FINAL INDEPENDENT IN-DEPTH EVALUATION

DISMANTLING THE CRIMINAL NETWORKS OPERATING IN NORTH AFRICA AND INVOLVED IN MIGRANT SMUGGLING AND HUMAN TRAFFICKING

XAMAB3

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ABBREVIATIONS AND ACRONYMS

Abbreviation or Acronym	Full name	Abbreviation or Acronym	Full name
ACA	Administrative Control Authority	MOJ	Ministry of Justice
AFRIPOL	African Union Mechanism for Police Cooperation	NCCPIM&TIP	National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons
BCPs	Border Crossing Points	NGO	Non-Governmental Organisation
CID	Criminal Investigation Department	NRM	National Referral Mechanism
CSOs	Civil Society Organizations	OECD DAC	Organisation for Economic Cooperation and Development/Development Assistance Committee
DCIM	Directorate for Combating Illegal Migration	OHCHR	Office of the United Nations High Commissioner for Human Rights
EU	European Union	ProDoc	Project Document
EUBAM	EU Border Assistance Mission	QDA	Qualitative Data Analysis
EUTF	EU Emergency Trust Fund	RO	Regional Office
FO	Field Office	ROM	Results Oriented Monitoring
Frontex	European Border and Coast Guard Agency	ROMENA	Regional Office for the Middle East and North Africa
GLO ACT	Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants	SC	Steering Committee
HQ	Headquarters	SDGs	Sustainable Development Goals
HRBA	Huma Rights Based Approach	SOM	Smuggling of Migrants
HRDDP	Human Rights Due Diligence Policy on UN Support to Non-UN Security Forces	SOPs	Standard Operating Procedures
ICMPD	International Centre for Migration Policy Development	TIP	Trafficking in Persons
ILO	International Labour Organization	ToC	Theory of Change

INLCTP	*Instance nationale de lutte contre la traite des personnes*	ToT	Training of Trainers
INTERPOL	International Criminal Police Organization	UNEG	United Nations Evaluation Group
IOM	International Organization for Migration	UNHCR	United Nations High Commissioner for Refugees
IRA	Interim Risk Assessment	UNICEF	United Nations Children's Fund
KHCs	Key Hub Cities	UNODC	United Nations Office on Drugs and Crime
KIIs	Key Informant Interviews	UNOV	United Nations Office at Vienna
LAS	League of Arab States	UNSMIL	United Nations Support Mission in Libya
M&E	Monitoring and Evaluation	UNTOC	United Nations Convention against Transnational Organized Crime
MOFA	Ministry of Foreign Affairs	UN-SWAP	United Nations System-Wide Action Plan
MOI	Ministry of Interior		
Middle East and North Africa	MENA		

MANAGEMENT RESPONSE

NARRATIVE

Prior to the in-depth final evaluation, this project underwent a number of internal assessments to study the country packages that had already been implemented and derive key action points and identify the opportunities to address the gaps and further enhance the planned interventions. These analyses had also to some extent identified similar recommendations to those elaborated in this evaluation. Therefore, some corrective measures had already been taken and will be carried out in order to address every recommendation that the evaluation has found. The recommendations are primarily grouped into 4 categories: 1) The project's design phase; 2) The organizational structure; 3) The implementation phase; and 4) Monitoring & Evaluation.

1) For the design phase: prior consultation with the national stakeholders is of utmost importance to be able to devise the targeted interventions in line with the priorities set by the government and ensure their buy-in. This will further strengthen the governance mechanism through the participation of the government in the regular steering committee meetings.
2) For the organizational structure: UNODC through its different and expanding Programme Offices is currently establishing robust country teams to support in the coordination with pertinent national counterparts, smooth implementation, and ensuring the sustainability of the various interventions.
3) For the implementation: it is crucial to institutionalize the capacity building workshop to ensure a more efficient and cascaded roll-out. This will also allow for the expansion of the pool of national trainers. This could also be achieved through creating synergies and cross-agency partnerships. Incorporating gender and human rights dimensions is important, with a focus on victim-centred and child rights approaches. Furthermore, it is important to enhance the regional dimension of certain interventions to ensure a collaborative approach and the involvement of the countries of origin, transit, and destination.
4) For the monitoring & evaluation: the design and adoption of a comprehensive Theory of Change at the regional and national levels are crucial to be able to track the implementation progress vis-à-vis the predetermined outcomes and indicators. This can play a key factor in strengthening the results-based management, which in turn supports monitoring, evaluation, and reporting.

