged with this theme). Thirdly, it was particularly important to draw a baseline list of key-informants to be contacted and places to be visited. Fourthly, it limited what sort of

⁶ It is important to note that quantitative data might be collected to inform the state and development of some activities proposed (e.g. budget disbursement). Nevertheless, this evaluation will not use quantitative methodology (such as factor analysis or large-scale surveys) to assess the project.

information to look for during the interviewing process. This evaluation used three sources of documentary evidence (a full list of documents reviewed can be found in Annex 2): official documents of the project and the Brazilian government (virtually all Federal legislation and regulatory decisions are available for online consultation)⁷ but also newspaper articles:

- Official documents of the project. These documents were important in order to understand the core objectives proposed and the results achieved. These consisted of the empirical core of this evaluation. The information culled was complemented and validated with other documentary information, interviews, and field visit.
- Official documents of the Brazilian government. These were official documents that provide evidence of government decisions to curb and prevent the trafficking in persons. The primary aims of the UNODC project were to support the Brazilian Government in the development of a national policy and a national plan to respond to human trafficking. Consequently, investigating Brazil's compliance in responding to this problem could also represent a sound evidence-base of the UNODC's project.
- Although customary sources of documentary evidence are official documents and studies, this evaluation also consulted newspaper articles. The relevance of these was manifold. Firstly, the preliminary investigation suggested that several activities supported by the project AD/BRA/05/S25 received extensive media coverage. For instance, the UNODC and the SNJ had promoted international and regional seminars (Brasilia and Belo Horizonte, respectively) to strengthen its institutional capacity of countering the trafficking in persons that had great media attention. This further validated the information culled from official sources. Secondly, newspaper articles suggested avenues for investigation. For instance, a parliamentary investigation (CPI) on human trafficking in Brazil has been widely broadcast in the media. The official document requesting this CPI suggested that Brazil has not done a great deal to curb human trafficking. Therefore, it was necessary to explore the participation of Congressmen in this debate. Relevant articles to this evaluation included those that would be directly related to initiatives of the project AD/BRA/05/S25, with particular attention to those who presented interviews with stakeholders and detailed explanation about government decisions and UNODC initiatives (38 newspaper articles were collected from the UNOC Brazil website - clipping section - and the *Folha de Sao Paulo* online archives. Among these, the majority referred to media coverage between 2009 and 2010) (annex 2).

(2) *Semi-structured interviews*. Following the desk review, additional methods used to inform this qualitative evaluation were the semi-structured interviews with key

⁷ Federal legislation is available for public consultation via www.planalto.gov.br/legislacao. These documents date back to the 1890s. In addition, the Congress website provides public consultation to bills and legislations via www.camara.gov.br and www.senado.gov.br.

informants (19 in total) (Annex 3). The relevance of semi-structured interviews for this evaluation was multiple: (i) They clarified information culled during the desk review; (ii) They were helpful to understand the extent to which the project AD/BRA/05/S25 contributed (or not) to initiatives taken by Brazil's government (e.g. the development of the national policy and plan on trafficking in persons), or whether this policy complies with the UN guidelines. In addition, it clarified several other categories listed in the term of reference; (iii) Because the response to the research questions proposed in the term of reference required a qualitative approach (project effectiveness, efficiency of implementation/quality of management and impact/sustainability), interviews with stakeholders were helpful in order to understand their judgment, perception and attitude toward this project. For instance, interviewees were asked to comment: "had Brazil not counted on the financial and institutional support of the AD/BRA/05/S25, would the country have achieved the same results on counteracting human trafficking?" In this sense, counterfactual reasoning and process-tracing of key events of the project helped in understanding which contributions could be related to the project or other sources.

This evaluation used a purposive sampling strategy to select the key-informants. The sample was drawn from the desk review and discussed with the UNODC team. Some interviewees were also selected by referral sampling (the 'snowball' method); after each interview, the interviewees were asked to give suggestions on further relevant interviewees. The selection of informants was based on three criteria: they had to have been a participant of the policymaking process to some degree or have expertise on the counteracting of trafficking in humans; their expertise should have been connected to this theme to various extents; they should have had the ability to comment (based on their analytical capacity or personal involvement in a particular event) on counteracting trafficking in humans.

Three major groups were interviewed: government officials (SNJ, Congressmen, ABC representative, regional officers), the UNODC project staff, and non-governmental organizations. Interviews were conducted between November and December 2011 by phone or in person. Phone calls were made to each respondent's office to ensure validity. If that was not possible, I made sure I obtained the telephone contact number from a reliable source (sample of interview guideline in annex 4, issues to be clarified during field mission are in the annex 5 and interview protocol in the annex 6).

Data analysis

The data analysis for this evaluation was conducted alongside the data collection and during the report's writing-up period. After each day of data collection, the information was organized chronologically, with notes for relevant facts and events that could build up the analysis. The notes of both interviews and desk review were read at least once before the analysis began (observing facts that would be grouped and "coded" by topic, theme, and quotation). This was the first step of interpreting the data collected, as coding is a way for the investigator to organize, interpret, and draw meaning from an overwhelming amount of text. Data was categorized within the following categories (analogous to the guidance proposed in the term of reference): the project's relevance,

quality of design, efficiency of implementation and quality of management, effectiveness, impact and sustainability, and lessons learned. Annex 7 presents a list of variables/constructs, according to the research questions proposed in the term of reference in order to evaluate these categories and their related source of information.

Ethical Issues

Although this evaluation study presents little risk to the individuals, it dealt with sensitive information. Sensitive information refers less to emotional distress than the consequences of the disclosure confidential communication; for example, if an informant expressed severe divergence with other project participants. The intention here was not to solve disagreements or investigate personal motivations. In this case, the interview process would be relevant to highlight, for instance, management obstacles. In other words, the empirical data was indifferent to individual identities.

Several actions were taken in order to guarantee ethical caution. The purpose of the evaluation was explained to all the interviewees. Before each interview, verbal permission to digitally record and take notes of the conversation was sought. To ensure confidentiality, only the evaluator and UNODC team had access to qualitative data. All hard copy material was stored in a locker and discarded at the termination of the evaluation. Electronic material was stored on an external hard drive and password protected.

Finally, the principal investigator had received ethical training to conduct human subject research by at the John Hopkins School of Public Health, United States (computer-based module, 2002) and at Brazil's National School of Public Health in 2005. By following the aforementioned procedures, this qualitative evaluation ensured a high level of ethical caution and confidentiality according to the guidelines of the United Nations Evaluation Group (UNEG) ethical guidelines⁸ and the Brazilian National Commission for Ethics in Research (CONEP).

Limitations of the evaluation

Some constrains to this evaluation related to the scope of the project S25 and the limited time available to access all the activities proposed. For instance, the project proposed several activities to diffuse the theme of human trafficking (e.g. seminars and events), training of professionals in the centres (*nucleos*) and unities (*postos*) in different states. Additionally, the project engaged different institutions. Therefore, it was not possible to verify all the documents or speak to all the key informants (e.g. the general-coordinator of the ABC had already informed me that he would not be in Brasilia during the mission days). Thus, to diminish these limitations, I tried to speak to at least one informant from each institution. In addition, I collected three documentary evidences or verbal descriptions of the outputs described in the APR, paying particular attention to constrains

⁸ Available at <http://www.unevaluation.org/ethicalguidelines>

or facilitators to develop them (this also helped in identifying the recommendations or lessons learned to other settings).

II. Evaluation findings

Relevance

Although trafficking in persons is a secular problem, it is only recently that countries have committed to a global response to this social problem. The UN Convention against Transnational Organized Crime in 2000 and the Palermo Protocol, established the legal basis to fight trafficking in persons for the first time. Because this illegal activity goes across borders, it requires a strong compromise on the part of national governments in order to curb and punish the dealers and prevent and assist its victims. Brazil's Congress and the Executive government ratified the Palermo Protocol in 2003 and 2004 respectively. Although this was an important step in anti-trafficking in persons, Brazil had little experience in responding to this problem. There was no coordinated national response to curb-trafficking in persons and social services needed support to receive and assist the victims.

Nevertheless, Brazil has taken important steps in responding to trafficking in persons. For instance, the legislation was altered in 2005 to include smuggling of migrants and a National Policy to Counteract Human Trafficking was developed for the first time. Although these were important legal decisions that set the penalties for this criminal behaviour, the implementation of this policy was imperative. In this sense, the collaboration with the UN through Project S25 was crucial in order to strengthen the institutional capacity to deal with human trafficking by coordinating initiatives at Federal level and between states and by disseminating knowledge on counteracting human trafficking.

The project was aligned with the following UNODC thematic areas:⁹ (i) enhanced capacity for international cooperation against crime, organized crime, corruption, drug trafficking, and terrorism, and (ii) an enhanced capacity for international cooperation in asset recovery, mutual legal assistance, extradition, and other forms of international cooperation in accordance with relevant conventions and protocols, and where appropriate and upon request. Additionally, the Project was also concerned with key obstacles to a global response against trafficking in persons. For instance, the United Nations Global Initiative to Fight Human Trafficking (UN.Gift) points out that police inaction and a lack of political commitment are the core drawbacks of a global fight against human trafficking. Engaging the federal police, training professionals from centres/unities to receive the victims, and strengthening and coordinating government and civil society capacity were central aims of Project S25. Therefore, these are strong evidences that the project has proposed appropriate and innovative solutions (as listed below) to the problem of trafficking in humans.

⁹ UNODC (2008). UNODC Strategy 2008-2011. Towards security and justice for all: making the world safer from crime, drugs and terrorism. New York: United Nations.

Quality of design

The desk review assessed the original project S25, the project revision in 2009, and additional annual evaluations. The overall objective was clear and realistic. Interviews with stakeholders responsible for designing the project in 2006 reported that the main actors involved were the SNJ and the UNODC although, according to the Brazilian regulations on international cooperation, the ultimate responsibility for project formulation lies with the government (in this case the SNJ and the ABC). The objectives were formulated according to previous studies and diagnostics conducted at the request of the Brazilian government and the UNODC. For instance, the project is sensitive to the urgent necessity to strengthen the response of subnational levels in Brazil. This demand was identified in a situational study on trafficking in humans in the city of Sao Paulo, Rio de Janeiro e Ceara. These are known for exporting many victims and have strategic airports in Brazil.¹⁰ Previously, the Study on Trafficking of Women, Children and Adolescents (Pestraf) found 241 routes of trafficking (national and international) in Brazil. It demonstrated that sexual exploitation is not an issue of poor regions. This study, which served as a basis for other researches and policy decision, received much media coverage, which helped to diffuse an awareness of the problem in Brazil.¹¹

Finally, since 2001, Brazil and the UNODC had collaborated in anti-trafficking in persons – project FS/BRA/01/R18. This inception project was aimed at developing an information baseline on this topic, diffusion of this issue among the population and legal stakeholders, and to sponsor studies and researches to assess trafficking in humans. The R18 served as a basis for project S25. Because there was little quantitative information available on the extent of this social problem in Brazil, the original project relied on proxy data such as a study of the Special Secretariat on Human Rights (2005) on the exploitation of commercial sex among children and adolescents.

The original project provided a detailed list of expected outcomes and products. However, these were unsatisfactory in terms of clarity and means of verification. It is important to recall that, until then, Brazil had little experience in developing a response to this social problem. On the other hand, despite the UNODC capacity of aggregating different experiences (as an international agency, it has facilitated access to other countries' responses) the global response was also being constructed. Thus, little best practice information was available at that time to respond to this social problem. Nevertheless, the UNODC had important experience in capacity building (such as training, identifying key consultants to the executors and others) that was crucial to strengthening Brazil's response.

Yet, on project formulation, Marina Oliveira, who was a member of the SNJ during the project's formulation, pointed out that S25 was designed during the discussions of the

¹⁰ Colares, M. I Dignóstico Sobre o Tráfico de Seres Humanos São Paulo, Rio de Janeiro, Goiás e Ceará. Brasília: Secretaria Nacional de Justiça, 2004.

