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Strengthening the Framework of the Arab Region to Prevent and Combat Human Trafficking

XMEX19

League of Arab States Members- 18 Arab region Countries

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ABBREVIATIONS

AHTCU: Anti-Human Trafficking Coordination Unit

GCC: Gulf Cooperation Countries

GPAT: Global Program against Trafficking in Persons

LAS: League of Arab States

MENA: Middle East and North Africa

ROMENA: Regional Office for the Middle East and North Africa

TIP: Trafficking in Persons

UNODC: United Nations Office on Drugs and Crime

UNTOC: United Nations Convention against Transnational Organized Crime

QFCHT: Qatar Foundation for Combating Human Trafficking

EXECUTIVE SUMMARY

The UNODC Regional Office for the Middle East and North Africa - ROMENA launched Project XMEX 19 in June 2011 for a period of three years and a total budget of 1,041,175 USD from the Norwegian Government. The UNODC ROMENA office in Cairo (Egypt) manages the Project, whose overall goal is to ‘Strengthen the Framework for the Arab Region to Prevent and Combat Human Trafficking’, through four outcomes:

- 1- Comprehensive regional policy framework in place to guide further action by the target countries to effectively prevent and combat trafficking in persons to, from and within the Arab region.
- 2- Centralized coordination of the implementation of the Regional Strategy and reporting on progress in its implementation including coordination of data collection on human trafficking and coordination of capacity-building activities.
- 3- Harmonized national legislative frameworks in compliance with the requirements of the Trafficking in Persons Protocol and relevant human rights instruments.
- 4- Adequate skills of criminal justice actors to effectively prevent and investigate human trafficking while assisting and protecting victims of human trafficking

The UNODC ROMENA’s main counterpart in Project XMEX19 is the League of Arab States that is composed of 22 Member States. 18 of them fall under the mandate of the UNODC ROMENA and under Project XMEX19 geographic scope.

This mid-term evaluation was not planned in the original project planning as Project XMEX19 was due to finish in June 2014. The UNODC ROMENA office amended Project XMEX19 following the additional pledge by the Norwegian government of \$USD 245,841, which enabled project activities to be extended for another year. Consequently, this mid-term evaluation was added in the overall project planning, in order to measure the project’s interim results, identify implementation limitations, draw lessons learned, and help integrate these lessons learned into new suggested strategic directions for the project. The UNODC ROMENA is particularly interested in the lessons learned and recommendations for future programmatic purposes. This document presents the findings of this mid-term evaluation, which were based on a thorough desk review of key documents (see Annex 1), one-on-one interviews with key stakeholders (see evaluation methodology) and field visit in Cairo, Egypt. The mid-term evaluation assessed the period from 08 June 2011 to 31 December 2013, which corresponds to USD 701,400¹ of

¹The figure was changed after the ToR was issued, in which it was USD 675,854 USD in total expenditures until December 2013. The figure here mentioned is the actual total of expenditures spent until December 2013 and was

expenditure out of a total budget of USD 1,287,016².

This report is presenting the key findings of the evaluation in order to assist UNODC ROMENA and key stakeholders to better understand the initial shortcomings, successes and interim results as well as foresee recommendations and lessons learned for future strategic planning. The mid-term evaluation followed, according to the Terms of Reference, the criteria of relevance, impact, effectiveness, efficiency, sustainability and lessons learned as briefly described below.

Relevance

According to the desk review and the interviews, the evaluation findings showed that the goal and objectives of Project XMEX19 were extremely relevant to international agreements and protocols on human trafficking, the Arab World's latest priorities and dynamics regarding human trafficking, the UNODC's mandate and other regional and global programs as well as with the Norwegian Government's priority areas. Norway was the sole donor of this project. The project's objectives are ambitious and the region is vast with many countries of different legislative, cultural and political frameworks but Project XMEX 19 has already managed to raise the need to prevent and combat Human Trafficking on the agenda of the League of Arab States Members, which was sealed through the adoption of the Comprehensive Arab Strategy to Combat Trafficking in Human Beings in February 2012 by the Council of Arab Ministers of Justice.

Effectiveness

The project exceeded expectations as it delivered more activities than originally planned³through effective cost sharing with other projects such as the UNODC Global Programme against Trafficking in Persons, and with some of the recipient countries, such as Libya and Algeria that offered to host the trainings in their governmental facilities. The project's effectiveness also relies on the cooperation with the League of Arab States, which convened the Member States around the theme of human trafficking and coordinated directly with each of them relaying their questions and request to the UNODC ROMENA office. The project activities were designed after consultation with the Member States of the Arab League to ensure relevance and ownership.

Efficiency

The Project XMEX19 was executed through careful budget management as only 54.49%⁴ of the total budget has been so far spent while it has implemented more activities than originally planned. The Project Management team managed the Project's cash flow with care to deliver technical support across the four outcomes covering 15 out of the 18 countries in the Arab World⁵

gathered after the inception meeting with Project Coordinator.

²Project XMEX19 April 2014 report

³Project Document XMEX19 2011 vs Project annual reports 2012, 2013, and Project summary Report April 2014

⁴ Certain payments corresponding to activities implemented during the evaluation period took place in January 2014, and therefore have not been accounted under the budget expenditure review conducted for the purposes of this evaluation.

⁵Algeria, Bahrain, Comoros, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Oman, Qatar, Saudi Arabia, Tunisia, UAE and Yemen

that are covered under the UNODC Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015. Only one of the Outputs under Outcome 2 (Output 2.2: Data on characteristics, modalities and trends of human trafficking in the targeted countries collected and updated) has not been fully implemented due to factors external to the Project Management Team's control. Considering the fragile environment and the different levels of expertise and understanding on human trafficking across Member States, the Project Management team has managed to mitigate the identified risks efficiently and maximize resources and offer technical support whenever possible. The project was designed through a human rights perspective and gender-mainstreaming efforts have been undertaken by the Project Management Team to maximize a gender-balanced pool amongst participants.

Partnership and cooperation

The close collaboration with the LAS was critical to the creation of the Anti-Human Trafficking Coordination Unit (AHTCU) within the LAS and the creation of the network of focal points for legislative and criminal justice technical support, data collection and activities coordination. The field research concurred on the partnership between the UNODC and the LAS as the winning agent in the equation as both beneficiary and main counterpart in this project. The LAS received training and created a new unit to fight human trafficking, while this unit is also acting as main focal point and liaison between all Member States and the UNODC ROMENA office. Recommendations then followed in order to continue solidifying this partnership and pursue further cooperation amongst Arab countries in the region on data collection and data exchange on Human Trafficking.

Sustainability

Long-term sustainability of project XMEX19's outputs and impact is central to the future programmatic strategy and development of this project. The field mission highlighted that although some indicators were defined by the Project Management Team to assess mid-term results, such as the development of anti-human trafficking legislative frameworks, longer-term impact and sustainability indicators in terms of overall progress of Member States to prevent and combat human trafficking have been more difficult to formulate. Obtaining data on the amount of cases of trafficked persons filed and how many people are being trafficked is a timely and difficult process that lies in multi-stakeholders' hands. In addition, human trafficking is a problem that affects many institutional actors, trafficking victims are difficult to trace and combating and preventive mechanisms are yet to mature in the Arab region.

Nevertheless, the evaluation issued recommendations that will help prolong the continuation of the project's objectives after activities end in June 2015. Nonetheless, further technical support, longer timeframe and additional funding are paramount to the long-term impact and sustainability of this project.

Challenges

The Project's Management and its counterparts faced some minor challenges, such as workshop planning and data collection, caused by country specific security conditions that delayed the

delivery of some workshops and the rotation amongst focal points communicating directly with the LAS. Some other challenges were identified, such as contracting international experts within a changing timeframe and great emphasis was put to extract lessons learned and recommendations for future program development and strategic planning.

In conclusion, based on the desk review and the field mission, Project XMEX 19 revealed to be useful, timely and well run⁶. Some mid-term results were gathered but a more systematic monitoring and evaluation framework should be defined in order to assess negative and positive impact and have a baseline to start from. The UNODC Project Management team needs to explore one point of disagreement between respondents interviewed during the course of the evaluation, which is about the focus, and the continuation of the project's technical support. Respondents disagreed on whether the project activities should be extended to further countries or rather focusing on the ones that have already received technical support for greater impact. Finally, the need to secure additional funding to sustain the efforts undertaken by this current project has been repeatedly raised by all respondents. With a clear road map and defined activities, the UNODC ROMENA should easily find additional financial support as highlighted by the LAS's respondents.

⁶Project Document XMEX19 2011 vs Annual reports 2012,2013, 2014 and Progress Report April 2014 and evaluation forms from Iraq, Yemen, Egypt and Libya.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings⁷	Evidence (sources that substantiate findings)	Recommendations⁸
Key recommendations		
The cooperation with the LAS has been critical to get the Member States engaged and interested in project XMEX19's objective. The LAS reflects legitimacy and influence in the region, which was determining in obtaining the Member States' support in this project.	Project XMEX19 annual and semi annual reports 2011,2012, 2013 Interviews	UNDOC ROMENA should continue the cooperation with the League of Arab States for its convening power as well as its legitimacy and recognition in the MENA region. UNODC ROMENA and UNODC HQ should seek additional forms of cooperation with other multilateral entities such as the African Union.
Project stakeholders share different aspirations and expectations on the geographical focus of the project upcoming activities. The different perspective lays on whether to focus further on countries that already have received technical support to achieve greater impact, or to expand to other countries in the region for greater outreach.	Desk review of key project documents and project reports Charts Interviews	UNODC ROMENA should organize a short consultation with the LAS AHTCU to gather a wish list from Members States and manage expectations.
Important recommendations		
Project XMEX19 is in line with	Desk review of key	UNODC ROMENA

⁷A finding uses evidence from data collection to allow for a factual statement.

⁸Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions.

<p>the international instruments and regional efforts to prevent and combat human trafficking in the MENA region undertaken by UNODC as well as responds to the Donor's priorities and the League of Arab States Members' needs.</p>	<p>project documents and project reports; and of other similar projects undertaken by Norway and other agencies</p> <p>Interviews with all the stakeholders identified in this mid-term evaluation</p>	<p>Project Management Team should continue technical support through further workshops for legislative and national strategy design support for individual countries.</p>
<p>Cost-sharing efforts enabled Project XMEX19 to replicate activities in other Member States of the LAS.</p>	<p>Interviews</p> <p>Desk research analysis of Project XMEX19 annual reports 2011-2012-2013</p> <p>Project XMEX19 April 2014 Report</p> <p>Budgetary allocation across outcomes, countries and years (see charts)</p>	<p>UNODC ROMENA should foster greater cooperation between UNODC offices, (East And West Africa Offices) to offer Project XMEX19 activities to Members of the LAS that could not benefit from the project's output as they do not fit the UNODC's ROMENA's regional mandate.</p>
<p>Member States are very keen on learning from each other's experience and obtain common trainings on key topics.</p>	<p>Interviews</p> <p>Mission training reports from activities in Yemen, Iraq, Egypt and Libya</p>	<p>The UNODC ROMENA should organize sub-regional workshops that would be focused on countries with similar challenges regarding human trafficking similarities such as Algeria, Tunisia, Morocco, and Mauritania.</p>
<p>Delays in activities delivery and inability to offer technical support to specific countries due to security concerns.</p>	<p>Interviews</p> <p>Desk research analysis of Project XMEX 19 annual reports 2011-2012-2013</p>	<p>The UNODC ROMENA and UNODC HQ should identify 'safe hubs' for workshops planning in order to avoid any delays due to security threats.</p>
<p>Willingness and interest to pass on the information received during workshops to peers and colleagues.</p>	<p>Interviews</p> <p>Workshop evaluation feedback forms</p> <p>Annual Project XMEX19 Progress Report 2011</p>	<p>The UNODC ROMENA should create a Trainer of Trainers curriculum to offer to Member States' criminal justice officials to allow for knowledge transfer and long-term</p>

	Project XMEX19 Progress Report April 2014	sustainability.
The implementation of the technical support activities were carried by a few international experts that were not always available according to project planning.	Interview Mission reports Morocco, Yemen, Libya, Egypt, Tunisia and Morocco (2011-2013)	The UNODC ROMENA should develop a pool of experts from the MENA region for long-term sustainability. This pool of experts would be more cost effective, more culturally sensitive and provide more flexibility in the scheduling of the workshops and different activities.
The coordination with the LAS AHTCU enabled greater communication with focal points in each Member State, which facilitated the organization of activities and the different countries' engagement in the project.	Project XMEX19 Project Document vs Project XMEX 19 April report 2014 Interviews Mission reports from Tunis, Morocco, Algeria, Egypt and Libya (2011-2013)	The UNODC ROMENA should maintain clear reporting and communication lines with main counterparts within the LAS to help: clarify project's timeline and deliverables; requests from countries; feasibilities of some activities versus others and keeping both parties informed of each other's progress and challenges.
The Project Management team has been raising awareness about the need and the benefits of a gender balanced pool of participants and the project was designed through a human rights perspective.	Field mission Project Progress Report April 2014 Mission reports from Algeria, Libya, Morocco and Egypt (2011-2013)	The Project Management Team should continue advocating for gender-balanced pool of participants for workshops and meetings.

I. INTRODUCTION

Background and context

In 2000, the United Nations (UN) General Assembly adopted the UN Convention Against Transnational Organized Crime, along with three accompanying Protocols, including the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children. Widespread ratification of the Convention and Trafficking in Persons Protocol has signified global recognition of the practice of human trafficking, the need to launch national and international responses to it, and the implementation of literally thousands of anti-trafficking initiatives.

As the custodian of the United Nations Convention Against Transnational Organized Crime (UNTOC) and its supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (TIP Protocol), UNODC plays a fundamental role in the UN system as a centre for excellence in providing advisory services and technical assistance to support Member States in improving their national capacities to prevent this crime.

The MENA region has also been highly affected by trafficking in persons where most of the trafficking flows have been intraregional, with almost half of detected victims being trafficked from a country in the same region as the country of destination. According to the UNODC 2012 Global Report on Trafficking in Persons, nearly one fourth of victims were detected having been trafficked within their regions, and some 27 per cent of the victims were trafficked domestically⁹. The Middle Eastern countries reported more cases of trafficking for sexual exploitation than other forms of exploitation. Other forms of exploitation detected include forced labour, trafficking for forced marriages, child labour and begging, and trafficking for the removal of organs.

The Middle East is the part of the world where long distance trafficking is most prominent, as about 70 per cent of the victims detected come from other regions. Between 2007 and 2010, victims of about 40 different nationalities were detected in the Middle East, with the majority coming from other continents, especially Eastern Asia and Southern Asia. The other significant areas of origin of victims detected in the Middle East are sub-Saharan Africa, with East Africans (Eritreans and Ethiopians) constituting a significant portion, followed by Eastern Europe and Central Asia.

Although some policy and legal reforms were put in place over the last few years in the MENA region, further capacity building and technical support to strengthen law enforcement and judicial bodies was needed in addition to designing effective tools to curb the impact of human trafficking. Project XMEX19 was built as a result of stakeholders ‘consultations; lessons learned

⁹UNODC Global Report on Trafficking in Person’ 2012 page 12.

and best practices from UNODC's past projects in other parts of the world. Project XMEX19 is fully funded by the Norwegian government, who since 2003 has been one of the major international donors to combat and prevent human trafficking around the world.