INDIVIDUAL RESPONSE

Recommendations[1]	Management Response[2]
1. **Needs assessment and participatory design process**: Conduct a prior needs assessment to identify the specific requirements and challenges in the project context and ensure the participation of national institutional stakeholders in the project design. Recipients: UNODC Regional Office for the Middle East and North Africa (ROMENA) and Project Team	Accepted

[1] This is just a short synopsis of the recommendation, please refer to the respective chapter in the main body of the report for the full recommendation.

[2] Accepted/partially accepted or rejected for each recommendation. For any recommendation that is partially accepted or rejected, a short justification is to be added.

Recommendations[1]	Management Response[2]
2. **Results-based management**: Develop a comprehensive and participatory ToC at regional but also at national level that encompasses the desired outcomes and the pathways to achieve them. Recipients: UNODC ROMENA, UNODC Field Offices (FOs)	Accepted
3. **Project organizational structure**: Streamline the administration and human resources' structure to support more efficient implementation at country level. Recipients: UNODC ROMENA	Accepted
4. **Results monitoring and reporting**: Strengthen results-based management to reinforce monitoring, evaluation and reporting. Recipient: UNODC ROMENA	Accepted
5. **Governance mechanisms**: Develop and maintain inclusive governance mechanisms at national levels throughout implementation to promote appropriateness and ownership of the project. Recipients: UNODC ROMENA, UNODC FOs	Accepted
6. **Institutionalizing capacity building**: Support the institutionalisation of the technical curricula and training tools through strategic partnerships with national learning institutions. Additionally, integrating a ToT strategy is recommended. Recipients: UNODC ROMENA, UNODC FOs	Accepted
7. **Regional dimension**: Enhance the regional dimension in the design process and broaden the involvement of countries of origin, transit and destination. Recipients: UNODC ROMENA, UNODC FOs	Accepted
8. **Incorporating more advanced TIP and SOM modules in training**: Ensure that trainings on TIP and SOM are consistently integrated throughout the project and provide comprehensive and advanced knowledge on the specificities of both crimes, fostering UN interagency cooperation where relevant. Recipients: UNODC ROMENA	Accepted

Recommendations[1]	Management Response[2]
9. **Mainstreaming human rights, gender, disability inclusion and leaving no one behind**: Ensure that all trainings incorporate modules that address the gender and human rights dimension, emphasizing the victim-centred and child rights approach. Recipients: UNODC ROMENA	Accepted
10. **Enhance synergy and cross-agency complementarity**: Ensure that future projects consider opportunities for partnerships to leverage synergies with national, and international partners (including EU institutions), strategies and other complementary projects Recipients: UNODC ROMENA	Accepted

EXECUTIVE SUMMARY

PROJECT DESCRIPTION AND OBJECTIVES

The four-year project "Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa" (XAMAB3) was launched in August 2019 by United Nations Office on Drugs and Crime (UNODC), Regional Office (RO) for the Middle East and North Africa (ROMENA) and funded by the European Union (EU).

Overall, the project was structured in 4 Focus Areas (**Focus Area 1: Identification and Interception; Focus area 2: Investigation and Referral; Focus area 3: Special Investigation Techniques; and Focus area 4: Prosecution and Adjudication**), and 6 outcomes (**Outcome 1:** Victims of trafficking in persons and members of criminal groups involved in migrant smuggling and human trafficking are increasingly identified/intercepted at selected Border Crossing Points (BCPs) and Key Hub Cities (KHCs); **Outcome 2:** Improved skills are applied by first responders to effectively identify and investigate cases of human trafficking and migrant smuggling, while referring trafficking victims and smuggled migrants for assistance and protection; **Outcome 3**: Relevant law enforcement agencies make use of advanced knowledge and skills in criminal information analysis to support in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking; **Outcome 4:** Relevant law enforcement agencies make use of advanced knowledge and skills in forensic evidence collection and preservation, as well as chain of custody, during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking; **Outcome 5**: Relevant law enforcement agencies make use of advanced knowledge and skills to utilize digital evidence during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking; and **Outcome 6:** Criminal justice practitioners adequately prosecute and adjudicate cases of migrant smuggling and human trafficking.

XAMAB3 had a budget of 15 million euros for the implementation of the above-mentioned outcomes across four countries: Morocco, Libya, Tunisia, and Egypt. As of May-June 2023, **project expenditures were approximately $12.989.207,50** (which represents 78,6% of financial execution).

