

UNITED NATIONS OFFICE ON DRUGS AND CRIME

Vienna

Independent project evaluation of the

**Technical Assistance to the Government of  
Bangladesh in Strengthening the Responses to  
Human Trafficking**

**BGDX79  
Bangladesh**

November 2015



UNITED NATIONS  
New York, 2015

This evaluation report was prepared by an external evaluator, Dr M Amanullah (Mak) Khan. The Independent Evaluation Unit (IEU) of the United Nations Office on Drugs and Crime (UNODC) provides normative tools, guidelines and templates to be used in the evaluation process of projects. Please find the respective tools on the IEU web site: <http://www.unodc.org/unodc/en/evaluation/evaluation.html>

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## LIST OF ACRONYMS

ACTWC	Alliance to Combat Trafficking in Women and Children
ATSEC	Action against Trafficking and Sexual Exploitation of Children
BGB	Border Guard Bangladesh
BLAST	Bangladesh Legal Aid and Services Trust
CBO	Community Based Organization
CID	Crime Investigation Department
CTC	Counter Trafficking Committee
CWCS	Centre for Women and Children Studies
DAM	Dhaka Ahsania Mission (CBO)
EADS	Environment, Agriculture and Development Services Ltd
FGD	Focus Group Discussion
FIR	First Information Report
GD	General Diary
GO	Government Organization
GoB	Government of Bangladesh
HTDSA	Human Trafficking Suppression and Deterrence Act 2012
ILO	International Labour Organization
INGO	International Non Government Organization
ICT	Information and Communication Technology
JATI	Judicial Administration Training Institute
KII	Key Informant Interview
NPA	National Plan of Action
NGO	Non Government Organization
SAARC	South Asian Association for Regional Cooperation
SHISUK	Shikka, Sasthya O Unnayan Karmasuchi (CBO)
TIP	Trafficking in Persons
TMSS	Thengamara Mahila Shabuj Shangha (CBO)
UNDP	United Nations Development Programme
UNHCHR	United Nations High Commissioner for Human Rights (UNHCHR)
UNTOC	United Nations Convention against Transnational Organised Crime
WCRPA	The Women and Children Repression and Prevention Act 2000

# EXECUTIVE SUMMARY

## Background

Bangladesh ratified the United Nations Convention against Transnational Organized Crime (UNTOC) in July 2011, and has enacted a comprehensive legislation addressing trafficking for all forms of exploitation titled the ‘The Prevention and Suppression of Human Trafficking Act, 2012.’. In light of these two major commitments, and in line with the National Plan of Action (NPA; 2012-2014) to counter human trafficking, UNODC in partnership with the Ministry of Home Affairs, Government of Bangladesh is implementing a Project ‘Technical Assistance to the Government of Bangladesh in Strengthening the Responses to Human Trafficking’. Funded by the US State Department, the project aims to strengthen law enforcement capacity; provide protection and assistance to trafficked victims through establishment of national referral mechanisms and increased cooperation between the criminal justice system and civil society. This is a first ever country specific project being implemented in Bangladesh. The project ends in December 2015.

This evaluation has been commissioned for accountability, compliance and learning purposes. Within the context of the Terms of Reference (ToR), the evaluation had two broad dual purposes:

1. assess and evaluate the outcome and impacts of the project at both policy and practice level given the interventions that have been advanced during the implementation period; and
2. take a forward looking approach by assessing future potential options for scaling up the project or for supporting country programming within UNODC’s advocacy and capacity building approach, through linking, or possibly integrating with similar other long term development interventions by UNODC.

## Methodology

Consultation with the UNODC Project Management preceded all activities in order to understand ‘on the ground’ reality, perceptions of the programme team, and UNODC’s suggested approach. Consultation with the UNODC Regional Office was held via skype, and the IEU in Vienna provided advice and suggestions regarding the methodology and overall approach to the evaluation. Field Mission and Data collection phase began with a

meeting with UNODC and the Ministry of Home for the implementation of the data collection process. The Inception Report submitted to IEU and UNODC ROSA also contained proposed methods for data collection. Based on these consultations, a shared approach was agreed on regarding data collection, including finalizing the evaluation questionnaire, stakeholder list and selection of field visit sites with a view to meeting key stakeholders at the policy and operational levels, including selected trainees, trainers, and Community Based Organizations (CBOs). Based on field findings and observation from primary and secondary sources, the qualitative and quantitative data were compiled followed by analyses of the key results areas.

## Key results

### **i. Design**

The design of the project for the first time addressed labour trafficking, initially focused on male victims. Later female victims of labour trafficking were added as beneficiaries of the project. The finding with regard to the design relates to lack of a clear causal relationship among the stated objectives, outcomes, outputs and the success indicators from an analysis of the Logical Framework. A mid- term evaluation could have resolved the issue of the weakness in the Logical Framework which- although basing on zero baseline information on several indicators- projected high level of outputs and outcomes resulting from critical, yet short term training interventions. On a positive note, the assumptions in the Logical Framework do point to connections between the objective and the activities. However, the outcomes and impact measurements are not linked to long-term goals, how they will be reached, and what will be used to measure progress along the way. This may be regarded a limitation in the design of the project. This lesson can be used in future design of similar projects.

### **ii. Relevance**

The project has been a timely intervention given its high relevance from the perspective of Government of Bangladesh's policy pronouncements, commitment to institutional development and changes, and a range of initiatives that have been taken to combat the current trend in human trafficking, especially labour trafficking activities in Bangladesh. Examples include the enactment of the Prevention and Suppression of Human Trafficking Act, 2012 that has resulted in an increased number of investigations and prosecutions as recorded by the Monitoring Cell of the Police Headquarters. This Act was followed by the *NPA (2012-2015) for Combating Human Trafficking* that guides anti-human trafficking policy and measures in the country through a partnership and holistic approach. In line with the priorities of the *NPA*, UNODC's technical assistance to the Government of Bangladesh has been highly relevant and timely in strengthening the response to human trafficking.

### **iii. Efficiency**

The project had an overall budget of US\$ 500,000 covering a period of 3 years and 3 months (October 2012- December 2015). It was found that a significant part of the expenditure was incurred on training, meetings, exposure visit, grants to CBOs for carrying out specific interventions in the area of rehabilitation and support to

victims and preparation of a host of training materials for Trainings of Trainers (ToTs), manuals, and guidelines for shelter homes. These are the core areas of the project in line with its objectives. Current activities include developing guidelines to set up a national referral mechanism for improved civil society and law enforcement cooperation, with a special focus on trafficking for labour exploitation. The implementation of the interventions within the shelter homes were taking place with the significant cost sharing by the CBOs themselves and other development partners, such as USAID. UNODC was a co-funder to the shelter homes that added value to their operations.

The resources provided to CBOs to work with the victims of trafficking was found to be used for carrying out more catalytic activities, such as counselling, team and confidence building, and more importantly providing life skills training in a range of areas. Further, the analysis of the budget over the years from 2012-2015 reveals that the project has invested about 88 % of its funds on capacity development, embracing training, and exchange visits in order to build the capacities of national Government counterparts and CBOs. The sub-contract costs include hiring training providers, preparing manuals, and grants to CBOs that remain integral to capacity building.

#### **iv. Effectiveness**

The evaluation assessed the effectiveness of the project in terms of the utilization of strategic information generated by the project in achieving the outputs and outcomes. The project progress reports, minutes of the Project Steering Committee (PSC) and Project Implementation Committee (PIC) and the various training related outputs were shared between the project partners, as these became available. In each of the organizations visited (Police, Border Guard Bangladesh (BGB), CBOs, Coast Guards and Office of the Prosecutors), there was clear evidence of utilization of strategic information by the partners. In addition, it was found that strategic information generated through various other interventions, such as the USAID funded Trafficking in Persons (TIP) project were utilized by the UNODC project, as part of the advocacy and reorientation of training modules in course of the project.

Across the board, there has been wide acknowledgement regarding the quality of both the training providers of the project, i.e., the Centre for Women and Children Studies (CWCS) and Environment, Agriculture and Development Services Ltd. (EADS). The level of knowledge, and experience of CWCS and EADS, and their ability to bring together a diverse range of stakeholders in a common platform was visible from the quality of the training modules, training plans, and tool kits and from the response from the trainees interviewed. These two training providers conducted training in two lots. EADS conducted training under Lot 1 in Dhaka, Sylhet and Chittagong divisions for law enforcing officials (police, coast guard, BGB) and public prosecutors on Anti-human trafficking laws, investigation and prosecution. EADS organized and conducted training at the peripheral level (Division, and District Level) using the CWCS developed training toolkit/manual. CWCS developed the Master Training Manual for the law enforcement agencies and public prosecutors. CWCS conducted training under Lot 2 in Khulna,

Barisal, Rajshahi and Rangpur divisions for law enforcing officials (police, coast guard, BGB) and public prosecutors on Anti-human trafficking laws, investigation and prosecution. A two-day ToT was organized in collaboration with the Judicial Administration Training Institute (JATI) in 2014. This initiative began a new avenue of collaboration with a training institute that has never been a partner to UNODC programme or to any other similar capacity building programme in the past.

#### **v. Impact**

It is early to assess the impact of this project given that most of the activities have just ended relating to building capacity among the diverse groups of stakeholders. Impacts are beyond the immediate outputs and relate to wider long term outcomes. Even if some of the essential ingredients of impact gradually emerge, the aspect of attribution as to *who has done what, for whom did this make a difference* will remain. However, key areas of impact emanating from this project include: i. increased awareness among some of the unintended recipients (such as private prosecutors who were never brought under the purview of training) regarding the laws and global practices of prosecution; ii. creating an enabling environment where diverse stakeholders could unite and collaborate for a common cause, setting the stage for greater opportunities of collaboration in future; iii. focus on trafficking of labours, primarily male; and, iv. first ever country assessment on the current situation of victim support providers (Government and NGOs) which is in the process of being published under the auspices of the government. The impact of this study can be far reaching and can feed into policies, and future intervention strategies of the Government and development partners in Bangladesh.

#### **vi. Partnership and Cooperation**

The project played a catalytic role in building partnerships with Government counterparts in the Ministry of Home Affairs (MoHA) and relevant law enforcement agencies by expanding their capacities in responding to law enforcement needs, and enhancing collaboration between the criminal justice system and the CBOs. Significant changes in the traditional mind set of the ‘duty bearers’ towards an inclusive and collaborative approach to problem solving have been noticed. Law enforcement agencies are now participating in joint training sessions, and most importantly partnering with the Non Government Organisations (NGOs) and CBOs in supporting the existing referral systems (both formal and informal at the community level). This outcome has been the result of long advocacy initiatives and demonstration of best practices by this project, as well as other interventions in the sector over the years.

The aspect of knowledge sharing among the stakeholders is key to the success of the project. With some good work in the area of partnership and collaboration, limited evidence exists regarding an institutionalized approach to knowledge sharing between the law enforcement personnel and prosecution agents (lawyers, legal aid) in relation to preparing effective cases, filing General Diaries and First Information Reports (FIRs), and developing a concerted approach to prosecution and legal support to victims. In this regard, collaboration with the Attorney General’s Office can be considered, given their role in monitoring the Public Prosecutors’ functions nationwide.

## **vii. Governance and Management**

The Committee system is linked to the Governance of the project. While the project design provides a Project Steering Committee (PSC), subsequently, an additional layer of Committee called the Project Implementation Committee (PIC) was constituted. While the purpose, scope and composition of the PSC and PIC differ fundamentally and in content, bureaucratic delays hampered the timely holding of meetings and implementation of decisions in a timely manner. There is evidence that the MoHA took 2-3 months to decide on dates for holding meetings after being requested by UNODC. Despite the good intention of constituting PIC and PSC as two separate foras, bureaucratic hurdles experienced so far necessitates revisiting the utility and impact of similar multiple coordination mechanisms in future projects of UNODC in Bangladesh.

## **viii. Innovation**

As a short-lived and low resourced project, it has many innovations that are unique and can be replicated in other similar conditions. These includes, but is not limited to, innovation in the training pedagogy, including bringing multiple stakeholders together in common training platforms; innovation in the training manuals that included practical case studies, and step by step pedagogical instructions, and use of simple language in the training materials. Another innovation that needs to be highlighted is that, as part of shelter home services, the CBOs organized combined life-skill and enterpreunership training for the trafficked victims, resulting in higher self esteem for them. This is evident from their integration into the work force and engaging in livelihood opprtunities in a range of areas. The biggest innovation of this project is the focus on trafficking of primarily male labours, which has never been an area of intervention in the past in Bangladesh. In support of this, UNODC undertook the first ever country assessment on the situation of victim support providers (Government and NGOs) with a special focus on labour trafficking in Bangladesh. The study is under review of the government for its publication and wider dissemination. This innovative study can have a far reaching impact as this can feed into policies and future interventions of the Government.

## **ix. Lessons Learnt and Best Practices**

While a good financial base generally provides opportunities for expansion of activities and outputs, effective project management as practised in this project, can bring equally good results and outcomes, and thus can represent good Value for Money (VFM). The project has a lot to offer, and shows the pathways for many changes, innovations and catalytic interventions that can be replicated and scaled up in the future. Examples include expansion of support to more CBOs across the country; renewed training programmes for the law enforcement agencies; bringing new actors such as the JATI on board regarding judicial training; offering study tour opportunities, and involving the media as part of a critical prevention and awareness building endeavour that is much needed in the context of Bangladesh.

One of the key lessons that could be learnt from this project is that training and other capacity interventions, however successful on their initial face value, need to be institutionalized and integrated into the mainstream training programmes of the organizations (in this case, the Police, BGB, Coast Guard and the JATI for the Prosecutors). This approach would have a high likelihood for the outcomes of the training to be sustainable in the long run.

#### **x. Sustainability**

The evaluation assessed whether the outputs of the project are likely to continue after its termination, financially, institutionally and in relation to partnerships and cooperation. First, in relation to financial sustainability, it is clear that for a critical mass of advocates, and trained manpower to be developed and retained, a project of this size can only set the initial stage, while its scaling up, replication and continuation of some of the critical activities (training including multiple stakeholders engagement; support to CBOs; and testing and maintaining the referral system) need to be supported by renewed funding. Unless the training modules are institutionalized and embedded into the mainstream capacity building activities of the organizations, sustainability of the results gained so far cannot be guaranteed. Secondly, the training programmes were short lived, and reached a limited number of participants. Several of them were transferred to non-related areas, while the newly deputed staff in their place never came within the purview of such training programmes. This may severely impact on the sustainability of the project.

Related to this is the unknown factor whether or not the level of collaboration and partnership between the various duty bearers (law enforcement agencies, legal practitioners, and the CBOs) will continue or not. UNODC's role was significant in continuously engaging with partners, which resulted in collaborations between the various actors. Continuation of such collaborations among the partners after the project life will largely depend on the mind-set of the leaders of these agencies. Some team building activities could be undertaken during the remaining life of the project, as an effective exit strategy, leaving some degree of collaborative environment in place.

#### **xi. Human Rights and Gender**

Human rights and gender aspects were appropriately included as cross-cutting issues in the evaluation criteria. The relevant principles and guidelines on human rights developed by the United Nations High Commissioner for Human Rights (UNHCHR) were adequately used in the training modules, tool kits and the guidelines for the shelter homes. This was evidenced in the training modules for the Police and Public Prosecutors, and the tool kit for the shelter homes. With regard to gender, the design took an approach to support the male victims of labour trafficking while providing assistance to the CBOs' operated shelter homes. In due course, UNODC and the Government agreed to include both male and female victims in order to support victims of labour trafficking

## Conclusions and Recommendations

The project has been a unique one, first of its kind in Bangladesh in addressing issues related to trafficking of labours, despite other larger interventions initiated by bilateral donors in the past in the area of TIP. The project has been effective and has brought about considerable impact in terms of building capacity of law enforcement agencies, public prosecutors, and civil society organizations as it generated strategic information related to human trafficking, especially trafficking of labours. The project has achieved this at a time when no past precedence or baseline data were available to carry out effective advocacy with the counterpart ministry officials. Several innovations were instituted although it is difficult and too early to assess the impact of this project given that most of the activities have just ended.