The UNODC ROMENA has contracted an independent evaluator to carry out a mid-term independent project evaluation of the XMEX19 project on 'Strengthening the Framework of the Arab Region to Prevent and Combat Human Trafficking'. The project was initially budgeted at \$1,000,000 and planned for a period of three years, from June 2011 to June 2014, but following a request to continue project activities and the receipt of additional funds of \$245,841 by the Government of Norway in May 2013, the project was extended for another year to end in June 2015¹⁰. The mid-term evaluation will assess the period from 08 June 2011 to 31 December 2013, which corresponds to USD 701,400¹¹¹² of expenditure out of a total budget of USD 1,287,016 for that given period. The evaluation's scope will cover activities carried out in the Member States of the Arab League (LAS), the main implementing partner, and will focus only on 'project XMEX19' headed by the UNODC ROMENA office in Cairo, Egypt.

The mid-term evaluation objective is to measure the project's interim results, identify implementation limitations, draw lessons learned, and help integrate these lessons learned into new suggested strategic directions for the project. For accountability purpose, the evaluation will also determine whether project objectives were met and resources were wisely utilized. Finally, the results of the evaluation will be used to inform discussions on future strategic development and sustainable activities to be implemented from now until June 2015 and beyond.

Evaluation Methodology

A phased approach was proposed to perform this mid-term UNODC XMEX19 Independent Project Evaluation in order to deliver the desired output and engage with the different stakeholders of the project. This phased approach was based on the following methodology:

Client Alignment and Desk Review

Selected project documents (Annex III) were reviewed and preliminary discussions were held with the Project Coordinator at the UNODC ROMENA office in Cairo to agree on the overall evaluation approach, expectations around deliverables and everyone's roles. These clarifications and initial desk review of documents allowed the independent evaluator to compose the inception report. The initial desk review and a more comprehensive one are based on the list of documents mentioned in the Terms of Reference (see annex 1) as well as a list of additional documents that was agreed upon after an initial discussion and in full agreement with the Project Coordinator. These additional documents are:

¹⁰Annual progress report Project XMEX19 2013

¹¹The figure was changed after the ToR was issued, in which it was USD 675,854 USD in total expenditures until December 2013. The figure here mentioned is the actual total of expenditures spent until December 2013 and was gathered after inception meeting with Project Coordinator.

¹²Project XMEX19 April 2014 report

- Post-training evaluation sheets gathered after each workshop;
- Project documents of similar projects in other regions of the world such as the Arab Initiative to Build National Capacities to Combat Human Trafficking in the Arab Countries' Project XAMX59 - coordinated by the UNODC Sub-Regional Office for the Gulf Cooperation Countries - GCC;
- Budget disbursement vs the overall budget.

Field mission

The field mission took place in Cairo, Egypt. The integrity of the data collected was ensured by including the triangulation of data and testing rival explanations during the evaluation. The triangulation was done through a data collection matrix that enabled the evaluator to identify response patterns and trends in order to accumulate evidence for findings on Project's XMEX19 implementation. The triangulation also helped eliminate biases and identify differing and similar experiences amongst the interviewed stakeholders.

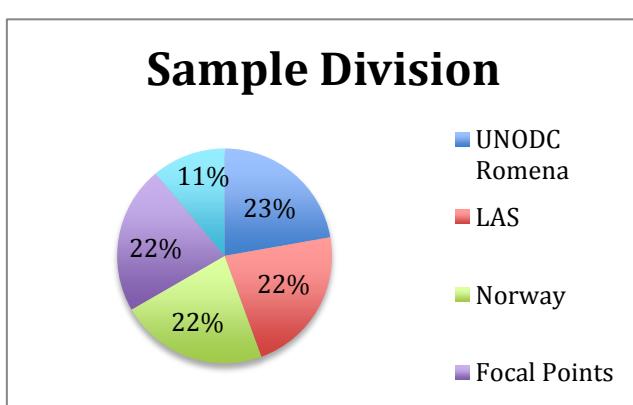
The field mission included:

- (i) Face to face and phone interviews with identified stakeholders took place during the field visit in Cairo (please refer to Annex V for the list of stakeholders).
- (ii) Finally, a brief budget analysis took place during the visit of the UNODC ROMENA office, using budget plans against budget expenditures for each activity to provide further insight on efficiency, sustainability and partnerships.

Analysis and write-up

Data analysis/report-writing was carried out after completion of the field mission and preliminary analytical conclusions were checked with the IEU and Project Coordinator at the UNODC ROMENA's office in Cairo to ensure accuracy and nuance. An initial draft of the mid-term evaluation report is to be presented for comment and discussion. Once feedback is integrated, the final draft will be laid out and submitted to the IEU for clearance.

Stakeholders' differentiation



The selection of the interviewees was based on a combination of purposive sampling methodologies. Neither focus groups discussions nor surveys were conducted during this mid-term evaluation, due to budget and time constraints. Organizing focus groups discussions would have taken months to gather the relevant sample of respondents

from different countries and would have been out of budget for this mid-term evaluation. Hence, the selection of interviewees was based on the following differentiation of stakeholders. The evaluator consulted with:

Project Managers

Project Managers are directly involved in implementing the project including managers, staff i.e. Project Coordinator XMEX19 and senior representatives in UNODC ROMENA office and focal point for the Middle East and North Africa Region at the human trafficking and Migrant Smuggling Section at UNODC HQ. Two Project Managers were interviewed during the field mission. Interview topics included impact, sustainability, partnership and cooperation, management issues (governance, best practices, and lessons learned) and future strategic directions.

Project beneficiaries

Project Beneficiaries are the people the project aimed to reach and who have been involved in project activities to date. These are the primary beneficiaries of the activities dispensed throughout the Project XMEX19 so: prosecutors, judges, police officers, legal experts, and relevant ministries. Perception of changes in ownership, understanding of human trafficking and the regional framework to combat human trafficking, understanding of changes in legal regulatory framework at a national level and the relevance of the project activities were assessed through a desk review and interviews with the national focal points on human trafficking to the LAS in Morocco and Egypt. Some interviews with Yemen and other beneficiaries could not be coordinated in due time to respect the mid-term evaluation timeline, it is however highly recommended for the final evaluation. Nonetheless, the mid-term evaluation included one-on-one interviews with the key counterpart of the project at the LAS in Cairo. Four Project Beneficiaries were interviewed during the field research and the interview topics included impact, efficiency, cooperation, sustainability and relevance.

Project Partners

The Project Partners are those who have knowledge of the UNODC XMEX19 project, who were also consulted for strategic planning but who are not directly involved in project implementation. This included some members of the Anti -Trafficking Coordination Unit at the LAS, and the donor (the Norwegian government). The focus of interviews was on relevance, effectiveness, impact, and sustainability for replicability. Four Project Partners were interviewed during the field mission and the interview topics included partnerships and cooperation, relevance, impact, efficiency, and sustainability.

Mid-Term Evaluation limitations

Time constraints

Due to time constraints and funds allocated to this mid-term evaluation, the field mission was limited to a short visit in Cairo to meet with the key counterparts at the League of Arab States, the Project Coordinator, senior managers at the UNODC ROMENA office in Egypt and the Norwegian Embassy in Egypt as the donor. To counterbalance the inability to travel to target countries where some of the key activities took place, the evaluator carried a series of phone interviews with some stakeholders to validate or invalidate some of the initial findings. The interviews were delayed until the first week of May 2014, due to conflicting obligations of the focal points, which deferred the submission of the draft and final mid-term evaluation report.

Unavailability of stakeholders

Some of the identified stakeholders were unavailable during the time allocated for the mid-term evaluation. These stakeholders had received technical support from UNODC ROMENA and had filled in post-training evaluation forms. In order to extract and trend the findings across the different beneficiaries, the evaluator compared their evaluation reports forms that were filled by the trainees after each workshops, with the answers from the other interviewed beneficiaries.

Absence of pre-workshop information

The absence of pre-workshops consultation on knowledge levels, experience and background information amongst and on the participants made it difficult to assess the level of improvement in their knowledge base and capabilities in dealing with human trafficking (prosecuting or legislating). It makes it also difficult to gauge Project XMEX19's adherence to crosscutting themes and to human rights guiding principles. Initial conclusions were nevertheless drawn for programmatic purposes from the evaluation forms filled at the end of each workshop and key activities. The questionnaires included questions on pre and post workshop knowledge levels of the subject matter. The evaluator took into consideration these factors when drawing conclusions.

No prior baseline information

This mid-term evaluation could not gauge the intended and unintended positive and negative long-term impact/benefits on human trafficking as little baseline information on the overall situation in target countries on key stakeholders (how they are prosecuting criminals accused of human trafficking, on the number of victims who received assistance and the number of cases being investigated) is available. The final evaluation should however try to draw comparative perspectives from other similar programs (or program components) to properly benchmark the UNODC Project XMEX19's impact. The comparative exercise should use the same indicators of impact, efficiency, sustainability, partnership, and impact as defined in the Terms of Reference.

Finally in order to more effectively gauge the impact of Project XMEX19, it would be highly recommended that the evaluator for the final evaluation at the end of Project XMEX19 recreate

baseline information with more time and thorough field research including focus group discussions, observation and questionnaires amongst victims of human trafficking as well as prosecution and legislative bodies in different countries of the region. Such baseline information will only be recreated if the Project Management plans sufficient time and funds for the final evaluation. Nonetheless, this mid-term evaluation will be able to draw some mid-term results based on some more general data such as prior and post project's numbers of countries with legislative frameworks; the adoption of the Regional Strategy; and the creation of the Anti-Human Trafficking Coordination Unit within the LAS.

II. EVALUATION FINDINGS

The following findings were extracted from the analysis of the desk review combined with the data gathered through interviews while taking into consideration the questions that were raised in the Terms of Reference for this mid-term evaluation.

Relevance

Following a thorough desk review and interviews with key respondents, the evaluation concluded that Project XMEX19 complied with international legal instruments such as the United Nations Convention against Transnational Organized Crime (UNTOC) and its supplementing Protocols. As guardian of these instruments, UNODC is best equipped to provide technical assistance to different stakeholders to prevent and combat human trafficking. Project XMEX 19's outputs fit the need to further understand the nature, the reasons behind human trafficking through more effective data collection and data sharing; as well as the need to strengthen legislative frameworks¹³ and prosecuting capabilities at the national levels as highlighted through a decade of adapting the UNODC's response¹⁴ to the mutating and growing problem that is human trafficking.

Moreover the evaluation highlighted how Project XMEX19 fully met the League of Arab States' Members' needs and regional dynamics around the increased amount of victims of human trafficking. Indeed, Project XMEX19's outputs were designed following a consultation¹⁵, amongst the Member States of the LAS in order to identify the gaps and understand the needs of its members with regards to strengthening each state's legal framework¹⁶ and their capabilities to address and combat human trafficking more effectively and in cohesion with other countries in the region.

In addition, based on the desk review and the field mission, the evaluation concluded that Project XMEX19 was in full alignment with Norway's three-pronged strategy¹⁷ and long-time efforts to combat, prevent and assist victims of human trafficking. The Norwegian government, which is the sole donor for Project XMEX19, has been funding and involved in activities to prevent, combat and protect victims of human trafficking since 2000. A total amount of approximately

¹³A Comprehensive Strategy to Combat Trafficking in Persons and Smuggling of Migrants', February 2012, p.8

¹⁴A Comprehensive Strategy to Combat Trafficking in Persons and Smuggling of Migrants', February 2012, p.7

¹⁵Project Document XMEX19 - 2011.

¹⁶'The Comprehensive Arab Strategy for Combatting Trafficking in Human Beings', Adopted by the Council of Arab Ministers of Justice Resolution No- 879- 27 - 15/2/2012, page 3

¹⁷Review of the Norwegian Ministry of Foreign Affairs Portfolio on Human Trafficking. Norad, 2009

NOK 252 million¹⁸ was allocated and planned for combating human trafficking in the period 2000-2012.

In addition, Project XMEX19 complemented other UNODC initiatives in the region such as ‘the Arab Initiative to Build National Capacities to Combat Human Trafficking in the Arab countries’ (Project XAMX59)¹⁹ and is integrated under the Regional Program on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-15. Project XAMX59 is supported by the State of Qatar under the sponsorship of the First Lady of Qatar and in partnership with the Qatar Foundation for Combating Human Trafficking (QFCHT).

Project XMEX19 is mirroring the Regional Program’s first sub-programmatic area²⁰ on ‘countering illicit trafficking, organised crime and terrorism²¹’ through its outcome 1 and outcome 2 that are aiming firstly for countries in the Arab region to produce, develop and utilise quality data and analysis on threats in drugs, crime and illicit trafficking; and secondly to foster cooperation and coordination amongst countries of the Arab region to reduce human trafficking, its impact on victims and the smuggling of migrants²². Project XMEX19 fully falls under the scope of these two outcomes.²³

Moreover, based on the field mission and the desk review, the evaluation found that most assumptions and risks, originally identified during the project design phase, were verified and mitigated accordingly. As shown in the charts in annex IV, most assumptions that were projected²⁴ were verified through revision of Project XMEX19’s annual and semi-annual reports as well as interviews with identified respondents for this mid-term evaluation.

Project XMEX19 ‘s initial project document stated several assumptions from Members States’ ability to identify their own technical needs, their commitment to the project’s theme, coordination with the relevant authorities and the LAS to changes in government as a potential factor for delay and lack of follow through from Member States. The evaluation highlighted that the first regional workshop, which took place in 2011, in order to draft the Comprehensive Arab Strategy for Combating Trafficking in Human Beings, offered the participants the needed tools for their self-assessment and identification of their own needs for technical support. Although not all governments had the same level of needs, they all adopted the Comprehensive Arab Strategy for Combating Trafficking in Human Beings and are all responding – each at a different pace- to the questionnaires sent by the ATCHU to collect data for the first Arab report on human trafficking (due end of 2014).

¹⁸Review of the Norwegian Ministry of Foreign Affairs Portfolio on Human Trafficking, Norad, 2009; Norway’s strategy on Human Trafficking on the Ministry of Foreign Affairs page: <http://www.norway.ph/news/trafficking/>

¹⁹Project XMEX 19 Project Document

²⁰UNODC’s Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States2011-2015 page 19

²¹UNODC’s Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011-2015 page 11

²²Project XMEX19 initial document.

²³Project Document- Logframe Project XMEX19

²⁴Project XMEX19 Project Document p.10

Finally, the changes within governments and representatives did not have a drastic impact on the implementation of the varied activities; only some delays in the data collection for the Arab Report was reported by the LAS who is coordinating this effort. The coordination between the LAS, the UNODC and the Member States has been satisfactory according to all respondents. Further efforts to keep the list of country focal points updated and shared amongst key project's counterparts- here the UNODC and the LAS- should be put on the Project Management's team agenda for more effective communication lines and faster exchange of information.

Risks that were identified²⁵ during the design phase of Project XMEX19 were, for most, verified throughout the desk²⁶ and the field research. Several risks were identified from obtaining counterparts support and commitment on the project's approach; delays in starting implementation of project's activities; delays due to project staff and consultants; and delay in obtaining information due to refusal from certain actors to share information.