¹¹ Leal, Maria Lúcia & Leal, Maria de Fátima (Org.) Pesquisa Sobre Tráfico de Mulheres, Crianças e Adolescentes para fins de Exploração Sexual Comercial no Brasil. Relatório final. Brasília: Cecria, 2003.

national policy and planning. Therefore, there were only broad views of what should be the thematic areas of approach. She also recalled that, although the project was formulated, there were no funds available for implementation. Because there was an interest on the part of the Embassy of Sweden on this topic, the project was presented in a meeting with them, raising nearly USD 100.00 (resources that had to be invested a year later). In addition, the Federal Police committed remaining funds from another project to the S25 (this referred to the financial participation of the Brazilian government to the overall budget).

Ms Oliveira also mentioned that the project decided to incorporate and expand successful experiences of the city of Guarulhos and the state of Pernambuco and Sao Paulo in responding to the trafficking in humans. The former refers to the initiative developed by the NGO Asbrad, the Brazilian Association for the Defence of Women, and Children and Youth (*Associação Brasileira de Defesa da Mulher, da Infância e da Juventude*) in the airport of Guarulhos, that aimed at identifying possible victims of trafficking among the deported citizens at the airport. This could not only help in the reporting of cases, but also in supporting the victims and referring to specialized social services. The latter refers to committees that engaged different actors of society (state and municipal secretariats, police representatives and NGOs) in developing prevention activities and training of social service professionals and police officers to deal with this problem. Finally, the project was open to a public consultancy in October 2006, with inputs of the International Labor Organization, the UNODC, the UN Entity for Gender Equality and the Empowerment of Women (UN Women) (former Unifem).

These evidences suggest that the project was a result of a participatory negotiation with different actors of society, sensitive to successful local experiences in Brazil and the global and local institutional context. In addition, there are strong reasons to believe that Project S25 was aligned with government priorities and policies, as Brazil has made commitments to develop a national response on curbing trafficking in humans and the project was developed according to this. In this sense, the S25 had to be substantively reformulated in 2009 to adjust to the evolution of Brazil's response and new international terminology (the next section provides further information on this alteration). As aforementioned, three additional outcomes were created and refer to the priorities of the National Plan to curb trafficking in humans. Additionally, new activities were elaborated on, respecting the guidelines of the national plan.

Finally, it is important to note that it was not possible to be precise regarding details; for instance, the number of police officers to be trained and the amount of resources necessary from the project S25. Therefore, this evidences some weaknesses of project formulation. Some stakeholders engaged with the project design/implementation commented that it was not possible to further specify the activities and linked investments because of the little experience (in Brazil and abroad) with the theme (that was built on during project development) and the limited resources available during the formulation of the first version of the project in 2006.

Efficiency of implementation and quality of management

The evolution of the project S25 activity and monitoring were evaluated through the annual reports, additional documents (e.g. revision in 2009) and interviews. There was an important reformulation of some outputs to adjust to the evolution of Brazil's response as listed in the first section of this evaluation; for instance, broadening the concept of regional offices to centres responsible for management and monitoring the network of human trafficking. Additionally, there was a reformulation in the financial aspects of the project by increasing the participation of the Brazilian government. Finally, another important adjustment of the project in 2009 was the alteration of the title, suggesting that executors were also sensitive to modifications in the global response to human trafficking (e.g. the alteration of the project title was justified so as to align it with international standards – exclusion of smuggling of migrants).

These changes were discussed and agreed with the UNODC, ABC and SNJ through the tripartite meetings. It is important to note that, during this reformulation, it required an extension to September 2011. The decision to revise the project suggests that its managers were attentive and sensitive to the institutional context. Furthermore, informants at the ABC reported that the request for extension was very well justified. Because of the novelty of this issue in the country, executors at the SNJ had to learn and adapt to the rules of international cooperation. As this takes time, there was a delay in the implementation of the project in the initial years (2007 and 2008), thus it was necessary to expand the project for a further six months. Representatives of the ABC also pointed out that this often happens in international cooperation projects and this “executing learning process” is expected.

The disbursement of resources increased steadily over the years, from approximately US\$ 70,000 in 2007 to US\$ 120,000 in 2008, US\$ 300,000 in 2009 and, finally, US\$ 500,000 in 2010. The delays were related to the challenges of implementation as discussed below:

Table 2. Disbursement of project S25, values in US dollars

Year	Annual total	Cumulative total
2006	0.00	0.00
2007	70.216.00	70.216.00
2008	123.565.44	193.781.44
2009	307.026.00	500.807.44
2010	556.631.00	1.057.438.4

The project is monitored by the UNODC, SNJ and ABC. The former monitors the project S25 through the Field Office Management Leger (FOML) (a UNODC's Financial System used to monitor financial activity of projects such as payment and procurement) bidding process, and product contract database and the cooperation agreement database. Additionally, the project was evaluated periodically by the UNODC through the Annual Progress Report (APR) (I had access to the assessments from 2007 to 2010). Evaluations were comprehensible and concise. The findings of these evaluations were compared to the products of the SNJ and there was an apparent connection between both, which was investigated further during the interview process. For instance, several activities of the

SNJ refer to the support of the UNODC (these includes campaigns, prizes, seminars, and other things). Nevertheless, the monitoring report could be strengthened by including examples of activities implemented, and the date of development of these activities among others. For instance, the number of trained police officers (e.g. date and place of training), seminars and events organized (e.g. include dates and list some of the speakers). This could provide a better picture of the activities developed under the project. This weakness of project management became strongly evidenced after the interviews with the stakeholders. Had this evaluation relied only on the project's monitoring reports and documents, it would differ starkly from the findings reported here (and, for this reason, the preliminary findings reported on the inception report differ to a great extent to the results discussed here) (see also section on project effectiveness for further comments on project documentation).

The SNJ monitors the project through administrative assistants closely related to the Coordination of Project S25. Furthermore, the ABC had a crucial role in monitoring the project development and adequacy to the Brazilian norms of international cooperation. The criteria used by ABC are listed in several norms that regulate these cooperation projects (Decree 5151/2004, the Ministry of External Relations Resolution 717/2006, best-practice publications prepared by ABC). In addition, this agency recently elaborated an information system that should be fed online by the executors of projects (in this case, the SNJ) to consolidate information on budget allocation and annual reports of the results (the SIGAP system). This information is available for all participating institutions of the project but not to public consultation. Records of the tripartite meetings of 2010 and 2011 suggest that the ABC was particularly active in ensuring that the APR's and other documents were consistent with the Brazilian regulations for international cooperation (such as the inclusion of the project in the SIGAP). Finally, ABC was also responsible for ensuring that Project S25 was aligned with the regulations of the Office of the Comptroller General (CGU) resolutions on international cooperation (the *Acórdão*). The CGU is responsible for auditing all projects of international cooperation with a financial participation of the Brazilian government. Therefore, project S25 was also monitored in great detail by the CGU. I had access to all of CGU's audit reports, which clearly stated that there were adequate internal control mechanisms to implement the activities proposed in the S25. Nevertheless, in 2010 the CGU suggested an improvement in the system of information, management of travelling receipts, contract of individuals and firms and management of decentralized resources – the UNODC and SNJ had to promote adequacy of the project S25 to each of this items. Together, these evidences suggest that the financial implementation of project S25 was closely and constantly monitored by the international agency and the Brazilian government.

With respect to bottlenecks to implementation, the control of the TCU had significant impacts on the project's development. The TCU issued a statement in 2009 limiting the use of international cooperation funds. Several audits found that foreign resources had been used to promote activities that were, arguably, not the final objective of technical cooperation (such as sponsoring the travel of civil servants). Basically, the resolution limited the resources to finance consultancy activities and imposed severe restrictions to the organization of events, seminars and travelling arrangements of civil servants. During

the Tripartite meeting in 2010, it was agreed that the UNODC and SNJ would make efforts to adjust to this new institutional environment and seek alternative avenues for project implementation.

Regarding the obstacles to management, the annual report of 2010 indicated that, in the initial years, there were constant changes of directors and coordinators (both at the SNJ and the UNODC) that altered the project's implementation. For instance, between 2003 and 2011, Brazil had four different ministries of justice, which suggests that all the nominated posts were also changed. In addition, the creation of a new policy requires the structuring of a new team, which takes time and delayed execution. This information was confirmed by several informants such as the ABC, the SNJ and the UNODC. However, the 2010 annual project report pointed out that, from 2009 onwards, there was stability in the evolution of planned activities with the appointment of a new coordinator, Mr Ricardo Lins. Both the ABC and the UNODC representatives highly praised the management of SNJ and the new coordinator commitment to the initiatives proposed, expressing that he and his team were amply qualified and able to respond to the challenges of implementation. For instance, much of the proposed changes were done under Lins' administration. Furthermore, an interview with the staff of the Guarulhos Unit (that receives deported people at this airport and identifies possible victims of trafficking among them) spoke highly of the contact with the SNJ team (both Ricardo Lins and Ana Luisa Patrao) and their receptivity to their necessities and demands.

Finally, the project has disseminated information on trafficking in humans through several activities supported by the SNJ, such as the realizing of studies in 2009 as:

- Summarizing the one-year experience of unity's functioning. Series Best practices. Volume 1. Brasília: Ministério da Justiça/SNJ, UNODC, 2009
- Trafficking in humans: criteria and factors to identify suspected victims. Series Best practices. Volume 2. Edited by Luciana Campello Ribeiro de Almeida e Frans Nederstigt. Brasília: Ministério da Justiça/SNJ, UNODC, 2009.
- Development of folders and other materials to broadcast the hotline 180 to receive denounces of suspected cases.
- The creation of an online web portal with information (Portal to Counteract Trafficking in Humans) was there is detailed information to publications.

Effectiveness

According to the annual progress reports, all objectives and results have been achieved. However, with respect to Output 9 (Output 4 in the original project), the implementation of a database with official statistics and other relevant information is yet to be implemented. To better understand the developments of Project S25, I cross-referenced documentary evidence with interviews.

Although I had access to core documents of the project (such as annual progress reports, the original and its revision version, several audit documents), interviewees commented there was a problem with its archives.

Because of the number of activities and products proposed in project S25 and the time constraints for this evaluation, not all of them were evaluated. I requested the informants to comment on the role of Project S25 in the development of the policy/planning, the campaign, the development of the centre/unities, police officer training and other activities that they found important. The following results were perceived:

(1) *Centres and unities in the states*

According to the original version of the Project S25 document, the role of the UNODC in the development of the centres and unities was to provide infrastructure support (such as office equipment), assisting in diffusing the relevance of this initiative to the states and municipalities, and facilitating the training of staff.

Although the annual project reports (APR) have informed that this result was achieved, little information was available on how it was conducted. According to the reports, 12 states have created centres of assistance to victims, while five municipalities (Rio de Janeiro, Sao Paulo, Belem, Fortaleza, Rio Branco) have centres in airports. The airport services are responsible for the municipalities. It is expected the multidisciplinary professionals (such as psychologists, social assistants) work in these services. The role of the S25 in this activity was to supervise the production of informative material, training teams and supporting the infrastructure. States should express their intention to implement counteracting trafficking in humans within their jurisdiction, while the SNJ evaluates and proposes a set of conditions such as the creation of committees (with civil society representatives) to monitor the development of these activities. The resources were transferred through contracts (*convenios*) with the states.

Several stakeholders were asked to comment on the functioning of these services and how the support of project S25 helped in the development of their activities. There was an agreement among the Federal Police representatives, the UNODC, the SNJ, the ILO representative and Congress informants that, apart from Sao Paulo, all others require better training and support for the professionals. For instance, in a visit to Recife, the UNODC official noted that there was a strong demand of professionals for information on human trafficking. These teams should follow-up deported victims, such as prostitutes, in helping them to be re-integrated through social assistance services. The assistant of Senator Marinor Britto, Georgiana Galvao, who visited several services in Brazil, pointed out that there is an imperative necessity to prepare those professionals that support victims of trafficking. The chief staff (*chefe de gabinete*) of SNJ, Joao Guilherme Granja, has also pointed out the fragmentation of the response to trafficking in humans and the urgent necessity to integrate and coordinate the national and subnational strategies.