The success of the project can be attributed to several factors, including Government's past good work in the policy and training area, covering a wide spectrum of stakeholders, such as law enforcement agencies, public prosecutors, NGOs and the private sector. The project has contributed significantly in developing increased awareness among the law enforcement agencies regarding national and international policies, and protocols concerning human trafficking. This was evident from the interviews with the stakeholders at all levels.

As sustainability of the project remains unclear at this stage, particularly regarding knowledge utilization by the law enforcement officials, UNODC's contribution towards creating an enabling environment where diverse stakeholders could unite and collaborate for a common cause cannot be denied.

Thus, one of the key recommendations of this evaluation is that, training and other capacity interventions need to be institutionalized and integrated into the mainstream training programmes of the law enforcement agencies organization in the interest of sustainability.

# SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings <sup>1</sup>	Evidence (sources that substantiate findings)	Recommendations <sup>2</sup>
<b>Key recommendations</b>		
<p>The design of the project has limitations, especially in terms of establishing a causal relationship between the stated objectives, outcomes, outputs and the success indicators. (e.g. limited baseline information on several of the indicators for training).</p>	<p>This is evident from the project document itself; especially from a review of the Logical Framework which forms an integral part of the project document.</p> <p>Also, interviews with the Police Department and MoHA gave insights on the design issue.</p>	<p>For future design of similar projects, attention needs to be given to practical and evidence based logical frameworks and indicators which can be reasonably and practically quantified. This will help in future evaluations, and indicators can be assessed against a set of reasonable baseline information in order to gauge the outcomes and eventual impact of the project.</p> <p style="text-align: center;">Responsibility : UNODC ROSA</p>
<p>The various training imparted by this project for the law enforcement officials and the prosecutors are viewed as one off interventions without being integrated into the institutional training arrangements of the law enforcement agencies, as integral part of their capacity building and induction training.</p>	<p>Training reports; training modules; participants' list; FGD with Training Providers; KIIs with trainees.</p>	<p>UNODC needs to undertake serious advocacy dialogues with the training institutes of the law enforcement agencies' (Police, BGB, Coast Guard, Immigration Police and Legal Training Institutes) so that their training packages (pre-service, in-service, TOT and refresher courses) incorporate training on human trafficking related issues, including laws, policies, rules and practices.</p> <p style="text-align: center;">Responsibility :</p>

<sup>1</sup> A finding uses evidence from data collection to allow for a factual statement.

<sup>2</sup> Recommendations 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.

		<b>UNODC ROSA Project Management</b>
<p>Notwithstanding the limited resources, and the ambitious outcome envisaged, the project has played a noteworthy role in building awareness among the stakeholders with regard to the need for greater partnership building; as well as awareness among the various duty bearers in respect of law creation, law enforcement, and community engagement in a range of areas related to human trafficking.</p> <p>It is evident that for the first time, a project of this nature (despite the existence of other donor interventions) was successfully able to engage four diverse law enforcement agencies, public prosecutors, and CBOs in some common fora, setting the stage for greater opportunities of collaboration in the future.</p>	<p>Interviews with MoHA, Police Headquarters; CBOs; Victims under rehabilitation; Trainees and Trainers and the donor</p>	<p>These initial results need to be carried forward through expanded and strategic engagement of multiple stakeholders in key areas, such as training of trainers, and team building exercises involving persons beyond the regular law enforcement officials, such as community police; CBOs/NGOs; public prosecutors and private legal practitioners; legal aid agencies; public sector judges (district judges); magistrates; policy makers; and former victims of trafficking.</p> <p style="text-align: center;">Responsibility :</p> <p style="text-align: center;">UNODC ROSA Project Management</p>
<b>Important recommendations</b>		
<p>Despite some proactive efforts by the project, the gap in relation to collaboration and knowledge sharing between the actors in the judiciary and law enforcement remains wide.</p>	<p>Source of evidence include: interviews with MoHA, Police, Public Prosecutors; donor partner; CBOs and Private Prosecutors.</p>	<p>In future designs of interventions, the aspect of collaboration between the law enforcement agencies and prosecution personnel (both public and private) should be seriously considered, not just in the form of short sporadic training, but also, for example through team building and knowledge sharing meetings, smaller sessions, yet innovative that offer opportunities for frequent interactions and learning by doing, based on past lessons and evidences of outcomes.</p>

		<p>Responsibility : UNODC ROŚA</p>
<p>There is clear evidence of limited coordination between the Training Unit in the Police Department and the Human Trafficking Monitoring Cell. However, on the positive side, the Crime Investigation Department (CID) of the Bangladesh Police deserves acknowledgement for their pro-active participation in the ToTs and training 100 of its staff on their own in various aspects of investigation and prosecution. The participation of CID was not envisaged in the original training plan of the project.</p>	<p>Discussion with the Police Training Unit and the Human Trafficking Monitoring Cell; discussion with the team at the UNDP/DFID Police Reforms Project and MoHA officials.</p>	<p>An exit meeting must be held to share recommendation with the key stakeholders. One of the recommendations that should be brought to the attention of the Police Department is that the role and function of the Monitoring Unit would benefit from being revisited. The Monitoring Unit's role should not be merely limited to gathering statistical information on arrests of suspected traffickers, or recovery of victims, but could embrace a range of Monitoring and Evaluation (M&amp;E) functions consistent with the National Action Plan (NAP) strategies.</p> <p>Responsibility : Project Management UNODC ROŚA</p>
<p>Each of the CBOs engaged in the operation of the shelter homes and allied community services possess uniqueness in their strengths and hence are rich in delivering services to the victims of trafficking. (e.g. Dhaka Ahsania Mission (DAM) in Jessore is strong in community awareness building, establishing linkages with the law enforcement agencies and other CBOs)</p>	<p>Discussions with the officials in the CBOs and victims, review of various internal documents; and Information, Education and, Communication materials.</p>	<p>The CBOs can be brought under a common Memorandum of Understanding (MoU) so that they can benefit from each other through sharing of lessons, knowledge and practices, and assist each others' clients in areas of their comparative strengths. In the remainder activities of the project (Referral mechanisms between Government and NGOs), there is an opportunity for the 3 NGOs to collaborate and participate in the workshops, as common members of the Counter Trafficking Committee (CTC).</p> <p>Responsibility : Project Management</p>
<p>The Prevention and Suppression of Human Trafficking Act, 2012 was</p>	<p>Discussion with the Public Prosecutors; MoHA</p>	<p>At the project exit meeting with the Government UNODC should reinforce</p>

<p>supposed to be followed by a set of rules (in support of the laws enacted), which could have given an opportunity for UNODC and other partners to add value in their interventions. UNODC could have played a role under this project to follow up on the approval of the long pending rules that have been drafted but not vetted by the Government over the last 3 years.</p>	<p>officials; trained Police officials and Private Prosecutors; and Desk Review of the Act.</p>	<p>the need for an early approval of the rules, and thus pave the way for greater opportunities for community led communication on the responsibility of duty bearers, charter of the law enforcement officials; customer relations between the two parties, i.e., law enforcement agencies and service seekers.</p> <p>Responsibility : UNODC ROSA Project Management</p>
<p>The project in the tail end of its life is embarking on two highly strategic reform initiatives; i.e., piloting the establishment of two Anti-Human Trafficking Units (AHTU) as part of the existing Counter Trafficking Committee (CTC) in Jessore and Sirajganj; and establishing a referral mechanism for survivors.. However, given the imminent closure of the project, there will be no scope for the project to assess the impact of There will remain challenges in up-scaling the AHTU countrywide. Moreover, three out of four trainees who visited India from the Government have been transferred, while the last person could anytime be transferred to a non-related area.</p> <p>Thus, the aspect of institutional memory in the Government poses a major challenge to the establishment of the AHTU.</p>	<p>Interviews with CTC members; MoHA officials; training modules and plans for CTC staff training.</p>	<p>UNODC should immediately start a dialogue with the Government ensuring that the last trained person in India (through study tour) be retained in his present role to oversee the establishment of the AHTU piloting. The establishment of the referral mechanism should be integrated with the AHTU development, and the two activities should serve as complementary to each other. While the projects ends in December 2015, UNODC ROSA in its regular bilateral regional dialogues with the Government of Bangladesh needs to include the AHTU and the Referral Mechanism issues, as a follow up monitoring action.</p> <p>Responsibility : UNODC ROSA Project Management</p>



# I. INTRODUCTION

## Background and Context

The rise in the incidents of human trafficking from Bangladesh, involving a high number of women, girls and young men, has led the Government of Bangladesh to address human trafficking from a number of angles. The enactment of the *Human Trafficking Deterrence and Suppression Act 2012* has resulted in an increased number of investigations and prosecutions. Furthermore, the *National Plan of Action (2012-2014) for Combating Human Trafficking* guides anti-human trafficking policy and measures in the country through a holistic approach. These include prevention of trafficking, protection of victims, prosecution of traffickers, and cross-country partnership. In line with the priorities of the *National Plan of Action (NPA)*, UNODC is offering technical assistance to the Government of Bangladesh in strengthening the response to human trafficking.

Under this initiative, UNODC is assisting the Government in building capacities of law enforcement, establishing referral systems to provide support for victims and helping in strengthening cooperation between the criminal justice system and civil society. In partnership with the Ministry of Home Affairs, UNODC is implementing a Project ‘Technical Assistance to the Government of Bangladesh in Strengthening the Responses to Human Trafficking’. The project assists the Government of Bangladesh in preventing human trafficking through effective and strengthened law enforcement capacities; providing protection and assistance to trafficked victims through establishment of national referral mechanisms and increasing the cooperation between the criminal justice system and civil society. The project primarily seeks to (i) improve law enforcement responses to trafficking in persons through training and capacity building at the grass-roots level as well as (ii) to support civil society organizations in providing shelter and legal-aid to victims of labour trafficking. This UNODC led project is funded by the United States State Department.

This evaluation has been largely commissioned for accountability, compliance and learning purposes. The project operates on a number of complex political, social, policy, and legal settings in Bangladesh. Within the context of the ToR, the evaluation has two broad purposes:

- i. assess and evaluate the outcome and impacts of the project at both policy and practice level given the interventions that have been advanced during the implementation period. This will include the overall quality of the project performance, from the perspectives of relevance, efficiency, effectiveness, impact, sustainability, as well as partnership and cooperation. The evaluator

sees the latter two aspects within the context of the project governance and management. Cross-cutting issues, such as gender and human rights have also been mentioned as mandatory result areas; and secondly;

- ii. take a forward looking approach by assessing future potential options for scaling up the project or for supporting country programming within UNODC's advocacy and capacity building approach, through linking, or possibly integrating with similar other long term development interventions by UNODC. The Lessons Learnt documentation, thus, will also guide how the implementing partners will continue to work for the goal while improving the level of aspired impact in the coming years.

This Final Independent Evaluation initiated by UNODC is an end of project evaluation as per the project document, which was planned at the project design phase. The evaluation was conducted by a single independent evaluator hired for this purpose and the evaluation was carried out within 38 days during the period September -November, 2015.

## Evaluation Methodology

The ToR (Annex I) set out a detailed list of evaluation questions to be answered by the evaluation. The methodology was developed in order for these questions to be addressed in detail. The evaluation questions are provided in Annex II.

The narrative and analytical description of this report are derived from primary and secondary data. The following methodology was adopted in line with the provisions of the ToR and upon approval by the IEU through the Inception Report:

### **i. Inception Phase:**

Consultation with the UNODC PC in Dhaka preceded the field activities in order to understand 'on the ground reality', perceptions of the programme team, and UNODC's preferred or suggested approach. Consultation with the UNODC Regional Office was held via Skype, and the IEU in Vienna provided advice and suggestions regarding the methodology and overall approach to the evaluation. A detailed evaluation plan was presented in the Inception Report with evaluation questions, guided by the UNODC Evaluation Policy and Handbook as well as by IEU. An Inception Report outlining research methodologies, a coordination and synchronization process was submitted to UNODC during this phase.

### **ii. Desk Review:**

A desk review of documents and past reports and other relevant documents from both primary and secondary sources was undertaken. The consultant gathered information related to each of the criteria, i.e., relevance, efficiency, effectiveness, impact,

sustainability, as well as partnership and cooperation. This was complemented by interview data, to ensure a robust assessment through triangulation.

### **iii. Field Exercise and Data Collection:**

This phase began with a meeting with UNODC for the implementation of the data collection process. The Inception Report submitted to IEU and UNODC ROSA also contained proposed methods for data collection. Based on these consultations, a shared approach was arrived at regarding data collection, including finalizing the evaluation questionnaire, stakeholder list and selection of field visit sites. The evaluation questions and interview guides are available in Annex II.

During this time, collection of data from primary and secondary sources was undertaken which was preceded by developing a set of tools and determinants, as follows:

- i. Customized tools, formats and questionnaires to capture both qualitative and quantitative data, and a detailed plan for Key Informants Interviews (KII), and Focused Group Discussions (FGDs);
- ii. Sampling size for stakeholders, including civil society organizations; law enforcement agencies; ministry officials, legal practitioners and victims of trafficking.

Field visits were undertaken to the following areas in 6 days that included 36 interviews ::

- Jessore: Discussions with Border Guard of Bangladesh (BGB) officials; discussion with trainees from the of the past training programmes ; public prosecutors; private legal practitioners; staff of Dhaka Ahsania Mission (DAM) operated shelter home in Jessore; discussion with a non-participating NGO called RRC in Jessore, which is involved in various skills development activities and has a general perception regarding the activities of the project;
- Bogra: Discussion with TMSS operated shelter home staff; victims of trafficking who are now socially integrated and in the process of making a livelihood through skills training and support from micro-credit loans;
- Dhaka : Discussion with officials of the Government law enforcement agencies; private legal practitioners; former trainees from police and CBOs; staff of SHISUK operated shelter homes; and
- Narayanganj: Discussion with former trainees from the police department, and visit to a police station to assess the reporting system.

### **iv. Data analysis and aggregation:**

Based on field findings and information gathered from primary and secondary sources, qualitative and quantitative data were compiled followed by analyses with assessment of progress, achievement and recommendations. Given that the evaluation is qualitative in nature, predominantly focusing on the stakeholders' perceptions, the consultant used the Analyst Triangulation method, i.e., using multiple observations and analyses derived from the identified categories of the responses of stakeholders.

This provided a check on selective perception and illuminated blind spots in the interpretive analysis. The goal was to understand multiple ways of qualitative interpretation of data, while remaining mindful of convergence and divergence in the perceptions of the stakeholders.

#### **v. Reporting :**

The reporting phase was undertaken with a view to finalizing the evaluation report. The consultant undertook consolidation of data obtained towards the preparation of the final report using a set of formats reflecting on each of the key results area. The Tools and Methodologies used for data collection leading to the preparation of the evaluation report are contained in Annex II.

#### *Limitations to the Evaluation*

Limitations to this evaluation are as follows:

- Absence of contacts with some of the project beneficiaries given their transfer to another agencies/units or retirements.

This was mitigated by making informal contacts with the persons who were still available and had interest to discuss issues with the evaluator.