According to respondents' responses and the desk research, the Project Management team adapted their activities' timeline²⁷ due to delays caused by security challenges, Member States' late responses to some of the output requirements and consultants' unavailability. The Project Management team mitigated these risks by being as flexible as possible on their activities' timeline and by remaining open to suggestions from the LAS AHTCU, who channelled the requests and problems faced by different Member States. The data collection process, for the purposes of drafting the first Arab report on Trafficking in Persons, has taken longer than foreseen due to Member States' internal delays and security protocols. The field research underlined that internal protocols related to the sharing of information with external stakeholders/counterparts is a sensitive issue for the LAS Member States, which could be the underlying reason for the delay. This speculation could nevertheless not be verified during this mid-term evaluation.

Efficiency

The UNODC Evaluation Handbook (EH) defines efficiency of a project as "a measure of how well resources/inputs (funds, expertise, time etc) are converted into outputs". The delivery of projected outputs²⁸ is a crucial benchmark for efficiency. The evaluation consultant based the findings on this definition. Accordingly, the Project Management team has delivered all the activities as planned²⁹ and managed to organize additional trainings and workshops than the ones

²⁵Project XMEX19 Project Document p.10

²⁶Project XMEX19 Project Document Revision P. 9-11

²⁷ Project XMEX19 Project Document Revision 2013 p.9 and 2014 p.13

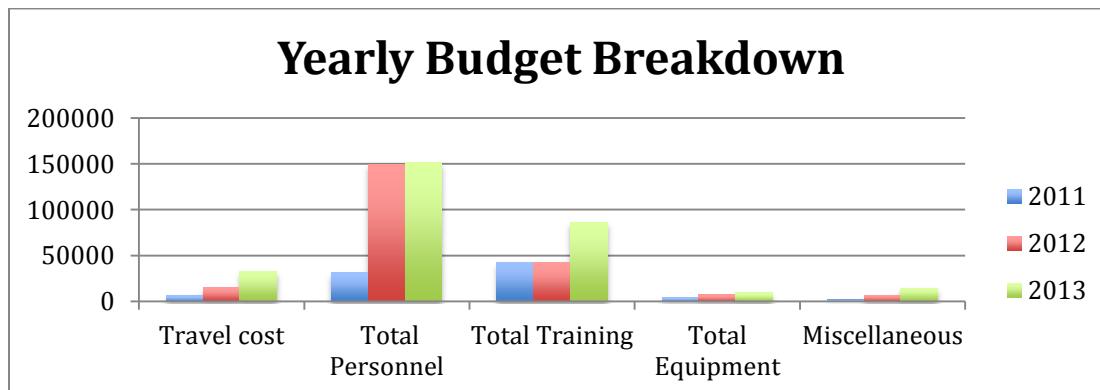
²⁸Outputs expected under Project XMEX19 are: Output 1: the draft and adoption of the 'Comprehensive Arab Strategy for Combating Trafficking in Human Beings'; Output 2.1 Establishment of a TIP Coordination Unit within the Secretariat of the Arab League; Output 2.2: Data on characteristics, modalities and trends of human trafficking in the targeted countries collected and updated; Output 3.1: Report on the target countries' relevant legislation, including recommendations finalized; Output 3.2: Interregional and national legislative training on the Trafficking in Persons Protocol and relevant human rights instruments delivered to parliamentarians, legislative drafters and senior officials at relevant ministries; Output 4.1: Adequate skills of the relevant law enforcement practitioners, prosecutors and judges to effectively prevent and investigate human trafficking while assisting and protecting victims of human trafficking enhanced.

²⁹Project XMEX19 Project Document vs Project XMEX19 April report 2014

initially foreseen in the project document³⁰ through effective cost sharing and budget management. Some of the activities that were cost-shared with the 'Arab Initiative for Building National Capacities for Combating Human Trafficking', and/or the 'Global Programme against the Trafficking in Persons' took place in Yemen (legislative drafting and review workshops), Morocco (legislative drafting and review workshops), and Libya (legislative drafting and review workshop and law enforcement training)³¹. Additionally, the project explored opportunities for cost-sharing and organizing jointly activities with other partners, such as the European Union Integrated Rule of Law Mission for Iraq (EIJUST LEX); the UNODC ROMENA and EU JUST LEX organized together the training on international cooperation on human trafficking and migrant smuggling cases in Iraq.

Based on the field mission, it was also revealed that the efficient implementation of Project XMEX19 was the result of the frequent coordination with its counterparts at the LAS and focal points in targeted countries. The regular engagement enabled LAS' Member States to understand the added value of the project outputs on a national and regional level. As a result, some Member States offered assistance in coordinating the activities locally as well as shared some of the related costs (through offering transportation, accommodation of national participants and offering venues to host the training workshops). The project current expenditure up to December 2013 represents half of the budget covering three years of core activities, taking into consideration the additional pledge that was done by the Norwegian government in 2013 of USD \$245,84132. However, efficient cost sharing and budget management allowed for Project XMEX19 to replicate the planned activities in additional countries such as Algeria, Jordan and Libya³³for wider scope and to respond to countries' requests.

Budget Disbursement – Three Years Overview



As shown on the budget division chart, Project XMEX 19 has increased its overall expenditures over the course of three years. The cost expenditure increase reflects the implementation of

³⁰Project XMEX19 Document vs Project XMEX19 Reviewed Documents 2012-13 and Project XMEX19 annual report 2012, 2013 and April 2014

³¹Project XMEX19 progress report April 2014

³²Project XMEX 19 annual report 2013

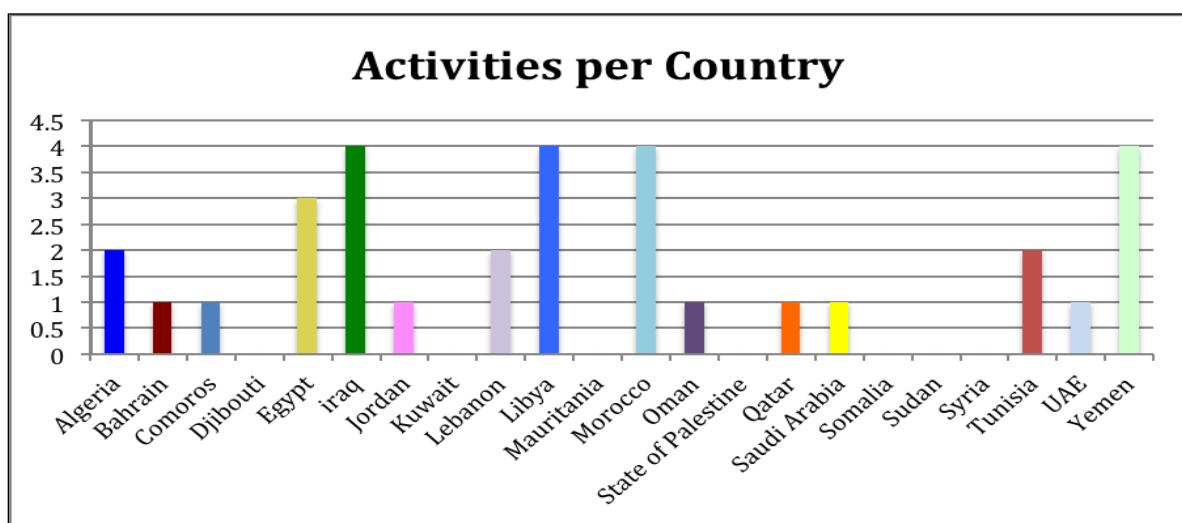
³³Project XMEX19 Project Document 2011 vs Project Document Revision 2013 and Project April Report 2014

output activities as well as the recruitment of an international expert in the management team in the ROMENA Office as well as the use of International Consultants. The total cost of training has doubled from 2012 to 2013, which correlates with chart on ‘activities per year’(see below),which also shows the increase of activities from 2012 to 2013.

The field mission revealed that the Project Management team has put a lot of efforts in finding venues to cost share with the Global Program Against Trafficking in Persons, the Arab Initiative for Building National Capacities to Combat Human Trafficking in the Arab Countries, ROMENA national criminal justice reform projects (Libya, Tunisia), and other international organizations such as the European Union. Based on the desk review and field mission, beneficiaries (ie. Focal Points within Members States of the LAS) were keen on participating and offering ideas and support when possible, which strengthened their intentions to tackle human trafficking at their national level. Finally, the evaluation underlined that greater cohesion amongst projects and programs in the region provides legitimacy and begets greater endorsement and support from key players and different stakeholders. So the Project Management Team should continue with its efforts to cost-share and plan cross-projects activities.

Countries covered

The chart reflects³⁴ the distribution of activities amongst the 22 LAS Member States³⁵. Some countries such as the Comoros Islands participated in a regional conference that was organized by the LAS. However, the Comoros Islands³⁶ do not fall under Project XMEX19’s geographic scope and as a result did not receive any technical support from UNODC ROMENA’s office. As a result, such participation does not have the same impact as receiving dedicated national activities from the UNODC ROMENA as other countries did.



³⁴The chart data collected from Project XMEX19 reports

³⁵Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, State of Palestine, Qatar, Saudi Arabia, Somalia, Sudan, Syria, Tunisia, UAE and Yemen

³⁶Djibouti and Mauritania do not fall under the UNODC ROMENA’s mandate and did not participate in any activities, while Djibouti did at the invitation of the LAS

Hence, a total of 580³⁷ criminal justice practitioners representing 15 countries out of the 18 falling under the geographic mandate of the UNODC ROMENA's office received targeted training on the identification, investigation and prosecution of human trafficking cases, with emphasis on the assistance, and protection of trafficking victims. A total of 27³⁸ workshops were organized at a national and regional level during the evaluated period (2011-2013). Additionally, the AHTCU within the LAS stemmed from the technical support and strategic advice offered by the UNODC ROMENA office. The UNODC ROMENA office also contributed to the elaboration of a training manual to combat human trafficking undertaken by the Arab Initiative³⁹.

Some countries received more frequent assistance through series of workshops to develop their national legislative framework (legislation and national strategy) and train their key personnel (judges, prosecutors and police officers) to prevent and combat human trafficking. Under outcome 3, prioritization of technical assistance took place on the basis of Member States' needs for developing anti-human trafficking legislative frameworks, with Libya, Yemen and Morocco identified as countries that lacked such legislation. Under outcome 4, prioritisation took place on the basis of receipt of requests from individual countries to strengthen their criminal justice responses on matters of human trafficking, and identified priorities by UNODC ROMENA in close consultation with the LAS AHTCU.

Project XMEX19 has conducted legislative drafting and legislative review workshops to support Member States that do not have comprehensive anti-TIP legal frameworks in place to harmonise domestic legislation to international instruments. Project XMEX19 also supported Morocco⁴⁰ in drafting a stand-alone comprehensive law to combat trafficking, which shall extend to areas such as the protection and assistance to victims, as well as aspects of cooperation and inter-agency coordination⁴¹. Both Yemen and Libya drafted their anti-trafficking legislation in alignment with the relevant international instruments and received further technical support on the draft to be ready for parliamentary review and adoption. Project XMEX19 also advocated paved the way for the Yemeni government to soon adhere and ratify the Palermo Protocol⁴². In addition, Tunisia, Iraq, Algeria, Egypt, Yemen and Libya received technical training for key criminal justice personnel to prevent and combat human trafficking.

Some respondents expressed their frustration, as they would like more activities to be undertaken by the UNODC ROMENA within their country. The Project Management team's interview revealed that they are aware of some countries' frustration but due to time limitation and budget constraints not every Member State's requests can be met under Project XMEX19.

³⁷Project XMEX19 progress report April 2014

³⁸Project XMEX19 progress report April 2014

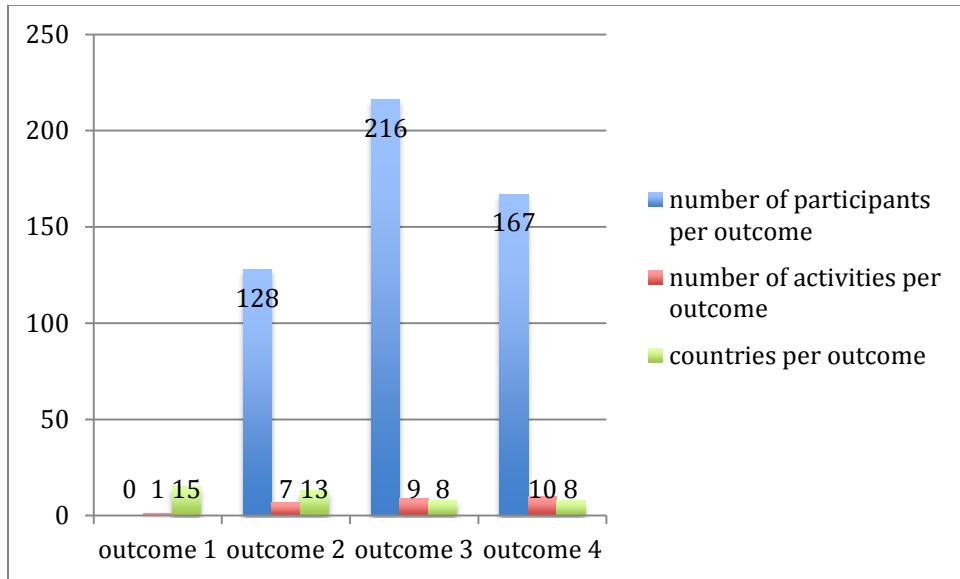
³⁹The Arab Initiative to Build National Capacities to Combat Human Trafficking in the Arab Countries' – Project Document

⁴⁰Project XMEX 19 Progress Report April 2014 and interview

⁴¹XMEX19 Progress Report April 2014- UNODC Romena-p. 7

⁴²XMEX19 Progress Report April 2014- UNODC Romena p.8

Activities per outcome 1,2,3,4⁴³



The first two outcomes' objectives were to raise awareness amongst the Member States of the League of Arab States and obtain their commitment, through the elaboration of the Comprehensive Arab Strategy for Combating Trafficking in Human Beings and the creation of a monitoring and evaluation mechanism within the LAS (the Anti-Human Trafficking Coordination Unit). The Unit's role is to collect, analyse and report on data from each Member State on human trafficking. The first outcome's main activity was to carry a thorough desk research in order to draft 'The Comprehensive Arab Strategy for Combating Trafficking in Human Beings'. A three-day workshop with all Member States of the LAS was organized prior to the launch of project XMEX19. Outcome 1 under project XMEX19 was merely research and consultation based which explains that there were no participants involved.