PURPOSE, SCOPE, AND METHODOLOGY OF EVALUATION

The purpose of this evaluation was to assess achievements in relation to its design, relevance, efficiency, coherence, effectiveness, impact, and sustainability. The evaluation also aims to assess areas of collaboration between UNODC and the national counterparts under the different areas of the project (forensics, border security, criminal analysis, cybercrime, first responders, etc.), assess the Monitoring, Evaluation and Learning: Theory of Change; Log Frame results and smart indicators, data collection systems, reporting tools, action plans; identify substantial gaps and recommend corrective action of the broader Monitoring and Evaluation (M&E) process. It also aims to identify best practices and lessons learned to influence future project design and implementation as well as to support the identification of practices and areas that are effective or insufficient to address the crimes of Trafficking in Persons (TIP) and Smuggling of Migrants (SOM). In addition, this final evaluation may guide the development of new strategic priorities and direction for ROMENA including the recommendations on sustainability and the exit strategy of this project as well as on the inclusion of gender, disability, and human rights considerations. The main final independent evaluation users are the Member States, the beneficiary authorities, UNODC and the donor.

The evaluation was summative covering the period from **August 2019 to July 2023,** the end of data collection. Additionally, the evaluation was formative, making use of the findings and conclusions as well as identified lessons learned and best practices to formulate forward-looking conclusions and recommendations.

The evaluation used a **theory-based approach** as a guiding framework for evaluation. Under this approach, the evaluation tries to set out the theoretical assumptions underlying an intervention in terms of a phased sequence of causes and effects, a program theory, and emphasises the importance of evidence-based practice. It also aims to examining and reconstructing the original theory of change and making necessary

adjustments based on the evaluation process, lessons learned, changes in the context, or shifts in goals and priorities.

The evaluation was aligned with United Nations Evaluation Group (UNEG) norms and standards and the UNODC Evaluation Policy. The process followed the evaluation criteria defined by the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD DAC): relevance, coherence, efficiency, effectiveness, impact, and sustainability of XAMAB3. In addition, the United Nations System-Wide Action Plan (UN-SWAP) requirements used by UNODC concerning human rights, gender equality and disability as well as leaving no one behind, lessons learned, and best practices were added.

The evaluation applied a **mixed methods approach**, making use of document review, semi-structured, interviews, and a survey. A total **of 148 people participated** in the evaluation, 74% of whom were male, 25% were female, and the remaining 1% did not want to disclose their gender. There were 72 interviews and 76 responses from the survey. Survey results could not be used across the evaluation due to low response rates as it was only responded in Tunisia. In total, 86% of the participants were from government institutions, 8% from UNODC, 5% from international organizations, 3% donor and 1% NGOs. The evaluators visited 3 countries including Tunisia, Egypt, and Morocco. Online interviews were conducted in Libya as it was not feasible to conduct in-country consultations due to the security situation as agreed with project management during the inception phase. The evaluation team found some limitation gathering programme monitoring data that provided information at outcome and impact levels which generated challenges in measuring/ assessing effectiveness and impact of the project. The evaluation aimed to be gender-sensitive and integrate human rights approach by including a wide range of different stakeholders through interviews and survey, by maintaining a gender balance in the sampling of interviewees and by including specific criteria and questions on human rights and gender equality in the context of XAMAB3.

The information obtained was **triangulated** to validate information from different sources. This led to the formulation of findings under each evaluation criterion, addressing evaluation questions. Conclusions were based on findings, and recommendations were developed accordingly to address main issues in a forward-looking manner to serve the formulation of a potential programme. The evaluation team was composed of three independent evaluators, i.e., a lead evaluator, specialized in gender and evaluations, a first substantive expert with over 25 years of legal expertise in the field of human trafficking, migrant smuggling, human rights, and chid protection and, a second substantive expert with over 20 years of work experience in international development and evaluations in the fields of gender equality, combating gender-based violence and criminal justice.

MAIN FINDINGS

Relevance: The XAMAB3 project aligned with International Human Rights Standards, and it **addressed national priorities** in Tunisia, Egypt, and Morocco, which took legislative measures and established coordination bodies before the inception of the project. In Libya, despite the lack of Constitution and law on human trafficking, it addressed its urgent needs. The **design process of the project encountered difficulties** such as the lack of evidence for a needs assessment and limited stakeholder participation during the design phase. The absence of an inception phase resulted in additional time spent on developing country packages and work plans. The project design included multiple outcomes, outputs, and activities, which were considered ambitious considering the allocated budget and the management complexities of interventions across four countries. This complexity led to some misunderstandings among project beneficiaries, particularly regarding overlapping outcomes related to criminal investigation techniques. The project's regional **design lacked a comprehensive ToC** with explicit identification of assumptions, the description of how change was expected to happen. Government stakeholders expressed doubts about the value of a regional design, **preferring national projects with national ToC** that better reflected their individual realities.