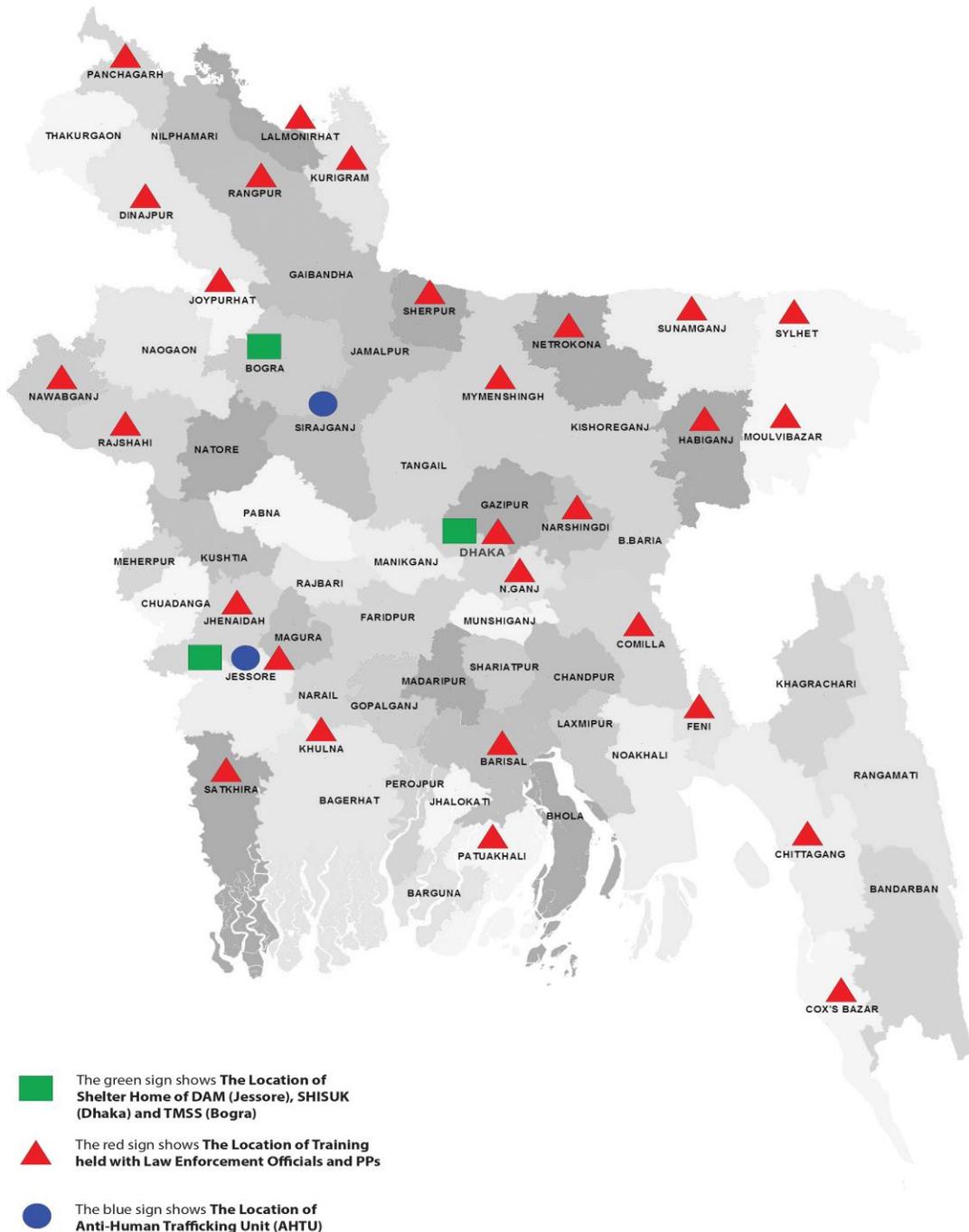
- Absence of baseline information on the indicators (pre) and lack of consolidated quantitative information related to suggested indicators (such as number of arrests).

The issue of baseline information could not be resolved as this represents the pre-project situation. In any case, as qualitative evaluation, the lack of baseline information has not posed any significant problem.

- The issue of attribution while judging the impact or outcomes of interventions of this project given the presence of multiple agencies with interventions in the Trafficking in Persons (TIP) area.

Regarding the issue of attribution, the evaluator has identified some of the key areas that have added value to the project as distinct benefits arising out of the interventions. These include the participatory nature of training, development of innovative training modules; and the new knowledge that has been acknowledged by the trainees as a result of their participation in this project.

**Map 1. Project locations throughout Bangladesh (source: UNODC Project Office, Bangladesh)**



## II. EVALUATION FINDINGS

Documenting lessons learnt from an objective and evidence based point of view, rather than resorting to anecdotes and rhetoric was an important part of this evaluation. These were approached from the angles of the past, and framing objective analysis for the future policies and programming. The main purpose of the evaluation, thus, was to document the outcomes and impact of the project in order to support the Government's law enforcement capacity and civil society partnership considering both its achievements and challenges. Providing protection and assistance to trafficked victims through the establishment of national referral mechanisms and increased cooperation between the criminal justice system and civil society are at the centre of the project affairs. The evaluation criteria as stipulated in the ToR include: design, relevance, efficiency, effectiveness, impact, sustainability, partnerships and cooperation, governance and management, human rights and gender, and sustainability; as well as best practices which are described below.

### Design

The design of the project was reviewed based on the internal logic and ultimate contribution to the theory of change and impact analysis.

The design of this UNODC project was based on a number of preceding events, such as the Trafficking In Persons (TIP) report of the US State Department, a feasibility report conducted by UNODC Regional Office and an assessment of the earlier interventions initiated by USAID concerning TIP. The design of this project for the first time addressed labour trafficking, although focused on male victims initially, adding female victims of labour trafficking later as beneficiaries of the project.

While the above could be considered as an innovation in the design, there exist limitations regarding the establishment of a causal relationship among the stated objectives, outcomes, outputs and the success indicators. A mid-term evaluation could have resolved the issue of the weakness in the Logical Framework. Although there is no baseline information for several indicators, the Log Frame projected high level of outputs and outcomes resulting from critical, yet short term training interventions. These interventions were exercised on low to mid level officers from the law enforcement agencies, and on an extremely limited number of legal professionals from the public prosecution arena. Yet, these trainings were expected to result in major higher level outcomes, such as the ratification of protocol (refer output 1.2 of the project design).

Also, the purpose of the training(s) was largely knowledge and awareness building on new laws and rules, developing a critical mass of trainers in laws, protocols, and

also developing a culture of partnership between the agencies towards certain common goals. Therefore the success indicators regarding ‘number of arrests of offenders’ or ‘ratification of international protocols’ do not relate to the development objective of the project. Projected Outcome 1. For example, represents an overly ambitious result which is ‘*Strengthened regional and inter-regional cooperation and intelligence sharing in rescue operation, investigation, monitoring of human trafficking cases*’. Corresponding to this outcome, there has been limited intervention, barring a short study visit to India by some mid level law enforcement personnel from Bangladesh. In other words, inter-regional cooperation was not the focus of the project, yet formed a critical element of the project outcome.

Another example of the shortcoming in the logical connection of the project is that no interventions in the form of advocacy or dialogues with the decision makers were envisaged for the outcome to occur that Anti-Trafficking courses would be adopted by the National Police Training Academies and Institutes. While the outcome *per se* is important and also forms a key recommendation of this evaluation, there has been no implicit or explicit focus in the design in this regard.

In short, the evaluation considered the Theory of Change factor that describes the types of interventions, albeit relying on a single framework which is the Log Frame. This should ideally bring about some evidences of outcomes depicted in the pathway of the Log Frame. The indicators in the Log Frame, as mentioned above fall short of realistic and practical expected outcomes (such as number of arrests, as opposed to number of quality investigation reports). On a positive note, the assumptions in the Log Frame do point out to connections between the objective and the activities; however, the outcomes and impact measurement need to be linked to long-term goals, how they will be reached, and what will be used to measure progress along the way. This may be regarded somewhat a limitation in the design of the project, and thus a lesson can be drawn for future design of similar projects.

## Relevance

The relevance of the project was assessed through a review of the extent to which the objectives of a project are consistent with the needs of the Bangladesh Government, UNODC mandate and overarching strategies and policies. How the intervention was designed and implemented to align and contribute to address human trafficking in line with country law and plan of action.

In light of the above, the project has been a timely intervention given its high relevance from the perspective of the Government of Bangladesh’s policy pronouncements, commitment to institutional development and changes, and response need to the current trend in human trafficking, especially labour trafficking activities in Bangladesh.

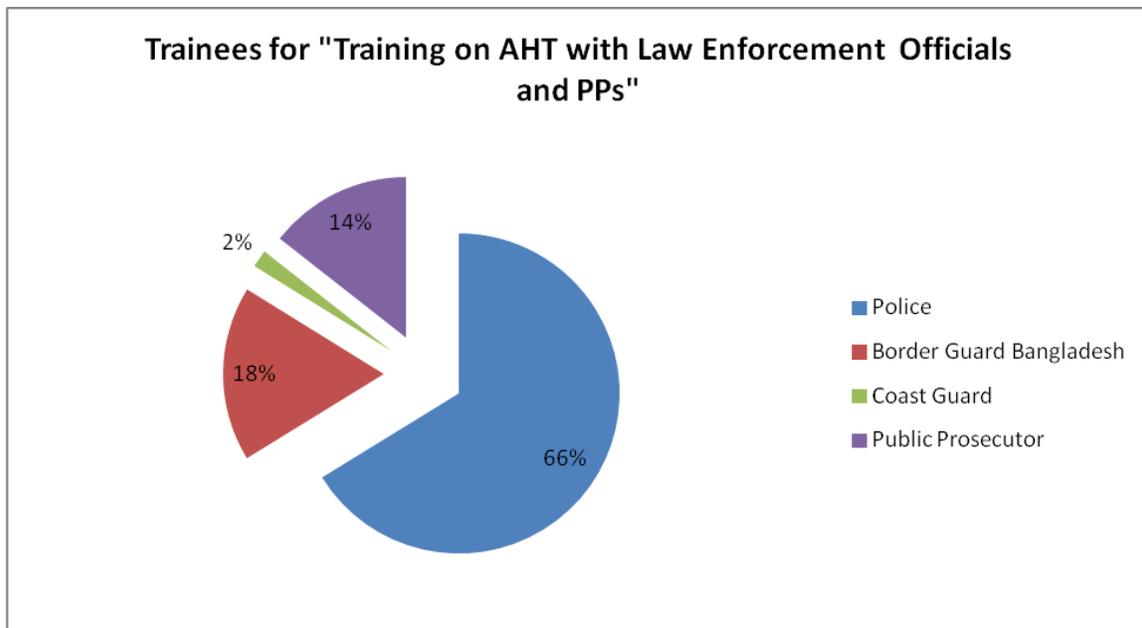
This project is consistent with the *Human Trafficking Deterrence and Suppression Act 2012*. This instrument guides anti-human trafficking policy and measures in the country

through a partnership and holistic approach. Also, in line with the priorities of the *NPA*, UNODC’s technical assistance to the Government of Bangladesh has been highly relevant and timely in strengthening the response to human trafficking. While some key interventions exist in the area of trafficking in persons, focusing on women and children, this project remained focused with respect to trafficking of labours only, with both male and female at the centre of attention.

The relevance of this project can also be judged from the perspective of UNODC’s response to assisting the Government in building an enabling environment for capacity building and collaborative interventions in law enforcement, establishing a referral system to provide support for victims, and helping in strengthening cooperation between the criminal justice system and civil society. According to several stakeholders interviewed in the Government and the civil society, this project was highly relevant in the context of developing a unified approach to capacity building among the varied law enforcement agencies, together with selected legal practitioners (e.g. public prosecutors) and civil society actors.

Both from the perspectives of national and regional cooperation in South Asia, the project also enjoys strong relevance, as it is directly supporting the various National strategies and Action Plans of the SAARC countries. It is also directly relevant to the South Asian Association for Regional Cooperation’s (SAARC) Convention on Preventing and Combating the Trafficking in Women and Children for Prostitution, 2006 although the Convention focuses largely on trafficking for prostitution (proposed and being considered by SAARC for amendment to include illegal trafficking for labour).

**Figure 1 : Distribution by trainees**



## Efficiency

This has been assessed as a measure of how resources/inputs (funds, expertise and time) have been converted into outputs and the extent to which funding, staffing, time and administrative resources were effectively used for the achievement of results. The following questions were addressed in the evaluation: Was the levels of funding, size of the team and administrative resources appropriate? Were the management arrangements efficient?

This project had an overall budget of USD 500,000 covering a period of 3 years and 3 months (October 2012- December 2015). Initially, it was designed for a period of 2 years and 6 months. A no cost extension was approved in February 2015 to cover up the delays occurring due to political strikes and political instability during the life of the project. The immediate objectives and outputs of the project remained unchanged as well as the execution modalities.

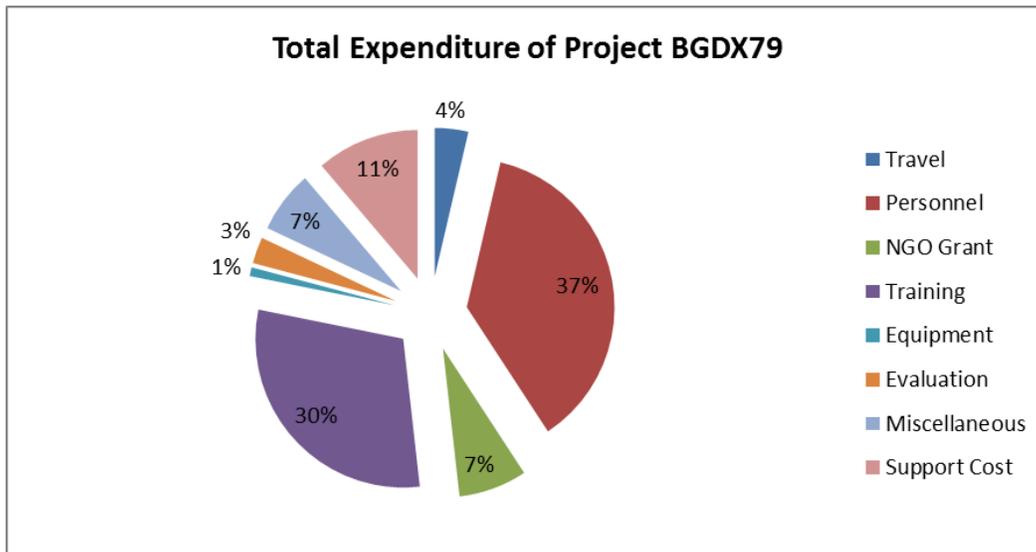
The budget for each year was analyzed to assess the heads of expenditure against which it was utilized. It was found that a significant part of the expenditure was incurred on the core activities; i.e., training, meetings, exposure visit, and grants to CBOs for carrying out specific interventions in the area of rehabilitation and support to victims and preparation of a host of training materials for ToTs, manuals, and guidelines for shelter homes. Current activities include developing guidelines to set up a national referral mechanism for improved civil society and law enforcement cooperation, with a special focus on trafficking for labour exploitation.

From a review of the project financial books, budgets and resources allocated to the project activities, it is clear that the project was efficient in utilizing the resources to achieve its outputs. The implementation of the interventions within the shelter homes was taking place with significant cost sharing by the CBOs themselves and other development partners, such as USAID. The funding from UNODC project was added to the CBO resources.

The project has established a mechanism where some of the law enforcement agencies (for example CID of the police) provided human resources in the training programmes, while UNODC supported through its project partners and trainers in establishing a long lasting pool of trainers, and resource persons in all facets of the project. The resources provided to CBOs to work with the victims of trafficking (survivors) were found to be used for carrying out more catalytic activities, such as counselling, team and confidence building, and more importantly imparting life skills training in a range of areas. An analysis of the budget over the years from 2012-2015 revealed that the project had invested about 88 % of its funds on capacity development areas, embracing training, exchange visits and to build the capacities of national counterpart and civil society organizations. The sub-contract costs which are integral to capacity building training, and grants to CBOs have been used optimally and judiciously.

With respect to day to day operations of the project, the management of the project represents an example of sound project management, commitment to achieving results, and high level of technical competence, thus contributing to the overall efficiency of the project. The project has thus, been efficient in utilizing resources to achieve the desired outputs, which has been confirmed during discussions with counterpart Government officials.

**Figure 2: Efficiency of the Project (Financial Outlay)**



### Partnerships and cooperation

Partnership and cooperation was assessed through a review of the level of UNODC cooperation with partners and implementing partners, including the law enforcement agencies, the Ministry of Home Affairs (MoHA) and the CBOs.