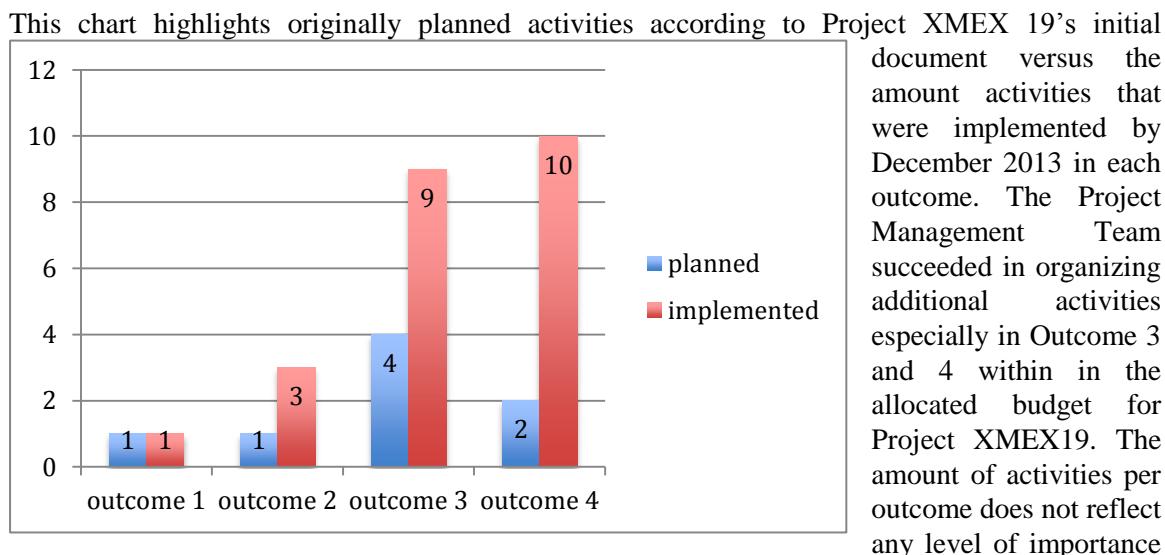
Outcomes 3 and 4 were designed to offer technical support through workshops and seminars to strengthen legislative and criminal justice capabilities in effectively preventing and investigating human trafficking while assisting and protecting victims of human trafficking⁴⁴.

⁴³Outcome 1: Comprehensive regional policy framework in place to guide further action by the target countries to effectively prevent and combat trafficking in persons to, from and within the Arab Region. Outcome 2: Centralized coordination of the implementation of the Regional Strategy and reporting on progress in its implementation including coordination of data collection on human trafficking and coordination of capacity building activities. Outcome 3: Harmonized national legislative frameworks in compliance with the requirements of the Trafficking in Persons Protocol and relevant human rights instruments. Outcome 4: Adequate skills of criminal justice actors to effectively prevent and investigate human trafficking while assisting and protecting victims of human trafficking.

⁴⁴XMEX19 Project Document p.10

Nine workshops were organized under Outcome 3 at both regional and national levels. Activities included 216 participants from Yemen, Morocco, Libya, Saudi Arabia, the UAE, Lebanon and Sudan. Ten workshops were then organized under Outcome 4 at the regional and national levels. Activities included 167 participants from Tunisia, Egypt, Yemen, Iraq, Libya, Algeria, Jordan and Lebanon (following requests from each of these countries).

Activities Planned vs Implemented



of one outcome over the other. Nonetheless, it is important to highlight that all planned activities were implemented for project's cohesion, which enabled the Project Management Team to organize additional activities especially in outcome 3 and 4 to respond to Member States' individual requests for technical support.

The interviews with different stakeholders revealed their satisfaction with the design of the Project's outcomes, which were meant to complement each other and respond to the Member States' needs.

Budget spent vs total budget

Total budget	Total spent until Dec 2013	% of total budget
1,287,016 USD	701,400	54.49% ⁴⁵

⁴⁵ As per footnote No 4, certain payments corresponding to activities implemented during the evaluation period took place in January 2014, and therefore have not been accounted under the budget expenditure review conducted for the purposes of this evaluation.

The project had a total expenditure of 54.49% per cent of its total budget, with the highest proportion of disbursements in 2013 (see chart budget disbursement per year) in accordance with the pace of implementation and the type of activities needed per outcome (outcome 3 and 4 especially) during the project period. Overall, the Project Management Team stayed within budget and managed to even maximize the financial resources through cost-sharing and cost control. The left over budget will be dedicated to organizing additional activities across the four outcomes from December 2013 until June 2015.

Partnership and cooperation

Project XMEX19 cooperated with several entities during the full project management cycle. All respondents concurred that this cooperation was instrumental in securing funding, obtaining LAS' Member States commitment and implementing the activities. Each partner offered the UNODC ROMENA varied kinds of support, outreach and convening power – elements that were detrimental to a successful implementation of such regional project. The paragraphs below highlight each partner's strengths and benefits for future programmatic planning.

UNODC Headquarters

Project XMEX19 was coordinated and managed by UNODC ROMENA office in Cairo, Egypt. Based on the desk review and the field mission, the partnership with UNODC HQ's Human Trafficking and Migrant Smuggling section in Vienna was constructive and beneficial for Project XMEX19's Management Team, who received backstopping support on activities planning. The UNODC's Human Trafficking and Migrant Smuggling section has been working on human trafficking for the last decade worldwide through the Global Program Against Trafficking in Persons and had therefore the technical expertise to support the UNODC ROMENA's Project XMEX19. As a result, UNODC ROMENA and UNODC HQ Global Program Against Trafficking in Persons managed to cost-share some activities and use their respective experience and network to deliver joint as well as separate events. Hence, this partnership generated more cohesion and inclusiveness amongst headquarters 'led program and regional offices' projects on human trafficking. Such cooperation should be encouraged and replicated with other UNODC offices in Africa and the MENA region.

League of Arab States

The close collaboration with the LAS was critical to the creation of the Anti-Human Trafficking Coordination Unit (AHTCU) within the LAS and the creation of the network of focal points for legislative and criminal justice technical support, data collection and activities coordination. The field research has verified this assumption as all respondents concurred on how instrumental the cooperation with the LAS was to the success and delivery of the project outputs. Further cooperation has been suggested by all parties- UNODC HQ, UNODC ROMENA, LAS and focal points- to continue developing Member States' legislative frameworks and national strategies to prevent and combat human trafficking. Furthermore, the cooperation with the LAS was proven to be crucial in obtaining Norway's funding for regional legitimacy and Project's success.

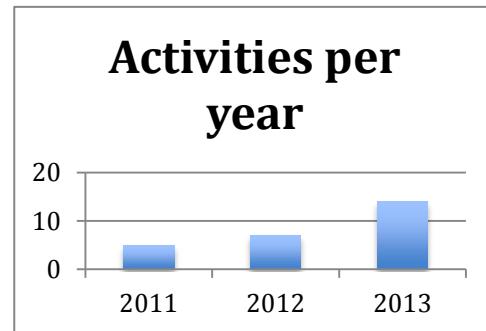
The LAS has expressed their full satisfaction in cooperating with the UNODC ROMENA, particularly with regards to Project XMEX19. The LAS was pleased with the level of transparency and coordination upheld from the Project Management's side and the amount of requests the LAS Anti Human Trafficking Coordination Unit received from Member States to receive technical assistance offered by this project.

Norway- Sole Donor

Norway is regarded as an important participant in global counter-trafficking efforts. All the respondents concurred that the cooperation between the UNODC ROMENA office and UNODC HQ and Norway has been complementary and satisfactory to fulfil each other's strategies to prevent, combat and assist victims of human trafficking. According to the respondents, Norway, as a donor, was seen as flexible, engaged, and interested in tackling human trafficking from an international perspective rather than by being driven by exclusive national interests. Although all respondents have expressed their full satisfaction in the cooperation between the UNODC and Norway on Project XMEX19, they have also expressed their interest in developing more immediate and direct communication channels between Norway and UNODC ROMENA office for transparency and clarity purposes.

Effectiveness

The project has to a large extent been effective, although not all anticipated outcomes have been achieved. Project activities under outcome 1, 3 and 4⁴⁶, were implemented according to the work plan⁴⁷. The outcome 2⁴⁸related to the data collection for the First Arab Report on Human Trafficking was partially achieved because of reasons largely outside the scope of UNODC's influence (see the section on relevance). Nonetheless, the Project Management Team has worked with the LAS to sustain the data collection process and is expecting the First Arab Report to be delivered by the end of 2014.Considering the amount of Member States falling under Project XMEX19's scope, combined with the political turmoil that affected the region as well as the fact that the theme of human trafficking was hardly a priority until the inception of the project, the delay in the data collection process was to be expected. For future programmatic purposes, the UNODC ROMENA should consider the risk of



⁴⁶Outcome 1: Comprehensive regional policy framework in place to guide further action by the target countries to effectively prevent and combat trafficking in persons to, from and within the Arab Region. Outcome 3: Harmonized national legislative frameworks in compliance with the requirements of the Trafficking in Persons Protocol and relevant human rights instruments. Outcome 4: Adequate skills of criminal justice actors to effectively prevent and investigate human trafficking while assisting and protecting victims of human trafficking.

⁴⁷ Project Document XMEX19 vs Project annual reports 2014 and Progress report April 2014

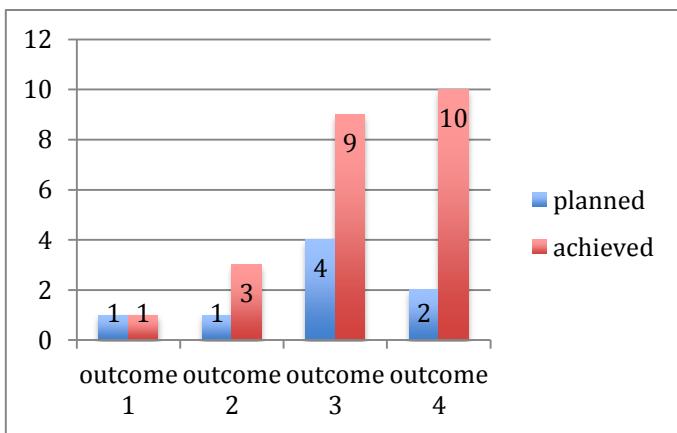
⁴⁸Outcome 2: Centralized coordination of the implementation of the Regional Strategy and reporting on progress in its implementation including coordination of data collection on human trafficking and coordination of capacity-building activities.

data collection across so many stakeholders and identify mitigation mechanisms and allow for a longer timeframe.

Otherwise, the project exceeded expectations as it delivered more activities than originally planned⁴⁹ (see the section on efficiency). The project activities were designed after consultation with the Member States of the Arab League and the competent authorities in each country to ensure relevance and effectiveness⁵⁰. Some workshops were delayed due to security matters or conflicting schedules of the international experts. Further consultation and debrief meetings after each activity should become a mechanism to foster greater ownership and interests in the project activities' outcomes and long-term impact amongst Member States.

As shown in the graph above, the amount of activities kept increasing over the span of three years. This progression reflects several factors:

- The adoption of a 'Comprehensive Arab Strategy for Combating Trafficking in Human Beings' by the Council of Arab Ministers of Justice of the League of Arab States (2012). This provided the regional platform to raise awareness as well as a sense of ownership and responsibility amongst countries in the region.
- Increased interest and requests from countries to receive technical support and expertise from the LAS.
- The Project management's effectiveness to cost-share to organize more activities across the region.
- The Project management's ability to enhance cooperation through effective and frequent coordination with counterparts and other agencies.
- Project XMEX19 was designed to provide tailored technical assistance to individual Member States of the LAS.



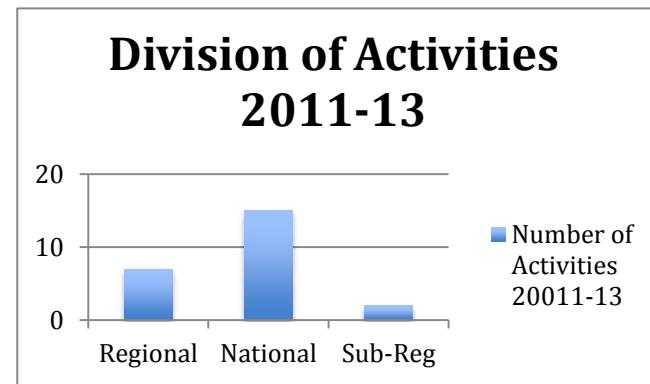
This chart highlights originally planned activities according to Project XMEX 19's initial document versus the amount activities that were implemented by December 2013 in each outcome. The Project Management Team succeeded in organizing additional activities especially in Outcome 3 and 4 within in the allocated budget for Project XMEX19. The amount of activities per outcome does not reflect any level of importance of one outcome over the other. Nonetheless, it is important to highlight that all planned activities were implemented for project's cohesion, which enabled the Project Management Team to organize additional activities to respond to Member State's individual requests for technical support.

⁴⁹Project Document XMEX19 2011 vs Project annual reports 2014 and Bi-Annual report April 2014

⁵⁰Project XMEX19 Project Document p.15

The interviews with different stakeholders revealed their satisfaction with the design of the Project's outcomes, which were meant to complement each other and respond to the Member States 'needs. Finally, these different charts show budget management across outcomes, high numbers of participants, more than twice the amount of originally planned activities.

Finally, as the chart demonstrates, Project XMEX19 fulfilled its initial plans by offering more national activities than regional ones. Nonetheless, some of the respondents expressed their interest in participating in more regional workshops in order to exchanges best practices and learn from each other as fellow Arab Countries. Although technical support at the national level is paramount for building each country's legal framework and strategy to fight and combat human trafficking, the Project Management Team should consider organizing sub-regional and regional activities in the coming year until June 2015.



Moreover, according to the desk review and the field research, all planned and additional activities were implemented at the exception of the First Arab Report under outcome 2 due to data collection delays at the Member States' level. The AHTCU has distributed a questionnaire on February 15th 2012 to relevant governmental entities of the Member States who were responsible for reporting human trafficking data and trends. At this stage, some countries have not yet submitted their responses while others have successfully filled in the data both for 2012 and 2013. The delay of the data collection is due to a set of external factors to Project XMEX19 that are being addressed through the LAS AHTCU and through the creation of a 7 member Committee ((Egypt, Qatar, Iraq, UAE, Lebanon, Libya, Saudi Arabia) that was approved by the Council of the Arab ministers of Justice within the LAS in June 2013. The Committee is to review the draft Arab Report on Trafficking in Persons under the supervision of an external consultant that has been recruited under the Arab Initiative to Combat Human Trafficking Project. Although a first draft was presented to the Arab Council of Ministers of Justice in November 2013, updating and obtaining all the needed data is paramount to finalize the first Arab Report on Trafficking in Persons. It is expected to be finished by the end of 2014.

Human Rights and Crosscutting Themes

Based on the field mission and the desk research, the evaluation highlighted that Project XMEX19 was designed through a human rights perspective. The UNODC always aims to maximize the positive human rights impact and to apply the 'Human rights due diligence policy on UN support to non-UN security force (HRDDP)⁵¹'. The project XMEX19 specifically

⁵¹The policy ensures that UN activities for security forces are undertaken following proper examination of the human rights situation. Where concerns are detected, the UN agencies are required to address these as appropriate within the regional and thematic context of their mandates

targeted national partners in the planning, implementation and monitoring of activities, which were planned with a view to ensure that criminal justice officials are aware of human rights and gender considerations when dealing with victims as well as with suspects and witnesses in human trafficking cases⁵². In carrying out the project activities, the project constantly measures progress by referring to human rights principles in the form of equal protection, non-discrimination and due process. Moreover, throughout capacity building activities for criminal justice practitioners including judges, prosecutors and law enforcement officers, project XMEX19 placed particular emphasis on the protection of the human rights of victims, as well as on criminal justice responses including investigation and interviewing techniques that are in line with international standards on the treatment of victims and witnesses.