Efficiency: National counterparts recognized the **technical expertise and effective communication of UNODC staff/ outcome leaders**, emphasizing the value of staff located in field offices for improved engagement. UNODC **Heads of Offices played a critical role** in facilitating communication, coordinating with national stakeholders, and ensuring successful implementation. However, the **project's compartmentalized approach**

hindered interaction and knowledge sharing among different outcomes, leading to a lack of collaboration among them. The **project's budget allocation was primarily based on outcomes**, which resulted in limited management effectiveness at the country level and hindered the ability to compare implementation efficiency across countries. **The monitoring of the project focused on activities and outputs rather than outcomes** which made it challenging to effectively measure the impact of the project.

Coherence: The **project enabled partnerships and collaborations to varying degrees in the targeted countries**. In Egypt, joint activities with the ILO and IOM resulted in shared expertise and resources, improving the quality of trainings, and expanding the reach to targeted audiences. This collaboration exemplified good practice in fostering synergies for capacity building related to victim identification and referral. In Libya, Tunisia, and Morocco, while no formal partnerships were established with other UN agencies, the project team-maintained communication to ensure synergy and avoid duplication of efforts. The **national Steering Committee -SC- with the participation of national stakeholders, was not operationalized** in all countries except Tunisia, which limited participation and monitoring by national counterparts and undermined project ownership. Improving coordination among different criminal justice institutions was not an explicit outcome of the project although the **multi-sectorial approach in trainings was positively received to enhance coordination.** The project did not initially include civil society organizations (CSOs) in its intervention and there were very few activities involving them.

Effectiveness: The training and equipment provided were well received by national stakeholders as it facilitated their operational work although they had higher expectations regarding the timeliness of its delivery. The four countries agreed that there is room for improvement (longer trainings, more continuous, specialised as well as more practical trainings). The evaluation only gathered anecdotal evidence indicating that the project effectively enhanced the capacities of the various target groups and there is no sufficient evidence that demonstrate that trainings' knowledge and skills were operationalized. However, the project demonstrated ability to adapt and achieve preliminary results that would pave the way to potential results. The project contributed to improve the capacity to respond to TIP and SOM by receiving new specialized equipment and related trainings. However, it was not clear to which extent these trainings also focused on how to use this equipment to combat these crimes. Most of the trainings provided basic information about TIP and SOM and mainly focused on the difference between trafficking and smuggling. The concept of smuggling of migrants was addressed in a more limited extent. The project has made good progress in contributing to the composition of pools of specialists in certain targeted areas of expertise (e.g., forensic, criminal analysis). The regional dimension was limited to bilateral exchanges which were mostly beneficial to Libya. Counterparts pointed out that the project failed to consider the predominant nature of migration flows, which are vertical, primarily occurring between Sub-Saharan Africa and North African countries.

Impact: The project was an opportunity to deeply assess and understand the context, the limitations and the specific needs of the countries. The capitalization of the lessons learned will pave the way for future interventions and more tailored actions. It contributed to a change of attitude in the perception of victims of human trafficking. Addressing the need for victim-centred approach and the importance of identifying and referral alongside the detection of criminals is a step towards a more comprehensive approach to combating human trafficking. Multisectoral trainings contributed to reinforce the national referral mechanisms and made it more inclusive by involving and creating opportunities of exchange between different category of actors. The project also contributed to enhance the strategic positioning of UNODC at the national level. Countries recognised the role of UNODC as facilitator, convenor, well positioned to discuss security issues considering its long-standing expertise in criminal justice response.

Sustainability: The use of the Training of Trainers (**ToT) approach was recognized as beneficial** for building national capacities, despite its **limited scope**. There is insufficient evidence to suggest that the project and its counterparts adequately planned for cascading the trainings or providing long-term support. **Stakeholders valued the procurement of equipment,** intelligence, and forensic software, recognizing their significance in sustaining efforts to detect and prosecute criminal networks. However, **challenges arose regarding license durations and equipment maintenance.** Drafting of TIP legislation in Libya was a notable achievement. The project also reinforced the role of National Coordination TIP bodies, which are essential partners in ensuring project sustainability and future endeavours in combating TIP and SOM.