After contextualizing the implementation of these services, stakeholders were asked to comment on how the UNODC contributed to it. The contribution of S25 was threefold. Firstly, the former coordinator, Ricardo Lins, mentioned that the technical cooperation was crucial during the design of a regulation (a Ministry Directive) to clearly define the roles of the unity and the centre. Previously, there was a blurred line between both, which created much disagreement between people working in the field. Thus, the UNODC,

through project S25, organized a working group with civil society, government officials and professionals dealing with victims to draw the Ministry Directive (*Portaria Ministerial*) of the SNJ, No 31/2009. According to Lins, there was a reduction in the conflict among stakeholders on the responsibilities of these initiatives.

Secondly, the UNODC was crucial in facilitating the training of professionals working in these unities/centres, such as financing the transport of speakers and civil society, offering educational material (such as a translated version of the Palermo Protocol), and inviting foreign experts. For instance, some activities that supported the S25 were (but not restricted to these):

- Support to the Regional Seminar on Trafficking in Humans and Sexual Exploitation between 25th and 26th of March, 2010 at Sao Paulo city.
- Training of professionals of the Unity of Humanized Assistance to Migrants - between 15th and 16th of March 2010, at Guarulhos city.
- Training of professionals of the Centre of Counteracting Trafficking in Humans and the Unity of Travels' Right both in the Para State.
- Support to the Workshop on Discrimination Ethnic-Racial and Trafficking in Humans between 6th and 7th of May, at the Municipal Guard of Rio de Janeiro.
- National Meeting of the Network Against Trafficking in Humans in 8th, 9th and 10th November 2010 in the city of Belo Horizonte.

In an interview with the staff of the Guarulhos Unit, they mentioned that training provided was crucial to understanding the problem of human trafficking (e.g. the social problems, learning more about the global statistics) and the daily operation of the unit (how to identify and approach the victim, avoiding prejudice or simplistic responses to it). Nevertheless, several stakeholders in Brasilia suggested that it is imperative to strength and expand capacity of professionals to deal with this problem, particularly at the borders. In addition, training of professionals that might have some contact with offenders and victims, such as military troops, are also essential.

Thirdly, the institutional support of the UNODC through project S25 was crucial in legitimizing the implementation of these centres and unities. In the absence of project S25, it would be difficult to establish reliable partnerships within Brazil, to mobilize a network around this issue, and also coordinate the Brazilian response with the international agenda in order to curb human trafficking with the same quality and scope that has already been conducted. Several stakeholders also commented that, in the absence of project S25, it is likely that less training and information would be available to the professionals working in the field, thus compromising the developments achieved so far.

(2) Campaign

Brazil has promoted a campaign in airports and state bus stations (the campaign "*A decisão de viajar é sua: as consequências também! Seus direitos viajam com você aonde quer que você vá!*"). One of the materials produced within this campaign was a cardboard box which simulated a person inside of it. It was circulated at the baggage claim area. Additionally, folders with an image of a woman thrown in a dirty and dark room were

distributed (Annex 8). This campaign was planned by the SNJ (with support of the National Secretariat of Human Rights and the Secretariat of Women and by discussions with the UNODC), to promote information on trafficking in humans.

Stakeholders were also asked to comment on this activity. There was a concern that this campaign had targeted a narrow audience that do not see themselves in a trafficking situation (given that smuggling is a subtle activity, a strategy less obvious would have achieved a wider audience). There was criticism that stakeholders were not consulted on the format of the campaign that was developed solely by the SNJ. Nevertheless, there was also an agreement that this was an important initiative that placed trafficking in humans in the media and it also increased the denounces to the specialized hotline by about 100%. Thus, the campaign was vital in diffusing the theme in Brazil.

In 2009, there was an attempt to implement the Blue Heart campaign, which is the official mass public awareness campaign of the UNODC. Nevertheless, because of constant changes in the project coordination at the SNJ and the requirement of a specific project, the idea did not move forward.

(3) Development of the National Plans and Policy

One of the core contributions of project S25 was to the democratic process of developing the first National Policy on Trafficking in Humans in Brazil and the formulation of the first and second plans on this issue. However, some informants commented that the S25 was less important in the formulation of the first national policy as the project was only officially approved in November 2006 (activities began only in April 2007), while the policy was enacted in October 2006. In this sense, there was dissent information between the reported activities of the project achievements in 2007 and the timeline of events in Brazil. Nevertheless, there was a strong agreement that the project contributed to the development of national plans.

The development of the Second National Plan (in 2010 and 2011) was highly supported by S25. An external consultant (former World Bank employee) was hired to develop a methodology of public consultation, but also the presentation of the findings of the UN.Gift strongly influenced the development of the second plan. Additionally, informants mentioned that, thanks to the UNODC methodology and experience in congregating different actors and summarizing their inputs/demands to the policy process, the plans were a highly participatory process. I had access to the documents describing the methodology of consultation. It was developed in a three-step process. First, it was open to civil society through online consultations and self-organized debates (which allowed groups interested in this topic to organize -- according to the guidelines proposed by the consultant -- within their communities and refer their demands to the SNJ). An inter-ministerial group also participated in this first step by reviewing the first national plan to counteract human trafficking. The second step was the consolidation by the inter-ministerial group of the proposals received so far. The third and final step was the alignment of these proposals to the second national plan.

The representative of Asbrad, Dalila Figueiredo, one of the pioneer organizations working in this field in Brazil, strongly praised this process. Figueiredo commented that she was impressed with the public consultations (*plenarias livres*) and how all contributions were neatly consolidated and distributed among participants for complementary comments. In addition, all stakeholders commented that this was a very democratic process. In the absence of project S25, it is likely that Brazil would have implemented these plans; however, it would have been done solely by government officials and be less democratic. Therefore, it is likely that the plans would not have been sensitive to core demands of civil society.

(4) *Engagement of the Federal Police*

Another important activity proposed in project S25 was the engagement of the federal police through training and events. This demonstrates how the project was aligned with the UN guidelines on counteracting human trafficking. The educational material provided by the UNODC was also crucial in complementing the training of these professionals. The federal police have made strong commitments to counteracting and preventing trafficking in humans in Brazil. For instance, police officers are trained to identify, during the emission of passports, potential victims of trafficking (e.g. by asking in a friendly manner information about travelling arrangements). The interviewed officials stated clearly that there is also a concern in not limiting immigration and being attentive to potential cases of trafficking. Additionally, a unit on counteracting trafficking in humans was created within the Division of Human Rights, which demonstrates the commitment of the police on this topic.

Nevertheless, it was difficult to understand the effective contribution that project S25 made towards these results. The federal police have been sponsored by the National Program for Public Security with Citizenship (*Programa Nacional de Segurança Pública com Cidadania*) (Pronasci) and also by another project of the UNODC (project I90, Strengthening the Capacity of the Federal Police Department to Fight Organized Crime, Drug Production and Trafficking in Brazil). A search in the archives of I90 suggests that a seminar on counteracting human trafficking, sexual tourism and paedophilia brought together French and Brazilian experts to discuss these problems and exchange experiences. The Pronasci¹² initiative has also sponsored activities on this matter. Chief officials at the Department of Federal Police could not differentiate as to whether the support of the UNODC came from I90 or the S25.

I asked the representatives of the federal police to comment on the outcomes of the training sections and how they perceived the response of the police officers after these. There was an agreement among the three representatives interviewed that it helped the police officers to better understand this crime (that victims are exploited and, at times, they did not choose to be in that situation), to make them aware that this was a problem in

¹² Pronasci aims to curb violence in Brazil by co-coordinating public security and social policies in partnership with various federal, state and municipal government departments as well as with the civil society. Based on a more humanistic perspective, its purpose is to invest in preventive and rehabilitation initiatives supported by multidisciplinary teams made up of social workers, psychologists, educationalists and other specialists.

Brazil and be sensitive to potential cases in their regions. The chief officer, Paula Dora, mentioned that she perceived an increase in the contact made by police officers working in the field with the head department to report and search for more information on this issue. Finally, she also pointed out the challenges of typifying this crime and the establishment of a punishment to offenders, as the Brazilian legislation only recognizes the trafficking for sexual exploitation and violation of children's rights. Therefore, there is a chance that investigative records on this problem are understated. To further complicate the matter, some people do not see themselves as victims of trafficking (whether because they had paid to be smuggled or because their living conditions, although poor, would still be better than the opportunities afforded them at home). While it is difficult to quantify the extent to which the police had been able to repress and reduce trafficking in persons in Brazil, it is evident that training and education initiatives contributed to the capacity of police officers to respond to this problem. On the other hand, it is difficult to understand from these findings the contribution made by project S25 to this result vis-à-vis the Pronasci and the I90. In this sense, annual progress reports added little information to this output. Thus, better reporting of project activities could facilitate the understanding of project development and contributions.

(5) *Database of official statistics and other relevant information on trafficking in persons.* There was little information on the annual progress report on the evolution of this activity. Informants commented that project S25 was important as the information system developer (consultant) was hired with project resources. The database is ready, but has been tested on how to assure confidentiality of data. The system is fed by the federal police, centres and unities that assist victims and any other department related to this theme. Nevertheless, the SNJ is now evaluating how to guarantee private data of investigation is not released to other stakeholders, just as confidential information on victims is not available to other users of the system.

The original project S25, presented in 2006, suggested that some unintended events that could negatively impact on the development of S25 were as a result of Brazil having other international cooperation projects to curb trafficking in humans with the financial support of USAID (implemented by the International Labor Organization – ILO - and the NGO Partners of America). Another important limitation could be the receptivity of subnational states to the proposals of the Project S25 and their commitment to implement policies which originated at Federal level. Finally, the original project also considered the credibility of the assistance provided to the beneficiaries. Poor services could compromise the confidence of victims or the vulnerable population to the service provider. The extent to which these issues impacted the development of Project S25 was investigated during the interviewing process. Evidence suggests that these threats did not fully materialize.

The 2007 APR suggests that the UNDOC has worked closely with other UN agencies to implement the Project in Brazil. Firstly, the 2007 report pointed out that the UNODC and the ILO collaborated in a postgraduate degree (Master's level) on Human Trafficking.

This course was hosted by a prestigious university in Brasilia (Universidad de Brasilia). Secondly, the event organized by the UNODC to present the initiative of the UN Gift in partnership with other UN agencies in Brazil (ILO, UNICEF, UNFPA and UNIFEM) were important in order to consider obstacles to the National Plan and make necessary adjustments prior to its enactment. Finally, an informant of the ILO mentioned that the relevance of this issue was severely reduced in this international organization after the enactment of the national policy and first plan, thus it is less likely that there was a clash in the agendas.

According to the APR (prepared by the UNODC and SNJ in 2009), several states and municipalities in Brazil enacted policies and plans aligned with the national policy. This could suggest that there was an agreement between different levels of government on the relevance of this issue to Brazil. However, two elements are noteworthy: (i) implementation of centres and unities are still highly fragmented, despite the commitments of local governments to it. This is intimately connected to the third unintended event suggested in the original project; and (ii) it is also important to note that trafficking in humans could be used as a political stamp for electoral purposes and the issue could fade away over time. The sustainability of Project S25 depends very much on the commitment of subnational governments to it, the performance of the federal policy, permanent quality of services providers, and the engagement of civil society among other things.

Finally, a review of additional literature has suggested that the Federal Senate¹³ and a report produced by the United States Department of State in 2010¹⁴ have criticized Brazil's response to trafficking in persons, arguing that the government should strengthen its intervention. As the reports of Project S25 have apparently provided positive results, it was necessary to understand what evidence the US government and the legislative office have based this conclusion on. In an interview to a newspaper, the coordinator of the national project to prevent and counteract trafficking in persons, Ricardo Lins, suggested that the report did not take into account important social policies to reduce the population's vulnerability, which is one of the main origins of smuggling.¹⁵ Informants were asked to clarify this statement and motivation in more details. Senator Marinor Brito, the proponent of the CPI, commented that she had been a long-term observer of social problems related to trafficking in humans (such as pedophilia and sexual exploitation investigations). Additionally, in her state, Para, several cases had been reported of trafficking of women to the Suriname. This became particular evident with a tri-national study sponsored by S25 (through the SNJ) and conducted by the NGO *So Direitos*.¹⁶ Although the engagement of the federal legislative government was not listed as a project objective, it could be argued that the campaigns and the research findings

¹³ Parliamentary investigation (CPI) on trafficking in humans created in 2011.