Nevertheless, the field mission and the desk research highlighted that although the UNODC is committed to gender mainstreaming and including proactive gender perspective in the planning of activities, the Project Management team has been facing certain challenges in guaranteeing a balanced pool (male, female) of trainees, especially under Outcome 3 & 4 where most police officers and prosecutors have been so far male⁵³. Considering the cultural and labour practices of the Arab world, Project XMEX19' Project Management Team advocates for the inclusion of women participants in any workshop and/or meetings associated with project activities as well as for collecting sex-disaggregated data for the First Arab Report on human trafficking⁵⁴. Finally, the Project Management Team has been trying to obtain pre-workshops list of participants to effectively vet each participant and assess the gender balance. The lists are not always submitted in due time for the Project Management Team to carry a full vetting process. As a result, the Project Management Team has explained to the LAS AHTCU and the Member States' focal points the importance of obtaining such information in due time for more gender mainstreaming efforts.

Impact

The assessment of the positive and negative intended and non-intended impact was not possible during mid-term evaluation due to timeline, budget constraints and lack of sufficient baseline information for a conclusive comparison, at the exception of numbers of countries with legislative frameworks prior and post inception of the project. However, this mid-term evaluation looked at interim results to gauge impact on these specific sets of indicators.

Although no pre-workshop information was available on the knowledge levels, experience and background information amongst and on the participants, some initial conclusions could nevertheless be drawn on the impact of the project interim results using: a) total amount of practitioners trained and countries with new legislation on anti-trafficking; b) post workshops beneficiaries' initial feedback and c) the creation of key mechanisms for long-term impact and sustainability.

⁵²Mission reports Iraq, Algeria, Tunisia, Morocco 2013

⁵³evaluation forms from Iraq, Algeria and Libya

⁵⁴Project XMEX 19 Progress Report April 2014

Interim results

During the period covered by this report, project XMEX19 has significantly contributed in combating human trafficking in the Arab World, originating from, transiting through or destined to the Arab countries, through the following principal achievements:

Total amount of criminal justice practitioners trained and countries with new legislation on anti-trafficking: a total of 580⁵⁵ criminal justice practitioners representing 15 countries in the Arab region have received targeted training on the identification, investigation and prosecution of human trafficking cases, with emphasis on the assistance and protection of trafficking victims. All Member States⁵⁶ adopted the Arab Strategy to Combat Human Trafficking by the Council of Arab Minister of Justice at the LAS and 3 countries (Morocco, Yemen, Libya) have drafted their first legislative framework on human trafficking and are in the process of finalising it or submitting it for adoption in Parliament.

Enhanced knowledge on TIP: through the post workshops evaluation reports most trainees (70.66%⁵⁷) agree that the training material was adapted to their needs and their knowledge levels and that they have acquired the required skills and theoretical understanding to start working on human trafficking in their country. Nonetheless, a majority of trainees (59.53%⁵⁸) have written in their evaluation forms that further support and knowledge transfer was needed, especially to their colleagues. A majority of trainees (55.5%⁵⁹) expressed their interest in passing on their newly acquired knowledge to other colleagues and to exchange practical experience amongst Arab countries in prosecuting, investigating and combating human trafficking⁶⁰.

Creation of key mechanisms: several tools and mechanisms were developed throughout Project XMEX19 and that are paramount for the long-term impact and sustainability of the project objectives. These tools are: 1) A ‘Comprehensive Arab Strategy for Combating Trafficking in Human Beings’; 2) an Anti-Human Trafficking Coordination Unit under the League of Arab States’ Legal Affairs Department; 3) A network of anti-human trafficking focal points under the Arab League’s coordination.

Long-term impact

It is important to emphasize that this evaluation cannot effectively assess the level of improvement on knowledge and capability levels in dealing with human trafficking (prosecuting,

⁵⁵Project XMEX Progress report April 2014, UNODC ROMENA p. 3

⁵⁶Project XMEX19 Annual report 2012.

⁵⁷Average calculated on percentages of participants who viewed relevant the workshop for their work (addition of rate 6 and 5 on a scale of 0-6) from workshop evaluation forms from Yemen, Libya, Algeria for workshops in 2013. Mission evaluation forms 2013 Yemen, Libya and Algeria

⁵⁸Average calculated on percentages of participants who are keen on sharing and brief their colleagues Informally and formally on the topic matter from workshop evaluation forms from Yemen, Libya, Algeria for workshops in 2013. Mission evaluation forms 2013 Yemen, Libya and Algeria

⁵⁹Average calculated on percentages of participants who are keen on sharing and brief their colleagues informally on the topic matter from workshop evaluation forms from Yemen, Libya, Algeria for workshops in 2013. Mission evaluation forms 2013 Yemen, Libya and Algeria

⁶⁰Project XMEX19’s workshops feedback reports Egypt, Libya, Yemen, Iraq and Algeria- UNODC ROMENA

legislating, protecting victims) due to the absence of pre-workshop assessments. Moreover, the mid-term evaluation will not gauge the intended and unintended positive and negative long-term impact/benefits on combating human trafficking, as the project is not yet finished. The final evaluation will have difficulties assessing the long term impact as no baseline information on the level of understanding and national capabilities of how to combat human trafficking amongst key stakeholders is available so far. Nonetheless, the final evaluator will look at the Arab Report on Human Trafficking (yet to be published) and legislation development (pre and post project) and the adoption of the Regional Strategy as some initial indicators to draw conclusions from on the long-term impact. Finally, the final evaluation will have to allow for a longer timeline and budget for in-country observation, focus group discussions and surveys to be carried out across countries in the MENA region, which will help draw conclusions on longer term impact.

Sustainability

The evaluation revealed that the long-term sustainability of the project outputs and impact is central to the future strategic programmatic development of the project and is paramount to secure additional funding. As a result, great emphasis has been put during the analysis and the field study on what kind of activities and factors have been instrumental to ensure sustainability; what other mechanisms/tools/activities should be considered (under recommendations-Chapter IV); what are the lessons learned (under lessons learned- chapter V), and the areas of expansion that the project should be focusing on during the upcoming year and a half and after it ends in June 2015.

Based on the field study and the desk review, a series of activities, mechanisms and structures, such as: the adoption of the Comprehensive Arab Strategy for Combating Trafficking in Human Beings; responding to individual Member State's requests for technical support; the creation of the Anti-Human Trafficking Coordination Unit within the LAS; the design and implementation plan of Member States' legislative frameworks to prevent and combat human trafficking as well as the strategic cooperation with the LAS, revealed to be critical to foster long-term sustainability and ownership amongst the Member States. The field study underlined that the project was thoughtfully designed⁶¹to engage individual Member States to raise their capabilities to fight human trafficking as well as obtain their full support and long-term commitment. Some Member States have taken steps forward in drafting their own national legislative framework to fight and combat human trafficking, such as Yemen, Morocco, and Libya, through support of project XMEX19, and are subsequently in the process of developing their national anti-human trafficking strategies (Yemen, Morocco).

These steps are paramount to creating legal and procedural instruments at the country level that once in place are not so sensitive to political instability and leadership rotation; hence creating long-term and sustainable mechanisms. Moreover, the endorsement and adoption of the Comprehensive Arab Strategy for Combating Trafficking in Human Beings by the Council of Arab Ministers of Justice, was a first essential step for future coordinated efforts in the region. The Arab strategy is one of the pillars for long-term sustainability as all Member States agreed to move forward following the same strategic steps, hence demonstrating ownership of the

⁶¹Project Document XMEX19 2011 vs Project XMEX19 Annual report 2012, 2013 and April 2014.

objectives to be achieved by the project as well as commitment towards combating and fighting human trafficking in the Arab world. The field research concluded that further technical support is nevertheless required amongst Member States and that more sharing experience platforms need to be considered for further impact and sustainability.

Finally, all respondents concurred that this regional project, tackling such a sensitive and new topic matter, needs more time and more technical support for individual Member States to integrate, train and apply the legal and procedural mechanisms that are required to fight and combat human trafficking. Hence, certain activities (refer to Recommendations in Chapter IV) such as the creation of a Training of Trainers manual and the hosting of sub-regional conferences for experience sharing and targeted trainings should be considered for ensuring long-term sustainability.

III. CONCLUSIONS

The UNODC ROMENA's Project XMEX19 has been successful from the evaluated period of 2011 to 2013. The feedback from all data sources is very positive overall and respondents were content with the project's objectives and outcomes. The additional pledge of USD 245,841 was extended to the UNODC ROMENA in December 2013 is a testament to the validity and relevance of this project and a clear indicator of the project's success, particularly from the donor point of view.

As the Guardian of UNTOC, the UNODC recognized in due time the need to complement the Arab Initiative to Combat Human Trafficking in the MENA region through additional tailored technical support to build the different Member States legislative and prosecuting capabilities.

This project ran parallel with additional capacity development in the region through the Global Program against Trafficking in Persons and the Arab Initiative to Combat Human Trafficking. As a result, the Project Management and the other UNODC HQ in Vienna and the UNODC GCC office in Abu Dhabi managed to effectively cost-share some activities as well as resort to each office's expertise and local content for cohesion and integration of best practices and lessons learned.

The project's activities planning remained purposefully quite flexible to adapt to local and regional political and security context. The flexibility offered room to the Project Management to tailor, as much as possible, the workshops to fit the Member States' domestic needs. This flexibility has been appraised by most stakeholders and should be upheld in future project activities planning.

The evaluation highlighted that the Project Management team has been handling communication with key partners, the LAS and the donor effectively and frequently for transparency and experience sharing. For procedural and protocol purposes, Members States' focal points communicate with the UNODC through the LAS AHTCU. Some Member States expressed their frustration in their inability to either obtain further technical support from the UNODC or offer suggestions for future activities programming, while the UNODC's procedures always entail a consultation with official authorities in targeted countries for project planning. Such matters should be addressed by the Project Management team through clear communiqués about the possibilities and limits of this project's outreach, funding and timeframe. As such, expectations can be better managed and the Project Management's team can keep on consulting with Member States for input and keep them interested in the long-term objectives of this project.

The UNODC ROMENA's mandate covers the Arab world and so does Project XMEX19's geographic scope, which concerns 18 Member States of the League of Arab States⁶². Project XMEX19's scope has been ambitious considering the timeframe and the rather limited budget, whereas the Project Management received more requests than it could handle from 2011 to 2013. The Project Management has nevertheless doubled the amount of activities from 2012 to 2013 to respond as much as possible to the Member States' needs. The mid-term evaluation revealed a programmatic conundrum for the coming year of Project XMEX19: should it focus on offering technical support to a few countries for deeper impact or should it try to answer each Member State's request as an initial step to building the LAS Member States' capabilities to prevent and combat human trafficking?

The continuation of Project XMEX19's current technical support is of clear interest from the different stakeholders, including the Donor. However, some suggestions have been made for the upcoming year and for future strategic planning such as greater multi-agency and inter-regional cooperation amongst UNODC offices, and concentrating on sub-regional human trafficking dynamics to offer support at sub-regional level. The Donor also offered specific suggestions, including integrating activities on human trafficking under a larger umbrella of Organized Crime, continue partnering with the LAS in the region and explore fostering other partnerships with other similar entities in other regions.

The mid-term evaluation revealed that the interim results of Project XMEX19 have been substantial. It has proven to be highly relevant to all stakeholders; it has developed a set of tools to encourage Member States ownership and regional framework for long-term sustainability; it has managed to organize more activities than planned through cost sharing and cooperation; has delivered effective outputs across the four planned outcomes and real progress has been made towards achieving the objectives of the project.

⁶²Algeria, Bahrain, Comoros, Egypt, Iraq, Jordan, Lebanon, Libya, Morocco, Oman, Qatar, Saudi Arabia, Tunisia, UAE and Yemen

IV. RECOMMENDATIONS

The evaluation drew out from the field study and the desk research some recommendations that are crucial for project continuation and for future strategic planning:

Project XMEX19's continuation and future strategic planning

The evaluator found that respondents disagreed on the Project's geographic scope and what should be its priorities for the coming year. Based on the findings of the evaluation, the evaluator strategic recommendation is to first carry a consultation with the LAS Anti Human Trafficking Coordination Unit to discuss what the UNODC ROMENA project can do in this coming year against available funds while satisfying Member States' requests as the project's main beneficiaries. Secondly, the evaluator suggests to focus on a few countries for more targeted support as well as to organize, in parallel, sub-regional activities where uncovered countries can also participate. These sub-regional activities will offer countries an opportunity to share experience, learn from each other and receive technical support related to human trafficking issues that are common to that area (such as border control mechanisms and early warning mechanisms).

Project continuation from January 2014 to June 2015

The evaluator's recommendations for project continuation until June 2015 are as follows:

Continue technical support for legislative implementation and national strategy framework design support through further workshops for individual countries as not all countries have yet implemented or designed their national legislation to combat and prevent human trafficking. Hence, further technical support will strengthen each country's capabilities, which will then reinforce the region's ability as a whole to prevent and combat human trafficking more cohesively and through joint and coordinated efforts.

Organize sub-regional workshops that would be focused on countries similarities in terms of patterns, flows and challenges faced by the crime of human trafficking, such as Algeria, Tunisia, and Morocco. Such workshops could focus more on trans-border control and organized crime and how it is linked to human trafficking. The objectives of such workshops would also be to strengthen implementation of the regional strategy; share experience amongst Member States in dealing with human trafficking; provide regional technical support on border control and human trafficking; and encourage the creation of networks of practitioners amongst judicial, prosecutorial and law enforcement authorities to promote regional cooperation to combat this crime.

Foster greater cooperation between UNODC offices (East and West Africa Offices) to deliver Project XMEX19 activities to Members of the LAS that could not benefit from the project's outputs as they do not fit the UNODC's ROMENA's regional mandate. These countries are nevertheless members of the LAS and considered as part of the Arab World (Mauritania, Comoros Islands, Somalia and Djibouti).

Organize information sessions for stakeholders throughout the project duration in order to manage expectations as to what UNODC can provide in terms of technical assistance, what funds are available for this project and the planned activities. The purpose of such info sessions is to keep the project's counterparts and mainly the beneficiaries of the project's outputs (i.e. the countries of the MENA region) informed of what is to be done. Managing expectations is key to avoid frustration and disappointment, but most importantly to keep counterparts and beneficiaries interested in the subject matter for long-term impact.

Identify ‘safe hubs’ for workshops planning in order to avoid any delays due to security threats. It might be easier to host delegations and trainers for upcoming activities during the next year until June 2015, in less volatile countries in the region such as Jordan in the Middle East and Morocco in North Africa.

For Future Strategic Planning

The evaluation highlighted the following priorities for future strategic planning to ensure long-term sustainability and impact of the project:

Create a Trainer of Trainers (ToT) curriculum to offer to Member States' criminal justice officials in order to allow for knowledge transfer and long-term sustainability. Additionally, offer ToT workshops in key sub-regions, indicatively: 1) Algeria-Tunisia-Morocco; 2) Egypt, Libya, Sudan 3) Jordan, Iraq, Lebanon, Palestine 4) Gulf Countries in order to create a pool of experts that can train future criminal prevention experts at regional and national levels. All respondents and workshops evaluation feedback forms indicate the willingness to pass on the information they received during workshops to their peers.

Different stakeholders' engagement: carry out a proper mapping of different stakeholders to include other stakeholders such as civil society organizations who also play a key role in the prevention and the fight against human trafficking. Their inclusion in some of the workshops would provide greater inclusiveness at a national level of all key stakeholders – their participation would also provide long-term ownership and sustainability, as it would incentivize national stakeholders to cooperate with one another more efficiently. Such cooperation would create more cohesive and holistic strategies to prevent and combat human trafficking, from institutional framework implementation, assistance and protection to victims, to prosecuting criminals for organized crime and human trafficking.