Gender, HR+: The capacity building interventions primarily focused on addressing the technical needs of criminal justice actors, with **limited attention given to capacity gaps in human rights and a gender-sensitive perspective**. The HRBA was incorporated into the project's design and implementation, particularly in Libya. Efforts were made to encourage the participation of female professionals in trainings and provide targeted training for female officers in Libya**. Gender dimensions of criminal justice response were also integrated** into technical trainings, and gender-disaggregated data reporting was ensured. However, the **project did not sufficiently explore seeking human rights expertise or building partnerships with human rights organizations**, except in Libya where close coordination was established with the OHCHR. The project emphasized the "leaving no one behind" and victim-centred approach more prominently in Focus Areas II and IV. However, it was **challenging to substantiate these principles in activities under Focus Area III**, which primarily focused on technical aspects of investigation capacities rather than vulnerability considerations in training design and implementation. There was **no evidence of specific disability mainstreaming measures** in the project, although individuals with disabilities did participate in some training events.

MAIN CONCLUSIONS

The evaluation report contains 12 conclusions, based on the findings mentioned above. Some of the most important are included here: The project demonstrated alignment with the national frameworks and priorities in TIP and SOM although there was no evidence of a prior needs assessment and there was limited engagement of national counterparts in the project's design. The project's regional design lacked a comprehensive regional ToC and did not adequately consider the unique characteristics of each country involved. The project management faced challenges due to the compartmentalized approach, which limited interaction and knowledge sharing among different outcomes leaders. However, the project benefitted from the high technical expertise of outcome leaders, and the active role of the Head of Offices. The budget allocation by outcomes made difficult to compare implementation efficiency across countries. Project monitoring and reporting was based on activities rather than results which resulted in some limitations measuring project's effectiveness and impact. The absence of national governance structures (national SC) limited the monitoring, ownership of the project as well as the capacity of project management to harmonize implementation. The project received positive feedback from national counterparts, indicating that it enhanced the capacities of target groups to respond to TIP and SOM. Despite the evaluation lacking sufficient data to showcase the practical application of the acquired knowledge and skills, as well as the enhanced operational capacity stemming from the provision of equipment, the project demonstrated ability to adapt and achieve preliminary results that would pave the way to potential results. XAMAB3 integrated sensitization interventions on TIP and SOM in some outcomes, but this was not streamlined in all the project. The training interventions implemented enhanced coordination among different criminal justice institutions and strengthened national referral mechanisms. Regional dimension was very limited or even non-existent. Information gathered raises the issue of appropriateness of countries involved as most migration flows are not horizontal between North African countries, but rather vertical with Sub-Saharan Africa. Implementation allowed for a comprehensive understanding of the needs of the countries involved which will serve as a foundation for future interventions. The project contributed to a shifting attitude towards victims of human trafficking by emphasizing the need of a victim-centred approach. The sustainability and exit strategy were not fully considered during design phase and could have been more actively addressed during implementation. The project made a significant contribution to the drafting of anti-trafficking legislation in Libya and the reinforcement of National Coordination TIP bodies was also acknowledged as vital for ensuring project sustainability. There is room for progress in the systematic mainstreaming of the human rights including a victim-centred and child-rights approach, gender, disability inclusion and "leaving no one behind" dimensions into programming.

MAIN RECOMMENDATIONS

1. Conduct a prior needs assessment to identify the specific requirements and challenges in the project context and ensure the participation of national institutional stakeholders in the project design.

2. Develop a comprehensive and participatory Theory of Change (ToC) at regional but also at national level that encompasses the desired outcomes and the pathways to achieve them.
3. Streamline the administration and human resources' structure to support more efficient implementation at country level.
4. Strengthen results-based management to reinforce monitoring, evaluation, and reporting.
5. Develop and maintain inclusive governance mechanisms at national levels throughout implementation to promote appropriateness and ownership of the project.
6. Continue supporting the institutionalisation of the technical curricula and training tools through strategic partnerships with national learning institutions. Integrating a Training-of-Trainers (ToT) strategy is also recommended.
7. Enhance the regional dimension in the design process and broaden the involvement of countries of origin, transit, and destination.
8. The trainings on TIP and SOM should be consistently integrated throughout the project and provide comprehensive and advanced knowledge on the specificities of both crimes, fostering UN interagency cooperation where relevant.
9. Ensure that all trainings incorporate modules that address the gender and human rights dimension, emphasizing the victim-centred and child rights approach.
10. Ensure that future projects consider opportunities for partnerships to exploit synergies with national, and international partners (including EU institutions), strategies and other complementary projects.