The evaluation was satisfied with the level of collaboration this project enjoyed with the MoHA, and other stakeholders during the implementation of the project. This was largely due to a strong and fruitful history of collaboration between UNODC (since the time of UNDCP) and the Ministry of Home Affairs; proactive engagement of Project Management in maintaining the relationship, and the excellent rapport built by UNODC ROSA through various regional and global partnership with several institutions the Government of Bangladesh, not just with MoHA. It was apparent that the MoHA places significant trust and confidence in UNODC and would like to see its presence in Bangladesh in a much wider scale, given the nexus between UNODC's mandates and the evolving priorities of the Government in a range of crime prevention areas, beyond human trafficking and drug control.

The approach of the project was primarily to build partnerships with Government counterparts in the MoHA and relevant law enforcement agencies, expand their capacities

in responding to law enforcement needs, and to enhance collaboration between the criminal justice system and the CBOs. Through various efforts, including collaborative training, study visit, and support to CBOs, the project's advocacy work continued throughout the project cycle. Significant changes in the traditional mind set of the 'duty bearers' in relation to an inclusive and collaborative approach to problem solving have been noticed. Law enforcement agencies are talking to each other more than ever before, participating in joint training sessions, and most importantly partnering with the NGOs and CBOs in supporting the existing referral systems (both formal and informal at the community level). This has not happened over night; this outcome has been the result of long advocacy initiatives and demonstration of best practices by this project, as well as other interventions in the sector over the years. The challenge is to sustain this level of partnership, improve further on areas where gaps exist, and institutionalize some of the inclusive process of collaboration in the process and policy instruments of the Government.

The project did some remarkable work in partnering with some of the previously less involved partners, such as the JATI in designing the ToTs and developing training manuals. While JATI has been working with UNDP, DFID and AusAID in other reform initiatives in the justice sector, its involvement with UNODC or other projects on TIP has been minimal in the past. JATI's enthusiasm and ability to develop a long term partnership with UNODC will open a new avenue of collaboration and partnership with stakeholders as JATI has the required leverage in bringing the lawyers, judges, law makers, law enforcement officials to a common platform.

Partnership and collaboration with the CBOs is another successful dimension of this project. Notwithstanding the meagre financial assistance provided to the three CBOs, they unequivocally mentioned about the catalytic role of UNODC project by keeping their earlier initiated work afloat, assisting in the development of the guidelines for the operations of the shelter homes, and directly contributing to the rehabilitation of victims. Within the CBOs, through this project, SHISUK, DAM and TMSS developed a good working relationship with the Bangladesh Police, especially the Human Trafficking Cell in Police Head Quarter and CID. During this project period, over 50 cases were recorded under the Human Trafficking Deterrence and Suppression Act-2012, much owed to the results of the project activities. The CBOs also had developed good working relationships with other NGOs/CBOs who are formally part of the project; yet their cooperation in terms of knowledge sharing and informal referral mechanism has been outstanding.

With all the good work in the area of partnership and collaboration advocated by UNODC, there is a room for improvement towards a common approach to knowledge sharing between the law enforcement personnel and prosecution agents (lawyers, legal aid) in relation to preparing effective cases, filing GDs and FIRs, and developing a concerted approach to prosecution and legal support to victims. In this regard, collaboration with the Attorney General's Office can be considered in future, given their role in monitoring the Public Prosecutors' functions nationwide. The Office of the Attorney General is also represented in the PSC meetings. Given that this project for the

first time has initiated common capacity building endeavours, the process and initiatives undertaken need to continue leading to sustained outcomes in this area.

## Effectiveness

Effectiveness of this project was assessed through a review of the extent to which this project achieved its objectives, outputs and outcomes. Key questions included whether or not the capacity building initiatives provided effective support to the Government and the extent to which the needs and gaps of capacity building of the Government were identified and addressed. In analyzing the effectiveness, the evaluation took into account how strategic information generated by the project has been utilized in achieving the outputs and outcomes.

The project progress reports, minutes of the PSC and PIC and the various training related outputs were shared between the project partners, as these became available. In each of the organizations visited (Police, BGB, CBOs, Coast Guards and Office of the Prosecutors), there was clear evidence of the utilization of strategic information by the partners. In addition, it was found that strategic information generated through various other interventions, such as the USAID funded TIP project were utilized by the UNODC project, as part of the advocacy and reorientation of training modules in course of the project. The UNDP implemented Legal Reform Project also used information generated by the UNODC project and drew lessons regarding training options in designing its own training modules that had relevance to human trafficking issues. This aspect of partnership building and cross-fertilization of ideas stemmed from the following:

- common approach to training needs analysis undertaken by the UNODC implemented project and other similar interventions;
- use of common, yet effective training providers and ToT module developers; and
- utilization of learning from past experience derived from similar interventions, and willingness of the training providers to incorporate changes in the training design in an appropriate manner.

Across the board, there has been wide acknowledgement of the quality of both training providers, the Centre for Women and Children Studies (CWCS) and Environment, Agriculture and Development Services Ltd. (EADS). Areas covered in both ToTs and subsequent training programmes included issues such as:

- Migration, smuggling and trafficking
- The Prevention and Suppression of Human Trafficking Act, 2012
- National Plan of Action for Combating Human Trafficking 2012-2014
- Salient features of international and regional instruments
- Role of law enforcing officials to combat human trafficking

- Action of law enforcing officials and investigation
- Interrogation, interview and investigation
- Coordination and cooperation
- Challenges of law enforcing officials
- Role of public prosecutors
- Victims' needs in criminal justice proceedings
- Challenges of public prosecutors

EADS and CWCS shared the training programmes in two parts. EADS conducted training under Lot 1 in Dhaka, Sylhet and Chittagong divisions for law enforcing officials (police, coast guard, BGB) and public prosecutors on Anti-human trafficking laws, investigation and prosecution. EADS organized and conducted training at the peripheral level (Division, and District Level) using the training toolkit/manual prepared by CWCS. This is indeed a good evidence of knowledge sharing between the training providers, and a climate of collaboration between the various actors of the project. EADS conducted 14 batches of training reaching 410 law enforcement officials and public prosecutors.

CWCS developed the Master Training Manual for the law enforcement agencies and public prosecutors. A two-day long ToT was organized in collaboration with the JATI in 2014, which saw a new avenue of collaboration with a training institute that has never been a partner to UNODC programme or to any other similar capacity building programme in the past. Under the second lot, fourteen batches of training on Anti-Human Trafficking for the law enforcement officials were conducted by CWCS in 14 districts<sup>3</sup> during December 2014- August 2015. A total number of 412 participants attended these 14 training courses that included 247 police officials, 81 BGB officials, 8 Bangladesh Coast Guard officials and 76 Public Prosecutors. Map 1 shows the location of the project, including the training regions.

The CID of the Bangladesh Police has established a Forensic Training Institute (FTI) which provides different types of training on criminal investigation and intelligence. The project included FTI with the ToT and four participants received the ToT organized by UNODC using the newly developed training manual. After receiving the ToT, CID organized four batches of training and provided training to 100 CID officials.

Current activities of the project until its closure in December 2015 include arranging training for 80 members of the Counter Trafficking Committees (CTC) in Jessore and Sirajganj, being identified by the Ministry of Home Affairs. The training will be held on the protocol of Anti-Human Trafficking Unit and referral mechanism.

The Training Toolkit (Manual) was developed in Bangla language, and translated into English, followed by holding a ToT with 31 participants as master trainers. The effectiveness of this tool kit is evident from its wide distribution by the Ministry of Home and reaffirmation by the master trainers regarding the quality and utility of the training manuals, as applied in the various training programmes so far.

Other key achievements of the project with a high degree of effectiveness include:

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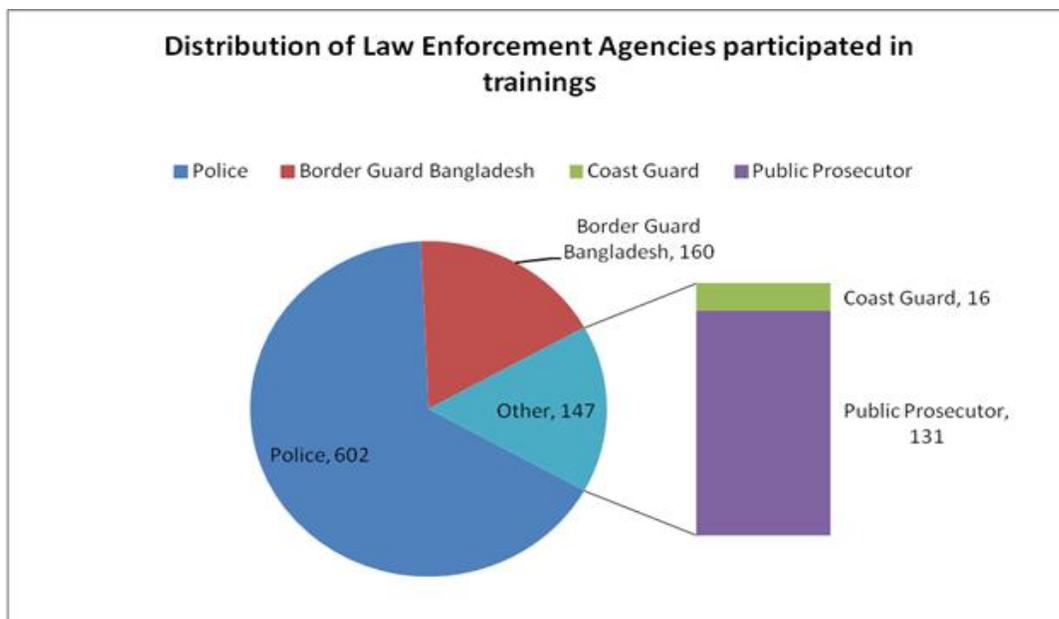
<sup>3</sup> The districts are : Barisal, Patuakhali, Jessore, Satkhira, Khulna, Jhenaidah, Rajshahi, Chapai Nawabganj, Joypurhat, Rangpur, Dinajpur, Lalmonirhat, Kurigram and Panchagarh

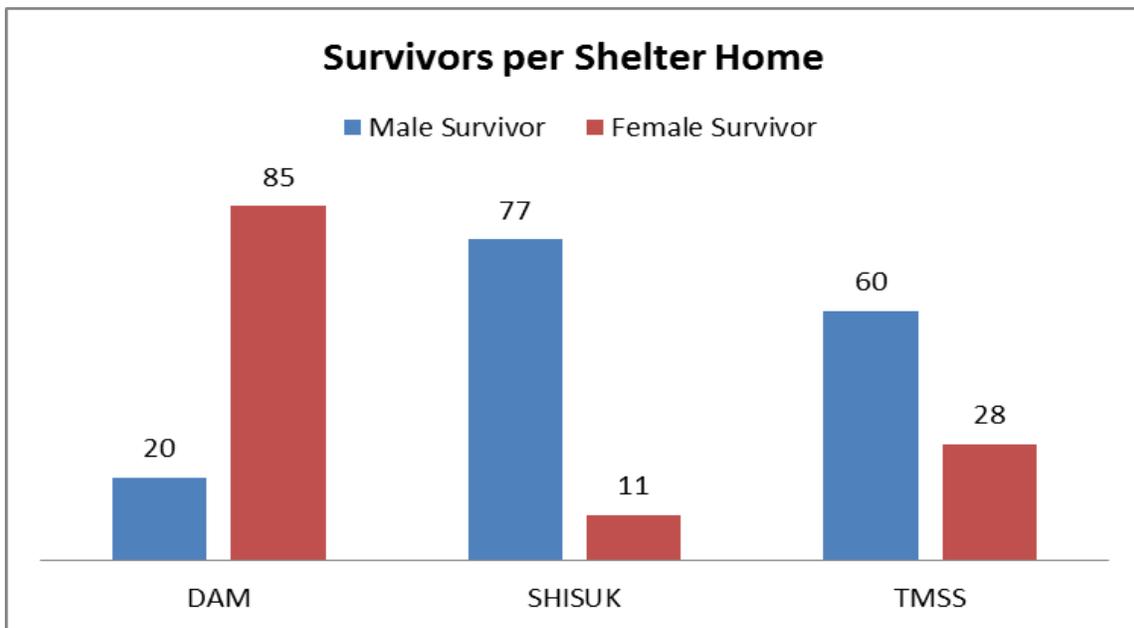
- Victim assistance and rehabilitation services to over 251 trafficked survivors through 3 NGO partners;
- Standard guidelines in Bangla for operating shelter homes developed and being used by partner NGOs;
- 909 persons (829 law enforcing officials and 80 public prosecutors) trained on countering trafficking in persons;
- Country assessment on the current status of victim support providers (Government, NGOs, and private sectors) and criminal justice actors on human trafficking undertaken;
- 230 trafficking victims received life-skill and entrepreneurship training and 25 trafficking survivors received support for establishing small businesses.

The effectiveness of the various trainings so far is vivid at least soon after the training sessions were conducted. However, these were not structurally recorded in the form of trainees' feedback. Trainees from the police, Border Guard Bangladesh, Bangladesh Coast Guard and public prosecutors in Bangladesh acknowledged that their knowledge on anti-human trafficking laws increased, as much as their knowledge on the NPA and capacity in investigation and prosecution of cases of human trafficking in line with the newly enacted comprehensive law.

However, it was revealed that the quality of case preparation and lodging such as the FIR by the police varied and in most of the instances, remained weak to the extent that the public prosecutors were unable to bring cases to a positive outcome because of the weak FIRs. Future training should build special modules for two specific participant groups (Investigation officers at the police; and public prosecutors) which will allow each to share their views with the other. This will also mean an opportunity for the investigation officers at the police station to learn from the public prosecutors as to how quality FIRs could be prepared that would facilitate the proceedings of specific cases towards successful outcomes.

**Figure 3: Distribution by law enforcement agencies participating in trainings**



**Figure 4: Shelter Home Support**

## Impact

The Impact of the project was assessed in light of the project's contribution to long-term capacity of Government stakeholders in regards to addressing human trafficking and the effect on social, economic, technical, changes for individuals, communities, and institutions related to the project. The evaluation also assessed if the project has made any difference to the lives of the beneficiaries.

As widely understood, it is difficult and too early to assess the impact of this project given that most of the activities have just ended, especially as these relate to building capacity among the diverse groups of stakeholders. Impacts are beyond the immediate outputs and relate to wider angles of outcomes. Even if some of the essential ingredients of impact gradually emerge, the aspect of attribution as to who has done what, for whom did this make a difference will likely remain? This is more so given that the Government itself has done some remarkable job in the policy and training area, covering a wide spectrum of stakeholders, such as law enforcement agencies, NGOs and the private sector. Some of the notable areas where impact has begun to emerge include:

- increased awareness among the law enforcement agencies regarding national and international policies, and protocols concerning human trafficking;
- increased awareness created by this UNODC supported project among some of the unintended beneficiaries (such as private prosecutors who were never brought under the purview of training) regarding the laws and global practices of prosecution;
- creating an enabling environment where diverse stakeholders could unite and collaborate for a common cause, setting the stage for greater opportunities of collaboration in future;
- contribution by UNODC focusing on trafficking of labours, primarily male; and

- first ever country assessment by UNODC on the current situation of victim support providers with a special focus on labour trafficking in Bangladesh. The impact of this study can be far reaching and can feed into policies, and future intervention strategies of the Government and development partners in Bangladesh.

With regard to direct support to CBOs in relation to shelter home management, the issue of impact is intimately related to sustainability of these shelter homes. It needs to be understood that the support from UNODC to the shelter homes was meagre and only represented between 15 to 20% of the annual cost in running these homes, which so far operate through a combination of external grants (USAID, UNODC, some large International Non Government Organisations (INGOs) and internal funding from the CBOs themselves). It is thus difficult to single out and attribute UNODC's contribution towards the impact of support made to the shelter home operations. However, there is some evidence of impact beyond the immediate outputs from UNODC's funding for the CBOs. First, UNODC's advocacy for an effective referral mechanism; Secondly, UNODC's contribution directly related evidence where community participation in the work of the CBOs was enhanced, and thirdly, linkages which have been established between the CBOs and Government administration in the district levels in three distinct areas related to the objectives of the project. These include: law enforcement responses to trafficking in persons through training and capacity building at the grass-roots level; moral and institutional support to CBOs in the conduct of shelter and legal-aid to victims of labour trafficking; and raising the awareness level within the communities regarding human trafficking in general, and labour trafficking in particular.