Foster greater inter-agency cooperation: human trafficking is a complex, transnational as well as national crime with a multifaceted nature, which requires complex and cross-sectorial responses. Some of the respondents would welcome more cooperation and exchange of experiences between organizations and countries to address human trafficking more holistically.

It was highlighted that UNODC has the expertise to offer technical strategic support to countries; other agencies such as the IOM and other UN agencies are more equipped to act on a more humanitarian level in assisting victims of human trafficking; thus greater cohesion and cooperation amongst agencies is recommended.

Approach human trafficking under the wider umbrella of organized crime: some of the respondents suggested it would be beneficial to integrate anti-human trafficking projects, such as Project XMEX19, under a more general umbrella of Organized Crime for more cohesive and comprehensive efforts. All projects carried out in cooperation with the LAS have, so far, fallen under its Legal Affairs department. The UNODC might consider assessing what other units (eg: the Crisis Unit Department) might be relevant to cooperate with for greater inter-departmental cohesion and greater impact at country level. Such integration would allow the UNODC and the LAS to organize workshops and other activities under the theme of combating Organized Crime in the region; hence having greater resources to resort to and offer a more integrated approach to fighting human trafficking (e.g. hold border control workshops to LAS Members States; organized crime network mapping; webbing human trafficking with other organized crimes such as drug trafficking).

Continue the cooperation with the League of Arab States for its convening power as well as its legitimacy and recognition in the MENA region. The LAS ensures that the fight against human trafficking remains high on the agenda of Member States and provides a sense of ‘regionality’ in such project, whose focus is the Arab world. It is paramount for donors to address the issue of human trafficking as a more ‘transnational’ matter rather than just domestic.

Foster cooperation with other multilateral entities such as the African Union: cooperating with other entities such as the African Union can generate greater outreach and cooperation with other countries bordering the Arab world and from where many victims of trafficking come from. It can also foster greater inter-agency cooperation and project integration for a more results-based approach.

Develop a pool of experts from the MENA region for long-term sustainability. This pool of experts would be more cost effective, more culturally sensitive and provide more flexibility in the scheduling of the workshops and different activities. Before the inception of the project, the topic of human trafficking was not well known in the region and so Project XMEX19’s outputs have relied on international experts, who are not always culturally sensitive, more expensive and not always available.

Solidify the partnership and cooperation amongst Arab countries in the region on data collection and data exchange on human trafficking continuing supporting the LAS AHTCU in its role to collect, monitor and report human trafficking patterns and trends.

V. LESSONS LEARNED

The evaluation underlines a series of lessons learned during the three years of this project. These lessons learned will assist the UNODC ROMENA's Project XMEX19 Management team to adjust its programming, planning, timeline as well as incorporate them into future projects 'design.

Although the project document had clear outputs, it also left sufficient **flexibility** for the project management to adapt and shape project activities according to the beneficiaries' needs and requests for technical assistance. This flexibility made room for cost-shared activities to take place as well as for greater cooperation amongst different UNODC offices than originally planned.

Although, the respondents to the evaluation praised the key international experts that were contracted for delivering the needed technical support during project XMEX19, UNODC ROMENA needs to expand its pool of regional (Arab world) experts for future projects and **not rely on only a few international consultants**. This enlarged pool of experts would offer diversity in geographic and technical expertise, cultural and linguistic sensitivity, time flexibility, and offer more budget leveraging for the UNODC.

The evaluation also highlighted that as the UNODC responds to requests from Member States, each workshop and **technical assistance was tailor-made**, which enabled greater ownership and commitment from the beneficiaries of this project.

In addition, the cooperation with the LAS was revealed to be instrumental to raise the issue of human trafficking on both the LAS and its Member States' agendas. As the MENA region is composed of three different regions with their own political, geographic, and socio specificities, a convening entity such as the LAS was crucial in implementing such a regional project through the creation of a network of focal points and obtain Member States' interest and buy in. Respondents stressed upon how strategic it was for the UNODC ROMENA Office to cooperate with **a multilateral entity to obtain its individual Member States' buy in** and enhance the project's **credibility** across the region.

While the cooperation with the LAS was key to the project's success, the delivery of some of the outputs was delayed due to internal matters that were out of the UNODC's Project Management control. The LAS is a political body that has its own administrative requirements and internal policies that need to be considered with regards to the project outputs' delivery. The risk of delay needs to be identified for future programmatic purposes. Some outputs might be delayed due to factors that are out the UNODC's management control. As a result, it is important for UNODC ROMENA office to understand its counterparts' limitations when planning future activities for mitigation purposes.

Finally, some workshops were delayed due to high security threats in countries such as Yemen, Iraq and Libya but were rescheduled to a later date. The political turmoil acted as a double-edged-sword, causing on one side security concerns in some countries for project delivery and on the other emphasized the human trafficking problem due to the increased flow of migrants and refugees within the Arab world. While some security challenges caused implementation delays, proper risks and mitigation planning combined with some timing flexibility allowed the Project Management team to implement most of its activities according to plan. The evaluator therefore highlights the importance of **carrying a risks analysis and having a mitigation plan** as paramount for future activities development.

ANNEX I.TERMS OF REFERENCE OF THE EVALUATION

Terms of Reference

Mid-term Independent Project Evaluation of XMEX19

Project number:	XMEX19
Project title:	Strengthening the Framework of the Arab Region to Prevent and Combat Human Trafficking
Duration:	08 June 2011– 7 June 2015
Location:	Middle East and North Africa
Linkages to regional programme:	Sub-programme I - Countering illicit trafficking, organized crime and terrorism under the framework of the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States 2011-2015.
Linkages to thematic programme:	Thematic Programme on Action against Transnational Organized Crime and Illicit Trafficking (2011 - 2013)
Executing agency:	UNODC Regional Office for Middle-East and North-Africa
Total approved budget:	USD 1,287,016
Donors:	Norway
Type of evaluation:	Mid-term project evaluation
Time period covered by the evaluation:	08 June 2011 – 31 December 2013
Geographical coverage of the evaluation:	League of Arab States Members – 18 Arab region countries

1. BACKGROUND AND CONTEXT

Human trafficking is a serious and growing concern globally, both as an organised crime issue and as a human rights violation. Human trafficking has over the past decade become one of the most profitable crimes worldwide affecting virtually all countries and regions of the world, including the Middle East and North Africa region.

Victims of trafficking are subjected to various forms of exploitation, including, but not limited to, forced labour, exploitation in the sex industry and domestic servitude.

Traffickers effectively exploit the various factors that make people wish to leave their countries or make them vulnerable to exploitation. While trafficking for the purpose of sexual exploitation has to date mostly been reported as being of women and children, trafficking in men and boys, especially for labour exploitation is increasingly evident in a wide range of industries. As the nature of trafficking varies, so too do traffickers, ranging from organized inter-continental networks able, for example, to produce or buy false documents, clear immigration requirements for their victims, and conduct ongoing global trafficking operations, to individual traffickers seizing opportunities to transport and coerce an individual into an exploitative situation.

The League of Arab States comprises countries from three diverse and culturally different geographical areas, namely the Middle East region, the Maghreb and the Gulf States. Across these three sub-regions considerable disparities and differences are displayed in levels of development, economics, politics, legal systems and culture. National capacities and capabilities therefore vary from country to country, however, concerns have been voiced that there is limited awareness and recognition in most countries in the region of the overall concept of the crime of human trafficking. Some countries suffer from definitional problems, exemplified by the fact that their legislative systems generally criminalize human trafficking as a prostitution-related activity instead of recognizing all forms of human trafficking as defined in the Trafficking in Persons Protocol. Preventing and combating trafficking in human beings represents a major political, social and economic challenge to the Arab countries. By way of example, in recent years, the GCC countries⁶³ and the Middle East have gradually emerged as a significant point of origin, transit and destination for trafficked men, women and children, particularly in countries with a rising demand for imported labour – the Middle East alone is home to approximately 14 million foreign workers.

Recent policy and legal reforms indicate that there is a serious commitment in the region to ensure stronger action to combat human trafficking, yet a sustainable regional effort has to date been lacking. Therefore, the Arab Initiative to Combat Human Trafficking in partnership with UNODC, Qatar and the League of Arab States was launched at the Doha Foundation Forum 22-23 March 2010 aiming to build the national capacities of the Arab states to effectively prevent and combat human trafficking.

Consultations carried out by UNODC with the Arab countries and the League of Arab States have identified the need to complement regional capacity building activities by developing a coherent regional action plan to prevent and combat human trafficking, which facilitates the success and sustainability of the national capacity building activities under the Arab Initiative.

Combined with the Arab Initiative to Combat Human Trafficking, this regional project intensifies and coordinates national counter-trafficking efforts in the region within a sound

⁶³Gulf Cooperation Council (GCC) – Saudi Arabia, Kuwait, the United Arab Emirates, Qatar, Bahrain and Oman

regional framework, bringing together the potential and capabilities of all interested partners in a concerted and effective way.

UNODC Strategy and Implementation of the Project

The project fits in the overall strategy of the United Nations Office on Drugs and Crime and is in line with the provisions of the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention against Transnational Organized Crime (UNTOC). Implementation of the Protocol requires the criminalization of trafficking in persons, the promotion of cooperation between States and with other relevant stakeholders, as well as the protection of the rights of trafficking victims.

UNODC's ongoing work against organized crime supports the criminal justice perspective, providing synergy with anti-trafficking and anti-migrant smuggling efforts fostering enforcement of UNTOC and its additional Protocols.

UNODC has the mandate to implement the UNTOC and possesses significant comparative advantages for addressing the above-mentioned complex and multifaceted challenges and technical assistance needs due to its specialized technical competence, operational capacity and long-term expertise in crime prevention, criminal justice and the rule of law, the synergy of its programmes and its field presence. With its wealth of experience, it can assist Member States in developing and strengthening solid and sustainable systems to adequately address these crosscutting threats.

The project follows the objectives of the Sub-programme I - Countering illicit trafficking, organized crime and terrorism under the framework of the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States 2011-2015.

The XMEX19 project document was approved on 4 May 2011. A Project Revision was approved on 19 May 2013. The period of implementation of the Action started on 8 June 2011.

Main Objectives, Outcomes and Indicators

Together with the *Arab Initiative for Building National Capacities to Combat Human Trafficking*, project XMEX19 seeks to intensify and coordinate national counter-trafficking efforts in the region within a sound regional framework.

Project XMEX19 complements the *Arab Initiative for Building National Capacities to Combat Human Trafficking*, and aims at supporting the Arab League countries in the following key framework areas:

1. Development of a comprehensive Arab regional action plan to prevent and combat human trafficking to, from and within the Arab Region.
2. Establishment of Trafficking in Persons Coordination Unit within the League of Arab States structures.

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3. Complementing the legislative assistance activities of the Arab Initiative to combat human trafficking to enhance the knowledge base on the participating countries legal frameworks' compliance with the Trafficking in Persons Protocol and relevant international legal instruments.
 4. In-depth capacity training of criminal justice actors.

The project seeks to reach these objectives through conducting regional and national specialized training workshops and by establishing a regional coordinating framework, which will bring together the potential and capabilities of all interested partners in a concerted and effective manner.

Project Objective: Strengthening the Framework of the Arab Region to Prevent and Combat Human Trafficking.

Outcome 1: Development of a comprehensive regional policy framework to guide further action by target countries to effectively prevent and combat trafficking in persons to, from and within the Arab Region.

Achievements: Under XMEX19, UNODC has provided technical support to the League of Arab States in the development of the 'Comprehensive Arab Strategy for Combating Trafficking in Human Beings' and is assisting in its implementation. The Strategy was adopted by the Council of Arab Ministers of Justice in Resolution No. 879-27 of 15 February 2012 and copies of the endorsement resolution were provided to all Member States. It includes specific priority anti-human trafficking focus areas for the Member States of the Arab League and thus provides the overall framework that can guide the development of national action plans and strategies. Presentations on the regional strategy are also part of UNODC's capacity-building activities in the region.

Outcome 2: Centralized coordination of the implementation of the Regional Strategy and reporting on progress in its implementation including coordination of data collection on human trafficking and of capacity-building activities.

Achievements: The project XMEX19 has established and enabled to build the capacities of an Anti-Human Trafficking Coordination Unit (AHTCU) under the League of Arab States Legal Affairs Department in Cairo, with the aim to enable the Arab countries to improve their ability to collect, store, analyze and report data on human trafficking and translate this into national legislation and national strategies and/or action plans. The Unit also focuses on monitoring and reporting on the progress of the implementation of the regional strategy and promotes regional joint anti-human trafficking efforts and the sharing of technical expertise based on regional and international tools on combating trafficking in persons.

The project has also been instrumental in establishing an anti-trafficking in persons network of focal points in the relevant Ministries of the Arab League

Member States. These focal points focus on the collection of country data which will serve for the first Annual Arab Report on trafficking in persons, as per Resolution No. 879 – 027D – 15/2/2012 of the Council of Arab Ministers of Justice. The network participants and other relevant stakeholders from the Member States have been provided with targeted capacity building by UNODC on data collection and analysis on trafficking in persons: a regional workshop on drafting national and regional reports on human trafficking took place in June 2012 at the League of Arab States Headquarters with the participation of 57 representatives from 13 Arab States, followed by a regional workshop on best practices on data collection and analysis on human trafficking in October 2012, in which 71 Arab experts from 18 Arab States took part.

Outcome 3: Promoting harmonized national legislative frameworks in compliance with the requirements of the Trafficking in Persons Protocol and the relevant human rights instruments.

Achievements: Project XMEX19 has been assisting the Arab States in harmonizing their domestic legislation with the requirements of the Trafficking in Persons Protocol through national and regional technical assistance workshops, with particular emphasis on the countries that do not yet have adequate legal and institutional frameworks in place.

Indicatively, UNODC organised three workshops on legislative drafting related to trafficking in persons (05/2012, 06/ 2013, 10/ 2013) targeted to Moroccan officials, aimed to assist the Ministry of Justice in the development of Morocco's anti-human trafficking legislation.

In Libya, UNODC organized a legislative review workshop (09/2012) in order to review Law No 19 of 2010 with regards to combating illegal migration, in partnership with the High Judicial Institute of Libya, while in November 2013, UNODC conducted a review of the country's newly drafted anti-human trafficking law and presented its findings and recommendations.

Additionally, officials from Sudan participated in a regional legislative training together with counterparts from Egypt, Lebanon, UAE and Saudi Arabia in order to benefit from the experiences of countries that have already enacted anti-human trafficking legislation.

UNODC is also assisting the Government of Yemen in the development of the country's domestic legislation on trafficking in persons. Following a legislative capacity-building workshop (01/2013) for the National Technical Committee for Combating Human Trafficking, Ministry of Justice relevant committee and other officials, and the provision of concrete recommendations for Yemen's legal and institutional framework to combat human trafficking, UNODC reviewed the draft anti-human trafficking law, as well as other

additional codes containing provisions on trafficking-related offences, to ensure their conformity with international principles, and provision of recommendations. The findings of this review were presented during a workshop organised under the project in November 2013, which also targeted parliamentarians, in order to finalise and pave the way for the adoption of the new legislation.