MAIN LESSONS LEARNED AND BEST PRACTICES

There are four lessons learned synthetized here: 1) The inclusion of a comprehensive needs assessment is important due to the contextual, political, and socio-economic differences among the countries involved. 2) Active engagement of national institutions in the project design is necessary to foster institutional acceptance, national ownership, and commitment. 3) Developing and maintaining governance mechanisms at national levels create a conducive environment for the project team, donors, and national stakeholders to collaboratively make informed decisions and necessary corrections or adjustments. 4) Streamlining the administration and human resources structure with clear lines of communication, authority and decision making, facilitate efficient and smooth implementation of complex and multi-faceted projects as XAMAB3. XAMAB3 project demonstrated several good practices synthetized here: 1) The use of the training of trainers (TOT) modality emerged as a positive practice supporting efforts to disseminate knowledge and skills to targeted professionals engaged in the fight against TIP and SOM. 2) Inter-agency cooperation demonstrated a good practice in Egypt, where UNODC effectively collaborated with ILO, resulting in wider reach, comprehensive training approaches, and enhanced impact and effectiveness of interventions. 3) Training female officers from CID and DCIM on human rights is important to address the specific gender needs of female victims of TIP and SOM. 4) Simulation exercises (Mock trials and crime scene exercises) presented national stakeholders with opportunities to strengthen the operationalization of their work and to foster interagency cooperation.

SUMMARY MATRIX OF FINDINGS, EVIDENCE AND RECOMMENDATIONS

Findings	Evidence[3]	Recommendations[4]
1.The XAMAB project was aligned with International Human Rights Standards (2016-2022) as well as contributing to SDG targets 5, 8 and 16. It responds to national frameworks and fell within the national and regional strategic priorities. 2.The design process of the XAMAB3 project faced several challenges. There was a lack of evidence indicating a prior needs assessment, and stakeholders expressed dissatisfaction with their limited participation and consultation during the design phase. The absence of an inception phase resulted in additional time spent on developing country packages, work plans and making required adjustments. 3. The project's regional design lacked a comprehensive ToC. Government stakeholders expressed doubts about the value of a regional design, preferring national projects with national ToC .	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel	1. **Needs assessment and participatory design process**: Conduct a prior needs assessment to identify the specific requirements and challenges in the project context and ensure the participation of national institutional stakeholders in the project design. Recipients: UNODC UNODC Regional Office for the Middle East and North Africa (ROMENA) and Project Team
1. The project's regional design lacked a comprehensive ToC. The regional Theory of Change (ToC) did not sufficiently account for the unique characteristics of each country. Government stakeholders expressed doubts about the value of a regional design, preferring national projects that better reflect their individual realities.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	2. **Results-based management**: Develop a comprehensive and participatory Theory of Change (ToC) at regional but also at national level that encompasses the desired outcomes and the pathways to achieve them. Recipients: UNODC ROMENA, UNODC Field Offices (FOs)

[3] General sources that substantiate the findings.
[4] Should include the specific target group of implementing recipient(s) at UNODC.

Findings	Evidence[3]	Recommendations[4]
1. National stakeholders recognized the technical expertise of outcome leaders and the good level of communication with them. They emphasized the importance of having staff located in field offices. The UNODC Heads of Offices contribution was instrumental in bridging the gap between project objectives and the local context. 2. The project's compartmentalized approach hindered interaction and knowledge sharing among different outcome leads, leading to a lack of collaboration among them. 3.The project's budget allocation was primarily based on outcomes, which resulted in limited management effectiveness at the country level and hindered the ability to compare implementation efficiency across countries.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	3. **Project organizational structure**: Streamline the administration and human resources' structure to support more efficient implementation at country level. Recipients: UNODC ROMENA
1. The project's regional design lacked a comprehensive ToC. The regional Theory of Change (ToC) did not sufficiently account for the unique characteristics of each country. Government stakeholders expressed doubts about the value of a regional design, preferring national projects that better reflect their individual realities. 2. The monitoring of the project focused on activities and outputs rather than outcomes. This approach made it challenging to effectively measure the impact of the project. The governance structure that was foreseen in the pro doc (national SC) was not operationalized in every country which limited participation and monitoring of national counterparts undermining project ownership.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	4. **Results monitoring and reporting**: Strengthen results-based management to reinforce monitoring, evaluation, and reporting. Recipient: UNODC ROMENA