One notable impact relates to the successful social integration of victims of labour trafficking in Jessore and Bogra, where a number of survivors who were beneficiaries of UNODC support were successfully integrated into the society through skills development support, small business support and collateral loan facilities via micro-finance schemes. A female survivor owns a cosmetics shop in a remote village market in Bogra defying initial social exclusion behaviour from her community members. Another example exists of a male survivor regaining his self esteem and recovering from a psychological trauma to see him owning a small manufacturing plant sewing socks and winter caps for the urban markets in Bangladesh. A female survivor in Bogra who was rehabilitated by TMSS, one of the CBOs supported by UNODC, is now a qualified nurse working in a hospital which too is operated by TMSS. The works of DAM and SHISUK have been of equally high impact. Several victims of trafficking regularly receive legal assistance from the networks of SHISUK, an area they specialize in. DAM's work in Jessore resulted in rehabilitation and social integration of several survivors, including those who received support from the UNODC project funding.

Each of the Community Based Organizations (CBOs) engaged in the operation of the shelter homes possess uniqueness in delivering services to the victims of trafficking, which adds value. However, the linkages and partnership building among these CBOs are not institutionalized. Visits to all the shelter homes and discussions with the CBO partners revealed distinctly different sets of skills they each possess, beyond their normal rehabilitation activities. For example, DAM in Jessore is strong in community awareness building, establishing linkages with the law enforcement agencies and other CBOs. SHISUK in Dhaka have proven skills in providing legal aid to victims through their panel of lawyers; and TMSS in Bogra have excellent facilities for skills development training, health and education support through their existing facilities, and creating employment opportunities for the victims.

In order for the impact of the interventions to emerge, both in relation to the capacity building training and direct support to CBOs, two aspects need to be addressed: i. institutionalization and integration of training modules related to human trafficking within the in-service training plans of the law enforcement agencies; and ii. Institutionalizing partnership between the various CBOs engaged in operating shelter homes for rehabilitation and social integration of victims.

## Governance and Management

The evaluation assessed the aspect of governance and management from the following perspectives:

- i. Functions of the Project Steering Committee (PSC) and Project Implementation Committee (PIC); and
- ii. Day to day project management practices, including financial management functions.

While the project design provides for a PSC, subsequently, an additional layer of committee called the PIC was constituted. The functional role of PSC as per the ToR available was that the committee would perform more strategic direction functions, headed by the Senior Secretary of the Ministry of Home Affairs, and represented by the law enforcement agencies, legal agencies, implementation partners and IOM, as an inter-governmental body mandated for safe and quality labour migration. This committee met two times during the life of the project, although it was meant to meet 2 to 3 times a year. Yet, it provided useful direction regarding the broader domain of interventions and strategic issues. Some of these issues are often not covered within the jurisdiction of the UNODC project, such as project specific partnership on inter-regional and global human trafficking issues, including labour trafficking which is generally covered by IOM.

The PSC which was designed to meet every quarter, met six times during the life of the project and served as an effective mechanism in terms of removing implementation bottlenecks, approving work plans, and taking stock of issues and challenges with a view to solving these hurdles at the highest level.

While the purpose, scope and composition of the PSC and PIC differ fundamentally and in content, bureaucratic delays hampered the timely holding of meetings and implementation of decisions in a timely manner. There is evidence that the MoHA took 2-3 months to decide on a date for holding the meeting after being requested by UNODC. Despite the good intention of constituting PIC and PSC as two separate fora, bureaucratic hurdles experienced so far necessitates revisiting the utility and impact of similar multiple coordination mechanisms in future projects of UNODC in Bangladesh.

With regard to day to day management of the project, the UNODC Programme Management team has done a sound job with meagre logistical and financial support they had at their disposal. To say the least, the project lacked a vehicle, an important part of any project operations, either for field monitoring or for movement within the city for any official purpose. Reliance on UNDP administration for issuance of contracts also caused delays on several occasions. Despite all of these, the internal management of the project deserves acknowledgement, including timely preparation of reports, judicious use of financial resources, and attention to timely

implementation of the project activities within the capacity, mandate and jurisdiction of the project.

## Sustainability

The evaluation assessed whether the outputs of the project are likely to continue after its termination, financially, institutionally, and in relation to partnerships and cooperation.

First, in relation to financial sustainability, it is clear that for a critical mass of advocates, and trainees to be developed and retained, a project of this size can only set the initial stage, while its scaling up, replication and continuation of some of the critical activities (training including multiple stakeholders engagement; support to CBOs; and testing and maintaining the referral system) need to be supported by renewed funding. Unless the training modules are institutionalized and embedded into the mainstream capacity building activities of the organizations, sustainability of the results gained so far cannot be guaranteed.

Secondly, the training programmes were short lived, and reached a limited number of participants. Several of them were transferred to non related areas, while the new deputed staff in their place could not be trained given the completion of the training activities. This severely impacts on the sustainability of the project.

Related to this is the unknown factor whether or not the level of collaboration and partnership between the various duty bearers (law enforcement agencies, legal practitioners, and the CBOs) will continue or not. UNODC's role was significant in continuously engaging with partners that resulted in collaboration between the various actors. Continuation of such collaboration among the partners after the project life will largely depend on the mind-set of the leaders of these agencies. Some team building activities could be undertaken during the remaining life of the project, as an effective exit strategy, leaving some degree of collaborative environment in place.

Thirdly, in the absence of continued legal support to victims, the referral linkage that is being developed need to include an agreement with Community Legal Aid agencies, such as Bangladesh Legal Aid Services Trust (BLAST) and other selected legal aid related NGOs so that they can provide support to victims once these cases are referred by the CBOs supported under this project. Lastly, the project in the tail end of its life is embarking on two highly strategic reform initiatives; i.e., piloting the establishment of two Anti-Human Trafficking Units as part of the existing Counter Trafficking Committee (CTC) in Jessore and Sirajganj; and establishing a referral mechanism for the survivors. However, given the imminent closure of the project in December 2015, there will be no scope for the project to assess the impact of the training and the challenges in up-scaling the AHTU countrywide. Thus, the likely absence of institutional memory in the Government poses a major challenge to the establishment of the AHTU and its sustainability.

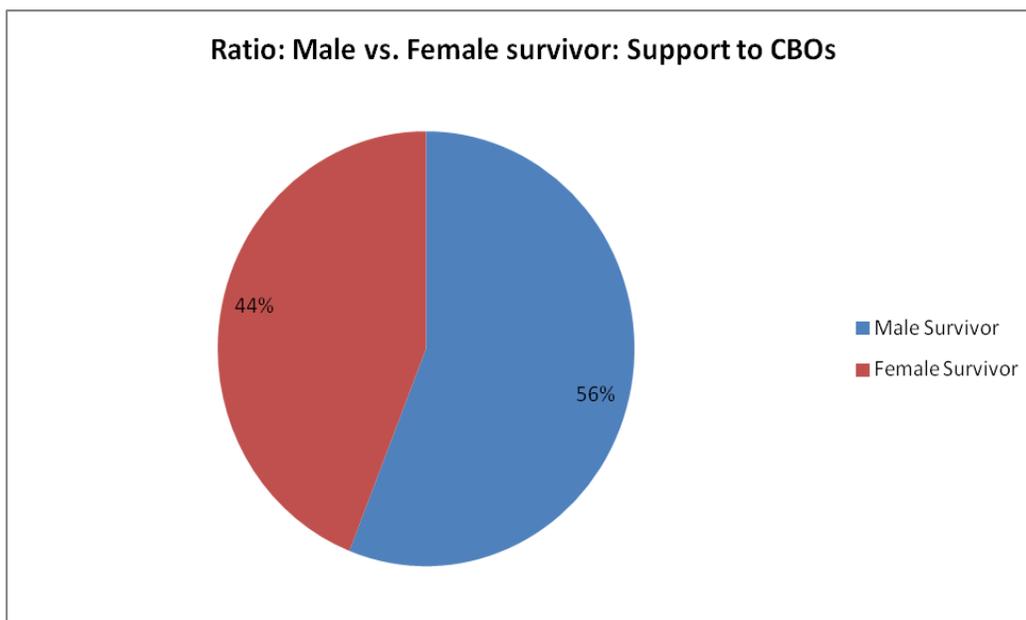
## Human Rights and Gender

Human rights and gender were included as cross-cutting issues in the evaluation criteria. The recommended principles and guidelines on human rights related to human trafficking developed by the United Nations High Commissioner for Human Rights (UNHCHR) were adequately and

appropriately used in designing the training modules, tool kits and the guidelines for the shelter homes. This was evidenced in the training modules for the Police and Public Prosecutors, and the tool kit for the shelter homes. Several sections of these tools had specific reference to the responsibility of these stakeholders in ensuring that human rights are not violated in prosecution activities, as well as in safeguarding the privacy and human rights of victims of trafficking. There has been no evidence of any activity under the project that counters the basic principles of human rights of individuals.

With regard to gender, the design took an approach to support the male victims of labour trafficking while providing assistance to the CBOs' operated shelter homes. The shelter homes operated by all the three CBOs has separate facilities for both male and female victims. In due course, UNODC and the Government agreed to include both male and female victims in order to support victims of labour trafficking, as shown below:

**Figure 5: Gender ratio: Support to CBOs**



With respect to training of law enforcement personnel and public prosecutors, the participation of female trainees has been low. Out of a total of 909 participants, only 21 females represented the police department and 3 represented the public prosecution stakeholders, making a total of 24 female participants. The reason for this low number of female participants is that, at the inspector level in the police department (the key target group and beneficiaries of training), there is only a handful of female recruits. On the other hand, at the Bangladesh Civil Service (Police) officer's level and constable level, there is an increasing trend to include female staff that was not among the target groups for the training under this project.

## Innovation

Innovation was judged through assessing the extent to which this project undertook efficient and effective innovative practices. A short-lived and low resourced project, it has several innovations to be noted. These include, but are not limited to innovation in the training pedagogy, including bringing multiple stakeholders in common training platforms; innovation in the training manuals that included practical case studies, and step by step pedagogical instructions, and use of simple language in the training materials. The quality of shelter homes operational guidelines took a victim centred humane approach pertaining to the shelter home administration, counselling, treatment, and privacy issues related to victims. These innovative approaches increased the knowledge base of the trainees who expressed the need for increased training opportunities in a range of value added issues.

Another innovation that needs to be highlighted is that, as part of shelter home services, the CBOs organized combined life-skill and entrepreneurship training for the trafficked victims, resulting in higher self esteem for them, and opening up of livelihood opportunities for a number of survivors. This aspect has been discussed in some of the preceding sections of this report.

The biggest innovation of this project is the focus on trafficking of labours, primarily male which has never been an area of intervention in the past in Bangladesh. In support of this, UNODC undertook the first ever country assessment on the situation of victim support providers (Government and CBOs) with a special focus on labour trafficking in Bangladesh. This innovative study, published in hard copies is available with UNODC Project office and the relevant government agencies. The study can have a far reaching impact as this can feed into policies, and future interventions of the government.

### III. CONCLUSIONS

The project has been a unique one, first of its kind in Bangladesh in addressing issues related to trafficking of labours, despite other larger interventions initiated by bilateral donors in the past in the area of Trafficking in Person (TIP). The project has been effective and has brought about considerable impact in terms of building the capacity of law enforcement agencies, civil society organizations and generated strategic information related to human trafficking, especially trafficking of labours. The project has achieved this at a time when no past precedence or baseline data were available to carry out effective advocacy with the counterpart ministry officials. Several innovations were instituted although it is difficult and too early to assess the long term impact of this project given that most of the activities have just ended.

The success of the project can be attributed to several factors, including the Government's past good work in policy and training area, covering a wide spectrum of stakeholders, such as law enforcement agencies, NGOs and the private sector. The project has contributed significantly in developing increased awareness among the law enforcement agencies regarding national and international policies, and protocols concerning human trafficking. This was evident from the interviews with the stakeholders at all levels.

Despite uncertainty regarding sustainability of the knowledge utilization by the law enforcement officials after the project ends, UNODC's contribution towards creating an enabling environment where diverse stakeholders could unite and collaborate for a common cause cannot be denied. This led to setting the stage for greater opportunities of collaboration in future. The first ever country assessment by UNODC on the current situation of victim support providers (Government and NGOs) with a special focus on labour trafficking in Bangladesh can have a far reaching effect and can feed into future policies, interventions, and strategies of the Government and development partners in Bangladesh. This is being formally reviewed and published under the auspices of the government.

With regard to direct support to CBOs in relation to shelter home management, it needs to be understood that the support from UNODC to the shelter homes was meagre, yet important towards the continued operations of the shelter homes. There exist some evidences of impact beyond the immediate outputs from UNODC's funding for the CBOs. First, UNODC's advocacy for an effective referral mechanism; Secondly, there is a wide acknowledgement of UNODC's small but high impact contribution to the shelter home activities of the CBOs, as well as UNODC's catalytic role in developing linkages between the CBOs and Government administration in the district levels; and lastly, there are evidences of increased awareness within the communities regarding human trafficking in general and labour trafficking in particular.

In order for the impact of the interventions to emerge, both in relation to the capacity building training and direct support to CBOs, two aspects need to be addressed: i. institutionalization and integration of training modules related to human trafficking within the in-service training plans of law enforcement agencies; and ii. institutionalizing the partnership between the various CBOs engaged in operating shelter homes for rehabilitation and social integration of victims.

The project has adopted several good management practices, including inclusive decision making, and engaging the Government counterparts, and CBOs, which has led to their buy-in and provided impetus for the project implementation. The successful involvement of multiple and diverse stakeholders in a range of project activities is a good example to learn from in future designs.

One of the key lessons that could be learnt from this project is that training and other capacity interventions, needs to be institutionalized and integrated into the mainstream training programmes of the organizations in the interest of sustainability.

## IV. RECOMMENDATIONS

The following are the key recommendations emerging from the evaluation:

- In designing future similar projects, attention needs to be given to practical and evidenced based logical frameworks with indicators which can be reasonably and practically quantified. This will not only help in future evaluations, but will also help in showing the impact of the work and to see what works and what doesn't work.

Responsible parties: UNODC; UNODC ROSA

- A post-project exit meeting should be held with the key stakeholders, joint by senior levels from UNODC Regional Office. One of the recommendations that should be brought to the attention of the police department is that the role and function of the monitoring unit needs to be revisited. The monitoring unit's role should not be merely limited to gathering statistical information on arrests of suspected traffickers, or recovery of victims, but should embrace a range of Monitoring and Evaluation (M&E) functions consistent with the National Action Plan (NAP) strategies.

Responsible parties: UNODC ROSA, Project Management

- During the remaining time of the project, UNODC should undertake serious advocacy dialogues with the law enforcement agencies' training institutes (Police, BGB, Coast Guard, Immigration Police and Legal Training Institutes) so that their training packages (pre-service, in-service, ToT and refresher courses) incorporate training on human trafficking related issues, including laws, policies, rules and practices [(Outcome 1) envisaged integration of training curriculum of the training institutes].

Responsible parties: UNODC ROSA, Project Management

- It is evident that for the first time, a project of this nature (despite the existence of other donor interventions) was successfully able to engage four diverse law enforcement agencies, public prosecutors, and CBOs in some common fora, setting the stage for greater opportunities of collaboration in future. These initial results should be carried forward in future through expanded and strategic engagement of multiple stakeholders in key areas, such as ToT, and involving persons beyond the regular law enforcement officials, such as community police; CBOs/NGOs; public prosecutors and private legal practitioners; legal aid agencies; public sector judges (district judges); magistrates; policy makers; and former victims of trafficking.