Under the Arab Initiative and with the contribution of project XMEX19, a legal assessment has been conducted in 2013 under the title ‘The Status of Human Trafficking Legislation in the Arab World’ to identify progress as well as shortcomings of existing legislative frameworks related to TiP in the Arab region, and the level of compliance to relevant international legal instruments. The assessment also includes best practices and recommendations for Arab States on how to best harmonize their legal and institutional frameworks with the requirements of the TiP Protocol and other human rights instruments.

Outcome 4: Building skills of law enforcement practitioners, prosecutors and judges to effectively prevent and investigate human trafficking while assisting and protecting victims of human trafficking.

Achievements: The project XMEX19 has been supporting the Arab League countries in their fight against human trafficking through strengthening the capacities of criminal justice actors in their fight against this crime. A series of targeted specialized trainings to police officers, judges and prosecutors is taking place, including on investigation techniques and victim assistance, on the basis of the UNODC Anti-Human Trafficking Manual for Criminal Justice Practitioners and the specialized training curricula developed in the framework of the Global Training Initiative. Law enforcement officers who are most likely to be confronted with TIP cases from Egypt, Lebanon, Iraq, Jordan, Libya and Yemen were given the necessary training to identify and investigate the crime, as well as to provide protection to victims. They were also provided with an oversight of legislation leading to specific operational investigation tactics through the use of interactive training methodologies and case studies from the region.

In Algeria, UNODC delivered training for magistrates that deal with human trafficking and migrant smuggling cases (06/2013), while in Iraq, the project focused on the provision of training to judicial and police investigators on international cooperation in combating trafficking in persons and smuggling of migrants (11/2013), organised jointly with the European Union Integrated Rule of Law Mission for Iraq (EUJUST LEX).

A Training Manual to Combat Trafficking in Persons entitled ‘Understanding Trafficking in Persons in the MENA region: the Causes, the Forms, the Routes and the Measures to Combat a Serious Violation of Human Rights’ has been developed under the Arab Initiative with contributions by project XMEX19

and is currently being finalized. It is specifically tailored to the forms and routes of trafficking in persons in the MENA region, and addresses in detail some of the specific and particular issues of the region, including the Islamic law perspective on the combat against trafficking in persons. The manual also provides an analysis of the measures either already taken or which should be taken to address the problem of trafficking in the region.

2. DISBURSEMENT HISTORY

Overall budget (08 June 2011 – 7 June 2015)	Total approved budget (08 June 2011 – 7 June 2015)	Expenditure (08 June 2011 – 31 December 2013)
1,287,016 USD	1,287,016 USD	675,854 USD

3. PURPOSE OF THE EVALUATION

This mid-term Independent Project Evaluation will take place during the first quarter of 2014 and will be conducted by an external independent expert. The purpose of this evaluation is to measure the project interim results against the work plan, identify implementation shortcomings, as well as means to address these shortcomings, and potentially suggest new strategic directions for the project. The evaluation also seeks to provide accountability to the project donor by determining whether project objectives were met and resources were wisely utilized.

The main evaluation users are the League of Arab States Anti-Human Trafficking Unit – Legal Affairs Department, Member States, the beneficiary Authorities, the UNODC Regional Office for the Middle East and North Africa, UNODC Human Trafficking and Migrant Smuggling Section, and the donor. The evaluation report will be disseminated to the donor and the League of Arab States Anti-Human Trafficking Coordination Unit, which will give insight into the work of UNODC to support Member States in implementing the United Nations Convention against Transnational Organized Crime and its supplementing Trafficking in Persons.

4. SCOPE OF THE EVALUATION

The project XMEX19 is the unit of analysis to be covered by the evaluation.

The time period to be covered by the evaluation: 08 June 2011 – 31 December 2013

The geographical coverage of the evaluation: Member States of the Arab League

5. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The evaluation criteria for the project evaluation will include the DAC-criteria impact, relevance, efficiency, effectiveness and sustainability as well as partnerships and cooperation. In addition, attention will be paid to the lessons learned to date, best practices, partnerships and governance. The evaluation will also derive recommendations and identify possible areas of expansion. These will be connected to the project concept and design, the project implementation and deliverables (outputs and outcomes), and management issues. Key evaluation questions will cover the following:

1. Relevance

- a) To what extent does the project respond to the needs of the target countries to prevent and combat trafficking in persons, protect the rights of trafficking victims and promote international cooperation? Should activities be adjusted in order to better suit the specific needs of the region?
- b) Are the risks and assumptions included in the project document holding true? Are risk management arrangements in place?

2. Effectiveness

- a) To what extent has the project achieved its objectives and results to date (outputs, outcomes and impact)? What are the reasons for the achievement and non-achievement of the project objectives and results? In the case of non-achievement, how can current obstacles be overcome in the future?
- b) Are the relevant cross-cutting issues (gender, human rights and governance, donor coordination or others) adequately mainstreamed in the project design?

3. Efficiency

- a) Compared with alternative approaches to accompanying the same objectives, has progress been made at an acceptable cost? Could more have been achieved with the same funding?
- b) To what extent have project resources been managed in a transparent and accountable manner?

4. Impact

- a) What are the intended or unintended positive and negative long-term effects of the XMEX19 on trafficking in persons? How can XMEX19 strengthen its positive impact?
- b) To what extent has the project pursued the possibility of assessing impact? Which provisions were made or could have been made, at the planning and implementation phase to assess change?

5. Sustainability

- a) To what extent will the benefits generated through the project be sustained after the completion of the project? Are there additional measures that can be taken to ensure sustainability?
- b) To what extent have the project stakeholders and beneficiaries taken ownership of the objectives to be achieved by the project?

6. Lessons learned

- a) What lessons can be learned from the project implementation to date in order to improve performance, results and effectiveness in the future?
- b) What best practices emerged from the project implementation to date? Can these best practices be realistically replicated in future UNODC initiatives in the field of human trafficking and migrant smuggling?

7. Areas for expansion

- a) How has the project contributed to the priorities of the *Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011 - 2015?*
- b) What are the TiP and SoM related priority areas that have been identified through implementation of XMEX19, for UNODC ROMENA future expansion?

8. Partnerships and cooperation

- c) To what extent have the project activities benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?
- d) To what extent has the project coordinated activities with the League of Arab States and national counterparts? What is the level of consultation with project partners on the project monitoring and evaluation?

6. EVALUATION METHODOLOGY

The evaluation team will perform a desk review of existing documentation as per preliminary list of documents in Annex II to independently assess and validate evidence gathered with regard to the project from different sources of information, cross-checked and triangulated by primary research methods. Secondary data sources for the desk review will include the following materials:

- Annual 2011 Progress Report for XMEX19
- Semi- Annual 2012 Progress Report for XMEX19
- Annual 2012 Progress Report for XMEX19
- Semi- Annual 2013 Progress Report for XMEX19
- Annual 2013 Progress Report for XMEX19
- Annual Reports and Semi-Annual Reports as compiled for Norway
- The project document in the UNODC format and its revision
- UNTOC Convention and supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
- UNODC's Comprehensive Strategy to Combat Trafficking in Persons and Smuggling of Migrants 2012
- Thematic Programme on Transnational Organized Crime (Sub-programme I
 - Countering illicit trafficking, organized crime and terrorism) under the framework of the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States 2011-2015.
- UNODC Guidelines for Evaluation Reports.
- UNODC Guidelines for Inception Reports.
- UNODC Evaluation Handbook

Primary sources of data will include, among others, interviews with key stakeholders (face-to-face or by telephone), and the use of surveys and questionnaires.

The International Evaluation Consultant will summarize the review of documentation in an inception report, which will specify the evaluation methodology (evaluation matrix) relating evaluation questions to evaluation criteria, indicators, sources of information and methods of data collection as well as include a detailed work plan.

The evaluation methodology must conform to the Norms and Standards for Evaluation in the United Nations System and the Evaluation Norms, Guidelines, Templates and Standards at UNODC⁶⁴.

7. TIMEFRAME AND DELIVERABLES

The evaluation is expected to start on 1 February 2014 and will be conducted by 1 International Evaluation Consultant. The Consultant will allocate 20 working days within a period of 2 months, to complete the evaluation. The Consultant is expected to undertake a field mission of 7 working days to Cairo, Egypt, during the time period of his/her assignment.

The Consultant shall submit the following deliverables on time:

1. Inception report (i.e. Desk review, Methodology and scope of the evaluation, Evaluation tools, Work-plan, Draft questionnaires etc.)
2. Draft evaluation report and presentation of preliminary findings
3. Final evaluation report, following the evaluation report-template of UNODC⁶⁵

The tentative timetable of the deliverables is as follows:

Duties	Tentative deadlines	Location	Results
Desk review, Inception Report	5 February	Home-based	List of evaluation questions Evaluation tools Draft inception report
Interviews with staff at UNODC ROMENA	10 February	UNODC ROMENA, Cairo, Egypt	Inception report
Briefing and interviews with League of Arab States counterparts, Member States focal points and donor representative	19 February	Cairo, Egypt	Notes
Presentation of preliminary findings at UNODC ROMENA	20 February	UNODC ROMENA, Cairo, Egypt	Notes
Drafting of the evaluation report; submission to stakeholders for comments	7 March	Home-based	Draft report
Revisions to	20 March	Home-based	Final Report

⁶⁴<http://www.unodc.org/unodc/en/evaluation/evaluation.html>

⁶⁵<http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html>

draft/finalization of report		
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The duty station for the International Evaluation Consultant will be Cairo, Egypt, with additional home-based working days envisaged under this TOR.

8. EVALUATOR TECHNICAL REQUIREMENTS

The International Evaluation Consultant should have the following technical qualifications:

1. Master's degree in international development, public administration, social science, evaluation or related field also demonstrating technical competence in the area under evaluation;
2. A minimum of 7 years of professional experience in the field of evaluation of international programmes;
3. Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
4. A strong record in designing and leading evaluations and a track record of conducting various types of evaluation, including process, outcome and impact evaluations preferably with experience in conducting evaluations for the United Nations;
5. Excellent communication, drafting and report writing skills;
6. Knowledge of and experience with the UN System;
7. Knowledge of issues related to trafficking in persons would be an advantage;
8. Knowledge of statistical surveying instruments;
9. Knowledge of Arabic and/or French would be an advantage.

The International Evaluation Consultant will have the overall responsibility for the quality and timely delivery of all activities and reports and for liaising with the UNODC Independent Evaluation Unit (IEU) and with the UNODC XMEX19Project Management as specified in these Terms of Reference.

The evaluator will be contracted by UNODC and cannot have previous, current or foreseen involvement with the project. The evaluator will not act as representative of any party and must remain independent and impartial.

9. MANAGEMENT OF EVALUATION PROCESS

A) Management arrangements

The independent project evaluation will be carried out following UNODC's evaluation policy and the UNODC Evaluation Handbook. The independent evaluator team will consult with relevant sections within UNODC.

1. The Independent Evaluation Unit

The Independent Evaluation Unit (IEU) provides norms, tools and templates for the different stages of the evaluation process. IEU also advises on evaluation matters and is involved in the process as described in the Roles and Responsibilities table for Independent Project Evaluations to be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/index.html>

IEU will:

- Clear the final ToR
- Clear final Inception Report
- Assess and clear the final evaluation report
- Place final evaluation report after clearance on the evaluation website.

2. Core Learning Partners

The United Nations Office on Drugs and Crime (UNODC) Headquarters relevant sections, UNODC staff in relevant field offices, a representative from the League of Arab States and a representative from the government of Norway, as the main donor to the project, will form the Core Learning Partners (CLP) to act as a sounding board, commenting on the steps of the evaluation (ToR; Draft Evaluation Report) and may be tasked with facilitating the dissemination and application of the results and other follow-up action.

3. Project Management

The Project Manager:

- ToR:
 - Drafts the ToR
 - Selects Core Learning Partners (CLP) and inform them about their role
 - Shares the draft ToR with CLP
 - Integrates comments from CLP, finalises ToR, and submits to IEU for clearance
- Selection of Evaluators:
 - Interviews Evaluators
 - Recruitment of evaluators
- Implementation of Evaluation/Inception Report:
 - Provides relevant information and desk review materials to evaluator
 - Comments on Inception Report
 - Sends final Inception Report to IEU for clearance
 - Gives logistical support to consultant
 - Arranges meetings with key informants
 - Liaises with CLP
- Draft Evaluation Report:
 - Checks/reviews the draft evaluation report for factual errors
- Final Evaluation Report:
 - Self-assesses the quality of the final report (in ProFi)
 - Develops an Evaluation Follow-Up plan and shares it with IEU
 - Organizes a presentation of evaluation results
 - Disseminates the final, clear evaluation report to stakeholders.

The Project Management at UNODC ROMENA is responsible for the provision of desk review materials to the Evaluation Team, to comment on the evaluation methodology, to liaise with the Core Learning Partners, as well as comment on the draft preliminary and final reports and develop a plan for the evaluation recommendations.

The Project Management Team will be in charge of providing logistical support to the International Evaluation Consultant.

4. Evaluation Team

The International Evaluation Consultant:

1. Meet Project Management Team for a briefing
2. Carry out the desk review
3. Draft the inception report with a detailed work plan and finalize evaluation methodology incorporating relevant comments
4. Conduct the implementation of the evaluation
5. Conduct secondary research (desk review) and primary research (interviews, etc)
6. Ensure that all aspects of the Terms of Reference are fulfilled
7. Draft the preliminary and final evaluation reports in line with UNODC evaluation policy
8. Finalize the preliminary and final evaluation reports on the basis of comments received
9. Present the final report and key findings

10. PAYMENT MODALITIES

75 percent of the daily subsistence allowance and terminals is paid in advance, before travelling. The balance is paid after the travel has taken place, upon presentation of boarding passes and the completed travel claim forms.

The consultant is paid in accordance with United Nations rules and procedures. Payment correlates to deliverables – three

Upon Deliverable	% of Payment
Inception Report, upon submission	25 %
Draft Evaluation Report, upon submission	25 %
Final Report, upon clearance by IEU	50%

11. ANNEXES

- i. Job description
- ii. Indicative list of background documents for the desk review
- iii. UNODC Standard formats and guidelines for evaluation reports

Annex I

Job Description

Independent Project Evaluation of the UNODC Project: XMEX19, Strengthening the Framework of the Arab Region to Prevent and Combat Human Trafficking

Job description for the International Evaluation Consultant

Post title International Evaluation Consultant

Estimated duration: 20 working days over a period of 2 months

Starting date required: 1 February 2014

Duty station: Cairo, Egypt with additional home-based working days.

Duties of the International Evaluation Consultant:

On the basis of the Terms of Reference the International Evaluation Consultant of project XMEX19 will carry out the following duties:

Duties	Tentative deadlines	Location	Results
Desk review, Inception Report	5 February	Home-based	List of evaluation questions Evaluation tools Draft inception report
Interviews with staff at UNODC ROMENA	10 February	UNODC ROMENA, Cairo, Egypt	Inception report
Briefing and interviews with League of Arab States counterparts, Member States focal points and donor representative	19 February	Cairo, Egypt	Notes
Presentation of preliminary findings at UNODC ROMENA	20 February	UNODC ROMENA, Cairo, Egypt	Notes
Drafting of the evaluation report; submission to stakeholders for comments	7 March	Home-based	Draft report
Revisions to draft/finalization of report	20 March	Home-based	Final Report

Required qualifications:

The consultant should demonstrate:

- Master's degree in international development, public administration, social science, evaluation or related field also demonstrating technical competence in the area under evaluation;
- A minimum of 5 years of professional experience in project management, evaluation, planning of international programmes;
- Extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods;
- A strong record in designing and leading evaluations and a track record of conducting various types of evaluation, including process, outcome and impact evaluations preferably with experience in conducting evaluations for the United Nations;
- Excellent communication, drafting and report writing skills;
- Knowledge of and experience with the UN System;
- Knowledge and working experience in the field of trafficking in persons and other relevant areas is desirable;
- Knowledge of statistical surveying instruments.