Findings	Evidence[3]	Recommendations[4]
1.The governance structure that was foreseen in the pro doc (national SC) was not operationalized in every country (only Tunisia had one) which limited participation and monitoring of national counterparts undermining project ownership.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	5. **Governance mechanisms**: Develop and maintain inclusive governance mechanisms at national levels throughout implementation to promote appropriateness and ownership of the project. Recipients: UNODC ROMENA, UNODC FOs
1.Whilst the use of the TOT modality was positively perceived as an important enabler for building national capacities, they remained limited in scope. There is limited evidence to suggest that the project and its counterparts adequately considered plans to cascade the trainings or to provide long-term support needed. 2.Procurement of equipment, intelligence and forensic software was valued by stakeholders as an important area of project assistance. However, there were challenges with licenses durations and maintenance of the equipment.	Desk review of annual reports, training materials and other internal documents, country packages, national policies and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	6.**Institutionalizing capacity building**: Support the institutionalisation of the technical curricula and training tools through strategic partnerships with national learning institutions. Additionally, integrating a Training-of-Trainers (ToT) strategy is recommended. Recipients: UNODC ROMENA, UNODC FOs

Findings	Evidence[3]	Recommendations[4]
1.Government stakeholders expressed doubts about the value of a regional design, preferring national projects that better reflect their individual realities. 2.The regional dimension was limited to bilateral exchanges which were mostly beneficial to Libya. 3. Counterparts raised that the project did not take into account that most migration flows are not horizontal between North African countries, but rather vertical with Sub-Saharan Africa. They underlined the importance of facilitating information access and exchange between the origin, transit, and destination countries.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	7. **Regional dimension:** Enhance the regional dimension in the design process and broaden the involvement of countries of origin, transit, and destination. Recipients: UNODC ROMENA, UNODC FOs
1.The project contributed to improve the capacity to respond to TIP and SOM by receiving new specialized equipment and related trainings. However, it was not clear to which extent these trainings also focused on how to use this equipment to combat these crimes. 2.Most of the trainings provided basic information about TIP and SOM and mainly focused on the difference between trafficking and smuggling. The concept of smuggling of migrants was addressed in a more limited extent.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel	8. **Incorporating more advanced TIP and SOM modules in training**: Ensure that trainings on TIP and SOM are consistently integrated throughout the project and provide comprehensive and advanced knowledge on the specificities of both crimes, fostering UN interagency cooperation where relevant. Recipients: UNODC ROMENA

Findings	Evidence[3]	Recommendations[4]
1.The formulation of capacity building interventions was primarily focused on the 'technical needs' of criminal justice actors, with no targeted interventions designed to address capacity gaps in human rights and gender-sensitive perspective. 2.During implementation, the Human Rights Based Approach (HRBA) was incorporated in several elements of the Programme, especially in Libya. The project team also encouraged the participation of female professionals in all trainings offered and delivered targeted training for female officers in Libya. Besides, technical trainings incorporated modules linked to the gender dimension of criminal justice response to TIP and SOM crimes. The reporting of gender-disaggregated data was ensured in project reporting. 3.The project did not sufficiently explore seeking human rights expertise or building partnerships with human rights organizations, including CSOs expect in Libya. 4.The incorporation of the "leaving no one behind" dimension and the victim-centred approach was more evident in Focus area II and IV while it was more challenging to substantiate in activities under Focus Area III, which primarily emphasized technical aspects of investigation capacities rather than vulnerability considerations in training design and implementation. 5.There was no evidence of specific disability mainstreaming measures in the project, although there were instances of individuals with disabilities participating in some training events.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	9. **Mainstreaming human rights, gender, disability inclusion and leaving no one behind:** Ensure that all trainings incorporate modules that address the gender and human rights dimension, emphasizing the victim-centred and child rights approach. Recipients: UNODC ROMENA
1.The project established partnerships and collaborations -with varying degrees- across the targeted countries. In Egypt, the project implemented joint activities with the ILO and IOM sharing their complementary expertise and resources which delivered added value in terms of training quality and wider reach to targeted audiences. It constitutes a good practice in terms of fostering synergies in the provision of capacity building in areas related to the identification and referral of victims to services. 2.In Libya, Tunisia and Morocco, while no formal partnerships have taken place with UN agencies, the project team still maintained communication and coordination with UN agencies and EU bodies to ensure synergy and avoid duplication of effort.	Desk review of annual reports, training materials and other internal documents, country packages, national policies, and guidelines; Interviews with UNODC ROMENA staff, UNODC FO staff, NGO's, donor; and Survey to trained personnel.	10. **Enhance synergy and cross-agency complementarity**: Ensure that future projects consider opportunities for partnerships to leverage synergies with national, and international partners (including EU institutions), strategies and other complementary projects. Recipients: UNODC ROMENA