¹⁴ Trafficking in Persons report 2011 has placed Brazil in tier 2, which refers to "countries whose governments do not fully comply with the TVPA's minimum standards but are making significant efforts to bring themselves into compliance with those standards".

¹⁵ Brasil nega 'impunidade' do tráfico humano citada em relatório dos EUA. G1, 20.Jun.2010.

¹⁶ Hazeu, Marcel (Coord.), Lúcia Isabel da Conceição Silva, Liyana Pavón, Francisca Ferreira, Licda, Cornelia Santos, Margot Tapia, Milka Uribe. Pesquisa tri-nacional sobre tráfico de mulheres do Brasil e da República Dominicana para o Suriname: uma intervenção em rede / Belém: Sodireitos, 2008.

helped in diffusing the problem and indirectly committing Congressmen to this issue. On the other hand, the CPI gives visibility to the problem and pressurises the Executive to respond more promptly (e.g. demand a compromise from federal police, allocation of resources of the Ministry of Justice to these initiatives).

Nevertheless, it is important to note that Brazil has made remarkable progress on social policies. For instance, the conditional cash transfer (*bolsa familia*) programme has been diffused by the World Bank as a core social policy for developing countries. Additionally, Brazil is world renowned for its successful National AIDS response. Thus, these important advancements in Brazil's social policy could indeed indirectly contribute to reducing the vulnerability of woman and children to trafficking.

Impact and sustainability

These findings suggest that core impact of project S25 was the dissemination of the seeds of a response to human trafficking in Brazil. The project was crucial in placing human trafficking on the agenda of the Ministry of Justice and promoting knowledge about this issue within different levels of government. Indirectly, the activities of project S25 (such as campaigns and the events to promote the UN.Gift) have also engaged actors that are less active in criminal justice policies, such as the Federal Legislative. Finally, another main impact of project S25 was that it facilitated the formulation of national plans that were a truly democratic process. The participation of different groups of society, alongside government officials and international agencies, increases the legitimacy of Brazil's response and is an example of "good government in the tropics".

It is difficult to be precise from this evaluation to what extent these results impacted on other member countries. Nevertheless, the representative of the UNODC for the Southern Cone and Brazil, Mr Bo Mathiasen, suggested that the country has developed the most advanced response to counteracting human trafficking in the region. In this sense, the findings of this independent evaluation suggest that project S25 was crucial in strengthening Brazil's capacity in dealing with this social problem. Thus, it is reasonable to infer that, by initiating prevention and assistance to the victims and by the controlling and punishment of the offenders, Brazil has limited the channels of this criminal activity and sent a strong message to other countries on how to curb it. Because trafficking in humans crosses borders, it is crucial that countries that serve as the origin, transit and reception of victims act coordinately. Therefore, the efficiency of Brazil's response much depends on other countries' commitment to control the human trafficking within their jurisdictions.

Regarding the sustainability of benefits, there are reasons to believe that Brazil will continue and expand these initiatives. The second national plan was developed and there are signs of commitment of subnational governments to respond to trafficking. Nevertheless, the federal government together with state and municipalities need to better coordinate their response and promote ongoing training to staff dealing with the victims. It was reported by professionals in an airport unit that the existence of a network to curb trafficking in humans in different states helped greatly in assisting the victims. However,

because reference to other social service programmes is still poorly coordinated, much of these victims do not get appropriate social support. Poor provision of services could compromise not just the quality of assistance but also the confidence of victims to rely on public support. On the governance side, constant changes of coordination and the limitation of technical cooperation activities (by the audit departments) could hinder the effective development of future collaboration between Brazil and the UNODC on trafficking in humans. Nevertheless, these refer less to the management of the project than to the institutional context in which the project is implemented.

Because victims of trafficking are a hidden population with little tradition of social mobilization, it is less likely that these populations will organize themselves to demand social protection. In Brazil, most of their demands are expressed through non-governmental organizations with a stake in migration or gender issues. In this sense, project S25 has helped to empower and expand the issue of trafficking of humans within these NGOs. It allowed the mobility of activists to give training and presentation in different regions. It also provided financial support to conduct studies and assistantship that would be less likely to be promoted by government officials (given the hidden nature of the problem) (e.g. the study conducted in Para and Suriname of victims of sexual exploitation). Thus, there are also reasons to believe that these organizations will continue their activism in these topics.

Lastly, with respect to the financial and human resources available to meet its objectives and priorities, the UNODC staff and former coordinators at the SNJ commented that the project had a small budget *vis-a-vis* the urgent necessity to develop a local response to human trafficking. Nevertheless, it is important to recall that the federal government and the UNODC have an important role in coordinating activities rather than providing social assistance (which is delegated to existing social services such as the Specialized Social Assistance Reference Centres - *Centro de Referência Especializado de Assistência Social*). In addition, the problems of implementation reported in the previous section apparently refer less to the amount of resources allocated than the capacity to execute the project (due to constant changes of coordination and lack of expertise of the SNJ, in the initial years of project, in international technical cooperation). Finally, with respect to human resources, the team at the SNJ was relatively small (consisting of a coordinator and an assistant) specifically allocated to coordinate the country's actions.

III. Conclusion

Actions to counteract human trafficking in Brazil are now a core agenda of the Ministry of Justice and, according to a representative of the SNJ, these initiatives represented the largest budget executed within the Secretariat in 2010 and 2011. In an interview for this evaluation, the deputy representative of SNJ, Joao Guilherme Granja, expressed the current state of affairs in Brazil: "We hope it will be reduced, controlled and repressed constantly. It is a symbolic task: our State will not tolerate [human trafficking]. The State

will act relentlessly to curb it. We are dealing with old, extremely refined structural conditions of exploitation that will always demand action".¹⁷

On the one hand, this evaluation points to Project S25 and the support of the UNODC being crucial to the introduction of the issue of human trafficking on the agenda of criminal justice and victim assistance in Brazil; on the other hand, project activities were developed locally. The initiatives proposed in project S25 can provide important lessons to other countries aiming to scale up initiatives to counteract human trafficking (e.g. participatory development of national guidelines and innovative implementation of centres and unities to assist victims of trafficking). The specific application of the Brazilian experience to other countries will depend, however, on the strength of their social protection network, profile of human smuggling and capacity of civil society mobilization.

¹⁷ Free translation. The original reads: “Esperamos que seja reduzido, controlado, combatido permanentemente. É uma tarefa que passa pelo simbólico: nosso Estado não tolerará isso. Agirá intransigentemente no seu combate. Estamos lidando com condições estruturantes de exploração antigas, refinadas de uma forma absurda e que sempre demandará ação”.

IV. Recommendations

Based on the information provided by the stakeholders and desk review evidence, this evaluation suggests the following recommendations.

The decision makers in Brasilia and the professionals working in the Sao Paulo unit mentioned that there is still an urgent necessity to inform and prepare people working within the field to understand what the human trafficking phenomenon is and the different elements associated with it (such as how other countries respond to trafficking in humans). In this sense, the UNODC could facilitate the invitation of foreign experts, but also diffuse the Brazilian experiences to other Latin American countries. Because the size and diversity of the country (Brazil is at the same time origin and destination of human trafficking, but also a transit for people from South America to other countries), it recommends the training of small teams that could diffuse the information to other professionals in their region.

Secondly, stakeholders (both decision makers and representatives of civil society) expressed concern that the awareness campaign was targeted at a narrow audience (e.g. airport travelers). Therefore it is necessary to promote mass awareness campaigns such as the Blue Heart Campaign. There is still an imperative necessity of mass media campaigns to inform the general public about this issue. In this sense, the UNODC already has an international campaign – the Blue Heart – that is yet to be diffused in Brazil.

Thirdly, the Federal Police representatives commented on their limitations in investigating possible cases of human trafficking. Although there have been important reformulations in the Brazilian rule, there is still an urgent necessity to typify the crime of trafficking in humans and its punishment (as aforementioned current norms cover only cases such as sexual exploitation and forced labour). Therefore, it is important to foster the debate on the necessity to expand the legislation on human trafficking. This could provide police officers and courts with the legal basis by which to repress and sue the offenders. As the UNODC has been crucial in building up a network of government officials, NGOs, police officers and legislators, it is important to foster the debate on the content of this new legislation within this network and give them the basis (technical support and empowerment) to pressure the Congress for its immediate approval. This could be promoted through public audiences in Congress to engage the federal legislative or by including this topic in regional and national seminars on trafficking in humans to mobilize the civil society.

Fourthly, during desk research for this evaluation it became clear that there is still very little information on the profile of human trafficking in Brazil. Therefore, it is necessary to encourage studies to diagnose and map the extent of this problem in Brazil. Although project S25 proposed activities to induce the research of trafficking in humans in Brazil (such as prizes), the only diagnostic study conducted in Brazil was the 2002-Pestraf. Additionally, future studies could also understand the perception of the victims of trafficking in Brazil. Anecdotal information suggests that much of these victims do not see themselves in a trafficking situation. Thus, understanding this social-psychological

process could provide evidence to professionals working in the centres and unities and could also provide lessons to police officers on how to deal with these cases.

Finally, the desk review findings suggest that the Brazilian government and the UNODC constantly monitored the development of the project S25. However, as aforementioned, progress reports were overly brief/concise and did not express either the advancements or limitations faced during project's development. Therefore it is imperative to improve the APR and monitoring mechanisms. On the project level, there is a necessity to further clarify and specify the initiatives proposed, such as by defining the amount of resources to be allocated to each activity. Also, there is an urgent necessity to improve the annual progress review reports. For instance, giving examples of how activities were implemented instead of listing them as completed. Additionally, mid-term evaluations could help in identifying bottlenecks of implementation and avenues to solve them.

V. Lessons learned

The project on Counteracting Human Trafficking in Brazil demonstrated the relevance of utilizing a participatory approach with government, international agencies and civil society in the development of national guidelines to curb human trafficking. This engagement was particularly evident in the development of the second national plan which had a detailed and comprehensive methodology of public consultation. It is strongly recommended that this methodology should be adapted as a best practice manual to be consulted by other countries willing to foster civil society participation in the development of a national policy and plan.

Furthermore, throughout the development of project S25, several NGOs collaborated in the training of professionals responsible for assisting the victims and in the implementation of this public policy. This not only increased the legitimacy of the project implementation, but also empowered these organizations and fostered the project's sustainability.

Another important originality of Brazil's experience is the decentralized centers and unities to identify and refer victims to social services. Although this innovative service was not a creation of project S25 (it was initially implemented by an NGO and a state government, respectively), the project was crucial in diffusing these among different jurisdictions. In addition, the UNODC support gave credibility to these initiatives. Building up a network of professionals working with victims of trafficking is a policy innovation of Brazil that could be emulated by other countries, particularly those with large territorial landscapes such as China and India. This could facilitate the exchange of information among services, provide better social protection to the victims, and facilitate the diagnostic/reports on the number of victims of trafficking.

Annex 1. Terms of reference of the evaluation

PROJECT EVALUATION

TERMS OF REFERENCE

Project Title:	“Counteracting Trafficking in Persons in Brazil”
Executing Agency:	National Secretariat of Justice – Ministry of Justice
Implementing Agency:	United Nations Office on Drugs and Crime - UNODC
Duration:	January 2007 – December 2011 (05 years)
Project Number:	AD/BRA/05/S25

1. BACKGROUND

Project UNODC/AD/BRA/05/S25 was designed to support Brazilian Government regarding the development of the National Policy and the First National Plan to Counteract Trafficking in Human Beings (PNETP).