Languages:

The consultant must have excellent English writing skills. Knowledge of Arabic and/or French would be an advantage.

Absence of Conflict of Interest:

According to UNODC rules, the consultant must not have been involved in the design and/or implementation, supervision and coordination of and/or have benefited from the programme/project or theme under evaluation.

Ethics

The evaluator shall respect the UNEG Ethical Guidelines.

Annex II

Indicative list of background documents for the desk review

- Annual 2011 Progress Report for XMEX19
- Semi- Annual 2012 Progress Report for XMEX19
- Annual 2012 Progress Report for XMEX19
- Semi- Annual 2013 Progress Report for XMEX19
- Annual 2013 Progress Report for XMEX19
- Annual Reports and Semi-Annual Reports as compiled for Norway
- The project document in the UNODC format and its revision
- UNTOC Convention and supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
- UNODC's Comprehensive Strategy to Combat Trafficking in Persons and Smuggling of Migrants 2012
- Thematic Programme on Transnational Organized Crime (Sub-programme I - Countering illicit trafficking, organized crime and terrorism) under the framework

- of the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States 2011-2015.
- UNODC Guidelines for Evaluation Reports.
 - UNODC Guidelines for Inception Reports.
 - - UNODC Evaluation Handbook

Annex III
UNODC Standard formats and guidelines for evaluation reports and Core Learning Partners

Norms and Standards for Evaluation in the United Nations System and the Evaluation Norms, Guidelines, Templates and Standards at UNODC:
<http://www.unodc.org/unodc/en/evaluation/evaluation.html>

Independent Project Evaluations Step by Step:

<http://www.unodc.org/unodc/en/evaluation/independent-project-evaluations-step-by-step.html>

ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

QUESTIONS

The scope of the evaluation will cover criteria such as relevance, effectiveness, efficiency, impact, sustainability, lessons learned, areas for expansion, partnership and cooperation and governance. The UNODC has already well defined the key questions in accordance with the Terms of Reference and additional questions were added as shown in annex II. These questions serve as reference but additional questions will be included during the interview process based on the discussion progress and in relevance to the person being interviewed. Some of the interviewees can provide further insight on some of the critical issues such as areas of expansion, partnerships and sustainability while others will be able to provide more valuable information on challenges, efficiency, lesson learned and programmatic priorities for instance. The evaluator will assess based on the interview what questions to focus on while keeping the interview opened to allow room for suggestions, story telling and experience sharing (see annex II).

The questions will be open-ended questions as defined in the Terms of Reference especially in reference to relevance, effectiveness, efficiency and partnership and cooperation. The interviews will enable the evaluator to answer questions that remain outstanding from the initial desk review; confirm or refute assertions made within the project documentation thus forming part of the triangulation of data.

Additional questionnaires and some semi-structured questions would have provided more quantitative based analysis but due to the limited pool of interviewees and the inability to send questionnaires around the different Member States due to time constraints, the evaluator will rely on open-ended questions to encourage the interviewees to openly talk about their experience, and share their opinion on Project XMEX19.

QUESTIONS FROM THE TERMS OF REFERENCE

Questions were based on the ToR and additional questions were included following the preliminary desk review. The assumptions were formed based on the ToR questions and following a preliminary desk review. These assumptions will be verified during the field research and further analysis.

ASSUMPTIONS	EVALUATION QUESTIONS	EVALUATION INSTRUMENT

Objectives of the Project		
The Project has succeeded in strengthening member states the Arab league on Human Trafficking through the creation of a regional framework and capacity building	Relevance:	
	<p>To what extent does the project respond to the needs of the target countries to prevent and combat trafficking in persons, protect the rights of trafficking victims and promote international cooperation?</p> <p>Should activities be adjusted in order to better suit the specific needs of the region?</p> <p>Are the risks and assumptions included in the project document holding true?</p> <p>What are the key stakeholders' new priorities to prevent and combat human trafficking in the coming few years?</p> <p>What should the UNODC ROMENA focus on?</p> <p>What are the new priorities of the Donor?</p>	<p>Desk review: Project XMEX19 annual report 2012 and report April 2014; log frame; The Comprehensive Arab Strategy for Combating Trafficking in Human Beings'; workshops reports and mission reports</p> <p>Field study:</p> <p>Interviews with LAS, Donor, Focal Points. Project Coordinator and UNODC HQ</p>
	Effectiveness	
	<p>To what extent has the project achieved its objectives and results to date (outputs, outcomes and impact)?</p> <p>Were there any challenges/barriers to implement the activities?</p> <p>Who faced challenges? And why?</p> <p>How were challenges overcome?</p> <p>In the case of non-achievement, how can current obstacles be overcome in</p>	<p>Desk review:</p> <p>Project document vs annual reports; mission reports; UNTOC and comparative analysis of countries pre and post project XMEX19; guidelines for HR due diligence policy on UN support to non-UN security forces; workshops reports</p> <p>Situational analysis on the</p>

	<p>the future?</p> <p>Have the relevant cross-cutting issues been adequately mainstreamed in the project design? How are the Human Rights guidelines included and monitored in the UNODC's capacity building XMEX19 project?</p> <p>What are the UNODC's trainings core strengths and key learnings?</p>	<p>region (see chapter III)</p> <p>Field Study:</p> <p>Interviews with LAS counterpart, Project Coordinator, UNODC HQ</p>
Impact	<p>What are the intended or unintended positive and negative long-term effects of the XMEX19 on trafficking in persons?</p> <p>How can XMEX19 strengthen its positive impact?</p> <p>How many countries have adopted a new piece of legislation to prevent and combat HT?</p> <p>How many criminal justice actors have received training and are now aware of how to prevent and combat HT in the region?</p> <p>What are the tools for measuring long-term impact of Project XMEX19?</p>	<p>Desk review:</p> <p>Workshops evaluation; Bi annual project report April 2014; annual reports.</p> <p>Field study:</p> <p>Interview with LAS, Focal points</p> <p>Absence of baseline data:</p> <p>It will be difficult to assess at this stage of the project the positive and negative benefits of the project and how the member states and key actors have strengthened their capabilities to prevent and combat HT.</p> <p>The overall impact on human trafficking in the region cannot be assessed at this stage of the project which time-bound and for a proper impact assessments on the project's outputs on HT will have to be considered at the final evaluation and will require</p>

		time and further field research across different countries.
Project Management and Implementation		
Project outputs were delivered in a timely and cost effective fashion in response to project outcomes	<p>Efficiency</p> <p>Was the budget distributed according to project needs and beneficiaries needs?</p> <p>Compared with alternative approaches to accompanying the same objectives, has progress been made at an acceptable cost?</p> <p>Could more have been achieved with the same funding?</p> <p>Should the UNODC ROMENA focus on specific activities from then on in the implementation of Project XMEX19?</p> <p>To what extent have project resources been managed in a transparent and accountable manner?</p>	<p>Desk review:</p> <p>Budget vs expenditure reports;</p> <p>Log frame vs annual reports; mission reports; The Comprehensive Arab Strategy for Combating Trafficking in Human Beings</p> <p>Field research:</p> <p>Donor, LAS, UNODC Project coordinator, UNODC Gulf region</p>
Lessons learned		
	<p>What lessons can be learned from the project implementation to date in order to improve performance, results and effectiveness in the future?</p> <p>What have been the best activities so far and why?</p> <p>What best practices emerged from the project implementation to date?</p> <p>Can these best practices be realistically replicated in future</p>	<p>Desk review:</p> <p>Annual reports; bi-annual report April 2014; workshop evaluations and mission reports;</p> <p>Field study:</p> <p>Interviews with LAS, UNODC Project Coordinator, UNODC HQ.</p>

	<p>UNODC initiatives in the field of human trafficking and migrant smuggling?</p> <p>Which improvements can be made to gender and cross cutting issues within the project?</p>	<p>A questionnaire amongst beneficiaries of capacity building activities would have provided further insights and quantitative data to verify the findings.</p>
	Sustainability	
	<p>To what extent will the benefits generated through the project be sustained after the completion of the project?</p> <p>Are there additional measures that can be taken to ensure sustainability?</p> <p>What components or activities are essential to guarantee the sustainability of project's XMEX19 activities and sought benefits?</p> <p>What elements of project XMEX19 are critical to become sustainable amongst key stakeholders?</p> <p>To what extent have the project stakeholders and beneficiaries taken ownership of the objectives to be achieved by the project?</p>	<p><u>Desk review:</u></p> <p>Project log frame and project revisions documents; Project bi-annual report April 2014</p> <p><u>Field study:</u></p> <p>LAS counterpart, Focal points, UNODC HQ, UNODC ROMENA senior managers and project coordinator</p>
	Areas for expansion	
	<p>How has the project contributed to the priorities of the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform in the Arab States 2011 - 2015?</p> <p>What kind of activities would the</p>	<p><u>Dear Review:</u></p> <p>Mission reports, annual reports and bi-annual report April 2014; UNTOC; The Comprehensive Arab Strategy for Combating</p>

	<p>stakeholders and beneficiaries like to be developed under Project XMEX19 and proposed at a later stage by the UNODC ROMENA and UNODC HQ in relation to Human Trafficking?</p>	<p>Trafficking in Human Beings'.</p> <p><u>Field study:</u></p> <p>UNODC Project Coordinator; Focal Points; LAS and UNODC HQ</p>
Partnerships and cooperation		
<p>The strategy of working in partnership with others counterparts has enabled UNODC to be more effective in delivering Project XMEX19's activities and ensuring program impact and fulfilling its catalytic role.</p>	<p>Relevance</p> <p>How did the project fulfil the objectives to strengthen the regional framework to prevent and combat HT in the region?</p> <p>Impact</p> <p>To what extent have the project activities benefited from the expertise of and cooperation with other relevant international/regional and non-governmental organizations?</p> <p>Are there any arrangements to monitor and evaluate the partnership?</p> <p>Effectiveness and efficiency</p> <p>How successful have partnership arrangements been in contributing to: scaling up through cost sharing?</p> <p>Sharing institutional capacity? Exchanging knowledge?</p> <p>To what extent has the project coordinated activities with the League of Arab States and national</p>	<p><u>Desk review:</u></p> <p>Budget and budget revision vs budget expenditures</p> <p><u>Field Study:</u></p> <p>Interviews with LAS counterparts; Donor; focal points in chosen countries and Project Coordinator UNODC ROMENA and UNODC HQ</p>

	counterparts?	
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ANNEX III. DESK REVIEW LIST

DOCUMENTS FOR DESK REVIEW

- Annual 2011 Progress Report for XMEX19
- Semi- Annual 2012 Progress Report for XMEX19
- Annual 2012 Progress Report for XMEX19
- Semi-Annual 2013 Progress Report for XMEX19
- Annual 2013 Progress Report for XMEX19
- Semi Annual Progress Report for XMEX19 April 2014
- Annual Reports and Semi-Annual Reports as compiled for Norway
- The project document in the UNODC format and its revision
- UNTOC Convention and supplementing Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children
- UNODC's Comprehensive Strategy to Combat Trafficking in Persons and Smuggling of Migrants - 2012
- 'The Comprehensive Arab Strategy for Combating Trafficking in Human Being' – 2012
- 'The Arab Initiative to Build National Capacities to Combat Human Trafficking in the Arab Countries' - Final Project Document XAMX59- 2012
- Thematic Programme on Transnational Organized Crime (Sub-programme I - Countering illicit trafficking, organized crime and terrorism) under the framework of the Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States 2011-2015.
- Regional Programme on Drug Control, Crime Prevention and Criminal Justice Reform for the Arab States 2011-2015.pdf
- 16 mission reports from 2011 to December 2013
- Post workshops' evaluation forms and analysis
- Project Budget and budget revisions and activities expenditures.
- Review of the Norwegian Ministry of Foreign Affairs Portfolio on Human Trafficking, Norad, 2009

ANNEX IV. ASSUMPTIONS AND RISKS

Assumptions	Verified	Unverified
Technical assistance needs are properly identified and articulated by target states	Respondents have stressed that each state has articulated that required technical assistance from the UNODC could respond to its technical needs. The respondents also verified that countries where no activities were yet implemented could clearly identify their technical assistance needs after the first regional workshop to draft the Comprehensive Arab Strategy for Combating Trafficking in Human Beings took place in 2011	
Governments show commitment and follow through to make productive and effective activities and seminars to provide cost sharing when appropriate	Different response levels from different States with regards cost-sharing but level of commitment and to follow through activities has been demonstrated through adoption of the Arab Strategy as well as the number of requests received by the LAS	
Adequate coordination between UNODC and the LAS and relevant authorities of the target countries	verified through interviews with LAS, UNODC and focal points	

Changes in government or in counterparts do not impede, substantially change or cancel programs, plans and activities	Some implementation challenges and delays occurred for some activities such as the Arab Report on human trafficking, because of a lack of anti-human trafficking national strategies and frameworks in some member states. However, respondents confirmed that changes in governments or the political instability do not impact on the programs activities.	Some respondents highlighted that the political turmoil generated a general sense of social justice and therefore countries became more aware of the need to prevent and combat issues such as human trafficking.
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Risks	Verified	Unverified
It could take longer to gain commitment of all counterparts for the proposed approach, resulting in possible delays and/or failure to deliver	Respondents concurred that all members states showed commitment and only one output- the first Arab Report on Human Trafficking- suffered some delays due to technical difficulties within Member States, limited capacities for data collection, analysis and reporting as well as security protocols on exchanging sensitive data amongst them.	
Delay in start up of implementation of activities of the complementing regional project the Arab Initiative to Combat Human Trafficking	No delays were verified in relation to the Arab Initiative to Combat Human Trafficking but the respondents highlighted that the arrival of an international expert to Coordinate Project XMEX19 facilitated the implementation of the	
The concerned government authorities and civil society organizations, involved in the project, delay access to information		This was not verified during this evaluation and no respondents had sufficient information to discuss this risk and verify whether that occurred or not

Delays in delivery of project activities by project staff/or consultants	No delays were due to project staff or consultants but security threats in some countries delayed some of the activities, which were rescheduled during more peaceful settings	
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ANNEX V. STAKEHOLDERS INTERVIEWED

The different stakeholders identified for the purpose of the evaluation represent:

- UNODC Regional Office for the Middle East and North Africa
- UNODC HQ Human Trafficking and Migrant Smuggling Section
- League of Arab States Anti-Human Trafficking Coordination Unit
- Legal Affairs Department, League of Arab States
- UNODC Sub-Regional Office for the GCC
- Ministry of Justice Morocco
- Ministry of Justice Egypt
- Norwegian Embassy in Cairo
- Ministry of Foreign Affairs Norway