



UNODC

United Nations Office on Drugs and Crime

IN-DEPTH MID-TERM CLUSTER EVALUATION

The Global Programme Against Trafficking in Persons (TIP) GLOT59 and the Global Programme Against Smuggling of Migrants (SOM) GLOT92

INDEPENDENT EVALUATION UNIT

BRIEFS

October 2017

BACKGROUND AND CONTEXT

Summary of programmes' purposes

UNODC, as the guardian of the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children (TIP Protocol) and the United Nations Protocol Against the Smuggling of Migrants by Land, Sea and Air (SOM Protocol), supports Member States in the implementation of these Protocols through its global programmes, including GLOT59 and GLOT92. UNODC provides policy guidance and technical assistance in order to assist states to strengthen their criminal justice responses to combat, prevent, and prosecute TIP and SOM cases, to protect the rights of people who fall prey to smugglers & traffickers, and works with states to facilitate international cooperation in this regard. UNODC also provides normative and policy work through these two global programmes.

The objectives of the two programmes



Purpose of the evaluation

This in-depth mid-term evaluation of GLOT59 and GLOT92 assessed the preliminary impact of these programmes, their relevance, design, efficiency,

effectiveness, sustainability, human rights and gender considerations, and partnerships and cooperation. The mid term evaluation covered the period between 2008/2010 and October 2016.

Methodology of evaluation

As part of the evaluation, the evaluation team conducted a thorough desk review, interviews with 135 stakeholders (71 male, 64 female), a survey and field missions that covered Austria, Bosnia & Herzegovina, Moldova, Morocco, and Panama. The evaluation followed a mixed-methods and gender-responsive approach, with a dedicated gender expert as part of the evaluation team.

RESULTS

The main findings

The two programmes are managed by the Human Trafficking and Migrants Smuggling Section (HTMSS) at UNODC. Through GLOT59 and GLOT92, the HTMSS has implemented over 220 activities in 85 countries and reached over 120 countries through national and regional workshops. HTMSS through these two programmes has also generated and enhanced partnerships with key national and international actors and has provided policy guidance to Member States. However, further efforts and stakeholder mapping are required to liaise and cooperate with a broader range of civil society organizations and international organizations.

Furthermore, through GLOT59 and GLOT92, HTMSS has been able to fulfill an important normative function and support key UN events and meetings on TIP and SOM by providing key expertise on both crimes.

QUICK FACTS

COUNTRIES:

Global

EVALUATION TEAM:

Emmanuelle Diehl- Team Leader, Astrid Ganterer- Substantive Expert, Cristina Santillán Idoate- Gender Expert, Pascale Reinke-Schreiber- IEU

PROGRAMMES' DURATION:

GLOT59 since 2008
GLOT92 since 2010

PROGRAMME CODES:

Global Programme Against Trafficking in Persons (GLOT59)
Global Programme Against Smuggling of Migrants (GLOT92)

CHIEF, HUMAN TRAFFICKING AND SMUGGLING OF MIGRANTS SECTION:

Ilias Chatzis

DONORS:

Australia, Azerbaijan, Canada, France, Germany, Israel, Italy, Netherlands, New Zealand, Norway, Sweden, Switzerland, Turkey, the United States of America (USA) and the International Labour Organisation (ILO)

PROGRAMME BUDGET:

Combined: USD 20,000,833 (at the conclusion of data collection for the in-depth evaluation)

IMPLEMENTING AGENCY:

UNODC, DTA/OCB/HTMSS

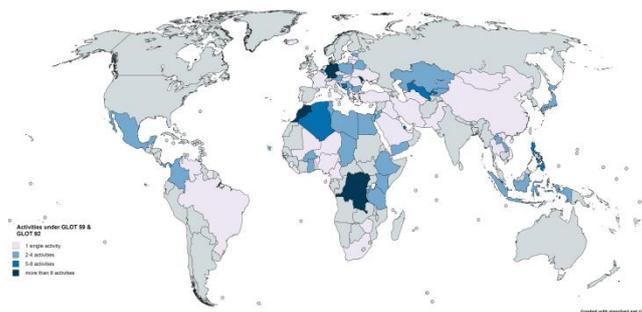
EVALUATION REPORT:



<https://tinyurl.com/IDE-TIP-SOM>

Findings continued

While both programmes form part of a larger international effort to combat TIP and SOM by a range of bodies and from a range of perspectives, ensuring sustainability and local implementation of international laws and best practices remains challenging. The evaluation did identify positive indicators of human rights sensitivity and responsiveness in the programmes' activities. However, regarding gender mainstreaming, the evaluation recommends a stronger focus and renewed investments in this regard. Finally, the evaluation highlighted challenges the programmes face going forward, as well as the pros and cons of potentially merging the two programmes in the future.



Graph: Implementation of activities through the two programmes globally; created with mapchart.net

Main conclusions

The evaluation found that, although the two programme documents are outdated in terms of their design and structure, all interviewed stakeholders agreed that, from a thematic perspective, both programmes remained highly relevant. This is because, although both the TIP and SOM Protocols are broadly ratified, their implementation remains challenging for Member States. Moreover, UNODC and, in particular, HTMSS are perceived to be experts in their field and best positioned to continue supporting Member States to design national strategies, and integrate the Protocols' requirements within their respective legal frameworks. The value of the UNODC and HTMSS input was stressed as crucial within the current migration crises and increased flows of smuggled migrants as well as trafficked persons.

The evaluation did, however, find that the capacity-building elements of the programmes should be more locally anchored, as well as more gender and human rights inclusive, and responding to trainees' needs. Moreover, while HTMSS has developed many tools that were viewed to be useful by stakeholders, further dissemination is needed to all countries. Nevertheless, the evaluation found that the two programmes have come a long way and have implemented numerous activities for the benefit of a myriad of stakeholders.

Key UNODC accomplishments

The evaluation shows that UNODC continued strengthening its position as guardian of UNTOC and its Protocols and HTMSS, as well as UNODC at large, continued to provide normative expertise in a range of fora. UNODC and HTMSS continued to

raise awareness amongst Member States about the need to strengthen their criminal justice responses to combatting TIP and SOM.

Main recommendations

The evaluation found that, in further implementing GLOT59 and GLOT92, HTMSS should:

- Promote UNODC's strategic positioning and niche to address TIP and SOM amongst other international players;
- Strengthen the two global programmes by setting up a consultative forum with Member States;
- Enhance cross-agency programming and strengthen the two programmes' management processes;
- Strengthen cross-section programming and strengthen the two programmes management processes;
- Develop a theory of change and update the logframes;
- Reinforce the internal capacity for a HRBA as a guiding element in the overall programming;
- Develop understanding on gender issues and capacity for gender mainstreaming in programming;
- Develop a combined strategy to reinforce gender mainstreaming and a HRBA in programming;
- Strengthen the Monitoring and Evaluation tools and process;
- Conduct stakeholders mapping for successful partnerships;
- Obtain Member States' signatures or stamps on any work plan before moving together on an agreed roadmap;
- Develop a thorough fund-raising strategy for TIP and SOM.

LESSONS LEARNED AND BEST PRACTICES

The main **lessons learned** include: 1) Low regular budget and earmarked budgeting hinders long-term planning; 2) Cost-sharing between programmes increases the overall sustainability of the staffing; 3) An effective and systematic HRBA and gender mainstreaming in programming require commitment, resources and in-house expertise; 4) publication does not equate usage nor global distribution of tools; 5) Training of Trainers does not suffice to build institutional memory nor knowledge transfer; 6) Key stakeholders require management and nurturing; 7) Normative reforms require a long-time frame as well as multi-party engagement; 8) Brand-building and positioning is key to strengthening UNODC's strategic comparative expertise on TIP and SOM and to raising more support (institutional and financial).

The main **best practices** include: 1) Annual TIP focal point meetings are valuable; 2) Inter-agency involvement when conducting training workshops is positive to build national agencies' capabilities uniformly; 3) Usage of case law databases and other case studies and tools in trainings is useful; 4) Soft-earmarked funding allows for flexibility in responding to Member States' requests that fall outside those covered by strict earmarked funding.

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