It promoted encounters and discussions among professionals which act directly or indirectly in that area as well as experts. This allowed for the elaboration of a comprehensive, multi-sector document which reflected the needs for improvement in the country with regard to counteracting this inhuman crime.

With the B Substantive Revision, the Project Document reflected the actions foreseen in the PNETP more clearly, and the results attained by the Plan positively impacted the Project’s execution. It was possible to observe the growing involvement and commitment to the theme of human trafficking by the Brazilian Government in the federal, state and municipal levels.

Both the PNETP and the Project were developed with a view of articulating diverse actors, aiming at institutional strengthening. The Ministries and other partner public bodies collaborated to increasing counteractions on human trafficking, developing coordinated actions. States and municipalities also demonstrated being ever more involved with the issue, and have begun implementing local policies and plans.

The issue of trafficking of human beings was also strengthened within the scope of the National Programme on Public Safety with Citizenship (PRONASCI), the Ministry of Justice’s flagship justice programme. The resources for human trafficking actions of the SNJ, thus, increased in order to address demands from the nuclei for counteracting trafficking in human beings and advanced stations in the states and municipalities supported by PRONASCI.

At the moment, the Project has its actions directed at assisting the Brazilian Government in the elaboration of the Second National Plan to Counteract Trafficking in Human beings, increasing awareness-raising on the issue, particularly in the most vulnerable populations, creating new mechanisms for case registry and record-keeping, assisting the improvement of legislation pertinent to trafficking and related themes, training teams of professionals which work directly in tackling human trafficking and supporting and implementing studies and research in the area, in order to increase knowledge concerning criminal network mechanisms which act in Brazil and profiling trafficking victims.

These are the current final outputs, results and activities as stated in Revision C:

- Result 1 –** National Policy for Countering Trafficking in Persons implemented and the National Plan for Countering Trafficking in Persons drafted;
- Result 2 –** Support and assistance services provided to victims of Trafficking in Persons and smuggling of migrants in Brazil. **(CANCELLED)**;
- Result 3 –** National Trafficking in Persons awareness campaigns and the smuggling of immigrants carried out **(CANCELLED)**;
- Result 4 –** Database implemented and permanently updated, including official statistics and other relevant information regarding trafficking in persons and smuggling of migrants **(CANCELLED)**;
- Result 5 –** Law Enforcement officials (police officers, prosecutors, etc) trained to conduct investigations and try cases involving trafficking in persons and smuggling of migrants. Office teams trained to assist victims **(CANCELLED)**;
- Result 6 –** In-depth diagnosis of trafficking in persons and smuggling of migrants conducted **(CANCELLED)**;
- Result 7 –** Trafficking in Persons prevention actions implemented
- Result 8 –** Permanent integrated training program in assistance, from a Human Rights perspective, to victims of Trafficking in Persons articulated, developed and implemented
- Result 9 –** Agents involved in the repression of Trafficking in Persons trained, and Brazilian legislation regarding this theme perfected;

Note that results 3 - 6 were cancelled at Revision B.

The original project document and all revisions will be forward to the selected consultant.

2. EVALUATION PURPOSE

This evaluation will be conducted under overall supervision of UNODC / ROBRA – Regional Office for Brazil and Southern Cone, UNODC / HQ and MJ / SNJ (National Secretariat of Justice of Ministry of Justice). This evaluation is included in the project work plan as well as foreseen in the agreement between UNODC and SNJ:

The Evaluation is being undertaken in order to independently assess:

- a) The quality of the project concept and design;
- b) The effectiveness of the project in terms of achieving its planned objectives arising from the project, including with respect to both UNODC and partner government mobilization and management of resources (budget, inputs and activities);
- c) Whether or not there were unanticipated results, either positive or negative, arising from project's implementation;
- d) It should also ensure that lessons learnt and best practices from the project are identified for future policy making and planning. It will also provide specific recommendations regarding any follow – up actions required by UNODC and partner government administration to effectively sustain or improve support to the project's programs in the future. They should constitute proposals for concrete action, which could be taken in future to improve or rectify undesired outcomes. Specifically, the evaluation may recommend abandonment, modification, or continuation of the

project. Recommendations may also be made in respect of issues related to the implementations of management of the project.

The evaluation is being undertaken approximately three months prior to the end of project's implementation period so that lessons learned and recommendations made can be factored into forward planning by Brazilian stakeholders.

The main stakeholders who will also serve as the Core Learning Partners (CLP) to be involved in the evaluation are:

- The Project Director and Coordinator;
- Senior Officials from the National Secretariat of Justice;
- Technicians from ETP/SNJ – (Counteracting trafficking of Persons unit);
- Senior officials from the Brazilian Agency for Cooperation – ABC;
- UNODC staff at the Office for Brazil and Southern Cone, including current and previous project staff;
- UNODC Independent Evaluation Unit;
- UNODC HQ Anti-Human Trafficking & Migrant Smuggling Unit

A key purpose of the evaluation is to help all stakeholders ('core learning partners') reflect on what has worked well and what has not, and thus learn from the evaluation process. The CLP will be involved in the evaluation and have to ability to provide input and comments as appropriate.

3. EVALUATION SCOPE

3.1. Project concept and design

The evaluation will be a final project evaluation and shall cover the time period from October 2006, when the original document of the project AD/BRA/05/S25 - "Counteracting Trafficking in Persons in Brazil" and the budget were formally approved, through to December 2011. The evaluation should address all project Revisions since 2005.

The geographical coverage of the evaluation can include Brazilian states but will have particular focus on the city of Brasília, as well as some of the cities that have State Offices. If necessary, proposed field arrangements will be discussed and arranged along the evaluation.

The evaluation should assess the project concept and design, specifically:

- a) The project result on the implementation of the National Policy for countering trafficking in Persons
- b) The project result on drafting the National Plan for Countering Trafficking in persons;
- c) The project strategies on counteracting trafficking in persons in Brazil;
- d) The immediate objective/s and planned results and activities as compared to cost effective alternatives;
- e) The clarity, logic and coherence of the project document;
- f) The executing modality and managerial arrangements for the project;
- g) Arrangements for monitoring and evaluation;
- h) The relevancy and impact of partnerships established between stakeholders and the civil society;
- i) The adequacy of the identification and assessment of risks to the project;

- j) The adequacy of prior obligations and prerequisites to be met by the Government;

3.1.1. Questions to be addressed

The key (guiding) questions to be answered by the evaluation are as follows:

Relevance:

- *How relevant is the trafficking in persons thematic relevant for the UN and for the member states?*
- *To what extent is Project S25 aligned with mandates, decisions and strategies of UNODC?*
- *Are the results of Project S25 relevant in view of the current standards and international interest on counteracting trafficking in persons and other related issues?*
- *To what extent is Project S25 aligned with mandates, strategies and programmes of partner organizations such as their main donors and SNJ?*
- *To what extent does the current organization structure of UNODC support SNJ's mandates?*
- *Does Project 25 provide an appropriate solution to the Trafficking in Persons problem? Are the originally proposed project outputs/results relevant to the overall and immediate outputs of Project S25?*

Quality of design:

- *Were project objectives clear, realistic and appropriately documented?*
- *Were project stakeholders appropriately involved in project formulation/design?*
- *Did the project have adequately clear indicators (and targets), and were the proposed 'means of verification' (sources of information) appropriate and practical?*
- *Was there adequate/appropriate baseline data/information available, or plans made for its collection?*
- *Was the project design consistent with and supportive of relevant partner government priorities and policies?*

Efficiency of implementation and quality of management

- *Were activities effectively planned, managed and monitored on an ongoing basis?*
- *Were sound financial management systems and practices used, which provided timely, accurate and transparent information on project expenditures and procurement?*
- *Was the pace of activity implementation satisfactory (or were there any significant delays)?*
- *Are stakeholders generally happy with the quality of project management?*
- *Has the project adequately documented, reported and disseminated information on what it is doing/has achieved?*
- *Has Project 25 budget been allocated and spent as planned?*
- *How does irregular flows of resources to ensure adequate strategic planning were optimized?*

Effectiveness

- *Has Project S25 achieved its objectives and results, as per the project document? If not, has some progress been made towards the achievement or results or have other results, which are not explicit in the project document, been achieved?*

- *Was the quality of project results satisfactory, and was this appropriately monitored by the project?*
- *How effective is Project S25 on the dissemination of information on counteracting trafficking in persons through its various technical initiatives to the general public and member states? How could it be improved?*
- *Have project results directly contributed to the achievement of desired/planned objectives, and what is the evidence?*
- *Where unforeseen challenges to the implementation of the project handled creatively and effectively?*
- *To what extent is the progress made so far the result of Project S25 activities rather than of external factors? How did external factors impact on the effectiveness of Project 25 activities?*
- *In general, what can be done to make Project S25 more effective?*

Impact and sustainability

- *What are the intended or unintended (positive and negative) long-term effects of the project?*
- *What difference has Project S25 made to Member States, key stakeholders, on regards to initiatives towards counteracting trafficking in persons?*
- *What, if any, are the identified threats to sustainability of benefits, and have these being appropriately addressed/managed by the project?*
- *Should Project S25 be involved in pursuing impact in other substantive areas? Could Project S25 be more innovative in terms of products and initiatives?*
- *To what extent will the benefits generated through the project be sustained after the end of project's duration?*
- *Have the beneficiaries taken ownership of the objectives to be achieved by the project? Are they committed to continue working towards these objectives once the project has ended?*
- *Are Project S25 initiatives enabling Brazil to be self-sufficient in regards of actions towards counteracting trafficking in persons?*
- *Can sustainability be strengthened by expanding Project S25 initiatives to other States?*
- *Does Project S25 receive sufficient financial and human resources to adequately meet its objectives and mid and long-term objectives and priorities?*

Lessons learned and best practices

- *What lessons can be learned from the project implementation in order to improve performance?*
- *What best practices emerged from the project implementation?*
- *What recommendations can be made to improve Project S25 in order to increase relevance, effectiveness, efficiency, impact and sustainability?*
- *What lessons can be drawn from the partnerships established in the scope of Project S25?*

4. EVALUATION METHODOLOGY

The final evaluation of the project is based on document analysis and interviews with key persons. It is an external evaluation, carried out by external consultants hired to this specific purpose.

The quality of the evaluation ‘product’ will depend very much on the methods used to collect and analyse data. The consultant will consider comments received and will reflect them, as appropriate, without compromising his/her independence and impartiality. While UNODC/ROBRA and Government partner are also part of the Core Learning Partners, and will provide input and comments as appropriate, their role is also to manage the process and logistics of the evaluation, while the Independent Evaluation Unit at HQ backstops this evaluation and approves the selection of the consultants, the methodology as well as the draft and final reports.

In conducting the evaluation, the evaluator needs to take into account relevant international standards, including the UNODC Independent Evaluation Unit (IEU) Evaluation Policy and Guidelines¹⁸ and the United Nations Evaluation Group (UNEG) Norms and Standards.

With respect to the evaluation model, given the specificity of the subject, a qualitative model is recommended in order to cover all important aspects of the project and shall be included in detailed a evaluation plan to be provided in a proposal (Inception Report) and discussed with UNODC and SNJ. Analysis of the collected information will be used for a determination of the project’s effectiveness by applying the principles of the qualitative models. All evaluation findings need to be at least cross checked and at best triangulated through various sources and methods in order to ensure their credibility and reliability.