Responsible parties: UNODC ROSA, Project Management

- In future designs of interventions, the aspect of collaboration between the law enforcement agencies and prosecution personnel (both public and private) should be

seriously considered, not just in the form of short sporadic training, but also through team building and knowledge sharing meetings that offer opportunities for frequent interactions and learning by doing, based on past lessons and evidence of outcomes.

Responsible party: UNODC ROSA

- UNODC should dialogue with the CBOs with a view to advocating for greater collaboration with each other for increased sharing of lessons, knowledge and practices, and assist each others' clients in areas of their comparative strengths. In the remainder activities of the project (developing a referral mechanism between Government and NGOs), there is an opportunity for the 3 CBOs (TMSS, DAM and SHISUK) to collaborate and participate in the workshops, as common members of the Counter Trafficking Committee (CTC).

Responsible parties: UNODC ROSA, Project Management

- The project exit meeting, as recommended in 2 above should be held with the Government which should reinforce the need for an early approval of the Rules emanating from the Act of 2012, and thus pave the way for greater opportunities for community led communication on the responsibility of duty bearers, charter of the law enforcement officials, customer relations between the two parties, i.e., law enforcement agencies and service seekers.

Responsible parties: UNODC ROSA, Project Management

- Given the powerful and effective media base in Bangladesh, including community radio presence, future interventions should engage local and/or national level media, community radio, newspapers, and other means of communication. This will contribute to community awareness building regarding prevention of human trafficking, and avenues for legal aid for communities.

Responsible Party: UNODC ROSA

- UNODC should immediately start a dialogue with the Government, perhaps in conjunction with the exit meeting in ensuring that the last trained person in India (through study tour) be retained in his present role to oversee the establishment of the AHTU piloting.

Responsible Parties: UNODC ROSA, Project Management

- In the absence of the UNODC Programme Office in Bangladesh following the closure of the project, UNODC Regional Office in its regular bilateral regional dialogues with the Government of Bangladesh should include the AHTU and the referral mechanism issues, as a follow up monitoring action.

Responsible Party: UNODC ROSA

## V. LESSONS LEARNED

A number of lessons could be learnt from the implementation of this project over the last three years:

While a good financial base generally provides opportunities for expansion of activities and outputs, effective project management can bring equally good results, and outcomes, and can represent good value for money. The project had a lot to offer, and showed the pathways for many changes, innovations and catalytic interventions that could be replicated and scaled up in future. Examples include, expansion of support to more CBOs across the country; renewed training programmes for law enforcement agencies; including new actors such as the JATI on board regarding judicial training; offering more study tour opportunities, and involving media as part of a critical prevention and awareness building endeavour that is much needed in the context of Bangladesh.

The project has adopted a good practice by resorting to inclusive decision making, engaging the Government counterparts, and CBOs, which has led to their buy-in and provided impetus for the project implementation. The successful involvement of multiple and diverse stakeholders in a range of project activities is a good example to learn from in future designs.

One of the key lessons that could be learnt from this project is that training and other capacity interventions, however successful on its initial face value, need to be institutionalized and integrated into the mainstream training programmes of the organizations (in this case the police, BGB, Coast Guard and the JATI for the prosecutors). This approach will have high likelihood for the outcomes of the training to be sustainable in the long run.

ANNEX I. TERMS OF REFERENCE OF THE  
EVALUATION

UNITED NATIONS OFFICE ON DRUGS AND CRIME  
Vienna

**Terms of Reference of the  
Final Independent Project Evaluation  
Technical Assistance to the Government of  
Bangladesh in Strengthening the Responses to  
Human Trafficking**

**BGDX79  
Bangladesh**

July 2015



UNITED NATIONS  
New York, 2015

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## I. BACKGROUND AND CONTEXT

Project number:	BGDX79
Project title:	Technical Assistance to the Government of Bangladesh in Strengthening the Responses to Human Trafficking
Duration:	<b>October 2012- December 2015 (3 years 3 months)</b>
Location:	Bangladesh
Linkages to Country Programme:	Same as regional Programme
Linkages to Regional Programme:	Links to Sub-programme 1, Outcome 2 (Trafficking in persons and smuggling of migrants operations identified and effectively acted upon) of the Regional Programme for South Asia (2013-2015)
Linkages to Thematic Programme:	Organized crime and trafficking
Linkages to Global Programme:	Organized crime and trafficking
Executing Agency:	UNODC
Partner Organizations:	Ministry of Home Affairs, Government of Bangladesh (MoHA) and Civil Society
Total Approved Budget:	USD 500,000
Donors:	US Department of State
Project Manager/Coordinator:	ABM Kamrul Ahsan
Type of evaluation (mid-term or final):	Final Independent Project Evaluation
Time period covered by the evaluation:	October 2012- December 2015 (3 years 3 months). The evaluation will take place in October 2015 and require one month to complete.
Geographical coverage of the evaluation:	Bangladesh
Planned budget for this evaluation:	USD 15,000
Core Learning Partners <sup>4</sup> (entities):	Ministry of Home Affairs, Government of Bangladesh (MoHA) and Civil Society (DAM, SHISUK and TMSS)- ANNEX II

<sup>4</sup> The Core Learning Partnership (CLP are the key stakeholders of the subject evaluated (project, programme, policy etc.) who have an interest in the evaluation. The CLP works closely with the Evaluation Manager to guide the evaluation process.

## **Project overview and historical context in which the project is implemented**

The approach of the project is to build the capacity of the law enforcing officials and public prosecutors through imparting need-based training on investigation and prosecution techniques; mobilize the NGOs and support them to provide shelter home services to the trafficked victims and thereby to help them obtaining legal aid services. One of the important approaches of the project is to provide skill-based and entrepreneurship training to the survivors of the human trafficking in order to use those training for their livelihood.

Context: Trafficking in persons is a form of modern-day slavery, a human rights violation that constitutes a crime against the individual and the State. It must be recognized and punished by legislative means. Trafficking in persons constitutes a form of violence against its most frequent victims: women and children. It is a crime driven by gender inequality, the absence of equal opportunity, stark intra and inter-State economic disparities, corruption and vulnerability due to failing judicial and law enforcement systems, civil instability and the failure of States to protect and provide for their citizens. Demand for commercial sex and cheap construction, manufacturing, industrial and domestic labour is a contributing factor. While some trafficking victims are physically coerced into migrating; others are deceived through promises of gainful employment or otherwise defrauded. When they arrive at their destination, they encounter exploitation for sex, forced labor or even other kinds of exploitation. Victims of trafficking are subjected to various forms of exploitation; assault, kidnapping, sexual abuse, rape, torture, threats and starvation, all of which account for high levels of mental, physical and psychological trauma.

While trafficking for sexual exploitation of women and girls has to date mostly been reported, trafficking for labour exploitation especially that of men and boys, is becoming increasingly evident. The issue of trafficking in persons, especially women and children, and also men is causing increasing concern in South Asia. The movement of trafficked persons from within these countries and across borders is also frequently reported. Although chiefly a source country for human trafficking, Bangladesh in recent times has become both a transit and destination country for human trafficking<sup>5</sup>. Alongside the intra-country and cross-border trafficking in women and children, trafficking of men for the purpose of 'labour exploitation' has been on the rise. In Bangladesh, a significant number of men are recruited for work overseas with fraudulent employment promise, who often later face exploitative and inhuman conditions of labour in the form of forced labour or debt bondage.

Trafficking is closely linked to insecurity of livelihood as well as to continuing disparities and discrimination against marginalized communities generally, and against women in particular. There are many factors that lead to the vulnerability of men, women and children to trafficking, such as poverty, illiteracy, lack of awareness, unemployment, gender discrimination, domestic violence and lack of an efficient criminal justice system to properly address the problem of trafficking.

The Government of Bangladesh is making concerted efforts to counter human trafficking. Bangladesh ratified the United Nations Convention against Transnational Organized Crime (UNTOC) in July 2011 and has enacted a comprehensive legislation addressing trafficking for all forms of exploitation titled the 'The Human Trafficking (Deterrence and Suppression) Act 2012. In

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<sup>5</sup> Bangladesh may be called a destination country for women and men trafficked into this country from Myanmar under the cover of 'Rohingya refugees' or for the purpose of 'sending' to third countries. "Many Rohingya refugees from Burma transit through Bangladesh using unofficial methods, leaving them vulnerable to traffickers inside Bangladesh and in destination countries." (TIP Report 2011)

light of these developments and in line with its proposed National Plan of Action (2012-2014) to counter human trafficking, the project aims to: assist the Government of Bangladesh in preventing human trafficking through effective and strengthened law enforcement capacities; provide protection and assistance to trafficked victims through establishment of national referral mechanisms and increased cooperation between the criminal justice system and civil society.

## **Justification of the project and main experiences / challenges during implementation**

### **Key Challenges encountered during project implementation:**

- Political unrest: Throughout the 2013 and 2014 the country faced a lot of political unrest, which hampered the project implementation in the country
- The project is mainly focused on capacity building and training of law enforcing officials and public prosecutors, which required to organize training. As the project is funded by US State Department and one of the pre-requisite was to do the Leahy Vetting of the law enforcing officials. It took long time to obtain the vetting results from US
- The entire project is implemented in collaboration with the Ministry of Home Affairs. Each activity was endorsed by the Ministry, which is also a challenges to face the bureaucratic process.

### **Key problems addressed by the project:**

- a) Ineffective criminal justice response and weak institutional capacity – As corroborated by global and regional research<sup>6</sup>, the criminal justice response to trafficking in persons is significantly hampered by: (a) A lack of knowledge among criminal justice practitioners, generally, of the nature and constituent elements of trafficking crimes, and; (b) The lack of a substantial number of criminal justice practitioners with the required specialized skills to lead national efforts to prevent, detect, investigate, prosecute and adjudicate cases of trafficking in persons, while protecting the rights of as well as assisting and protecting victims of human trafficking. This results in victims of trafficking finding the criminal justice system not approachable which leads to them not filing cases for prosecution of traffickers. In this regard, there is an urgent need for establishing adequate legal and institutional frameworks in line with the domestic legislations and Protocols as well as for specialized training targeting criminal justice practitioners, including all law enforcement agencies.
- b) Insufficient understanding of the aspect of Organized Crime - Another important element of any law enforcement response to human trafficking is the treatment of the role of organized crime. At this stage, there is limited information available regarding the complicity of organized crime groups in human trafficking activities in the region.
- c) Limited victim identification, protection and referral - Victims of trafficking are isolated from the outside world and their contact with others is generally restricted to those to whom their services are offered. Human trafficking poses an additional problem in that a

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<sup>6</sup> European Commission and Terre Des Hommes (TDH), May 2007, Regional Study for the Harmonization of Anti Trafficking Legal Framework in India, Bangladesh and Nepal with International Standards; UNODC Regional Office for South Asia, Legal and Policy Review – Responses to Human Trafficking in Bangladesh, India, Nepal and Sri Lanka, 2010; Department of State, United States of America, Trafficking in Persons Report, 10<sup>th</sup> Edition, June 2010; United Nations Office on Drugs and Crime, Global Report on Trafficking in Persons, February 2009

law enforcement officer may come upon a “crime scene” that is dynamic and the officer may have great difficulty distinguishing between perpetrators and victims which increases the chance of labelling a trafficking victim as perpetrator. Through the provision of protection and appropriate referral procedures, trafficked victims can gain confidence and security to provide evidence against their traffickers during criminal investigation.

- d) Inadequate anti - trafficking legislation - The major gap as far as cross-border anti-trafficking standards is concerned is that the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children (Trafficking in Persons Protocol) has not yet been ratified by Bangladesh.
  
- e) The GTIP 2011 report placed Bangladesh in the Tier 2 Watch List for the third consecutive year and included it in the priority list for funding consideration in the present call for proposals. This project meets the G/TIP 2011 priorities indicated under (a) increase criminal prosecutions and convictions of trafficking offenders for all forms of labour trafficking, including involving fraudulent labour recruitment and forced child labour, and (b) provide protection services for adult male trafficking victims and victims of forced labour. The project seeks to address the aforementioned issues as well as the transnational nature of the crime through focusing on internal as well as cross border trafficking problems faced by Bangladesh. By ultimately targeting the perpetrators and criminal groups involved in human trafficking and protecting the human rights of the victims of trafficking, the project will contribute to reducing the adverse effects that trafficking in persons in Bangladesh.

### **Project documents and revisions of the original project document**

Initially the project period was for two years from October 2012 (practically started in January 2013) to September 2014. The duration of the project was extended twice and accordingly revised. The purpose of the project revision was to extend the duration of the project until December 2015.

Throughout the project duration, Bangladesh has experienced a lot of political unrest including hartals (politically motivated general strikes). Unfortunately, the prevailing security situation led to the delay of implementation of planned activities and while good progress has been made in the project implementation in 2014, some activities required additional time. To ensure that all project activities are effectively implemented and key results are achieved; the project seeks a no-cost extension till December 2015, and the donor approved. The immediate objectives and outputs of the project remain unchanged. The execution modalities also remain unchanged.

## **UNODC strategy context, including the project's main objectives and outcomes and project's contribution to UNODC country, regional or thematic programme**

An anti-trafficking achievement of the Government of Bangladesh is the enactment of 'The Human Trafficking (Deterrence and Suppression) Act 2012', a comprehensive legislation addressing trafficking for all forms of exploitation which in line with the UN Trafficking Protocol. The Government also has in place the National Plan of Action for Combating Human Trafficking (2012-2014). Notably, the Government has on 13 July 2011 ratified the United Nations Convention Against Transnational Organized Crime (UNTOC) and another ancillary international instrument namely the UN Convention for the Protection of the Rights of All Migrant Workers and Members of their Families 1990.

In collaboration with the Ministry of Home Affairs, Government of Bangladesh, and with funding support from the US Department of State, UNODC has been implementing a project in Bangladesh titled "Technical Assistance to the Government of Bangladesh in Strengthening the Responses to Human Trafficking" since October 2012. The project aims to assist the Government of Bangladesh in preventing human trafficking through effective and strengthened law enforcement capacity; provide protection and assistance to trafficked victims through establishment of national referral mechanisms and increased cooperation between the criminal justice system and civil society. The project will be ending in December 2015. This is first ever country specific project being implemented in Bangladesh.

Expected Accomplishment(s) in the Strategic Framework: 1. (b) Member States are equipped to take effective action against transnational organized crime, including: drug trafficking; money laundering; trafficking in persons; smuggling of migrants; illicit manufacturing and trafficking of firearms; and emerging policy issues as mentioned in General Assembly resolution 64/179

**Project Objective:** Strengthening the government and civil society responses to counter trafficking in persons in Bangladesh.

**Outcome 1:** Strengthen regional and inter-regional cooperation and intelligence sharing in rescue operation, investigation, monitoring of human trafficking cases and law enforcement officials refer victims to treatment and reintegration services.

*Output 1.1:* Law enforcement officials<sup>7</sup> trained on victim identification, investigation, prosecution of labour trafficking offenses and referrals for appropriate treatment and reintegration of labour trafficking survivors.

*Output 1.2:* Strengthen and Operationalise Specialized Anti Human Trafficking Units (AHTU's) for rescue operations / investigation and monitoring all activities pertaining to trafficking in persons, with a special focus on strengthening regional and inter-regional coordination and cooperation.

**Outcome 2:** Government and NGOs establish a referral system for adult male trafficking victims and victims of forced labour

*Output 2.1:* Enhanced protection services for adult male trafficking victims and victims of forced labour.

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<sup>7</sup> Border guards, immigration officials, police officers, labour inspectors, public prosecutors

## II. DISBURSEMENT HISTORY

	<i>Total Approved Budget (time period)</i>	<i>Expenditure (time period)</i>	<i>Expenditure in % (time period)</i>
	490,200	428,947	87%

## III. PURPOSE OF THE EVALUATION

### Reasons behind the evaluation taking place

This final independent project evaluation initiated by the UNODC is an end of project (final) evaluation as per the project document, which was planned and budgeted for at the project design phase.

