

*United Nations International Drug Control Programme*

**EVALUATION SUMMARY**

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**Coalitions against trafficking in human beings in the Philippines, FS/PHI/00/R05**

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| <b>Thematic area:</b>       | Capacity Building  |
| <b>Region:</b>              | Philippines  |
| <b>Project budget:</b>      | US\$219,231 (extended to US\$269,231)  |
| <b>Project duration:</b>    | 6 months extended to 21 months   |
| <b>Executing Agency:</b>    | Centre for International Crime Prevention (CICP)   |
| <b>Associated agencies:</b> | United Nations Office for Project Services (UNOPS);<br>United Nations Interregional Crime and Justice<br>Research Institute (UNICRI) |
| <b>Type of evaluation:</b>  | Terminal Evaluation  |
| <b>Date of evaluation:</b>  | June 2003  |

**Project description**

The “Coalitions against Trafficking in Human Beings in the Philippines - Phase 1” was a demonstration project of the Global Programme against Trafficking in Human Beings. At the national level, the project aimed at improving the effectiveness of law enforcement functions and criminal justice responses. The capacity of government institutions - law enforcement and prosecution, in particular – was intended to be strengthened, e.g. through the support of a national coordination mechanism, specialized databases, training, awareness raising and closer cooperation between law enforcement agencies and prosecution. The project aimed at improving the existing level of information, providing a tool for better policy planning and action by assessing trafficking flows and the involvement of organized crime groups therein. At the regional and international levels, the project promoted cooperation among key agencies of countries of origin, transit and destination. The formulation of related policies and recommendations was expected to result in strengthening joint action against transnational organized criminal aspects of trafficking in human beings. The project was carried out in close cooperation with the relevant national institutions, international agencies and NGOs active in this area. It will be followed up by a 18-month project (‘Coalitions - Phase 2’).

Three immediate objectives, 11 outputs and 26 activities were to be completed in six months.

**Information on the evaluation**

Mr Paul Williams, Australian National University, Canberra, Australia was engaged in May 2003 to conduct a terminal (process and outcome) evaluation. Referred to a triangulated convergent validity evaluation, it comprised a desk review, and a mission to Manila, the Philippines, involving a roundtable of participating agencies and meetings with key agency informants. Supplementary meetings were held with donor countries, international experts and UN personnel. The evaluation was completed between 1 and 30 June 2003.

## **Findings and conclusions**

### **Concept and design**

The concept appropriately addressed national objectives and priorities in increasing knowledge about the trafficking problem, in preventing, investigating and prosecuting trafficking and traffickers, particularly as it relates to organised criminal groups, and in increasing intra-Philippines and Philippines/other country cooperation. Similarly, the concept was consistent with the Global Programme Against Trafficking. It was intended to complement (precede) a second Phase, which address victim support matters. However, design features (relatively short time frame, modest budget, too many activities/ outputs and remote management and monitoring) were deficient.

### **Implementation**

Implementation was hampered from its inception, largely due to political and climatic upheaval (three changes in government, including a *coup d'etat* and monsoon flooding), but also due to the inherent design flaws. National Coordination was provided on a part time basis and the number and range of intended activities was beyond what could be reasonably expected within the relatively short time frame. Extensions beyond six months (to nine, then 12, then 21 months) severely stretched local capacity, given other competing commitments.

### **Results**

Ultimately, 2 of the three immediate objectives, 10 of the 11 outputs and 21 of 28 activities were achieved, albeit mostly overdue and of low to moderate quality. Sustainability is threatened by the country's entrenched poverty and funding capacity. The political climate is unclear, with the new Act excluding three agencies which were integral to this Project, and elections due in 2004.

### **Recommendations and lessons learned**

Twenty-seven recommendations were made and nine lessons learned were documented. The twenty-seven recommendations included five resolved during the evaluation, ten concerned actions and/ or decisions relating to similar projects in the Philippines and/ or the region, and twelve were project-specific. Briefly, the principal recommendation was that this Phase be considered completed and no further funds be extended. Concerning management and monitoring more generally, principal recommendations centered on the need for full time local coordination, and for remote management and monitoring to be avoided. Lessons learned covered much the same territory, but also addressed need for greater cultural awareness of negotiation and bargaining skills, and local (un)familiarity with standard work plan, report construction.

### **Follow-up**

The imminent commencement of the Phase 2 Project demands an 'urgent' reassessment of attached coordination, management and monitoring provisions.