Primary sources of data include, among others:

- ✓ Qualitative methods: Structured and semi-structured interviews with key stakeholders, key informants or representatives of different interested entities (face-to-face, by telephone or by webcam)

Secondary sources for the desk review will include, among others:

- ✓ The project documents and revisions (Project AD/BRA/05/S25)
- ✓ Annual Project Progress Reports (2005 – 2011)
- ✓ Publications issued under the project (if any)
- ✓ Minutes of Tripartite Meetings
- ✓ National Policy on Counteracting Trafficking in Persons
- ✓ National Plan on Counteracting Trafficking in Persons
- ✓ Other Relevant Documents

It is anticipated that the following methods will be used by the evaluation consultant:

- Preliminary desk review of all relevant project documentation, administrative and financial records, as provided by UNODC and independently accessed by the evaluator (e.g. from the web or through other professional contacts/sources). The desk review must be summarized and submitted as an inception report, which further specifies the evaluation methodology, determines its exact focuses, scope and data collection instruments. See Section 13 for preliminary list of documents to be used.
- Preparation of questionnaires (if necessary) that will be administered to all key informants and key players, implementing partners, selected NGOs, academic institutions

¹⁸ <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

(if any), and clients of the services (if any), the questionnaires should address both qualitative aspects;

- Ongoing email and phone communication with stakeholders as required, including with respect to confirming all field work arrangements, meetings, etc;
- Preparation of an inception report, which includes a detailed statement of proposed evaluation methods and design matrix. Besides, the evaluation criteria, indicators, sources of information and methods of data collection must be specified at the Inception Report. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards. Evaluator must present the detailed design matrix and evaluation instruments to UNODC prior the field visits;
- Field visit; Face to face interviews using structured or semi-structured questionnaires with key informants/service providers and key project stakeholders, both individually and (as appropriate) in small groups. If necessary, conduct focus group discussions with regional beneficiaries. This would include an initial meeting with staff of UNODC Office for Brazil and Southern Cone;
- Interviews with key informants and key players (face-to face or by telephone): Donors (Sweden and Switzerland), UNODC HQ Staff (Anti – Human Trafficking & Migrant Smuggling Unit, implementing partners, and senior officials from the Administrations/Governments of and clients of the services.
- Presentation of preliminary evaluation findings at a debriefing at the UNODC Office for Brazil and Southern Cone;
- Final reflection on and analysis of all available information, preparation of the draft evaluation report (based on UNODC Evaluation Report Guidelines and Format) and submission to UNODC and appropriate stakeholders including the CLP; and
- Preparation of the final evaluation report, following feedback from UNODC and stakeholders on the first full draft.

Following acceptance of the final evaluation report, UNODC and IEU will then be responsible for disseminating the results of the evaluation to key stakeholders.

5. RESPONSIBILITY FOR EVALUATION

The evaluator will review available key documents and conduct a thorough desk review. These documents will encompass closely related ones to the project as well as context – specific one from the government and development organizations.

The evaluation team will be composed by one independent external expert - evaluator and, if necessary, an assistant (translator) that will assist with, translation (written and spoken). The expert and the assistant must not have had prior involvement with SNJ or in the project AD/BRA/05/S25 – Counteracting trafficking in persons in Brazil on any of its implementation phases. The independent external expert should hold expertise in qualitative research evaluation methods and work experience with the United Nations.

The evaluation team will include:

1) One International Evaluator with extensive experience in and knowledge of qualitative research. He/She shall be familiar with counteracting trafficking in persons thematic, National legislation on counteracting trafficking in persons, international instruments on the subject. Work

experience with the United Nations is desirable

2) If necessary, One Assistant: with experience on translation/interpretation (Portuguese – English/ English – Portuguese) and with fluency in English and Portuguese (to be hired separately, if necessary);

The evaluator and the Assistant (translator) will not act as representative of any party, but should use their independent judgment. The evaluator and the Assistant (translator) were not involved in the design, appraisal or implementation of the project. The evaluator will be and remain throughout the process independent and impartial.

The evaluator and the Assistant (translator) will work closely with the Project Director and Coordinator from SNJ and UNODC Governance and Criminal Justice Unit, who will provide the overall guidance. Furthermore, they will work with the members of the Independent Evaluation Unit (IEU) from UNODC headquarters. The UNODC Independent Evaluation Unit (IEU) will provide quality assurance throughout the process by making comments on the evaluation tools, on the draft report and will provide final clearance for the final evaluation report. The Evaluation team does not have the authority to make any commitment on behalf of the project parties, i.e. UNODC, recipient countries and donors.

The Assistant (translator) will be contracted, separately, if necessary, by UNODC – ROBRA, according to National Execution Rules and Regulations and he should not have any previous or current or foreseen involvement with the project.

6. RECRUITMENT CRITERIA

Required area of expertise of the independent evaluation expert includes:

6.1 Minimum Requirements:

- University degree;
- Master's degree in political science, social sciences, or related areas;
- Expertise in technical evaluation on at least two different projects;
- Fluency in English and/or Spanish (oral and written);

Candidates that do not demonstrate the achievement of the minimum requirements will be immediately disqualified.

6.2 Desirable Requirements:

6.2.1 Strong Assets

- Specialization in evaluation, social statistics, qualitative research and/or analysis;
- Prior experience in planning, designing, analyzing and reporting results of qualitative studies (survey design and implementation);
- Knowledge and familiarity on Brazilian National Policy for Countering Trafficking in persons;
- Knowledge and familiarity with Trafficking in persons thematic;
- Knowledge and familiarity with international instruments, especially protocols related to countering trafficking in persons, (Ex. UNTOC, Palermo Protocol);
- Expertise in technical evaluation on three or more different projects;

- Progressive experience in research (qualitative models);
- Fluency in Portuguese (oral and written);

6.2.2 Other Assets:

- Progressive experience on social sciences research;
- Experience and Knowledge of the UN System;

For information on the criteria to analyze the desirable requirements please refer to Annex I – Evaluation Criteria.

7. PLANNING AND IMPLEMENTATION ARRANGEMENTS

6.1. Management Arrangements

The independent evaluation will be carried out following UNODC’s evaluation policy. The evaluation team will work closely with UNODC’s Independent Evaluation Unit and UNODC Regional Office for Brazil and Southern Cone.

6.1.1 Project Manager

Project AD/BRA/05/S25 Management (ROBRA and SNJ) is responsible for the provision of desk review materials to the evaluation team, commenting on the evaluation methodology, liaising with the core learning partners, as well as commenting on the draft report and participate in disseminating the final report.

Project AD/BRA/05/S25 Management will be in charge of organizing the agenda and setting-up meetings with identified stakeholders and beneficiaries for the field mission of the evaluation team. This will include making prior contact with key stakeholders to ensure they are aware of the purpose of the evaluation, and are willing and able to meet with the evaluation team.

Furthermore, it will ensure that the evaluation team has timely access to all relevant project documentation, at least 2 weeks before start of the field work. This will include a list of key contacts (including names, position, agency and email addresses) of stakeholders.

The Project Management Officer may join, if needed, the evaluation consultant for some parts of the field work, although will not directly participate in interviews with stakeholders.

6.1.2 Evaluation Team

Roles and Responsibilities of the Lead Evaluator:

- ✓ Carry out the desk review;
- ✓ Develop the evaluation methodology, including sample size and sampling technique;
- ✓ Draft the inception report and finalize evaluation methodology incorporating relevant comments;
- ✓ Conduct all the interviews with Stakeholders, including in the Field Mission;
- ✓ Lead and coordinate the evaluation process and the oversee the tasks of the National Liaison/ Evaluation Assistant;
- ✓ Implement qualitative tools and analyse data;
- ✓ Triangulate data and test rival explanations;

- ✓ Ensure that all aspects of the terms of reference are fulfilled;
- ✓ Draft an evaluation report in line with UNODC evaluation policy;
- ✓ Finalize the evaluation report on the basis of comments received;
- ✓ Support to UNODC on scheduling the meetings for the field mission (if necessary);

NOTE: The evaluator will be responsible to provide logistical and administrative arrangements, including: travel and accommodation, visa issue, and other related issues for the field visit;

6.1.3 Roles and Responsibilities of the Assistant (in case necessary)

- ✓ Translate documents (Portuguese – English/ English – Portuguese);
- ✓ Work as an interpreter (Portuguese – English/ English – Portuguese) in all meetings of the field mission;

6.2 Logistical support

While in the field mission the evaluation team will travel to Brasilia and cities where State Offices were implemented. In all these places meetings will be held with relevant senior officials involved in policy making, planning, and resource allocation decisions relevant to supporting implementation of the AD/BRA/05/S25 project; civil society, academic institutions and implementing partners and service recipients. At the end of the field mission, a de-briefing meeting with UNODC Country Office Staff and Government (SNJ) is expected.

In case the present evaluation requires travels to different cities in Brazil the consultants should not have any impediments that may limit their ability to engage in trips around the country.

The evaluation consultant will be fully responsible for providing his/her own lap-top computer, and for his/her communication, report production costs, hotel and airfare costs, visa, and others (if necessary). **Secretarial support will not be provided by the project manager.**

It is understood that the evaluator would not hold the UNODC Regional Centre responsible for any unforeseen or untoward incident during the duration of the evaluation. It is recommended that the evaluator secure his/her own insurance coverage during the conduct of the evaluation.

8. EXPECTED DELIVERABLES

The evaluation will produce the following:

- (a) A detailed inception report with: the evaluation plan, the methodology and the evaluation instruments to be developed by the evaluator;
- (b) Presentations of findings as appropriate;
- (c) A draft evaluation report with findings, lessons learned, and recommendations; and
- (d) A final evaluation report

9. BRIEFINGS, CONSULTATIONS AND ADMINISTRATIVE SUPPORT

Upon arrival in Brasília, the mission will be briefed by the UNODC Representative (if needed), by the Project Management Officer and the Project Coordinate (National Executing Agency – SNJ), who will provide the necessary substantive and operational support.

While in Brasilia, UNODC and executing agency will provide full support to the evaluators with office space only.

The field mission is expected to last around 10 (ten) days. Daily subsistence (DSA's) will be provided by UNODC/ROBRA and/or Executing Agency according to the budget table, (please refer to item 11 – Payment and budget).

10. EVALUATION REPORT AND FOLLOW-UP

Although the evaluator should take the views expressed into account, it should use its independent judgment in preparing the final report. Within one week after the end of the mission the evaluator will produce the draft report in English that will be circulated for comments to the Project Executing Agency and to the UNODC Brazil. The evaluator may then incorporate any comments in the final evaluation report using his independent judgment.

The UNODC standard format and guidelines for the preparation of project evaluation reports will be followed by the evaluator. The UNODC standard format for the final evaluation report can be found at the following website: <http://www.unodc.org/unodc/en/evaluation/about-projects-.html>

The final version of the evaluation report shall be sent to the UNODC, Brazil, in not more than 25 (twenty five) days after leaving Brazil. The report shall be submitted in English not exceeding 25 pages, to the office at headquarters responsible for the project, executing agency and UNODC Regional Office for Brazil and Southern Cone. If hired, the assistant will be responsible for all the translation costs.

UNODC will distribute the final report to the other parties of the project. The report will be discussed at a project final tripartite meeting where conclusions and recommendations on the evaluation will be made.

11. TIMETABLE

The evaluation will be undertaken over roughly a 8 week period, starting with the desk review of project documents and preparation of the questionnaires **October 2011**, and ending with the production and submission of the final evaluation report not later than **December 31st, 2011**.