### Assumed accomplishment of the evaluation

The purpose of this evaluation is to measure achievements of project objectives, outcomes and impact. The overall expectation of the evaluation is to draw lessons from project implementation that form the basis for instituting improvements to the existing and future project planning, design and management. It will also help UNODC and other stakeholders to take stock of the project, learn from its implementation process and results, and identify gaps.

### The main evaluation users

The main users of this evaluation will be the UNODC to use the findings, lessons and recommendations for future programming in Bangladesh as well as in the region. The next user of the report will be the government particularly the Ministry of Home Affairs, law enforcing agencies and public prosecutors to use the findings, lessons and recommendations to understand the situation and progress of their collaboration. The partner NGOs will also benefit from this evaluation in knowing the effectiveness and drawbacks of shelter home services

## IV. SCOPE OF THE EVALUATION

The unit of analysis to be covered by the evaluation

The scope of the evaluation is limited to project activities (BGDX79) in Bangladesh.

The time period to be covered by the evaluation

The evaluation will cover the time period from January 2013 through December 2015. The evaluation may start with a briefing session at UNODC followed by a detailed mission in Bangladesh.

The geographical coverage of the evaluation

Bangladesh

## V. EVALUATION CRITERIA AND KEY EVALUATION QUESTIONS

The evaluation will be conducted based on the following DAC criteria: relevance, efficiency, effectiveness, impact, sustainability, as well as partnerships and cooperation, gender and human rights and lesson learned, and, will respond to the following below questions, however, provided as indicative only, and required to be further refined by the evaluator

<i>Design</i>
<i>the extent to which the logical framework approach was adopted, with measurable expected Performance Indicators at the country and regional levels, outcomes and outputs, performance indicators, including gender equality and human rights, targets, risks, mitigation measures and assumptions.</i>
<i>An appropriate participatory needs assessment and context analysis took place.</i>
a. To what extent was the project design based on a needs assessment and a context analysis?
b. Was the design the most appropriate to meet the needs identified?
c. Was there clarity, logic, coherence, and gender consideration of the original project design?
<i>Relevance</i>
<i>is the extent to which the objectives of a project are continuously consistent with recipients' needs, UNODC mandate and overarching strategies and policies. How the intervention was designed and implemented to align and contribute to address human trafficking in line with country law and plan of action, whether the project is in line with human rights.</i>
a. How relevant is the project to target groups', including Governments', needs and priorities?
b. How relevant is the project to other key stakeholders' (executing agencies, partner organizations, including other UN agencies, NGOs etc.) needs and priorities?
c. To what extent is the project aligned with the policies and strategies of the Government of Bangladesh in addressing human trafficking?

d. How relevant for UNODC to undertake a country-specific project first time in Bangladesh?
<i>Efficiency</i> <i>is a measure of how resources/inputs (funds, expertise, time, etc.) are converted into outputs.</i>
a. Were the resources and inputs converted to outputs in a timely and cost-effective manner?
b. Was UNODC management, coordination and monitoring efficient and appropriate for the project?
<i>Effectiveness</i> <i>is the extent to which a project or programme achieves its objectives and outcomes. Analysis of intervention's effectiveness involves assessing the way in which results were defined, monitored, and achieved.</i>
a. To what extent were the planned objectives and outcomes in the project document achieved?
b. What are the results achieved beyond the logframe?
c. Have the capacity building initiatives provided effective support to the Government?
d. During implementation of the project, were the needs and gaps of capacity building of the government identified and addressed?
<i>Impact</i> <i>is the positive and negative, primary and secondary long-term economic, environmental, social change(s) produced or likely to be produced by a project, directly or indirectly, intended or unintended, after the project was implemented.</i>
a. Has the project contributed or is likely to contribute to long-term capacity of the government officials in regards to addressing the human trafficking and effect on social, economic, technical, changes for individuals, communities, and institutions related to the project?
b. What difference has the project made to the beneficiaries?
c. Is there any unintended impact?
<i>Sustainability</i> <i>is concerned with measuring whether the benefits of a project or programme are likely to continue after its termination. Projects need to be environmentally as well as financially sustainable. Additionally the evaluator also assesses project design, partnerships and cooperation, and innovation.</i>
a. To what extent are the project results (impact if any, and outcomes) likely to continue after the project?
b. Is stakeholders' engagement likely to continue, be scaled up, replicated or institutionalized after external funding ceases?
<i>Partnerships and cooperation</i> <i>is a measure of the level of UNODC cooperation with partners and implementing partners (e.g. donors, NGOs, Governments, other UN agencies etc.)</i>
a. To what extent have partnerships been sought and established (including UN agencies) and synergies been created in the delivery of assistance?
b. Will the partnerships continue even after the end of the project?
c. To what extent has civil society engagement proved beneficial in service delivery?
<i>Innovation</i> <i>is the extent to which a project or a programme initiates efficient and effective innovative practices</i>
a. Are there any innovative practices that this project can boast of?
<i>Human rights and gender</i>
a. Was gender and human rights considered as important factors during project designing

and during project implementation?
b. To what extent have human rights been mainstreamed/addressed in project design and implementation?
c. To what extent did it improve awareness of gender?
<i>Lessons learned and Best Practices</i>
a. What are the main lessons of the project?
b. Did the project use the lessons during revising the project?

The Evaluator should focus on crucial and strategic issues during project design and implementation. The major emphasis will be on measuring outcomes, impact, and sustainability of project results. The evaluation will also analyse project concept and design, and project implementation.

The Evaluator will also assess whether the desired results have been achieved, and if not, whether there has been some progress made towards their achievement, whether the programme addresses the identified needs/problem (relevance), whether the programme/project contributes to a priority area or comparative advantage for UNODC in the country or region.

The Evaluator will ensure that lessons learnt and best practices from the project will be recorded and recommendations on possible follow-up activities will be made as appropriate. The evaluation will also assess the spin-offs, if any, as well as any achievements, beyond the project mandate. While analyzing the challenges in implementation, the efforts made to address the challenges will also be evaluated including efforts made to sustain the activities. This ToR guiding the evaluation defines the major parameters and core questions/issues which the evaluation seeks to answer in its final report. The Evaluator will develop specific questions and required instruments (questionnaire/checklist) to gather field information in order to fulfil the evaluation ToR requirements.

The Evaluator shall assess the achievements of project objectives, quality and quantity of outputs produced and of outputs likely to be produced, outcomes and impact achieved or expected to be achieved by the project. This should encompass an assessment of the achievement of the immediate objectives and the contribution to attaining the project objectives. The Evaluator should, in particular, assess:

- a. The anticipated positive and negative, intended and unintended, effects of interventions on beneficiaries, institutions, and the physical environment after implementation of project.
- b. The perceptions of the different stakeholders, especially government counterparts, implementing partners, and other relevant agencies, about the overall impact of project interventions.
- c. The sustainability of project results after the project completion in terms of continuity of the project activities either by the government or by implementing partner after the project funding.

The Evaluator shall make recommendations, as appropriate. Recommendations may also be made in respect of issues related to the planning, execution and implementation of the project. They should constitute ideas and proposals for concrete action, which could be taken in future to improve and rectify undesired outcomes and could be included in the design of future national/ regional projects.

The Evaluator should record lessons learned and best practices from the project, which are valid beyond the project itself. The evaluation shall also record the difference this project has made to the beneficiaries and their willingness to sustain the activities.

Recommendations made should be:

- Understandable and clear for the users
- Useful and relevant: recommendations must be realistic and reflect potential constraints to follow up on them
- Actionable and implementable: recommendations should identify what should be done, by whom and by when. Each recommendation should clearly identify its target group and stipulate the recommended action and rationale.
- Timely

## **VI. EVALUATION METHODOLOGY**

### **The methods used to collect and analyse data**

This evaluation will use methodologies and techniques as determined by the specific needs for information, the questions set out in the TORs and the availability of. In all cases, evaluators are expected to analyse all relevant information sources, such as reports, programme documents, thematic programmes, internal review reports, programme files, evaluation reports (if available), financial reports and any other documents that may provide further evidence for triangulation on which their conclusions will be based. Evaluators are also expected to use interviews, surveys or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation. While maintaining independence, the evaluation will be carried out based on a participatory approach, which seeks the views and assessments of all parties identified as main evaluation users, the Core Learning Partners (CLP).

The present ToR provides basic information as regards to the methodology, however this should not be regarded as exhaustive. It is rather meant to guide the evaluator in elaborating an effective, efficient, and appropriate evaluation methodology that should be proposed, explained and justified in an Inception Report.

The evaluator will present a summarized methodology (evaluation matrix) in an Inception Report which will specify the evaluation criteria, indicators, sources of information and methods of data collection. The evaluation methodology must conform to the United Nations Evaluation Group (UNEG) Norms and Standards as well as the UNODC Evaluation Norms and Standards.

While the evaluator shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory. Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. Indeed, information stemming from secondary sources will be cross-checked and triangulated through data retrieved from primary research methods. Primary data collection methods need to be gender sensitive.

The credibility and analysis of data are key to the evaluation. Rival theories and competing explanations must be tested once plausible patterns emerge from triangulating data stemming from primary and secondary research.

The limitations to the evaluation will be identified by the evaluator in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data), which may create the need for the evaluators to retrospectively reconstruct the baseline data and to further develop result orientation of the programme.

The main elements of method will include:

- Preliminary desk review of all relevant project documentation, (Annex II), as provided by the Project Manager;
- Preparation and submission of an Inception report (containing preliminary findings of the desk review, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IEU for review and clearance before any field mission may take place;
- Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission, followed by an informal briefing on preliminary hypotheses;
- Interviews (face-to-face or by telephone/skype), with key project stakeholders and beneficiaries, both individually and (as appropriate) in small groups/focus groups, as well as using surveys, questionnaires or any other relevant quantitative and/or qualitative tools as a means to collect relevant data for the evaluation; including a field missions to Bangladesh.
- Analysis of all available information;
- Preparation of the draft evaluation report (based on Guidelines for Evaluation Report and Template Report to be found on the IEU website <http://www.unodc.org/unodc/en/evaluation/index.html>). The evaluator submits the draft report to the Project Manager for the review of factual errors and the Project Manager shares with IEU for review, comments and clearance. Subsequently the Project Manager shares the final draft report with all Core Learning Partners for comments on factual errors.
- Preparation of the final evaluation report. The evaluator incorporate the necessary and requested changes and finalizes the evaluation report; following feedback from IEU, the Project Manager and CLPs for IEU clearance. It further includes a PowerPoint presentation on final evaluation findings and recommendations;
- Presentation of final evaluation report with its findings and recommendations to the target audience, stakeholders etc. through Skype.
- In conducting the evaluation, the UNODC and the UNEG Evaluation Norms and Standards are to be taken into account. All tools, norms and templates to be mandatorily used in the evaluation process can be found on the IEU website: <http://www.unodc.org/unodc/en/evaluation/index.html>)

## **The sources of data**

The evaluation will have to utilize a mixture of primary and secondary sources of data. The primary sources for the desk review may include, among others, interviews with key stakeholders (face-to-face or by telephone), the use of surveys and questionnaires, field missions for case studies, focus group interviews, observation and other participatory techniques. Secondary data sources will include the project documents and their revisions, progress and monitoring reports and all other relevant documents, including visual information (e.g. eLearning, pictures, videos, etc.).

### **Desk Review**

The evaluator will perform a desk review of existing documentation (please see the preliminary list of documents to be consulted in Annex II). This list is however not to be regarded as exhaustive, as additional documentation may be requested by the evaluator (please find attached a preliminary list of documents).

### **Primary Research Methods**

Primary sources of data include, among others:

- Qualitative methods: structured and semi-structured interviews with key stakeholders, key representatives of different entities (face-to-face, by telephone or by webcam).
- Quantitative methods: survey questionnaires.
- Field mission

### **Phone interviews / face to face consultations**

The evaluators will conduct phone interviews / face-to-face consultations with identified individuals from the following groups of stakeholders:

- Member States
- relevant international and regional organizations;
- Non-governmental organizations working with UNODC;
- UNODC management and staff.
- Etc.

### **Questionnaire**

A questionnaire (on-line) will be developed and used in order to help collect the views of stakeholders (e.g. trainees, counterparts, partners, etc.), if deemed appropriate.

## VII. TIMEFRAME AND DELIVERABLES

### Time frame for the evaluation

The evaluation will be carried out in **September – November 2015 with allowing 45 days** consultancy. Assuming that by August 2015 the contract will be completed and the consultant will resume his/her work on first day of September 2015. The report will be finalized by 30 October 2015

### Time frame for the field mission

<i>Duties</i>	<i>Time frame</i>	<i>Location</i>	<i>Deliverables</i>
Desk review and preparation of Draft Inception Report	13/09/2015 (7 days)	Home base	List of evaluation questions; Evaluation tools; Draft Inception report (to be reviewed and cleared by IEU; can entail various rounds of comments)
<b>Deliverable A – Final Draft Inception Report in line with UNODC Evaluation guidelines, handbook, templates, norms and standards</b>	<b>By 13/09/2015</b>		<b>To be cleared by IEU</b>
Interviews with staff at UNODC; Evaluation mission: briefing, interviews; presentation of preliminary findings	By 30/09/2015 (15 days)	UNODC/ Fields	Presentation of preliminary findings
Drafting of the evaluation report; submission to Project Management and IEU for review	By 20/10/2015 (12 days)	Home base	Draft evaluation report (to be reviewed and cleared by IEU; can entail various rounds of comments)
<b>Deliverable B – Draft Evaluation Report in line with UNODC Evaluation guidelines, handbook, templates, norms and standards</b>	<b>By 20/10/2015</b>		<b>To be cleared by IEU</b>
Consideration of comments from project management and IEU	24/10/2015 (3 days)	Home base	Revised draft evaluation report
Project Management: share draft evaluation report with Core Learning Partners for comments	26/10/2015		
Consider comments from Core Learning Partners and IEU	29/10/2015 (3 days)	Home base	Revised draft evaluation report
Presentation of findings, recommendations, etc.	(2 days)	Home base (skype)	Prepare and deliver Power Point Presentation via Skype
<b>Deliverable C – Finalized Evaluation Report incl. Management response; Presentation</b>	<b>By 05/11/2015</b>	<b>Home base; UNODC</b>	<b>Final evaluation report; Presentation of final evaluation findings and recommendations All to be cleared by IEU</b>

## **VIII. EVALUATION TEAM COMPOSITION**

### **Number of evaluators needed**

An independent, external evaluator will be hired to undertake the evaluation. Under the overall guidance of UNODC, the evaluation process will be coordinated by the Project Coordinator based in Bangladesh in close consultation with the Regional Representative, UNODC, Regional Office in New Delhi, as well as with key Government counterparts.

The evaluation will be undertaken by one international/Regional/National Consultant who will be appointed on the basis of experience in project evaluation, monitoring, implementation and knowledge of the subject and whose selection will be cleared by IEU.

The Evaluator should possess extensive knowledge of, and experience in applying, qualitative and quantitative evaluation methods; a strong record in designing and leading evaluations; technical competence in the area of human trafficking (advanced University degree or practical experience) and excellent oral communication and report writing skills in English. Relevant work experience with the UN will be an asset.

The evaluator is contracted by UNODC. The qualifications and responsibilities for the evaluators are specified in the respective **Terms of reference of evaluator (Annex I)**.

The evaluators will not act as representatives of any party and must remain independent and impartial.

Project Management will arrange for independent translators (no UNODC staff) for the field mission to countries in Latin America

### **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.

Reference to the evaluators ToR detailing qualifications and responsibilities

More details will be provided in the respective **Terms of reference for evaluator in Annex I**.

## **IX. MANAGEMENT OF EVALUATION PROCESS**

### **Roles and responsibilities of the Project Manager**

A TOR will be developed using the UNDP/UNODC ROSA format and in line with the requirement and process outlined in this TOR, which will be published in the websites. The entire

process will follow the local UNDP/UNODC ROSA procurement system, and contract will be made accordingly.

The Project team, lead by the Project Coordinator will brief the Evaluator. The Evaluator will also consult the Representative of UNODC, Regional Office for South Asia, New Delhi and the competent authorities and any others persons/agencies as s/he deems appropriate. Based on the finalized evaluation methodology the Evaluator will be provided with the mission plans and the project team will facilitate interviews and discussions in the project sites. The Evaluator will present the findings in a concise but comprehensive report.