The evaluation consultant will provide up in a period, broken down roughly as follows (the tentative dates may change according to the recruitment process conclusion):

When (Tentative dates)	N° of Days	Planning (Tentative)	Outcomes	Where (Location)
08 – 11 November	4	Desk Review	Desk Review completed	Home/ via phone
14 – 18 November	5	Preparation of inception report with evaluation Methodology and Instruments	Draft inception report with detailed evaluation plan and methodology prepared	Home/Via Phone
21 November	1	Commenting of evaluation methodology and instruments (Phone conference)	Round of comments among relevant stakeholders (UNODC and implementing partners)	Home/Via Phone
22 November	1	Incorporating comments	Finalization of evaluation tools and instruments	Home/Via Phone
23– 24 November	2	Testing of evaluation tools	Draft inception report finalized; Evaluation tools (interview sheets; questionnaires) are finalized and ready for evaluation	Home/ Via phone
25 November	1	Briefing of evaluator to Project coordinator, and UNODC relevant staff (Phone Conference)	Draft inception report agreed. Methodology and evaluation plan agreed.	Home/ Via Phone
		Delivery the Final version of the Inception Report	Inception Report submitted to UNODC	Home
27 November (Arrive in Brasilia) – 04 December (leave Brasilia)	8	Field mission Interviews with identified stakeholders and survey of identified beneficiaries	Data from major stakeholders collected	Brasilia - Brazil
05 – 09 December 12 – 14 December	8	Data analysis and preparation of a draft evaluation report	The first full draft of evaluation report is prepared and submitted to UNODC	Home
15 - 16 December	2	Commenting Evaluation Draft report (Phone Conference)	Round of comments among relevant stakeholders (UNODC and implementing partners)	Home/ Via phone
19 – 20 December	2	Incorporating comments	Finalization of the report	Home
21 – 23 December 26 – 27 December	5	Finalization of the evaluation report	A final evaluation report submitted to UNODC	Home
28 – 30 December	3	Preparation of evaluation summary on project	Evaluation summary submitted to UNODC	Home
31 December	1	Delivery the Final Evaluation Report and Executive Summary in English	Final Evaluation Report and Executive Summary in English submitted to UNODC	Home
Total Working days	43			

12. DOCUMENTATION

Key reference documents for the evaluation will include:

Project Document
Project Revisions' documents (2006 – 2011)
Annual Project Reports (2006 -2010)
Project Progress Reports
Minutes of Tripartite meetings
National Policy on Counteracting Trafficking in Persons
National Plan on Counteracting Trafficking in Persons
Other relevant documents

All referred documents will be sent to the select evaluator, after the recruitment process finishes;

13. APPLICATION PROCEDURE

Applicants are requested to send a completed United Nations Personal History Profile (PHP) available on the UN websites (<http://jobs.un.org>) and/or CV, a list of publications for the last five years, an application letter and names and contacts of three references to UNODC by e-mail recrutamento@unodc.org. The deadline for applications is **October 10th 2011. (2) Documents received after the deadline will not be considered; (3)** Please refer to the vacancy title **“Project S25 - Independent Project Evaluation”** in any correspondence. Due to the expected high volume of applications, only candidates under serious consideration will be contacted.

Annex 2. Desk review list

UNODC

Annual 2007 - Progress Report for BRAS25
Annual 2008 - Progress Report for BRAS25
Annual 2009 - Progress Report for BRAS25
Annual 2010 - Progress Report for BRAS25
Memória da Reunião Tripartite de 2010
Memória da Reunião Tripartite de 2011
Pesquisa Global sobre Tráfico de Pessoas – Perfil do Brasil
Global Report on Trafficking in Persons 2009
Revisão substantiva C (Project S25) de 2009

Brazil

Brasil. I Plano Nacional de Enfrentamento ao Tráfico de Pessoas (PNETP) de 2008
Brasil. Política Nacional de Enfrentamento ao Tráfico de Pessoas (Decreto nº 5.948/06, de 26/10/2006)
CGU - Relatório de Auditoria: Exercício de 2007
CGU - Relatório de Auditoria: Exercício de 2008
CGU - Relatório de Auditoria: Exercício de 2009
CGU - Relatório de Auditoria: Exercício de 2010
Senado Federal - Requerimento Nº 226 de 2011 - Senadora Marinor Britto
SNJ - Como você pode contribuir para o II Plano Nacional de Enfrentamento ao Tráfico de Pessoas (II PNETP). 2011.
SNJ - Documento com a Sistematização das contribuições apresentadas pela sociedade para a elaboração do II Plano Nacional de Enfrentamento ao Tráfico de Pessoas. 2011.
SNJ - Edital regulamento concurso "I Prêmio libertas: enfrentamento ao tráfico de pessoas" Processo Nº 08015.001014/2007-78
SNJ - Enfrentamento ao Tráfico de Pessoas: Relatório do Plano Nacional. 2010.
SNJ - II Encontro Nacional da Rede de Enfrentamento ao Tráfico de Pessoas Metodologias de trabalho. 2011.
SNJ - Metodologia de consulta (participação social) para que a sociedade possa contribuir com elaboração do II Plano Nacional de Enfrentamento ao Tráfico de Pessoas. 2011.
SNJ - Metodologia para elaboração do II Plano Nacional de Enfrentamento ao Tráfico de Pessoas. 2011.
SNJ - Portaria Nº 31, de 20 de agosto de 2009.
SNJ - PRETP- Programa de Capacitação e Treinamento no Enfrentamento ao Tráfico de Pessoas. Material Audio-Visual.
SNJ - Relatório de Facilitação e Registro das Discussões e dos Encaminhamentos das Reuniões do Grupo Interministerial para a Formulação do II Plano Nacional de Enfrentamento ao Tráfico de Pessoas. 2011.

Others

- Colares, M. Diagnóstico: I Diagnóstico Sobre o Tráfico de Seres Humanos São Paulo, Rio de Janeiro, Goiás e Ceará. Brasília: SNJ, 2004.
- Hazeu, Marcel (Coord.), Lúcia Isabel da Conceição Silva, Liyana Pavón, Francisca Ferreira, Lidia, Cornelia Santos, Margot Tapia, Milka Uribe. Pesquisa tri-nacional sobre tráfico de mulheres do Brasil e da República Dominicana para o Suriname: uma intervenção em rede / Belém: Sodireitos, 2008.
- Leal, Maria Lúcia & Leal, Maria de Fátima (Org.) Pesquisa Sobre Tráfico de Mulheres, Crianças e Adolescentes para fins de Exploração Sexual Comercial no Brasil. Relatório final. Brasília: Cecria, 2003.
- Oliveira M and Campos, B. Tráfico internacional de pessoas e tráfico de migrantes entre deportados(as) e não admitidos(as) que regressam ao Brasil via o aeroporto internacional de São Paulo. Brasília: SNJ e OIT, 2007.
- SNJ - Cartilha Informativa: Política Nacional de Enfrentamento ao Tráfico de Pessoas. 2006.
- United States Department of State, 2011 Trafficking in Persons Report - Brazil, 27 June 2011, available at: <http://www.unhcr.org/refworld/docid/4e12ee9116.html> [accessed 18 December 2011].

List of newspaper articles

Title	Source	Date
Tráfico de mulheres na Europa movimentada 2,5 bilhões de euros	Tatiana Félix - Jornalista da Adital	
Ministério da Justiça divulga relatório sobre tráfico de pessoas	Missing info	
Governo instala núcleo de enfrentamento ao tráfico de pessoas em Cruzeiro do Sul	Agencia de noticias do Acre	
Espanha prende policiais envolvidos em tráfico de mulheres brasileira	Do R7	
Brasil nega 'impunidade' do tráfico humano citada em relatório dos EUA	Portal G1	
PF prende 12 por tráfico de mulheres	Estado de SP	01/08/2009
Legislação "incompleta" abranda punição para tráfico de pessoas	Repórter Brasil	07/07/2009
Tráfico de seres humanos: o que é e como combater	Trama	08/09/2009
Dia Internacional Contra a Exploração Sexual e o Tráfico de Mulheres e Crianças	Adital	23/09/2009
Mulheres e crianças são alvos preferidos do tráfico de seres humanos	Adital	13/11/2009
Tráfico de pessoas movimentada até US\$ 9 bi por ano, diz ONU	Laryssa Borges	12/02/2009
ONU alerta sobre negligência na luta global contra tráfico de pessoas	Portal G1	12/02/2009
Muitos países ignoram tráfico humano, diz ONU	Reuters Brasil	12/02/2009
Exploração sexual corresponde a 79% do tráfico de pessoas	Estado de SP	12/02/2009
Estudo sobre tráfico de mulheres analisou rotas e condições de saúde delas	Agência Brasil	01/09/2010
Campanha 'Coração Azul' foi lançada no site de relacionamento Facebook em março	Rádio ONU	27/01/2010
Relatórios revelam números, origem e destino do Tráfico de Pessoas na Europa	Adital	02/07/2010
Venezuelanos apresentam projeto de lei contra o tráfico de seres humanos	?	03/11/2010
Brasil intensifica combate ao tráfico humano	DW-World.de	16/03/2010
Seminário sobre tráfico de pessoas reunirá autoridades de vários países	Adital	24/03/2010
Em SP, rainha da Suécia reforça luta contra tráfico de crianças	Folha de SP	25/03/2010
Rainha da Suécia abre seminário em SP sobre Tráfico de Pessoas e Exploração Sexual	marcos.santos@unodc.org	25/03/2010
Acordos internacionais sobre defesa, crimes e tráfico de pessoas são aprovados	Agencia senado	04/08/2010
Pastoral da Mobilidade Humana defende que CF aborde Tráfico de Pessoas	Adital	05/02/2010
ONU aponta Brasil como rota de tráfico de mulheres	R7	17/06/2010
Tráfico humano é um dos principais negócios ilegais na Europa	Unic-rio	30/06/2010
Relatório da ONU alerta para o tráfico de mulheres na Amazônia	portald24am@gmail.com	30/06/2010
Ministério lança campanha sem precedentes contra o tráfico de pessoas	O Documento	08/02/2010

Governo fecha cerco contra o tráfico de pessoas	Agencia Amazonia	08/02/2010
Relatora da ONU visita América do Sul e fala de tráfico humano	Rádio ONU	08/09/2010
Barreto critica combate ao tráfico de pessoas em países	Estado de SP	08/11/2010
Tráfico Internacional de pessoas atinge a 60 mil brasileiros por ano, diz MJ	Correio braziliense	18/08/2010
Campanha contra tráfico de pessoas busca incentivar denúncias	Agência Brasil	09/02/2010
País aprova acordo internacional que visa combater tráfico de pessoas	Adital	09/08/2010
Seminário: Tráfico de seres humanos tem maior incidência nos países pobres	Agencia Angola Press/Luanda	15/09/2010
Goiás é o estado com maior número de processos por tráfico de pessoas	Correio Braziliense	17/09/2010
Tráfico de pessoas será discutido na próxima semana	O Noticiado	20/09/2010
Minas lidera o número de casos de tráfico internacional de pessoas.	BandNews FM	10/11/2010
Brasileiras são as principais vítimas do tráfico de seres humanos	Jornal de noticias	19/10/2010
Paraguai discute políticas públicas contra tráfico de pessoas	Portal terra	16/11/2010
Sobe para 15 o número de presos por suspeita de tráfico de pessoas em MG	G1 MG	18/11/2010
Polícia faz operação para prender suspeitos de tráfico internacional de pessoas em MG	R7	18/11/2010
Cidade argentina promove jornada sobre tráfico de pessoas	Portal Vermelho	18/11/2010
Goiás lidera o ranking de tráfico de pessoas no Brasil	Portal terra	21/11/2010
Presos 4 na Bahia por tráfico internacional de pessoas	Estado de SP	24/11/2010
Juízes aprovam mudança na lei contra crime organizado	Agência Estado	02/11/2011
Prostituição, escravidão e morte marcam brasileiras vítimas do tráfico	Correio Braziliense	19/04/2011
Governo fará mapeamento nacional para combater tráfico de pessoas	O Globo	07/11/2011
Dia Internacional contra a Exploração Sexual e Tráfico de Pessoas	Ministério da Justiça	14/09/2011
Meninas que são escravas sexuais	Folha de sp	10/07/2011
Brasileira condenada por tráfico de mulheres é presa na Argentina	Folha de SP	10/07/2011
CPI do tráfico de pessoas revela SP como forte polo receptor	Portal Vermelho	17/10/2011

Annex 3. List of persons contacted during the evaluation

Name	Post	Institution	Date
Alexander Taketomi	Coordinator of the Service to Repress Forced Labour and Human Trafficking	Department of Federal Police	28/11/11
Ana Luiza Patrão	Coordinator of the network on counteracting human trafficking	National Secretariat of Justice / Ministry of Justice	01/12/11
Bo Mathiasen	Representative for Brazil and Southern Cone	UNODC	29/11/11
Cintia Freitas	Former coordinator	UNODC	30/11/11
Dalila Figueiredo (phone)	NGO	ASBRAD – Associação Brasileira de Defesa da Mulher, da Infância e da Juventude	30/11/11
Daniel Graziani	Project Assistant	UNODC	28/11/11
Delano Bunn	Director of the Human Rights Division	Department of Federal Police	28/11/11
Fernanda dos Anjos	Director	National Secretariat of Justice / Ministry of Justice	01/12/11
Gergina Galvão	Parliamentary Assistant	Senate	29/11/11
Joao Guilherme Granja	Chief Staff	National Secretariat of Justice / Ministry of Justice	01/12/11
Márcia Vasconcelos		International Labour Organization	29/11/11
Mariana Horta	Supervisor for cooperation with the UNODC	Brazilian Agency for Cooperation	28/11/11
Marina Oliveira	Former coordinator	UNODC	30/11/11
Marinor Brito	Senator	Senate	29/11/11
Paula Dora	(Former) Coordinator of the Service to Repress Forced Labour and Human Trafficking	Department of Federal Police	28/11/11
Pedro Mereiles	Supervisor for cooperation with the UNODC	Brazilian Agency for Cooperation	28/11/11
Priscila	Psychologist	Assistance Service in São Paulo (Guarulhos)	13/12/11
Ricardo Lins (phone)	Coordinator	National Secretariat of Justice / Ministry of Justice	01/12/11
Rodrigo Vitória	Coordinator	UNODC	30/11/11

Annex 4. Sample of semi-structured interview guidelines¹⁹

National Secretariat of Justice of the Ministry of Justice

- Could you please explain the discussions that led to the National Policy on counteracting human trafficking to me?
- Could you please explain the government priorities on this issue to me?
- Could you please explain how the SNJ collaborates with the UNODC in anti-trafficking in humans to me? What is your perception of this proposal?
- Please, explain more details of this experience to me.
- In which ways does the SNJ collaborate with other government departments (e.g. Federal Police) and subnational governments on this issue?
- Could you please explain the process of the implementation of the regional centers to counteract human trafficking to me? (Investigate the institutional constraints/facilitators, political constraints and so on).
- Had Brazil not received the financial/institutional support of the UNODC; how would the scenario of counteracting the trafficking in humans look in the country?
- What are the plans for anti-trafficking in humans in your division?

Brazilian Agency of Cooperation (ABC)

- In which ways does the ABC relate to the Project S25? What is your perception of this project?
- Based on the tripartite meetings, what is your perception of the results of project S25?
- How does this project relate to other international cooperation projects in Brazil? How does the ABC avoid an overlapping of interventions or promote complementary interventions among international cooperation projects?
- Had Brazil not received the financial/institutional support of the UNODC; how would the scenario of counteracting trafficking in humans look in the country?
- What are the plans for anti-trafficking in humans in your division?

Federal Senate

- Could you please explain how you became aware of trafficking in humans?
- Based on the information discussed so far at the CPI, how do you find the Brazilian response to this social problem? What are the main achievements and drawbacks?
- What are the decisions that Congress has taken to curb trafficking in persons in Brazil? Could you please inform me of the recommendations (even the preliminary ones) that the CPI suggests to curb trafficking in humans?

Department of Federal Police

- What are the actions taken by the federal Police to control trafficking in humans? These actions have been taken since when?
- What sort of training do Police officers receive to deal with this issue?

¹⁹ This is a relatively unstructured sample interview guide. The topics here served as checklists rather than rigorous interview guidelines. Probes were included as appropriate.

- In which ways have these training methods contributed to the initiatives taken by the Department of Federal Police? (please compare before and after training scenario)
- In which ways do the federal Police collaborate with other governmental departments to control trafficking in humans in Brazil?
- What are the plans for anti-trafficking in humans in your department?

Annex 5. Sample of factual questions clarified with the SNJ and UNODC

General information on:

- a. Clarify how they are conducting the support to the development of national policy/plans in subnational states. (identify obstacles/opportunities and activities)
- b. Investigate the alteration in the coordination of the project (as this was seen as a limitation to its implementation)
- c. Changes in the financial participation of Brazil in the project (how this reflects - or not - on the daily operation etc)
- d. Further explain the technical assistance provided by the UNODC to SNJ
- e. Evaluation of CJU: Is there any report I could see?
- f. Could you please further explain the difficulties in adjusting to the new norms of the TCU and how you have been dealing with this?
- g. Records of meetings/seminars to discuss the national policy and national plan I and II

With respect to the results of Revision C:

- h. Please could I have access to the studies and researches produced under the S25? (output 7.1)
- i. Please could I have access to the records of seminars and other events? (output 7.2 and 7.3)
- j. Could you please clarify the connection with other social policies? (output 7.6)
- k. I would like to have more information on the best-practices publications (7.7)
- l. Verify the material produced to the campaigns (7.8-7.12) if possible.
- m. Is there any record of the technical meetings referred to in the output 7.13?
- n. Could I please have access to the reports produced on the regional centers/posts? (output 8.2 to 8.4)
- o. Could I please have access to the record of this working group, if there is any? Also, please, clarify how the communication with HIV/AIDS is done.
- p. Are there any records of the Seminars/Events mentioned in the outcome 8.9 and 8.13? Could I have access to these?
- q. Could you please explain the difficulty in implementing the information system?

Annex 6. Interview protocol

Interviews were non-standardized to allow flexibility in response. The questions were relatively open so the interviewee could interpret them according to his/her experience. For example, “could you please explain the process of discussing the National Policy on Counteracting Human Trafficking to me?” Interviews lasted 30-50 minutes. For each group of respondents an interview guideline was drafted and tailored as new data was collected.

The interview were scheduled with appointments at the respondents’ office or a place with limited interruptions, thus avoiding having other persons that are not relevant in the interview setting to reduce distraction. At the beginning of each interview a brief presentation was conducted, presenting the institutions affiliated with the evaluation and why the respondent was important to the evaluation. A verbal permission to take notes was requested.

Notes taken during and after the interview paid particular attention to: a) interesting points the respondent suggested; b) particular ideas that were not identified in the terms of reference or desk review; c) suggestions for further contacts. Finally, at the end of the interview the interviewees were given an opportunity to talk about issues not mentioned before that could be relevant to the evaluation. To increase validity and reliability, some respondents were contacted more than once (in person, by telephone, or through written correspondence) to clarify uncertainties and ambiguities that became apparent as new information appeared. Additional strategies to increase validity were crosschecking the information among different individuals/groups and cross-referencing with documentary evidence.

Annex 7. Evaluation Summary (Project AD/BRA/05/S25)

Variables/Constructs* by category	Source of information**	
	Desk review	Interview
Relevance		
1) Thematic relevant for the UN and for the member states	UNODC docs	
2) Alignment of project with mandates, decisions and strategies of UNODC	UNODC docs and project S25	UNODC
3) Relevance of project in view of global standards/international interests on this thematic and other relates issues	UN documents and project S25	
4) Alignment of project with mandates/strategies/programmes of partner organizations (e.g. main donors and SNJ)	Brazilian government documents	SNJ, ABC
5) Extent to which the current organization of UNODC support the SNJ's mandates		SNJ, UNODC team
6) Appropriateness of project to the Trafficking in Persons problem	Project docs, studies, reports	SNJ, UNODC team, ABC
7) Relevance of proposed project outputs/results to the overall and immediate outputs	Annual review, project S25	
Quality of design		
8) Project document (overall clarity, logic and coherence).	Project S25	
9) Engagement of stakeholders in the project formulation/design	Record of seminars, meetings	SNJ, ABC, UNODC team
10) Clarity of indicators (aims) and means of verification (appropriateness, obtainability)	Project S25	
11) Base-line study/arrangements for base-line study	Project S25 intro and studies	
12) Project design vis-à-vis government priorities and policies	Project S25 and official docs	SNJ (other representatives of the Executive gov.), UNODC team
Efficiency of implementation and quality of management		
13) Project activities planning, management and monitoring	Project S25 and APR	UNODC team, SNJ
14) Use of financial management system and practices (accurate and transparent information on procurement)		UNODC team, SNJ
15) Evolution of project implementation	Project S25 and APR	UNODC team, SNJ
16) Perception of stakeholders with quality of project management		SNJ (other representatives of the Executive gov.), UNODC team
17) Documentation of project achievement (reports, dissemination of achievements)	Project S25, APR, newspaper	
18) Budget allocation/expenditure according to project planning*	Project S25 and APR	UNODC team, SNJ

Continue

Variables/Constructs* by category	Source of information**	
	Desk review	Interview
Effectiveness		
19) Achievement of the results/objectives according to project document	Project S25, APR, government docs, newspapers	UNODC team, SNJ
20) Quality of project results	APR, government docs, newspapers	SNJ, ABC, UNODC team
21) Monitoring of project results	APR	SNJ, ABC, UNODC team
22) Project's dissemination of information on counteracting trafficking in persons through its various technical initiatives to the general public and member states	Seminar records, campaign, newspapers	
23) Direct contribution of project to the achievement of planned/desired objectives	Government docs, studies	SNJ, ABC, Federal Police UNODC team
24) Management of unforeseen challenges to project implementation	APR	UNODC team, ABC, SNJ
25) Government progress on counteracting trafficking in humans relates to project S25	Government docs	SNJ, ABC, Federal Police, UNODC team
Impact and sustainability		
26) Management of threats to the sustainability of benefits		UNODC team, SNJ
27) Sustainability of project's benefits after the end of project	Government docs	SNJ, ABC, UNODC team
28) Commitment of beneficiaries to continue working on the project objectives after project's termination	Government docs	SNJ, ABC, UNODC team
29) Projects contribution to strength Brazil's sustainability on counteracting trafficking in humans	Government docs	SNJ, ABC, UNODC team
30) Project's financial and human resources to meet its objectives and mid and long term objectives/priorities		UNODC team, SNJ

*These categories were based on the research questions proposed in the term of reference.

** Source of information are guidelines to data collection and it was not be limited to these.

Annex 8. Campaign samples. Brazil, 2010.

Figure 1. Campaign sample 1

Ação Calabouço

Instalação

A idéia é mostrar a comunicação por outro ângulo, pela perspectiva da vítima.

Uma estrutura tridimensional retangular com as faces internas e externas adesivadas com o tema da campanha representará a prisão levando as pessoas a perceberem a comunicação por um ângulo mais próximo. Frente a frente.

Interatividade:

A parte frontal da instalação será feita em acrílico e um projetor reproduzirá a imagem da mulher da campanha nesta parede. A imagem da mulher projetada fará alguns movimentos pré-definidos. Haverá um marcador digital e um telefone com uma mensagem gravada. A cada vez que uma pessoa retirar o telefone do gancho será contabilizado no marcador digital.

Cronograma de Instalação:

09 de fevereiro a 28 de fevereiro.

Praças:

Rio de Janeiro: Terminal Novo Rio
Recife: Terminal Integrado de Passageiros
Salvador: Aeroporto

16 de março a 04 de abril

Praças:

Brasília: A confirmar
Goiânia: Araguaia Shopping
São Paulo: A confirmar.



Source: <http://www.unodc.org/southerncone/pt/trafico-de-pessoas/campanhas.html>

Figure 2. Campaign sample 2

Estelras rolantes do desembarque.

A ação será realizada nos principais aeroportos do Brasil. A utilização de uma caixa adesivada, com a imagem de uma mulher aprisionada circulando na esteira de bagagens. A idéia é surpreender e chocar as pessoas, causando reações de empatia, fazendo-o para a realidade, através de uma imagem lúdica, a maneira como são tratadas as vítimas do tráfico de pessoas.

Formato: 65x65x65cm

Aeroportos:

São Paulo (Congonhas): 3 caixas - 14h às 20h
São Paulo (Guarulhos): 3 caixas - 06h às 13h
Rio de Janeiro (Galeão): 3 caixas - 06h às 13h
Brasília: 3 caixas - 08h às 18h
Belém: 2 caixas - 08h às 18h
Belo Horizonte (Confins): 2 caixas - 08h às 18h
Recife: 2 caixas - 08h às 18h
Porto Alegre: 2 caixas - 14h às 20h
Salvador: 2 caixas - 08h às 19h
Goiânia: 2 caixas - 08h às 18h
Fortaleza: 2 caixas - 08h às 18h



Source: <http://www.unodc.org/southerncone/pt/trafico-de-pessoas/campanhas.html>