The timetable of the missions and the allocated budget (as per the UN guidelines) shall be shared with the selected Evaluator.

The Project Manager is responsible for managing the evaluation, drafting and finalizing the ToR, selecting Core Learning Partners and informing them of their role, recruiting evaluators, providing desk review materials to the evaluation team, reviewing the inception report as well as the evaluation methodology, liaising with the Core Learning Partners, reviewing the draft report, assessing the quality of the final report by using the Quality Checklist for Evaluation Reports, as well as developing an implementation plan for the evaluation recommendations as well as follow-up action (to be updated once per year).

## **Roles and responsibilities of the evaluation stakeholders**

Members of the Core Learning Partnership (CLP) are selected by the project managers. Members of the CLP are selected from the key stakeholder groups, including UNODC management, mentors, beneficiaries, partner organizations and donor Member States. The CLPs are asked to comment on key steps of the evaluation and act as facilitators with respect to the dissemination and application of the results and other follow-up action.

The other key stakeholders of the evaluation will be members of the government and civil society who have been involved in implementation of key initiatives outlined in the project documents. The government and civil society partners, in consultation with respective UNODC team propose a Core Learning Partnership (CLP) to encourage a participatory evaluation process from the beginning to the end of the evaluation. Members of the CLP shall be the Ministry of Home Affairs, Bangladesh Police, Border Guard Bangladesh, Coast Guard Bangladesh, and the Civil Society represented by NGOs, members

## **Roles and responsibilities of the Independent Evaluation Unit**

The Independent Evaluation Unit (IEU) provides mandatory normative tools, guidelines and templates to be used in the evaluation process. Please find the respective tools on the IEU web site <http://www.unodc.org/unodc/en/evaluation/evaluation.html>.

IEU reviews and clears all deliverables of this evaluation – Terms of Reference; Selection of consultants; Inception Report; Draft Evaluation Report; Final Evaluation Report.; Evaluation Follow-up Plan

## **Logistical support responsibilities**

The Project Manager will be in charge of providing logistical support to the evaluation team including arranging the field missions of the evaluation team. For the field missions, the evaluation team liaises with the UNODC Regional/Field Offices and mentors as appropriate. In case a translator is needed, the Project Manager will arrange an independent translator for the evaluation (no UNODC staff).

## **X. PAYMENT MODALITIES**

Consultants will be issued consultancy contracts and paid in accordance with UNODC rules and regulations. The contract is a legally binding document in which the consultant agrees to complete the deliverables by the set deadlines. Payment is correlated to deliverables and three installments are typically foreseen:

- The first payment (07 working days) upon clearance of the Inception Report (in line with UNODC evaluation guidelines, templates, handbook, norms and standards) by IEU;
- The second payment (25 working days) upon clearance of the Draft Evaluation Report (in line with UNODC evaluation guidelines, templates, handbook, norms and standards) by IEU;
- The third and final payment (13 working days) only after completion of the respective tasks, receipt of the final report (in line with UNODC evaluation guidelines, templates, handbook, norms and standards) and clearance by IEU, as well as presentation of final evaluation findings and recommendations.

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

## **ANNEX II. LIST OF BACKGROUND DOCUMENTS FOR THE DESK REVIEW**

- Project Documents
- Original Project Document
- Project Document Revision September 2014
- Project Document Revision March 2015
- Project Steering Committee (PSC) meeting minutes
- Terms of References for key tasks/ deliverables undertaken by government and NGO partners
- Annual Project Progress Report (APPR) & Semi-annual Project Progress Report (SAPPR)
- Narrative report to US State Department– 2013, 2014, 2015
- Training Need Assessment Report
- Training of Trainers report
- Training Toolkit
- Training Reports submitted by the training Firms
- Shelter home reports submitted by the NGOs
- Shelter Home Guidelines
- Training reports/ training tools developed under the project
- NGO narrative reports on various interventions undertaken
- Assessment of Shelter home actors report
- Different Communications with stakeholders
- UNODC evaluation guidelines, templates, handbook, policy<sup>8</sup>

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<sup>8</sup> <http://www.unodc.org/unodc/en/evaluation/normative-tools.html>

**ANNEX III. LIST OF CLP MEMBERS**

Type <sup>9</sup>	Organisation <sup>10</sup>	Name	Designation <sup>11</sup>	Location	Email
Government	Minister of Home Affairs	Ms. Rukshana Akhter	Deputy Secretary	Dhaka	rhasin5@gmail.com
Government	Bangladesh Police	Ms. Msura Begum	Assistant SP	Dhaka	sr.asptip@yahoo.com
NGO/Implementing Partner	Dhaka Ahsania Mission	Mr. Dewan Sohrab Uddin	Project Director	Dhaka	sohrabuddin.dam@gmail.com
NGO/Implementing Partner	TMSS	Ms. Shahana Ahmed	Project Manager	Bogra	tmsspro@gmail.com
NGO/Implementing Partner	SHISUK	Mr. Shakiul Millat Morshed	Executive Director	Dhaka	ed.shisuk@gmail.com
Donor	Delegation of the US Embassy	Mr. Joshua Hatch	Political Officer	Dhaka	hatchjd@state.gov
Training firms	CWCS	Professor Ishrat Shamim	President	Dhaka	cwcs.bd@gmail.com
Training firms	EADS	Mr. Munirul Islam	Training Coordinator	Dhaka	eads.bd@gmail.com
UN Agency	UNDP	Gerard Smith	Technical Specialist, Police Reform Programme	Dhaka	gerard.smith@undp.org
UN Agency	ILO	Ms. Suraiya Banu	Programme Officer	Dhaka	banu@ilo.org
UNODC ROSA	UNODC	Cristina Albertin	Representative	New Delhi	cristina.albertin@unodc.org

<sup>9</sup> Please include the information, if this person is e.g. an implementing partner, donor, recipient, UNODC HQ, UNODC field, UN agency, etc.

<sup>10</sup> Please include the name of the organisation the person is working for.

<sup>11</sup> Please include the designation/job title of the person.

## ANNEX II. EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

<b>Tools Groups/Individuals</b>	<b>Methodologies</b>
<b>Desk review Group</b>	<p>Following consultation with the stakeholders and UNODC Programme Coordinator, relevant documents and materials were collected which included:</p> <ul style="list-style-type: none"> <li>• relevant policies, laws, rules, workshop reports generated through the project. The consultant reviewed these documents to identify information and data relevant to the report.</li> <li>• Interviews with different stakeholders following the desk review were conducted to ensure a robust assessment through triangulation.</li> <li>• Following the desk review, UNODC was briefed on how these will be used during the field exercise – a next course of action for this evaluation.</li> </ul> <p>The inception phase was devoted to :</p> <ul style="list-style-type: none"> <li>• agreeing on the list of stakeholders to be consulted;</li> <li>• agreeing on the FGD/KII templates;</li> <li>• field trip and schedule;</li> <li>• agreeing on the literature to be reviewed; and</li> <li>• agreeing on the final report format and timeline as per IEU guidelines.</li> </ul>
<b>Formats and materials Group:</b>	<p>Following the desk review, the consultant prepared different formats and materials on planning and conducting this study. These included: a) detailed work plan, b) tools and methodologies, c) a set of questionnaires corresponding to each target groups for FGD, KII, consultations, and d) stakeholders identification (NGOs; local government; policy holders, legal experts; law enforcement agencies etc.).</p>
<b>Focus Group Discussion (FGD): Groups:</b>	<ul style="list-style-type: none"> <li>▪ Development of a set of questionnaires, as appropriate to the groups, to conduct FGDs which was shared with IEU through the Inception Report;</li> <li>▪ Different sets of questionnaires were used for different groups, as appropriate.</li> <li>▪ While conducting this FGD; the consultant gave emphasis on the socio-economic and cultural</li> </ul>

	<p>factors, as well as privacy issues (such as when interviewing the survivors).</p> <ul style="list-style-type: none"> <li>▪ The consultant made notes on different observations related to lack of interest, non-cooperation by the stakeholders, and bureaucratic hurdles, value added best practices by stakeholders, etc.</li> </ul>
<p><b>Key Informant Interview (KII) Individuals:</b></p>	<ul style="list-style-type: none"> <li>▪ KIIs were conducted with identified individuals following the inception phase;</li> <li>▪ A set of questionnaires, as appropriate to individuals, was used to conduct this KII.</li> <li>▪ While conducting KII, the consultant put special emphasis on legal and policy strategy, existing investigation and prosecution systems and practices, and recommendations for a functional investigations, prosecutions, referral system and affairs of the shelter homes.</li> <li>▪ From discussion with individuals, the consultant identified relevant issues at the legal, policy and institutional levels.</li> <li>▪ Recommendations were discussed with individuals on how to overcome the existing institutional and legal bottlenecks for future policy direction.</li> </ul>
<p><b>Consolidation and report Group:</b></p>	<ul style="list-style-type: none"> <li>▪ The study results were compiled in line with data and information obtained. Necessary reporting formats, tables, graphs and diagrams were developed to make pictorial presentation on data analysis and findings;</li> <li>▪ The report based on the various tools used for the evaluation thus provides a comprehensive picture of the relevant policies and laws on trafficking in person in Bangladesh: a) identified the institutional reporting system in Bangladesh including GDs and FIR systems in police stations; b) assessed the various urban and rural reporting systems considering socio-economic and institutional arrangements; c) reviewed the constraints and challenges of a comprehensive trafficking reporting system in Bangladesh; and d) prepared recommendations to improve and strengthen the law enforcement and civil society partnership regarding trafficking in person in Bangladesh.</li> </ul>

## QUESTIONNAIRE

1. Name of the organization	<b>Key Results Area (KRA) focus</b>
2. Title of the respondent	
3. Contact person for queries—supervisor or colleague/peer (name, position and email address)	
4. Role in the project : (Direct/Indirect; Current/Past; Nature of the Role):	
5. What are core challenges your organization has been addressing through the project	Design; relevance, partnership & cooperation
6. Were you consulted during the design of the project or did you have an opportunity to convey your organization’s needs that this project could address ?	Design; relevance, partnership & cooperation
7. What do you think about the design of the project in terms of its internal logic to meet the needs of the Government/civil society (as appropriate)	Design; relevance, partnership & cooperation
8. Have you been shared a copy of the project document or have you read a summary of what it contains ?	Relevance; design
9 How relevant do you think is the project to your organization’s needs ?	Relevance
9. How relevant do you think is the project to other agencies you deal with ( Police, BGB, NGO etc) when you are working together as partners ?	Relevance
10.Are you familiar with the policies and strategies of the Government of Bangladesh in addressing human trafficking? Is this project supporting those policies ?	Relevance; Partnership and Cooperation
11.How do you see this as the first country specific project in Bangladesh ? Do you see the need to continue interventions in this field ? If so, say a few words please.	Relevance; design; cooperation and partnership
12.What, if the project did not exist at all ?(to all)	Relevance; design; cooperation; sustainability
13. How can you explain that the positive changes (if any) that have taken place is the result of this project’s activities only ? Or do you think other interventions have contributed to those changes ? Can you give some examples please ?	Relevance; impact; (the issue of attribution)
14.Did your organization manage any resources	Efficiency;

(money, material, documents etc) ? Can you show me how these were managed (evidences included)	Effectiveness
15. In your opinion, was UNODC management, coordination and monitoring efficient and appropriate for the project?	Efficiency; Effectiveness
16. To what extent were the planned objectives and outcomes you agreed to do were achieved? (training, TNA, manual preparation; workshops; procurement, support to victims)	Effectiveness; Lessons Learnt and Best Practice; Efficiency; Sustainability
17. Did any innovative things happen as a result of the project support you wish to show to others and can be long lasting ? Examples please .	Innovation; sustainability
18. Were the training modules appropriate ? were these practical and understandable? Did you learn anything new which you did not know before ?	Sustainability; Effectiveness; Efficiency
19. Are you as an individual or your organization involved in other similar projects ? If so, how is this project different from those ?	Partnership and Cooperation; Impact; Sustainability; relevance
20. Can the project make a difference in your life or in the lives of people in your community (knowledge base increase. less trafficking; support to victims; better police response)	Sustainability; Lessons Learnt and Best Practices.
21. What difference has the project made to your organization as a whole ?	Sustainability; Efficiency
22. If an opportunity arise, can you tell people in the community what Trafficking in person is ; how this can be combatted; where to seek help; what are their rights etc ? In other words, are you better equipped with your knowledge ?	Impact; Sustainability and Innovation
23. To what extent are the project results likely to continue after the project? Do you wish to see the project continuing in some form ? Explain kindly	Sustainability
24. What led you to fund this project (to US State Department official)	Impact, Cooperation
25. If an opportunity arises, would you be working with UNODC Bangladesh country projects again ? In what areas ? (to US State Department)	Impact; Cooperation; Lessons Learnt
26. Have you sought or planning to seek partnerships with donors (including UN agencies) for future assistance? (Question to	Partnership and Cooperation

policy maker in the Ministry)	
27. How much have you consulted the training manuals/ the toolkit etc in your work ?	Sustainability; Impact
28. To what extent has civil society engagement proved beneficial in service delivery? (for the government	Partnership and Cooperation
29. Are there any innovative practices that this project can boast of?	Innovation
30. Was gender and human rights considered as important factors during project designing and during project implementation?	Human Rights and Gender
31. To what extent have human rights been mainstreamed/addressed in project design and implementation?	Human Rights/Design
32. To what extent did it improve awareness of gender?	Gender
33. What are the main lessons of the project?	Lessons Learnt and Best Practice
34. Did the project use the lessons during revising the project?	Impact; design

## ANNEX III. DESK REVIEW LIST

- Original Project Document, 2012
- Project Document Revision, September 2014
- Project Document Revision, March 2015
- Project Steering Committee (PSC) meeting minutes, 2012-2015
- Project Implementation Committee (PIC) meeting minutes, 2013-2015
- Terms of References for key tasks/ deliverables undertaken by government and NGO partners – 2012-2015
- Annual Project Progress Report (APPR) & Semi-annual Project Progress Report (SAPPR) - 2012-2015
- Narrative report to US State Department– 2013, 2014, 2015
- Training Need Assessment Report - 2013
- Training of Trainers Report - 2013
- Training Toolkit - 2014
- Training Reports submitted by the training providers – 2013-2015
- Shelter home reports submitted by the CBOs – 2013-2015
- Shelter Home Guidelines - 2014
- Training reports/ training tools developed under the project – 2013-2015
- NGO narrative reports on various interventions undertaken – 2013-2015
- Assessment of Shelter home actors report - 2014
- Different Communication with stakeholders – 2013-2015
- UNODC evaluation guidelines, templates, handbook, policies

## ANNEX IV. LIST OF PERSONS CONTACTED DURING THE EVALUATION

<i>Number of interviewees</i>	<i>Organisation</i>	<i>Country</i>
Two	Ministry of Home Affairs	Bangladesh
Two	Office of the Attorney General	Bangladesh
Twelve	Bangladesh Police, including trainees	Bangladesh
Two	Border Guard Bangladesh (BGB)	Bangladesh
Two	Bangladesh Coast Guard	Bangladesh
One	District Court, Jessore	Bangladesh
Twelve	TMSS (Partner CBO), including survivors under rehabilitation	Bangladesh
Eight	Dhaka Ahsania Mission (Partner CBO), including survivors under rehabilitation	Bangladesh
Four	SHISUK (Partner CBO), including survivors under rehabilitation	Bangladesh
Three	CWCS (Training Provider)	Bangladesh
Two	EADS (Training Provider)	Bangladesh
One	US State Department (Dhaka)	Bangladesh
One	UNDP	Bangladesh
One	ILO	Bangladesh
Three	UNODC ROSA	Bangladesh
Four	RRC (Non participating NGO from Jessore)	Bangladesh
<hr/> <p>Total: Sixty – 12 women and 48 men</p> <hr/>		