I. INTRODUCTION

BACKGROUND AND CONTEXT

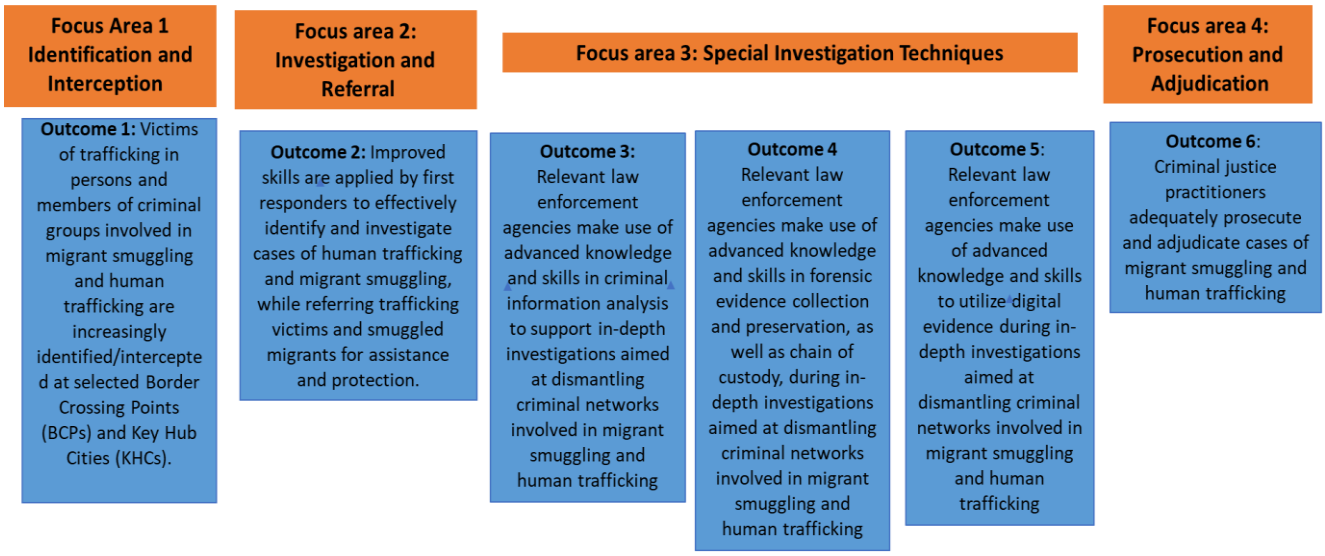
OVERALL CONCEPT AND DESIGN

The project "Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa" (XAMAB3) is a four-year (1 August 2019 to 31 July 2023) initiative which was launched in August 2019 by United Nations Office on Drugs and Crime (UNODC), Regional Office for the Middle East and North Africa (ROMENA) and funded by the European Union (EU) with a budget of 15,000,000 euros. The project was developed under the umbrella of the UNODC Regional Programme in the Arab States to Combat Criminal, Terrorist and Health Threats and to Strengthen Criminal Justice Systems, in line with International Standards and Human Rights Norms (2016-2021). The overall objective is to contribute to reducing enablers of - and mitigating vulnerabilities arising from - irregular migration in Egypt, Libya, Morocco, and Tunisia by focusing on the dismantling of organised criminal groups involved in migrant smuggling and human trafficking.

Interventions under this project support North African countries (Libya, Morocco, Tunis and Egypt) have enabled a good exchange of experience and expertise. The project has also helped to support countries in their efforts to combat the criminal networks involved in migrant smuggling and trafficking in human beings, by further strengthening their capacities. It has provided in modernizing the way they conduct in-depth investigations relating to organised criminal groups involved in migrant smuggling and human trafficking, building capacities on detection and interception of suspicious persons at border crossing points and key hub cities along smuggling routes, and strengthening special investigation techniques, while providing in-depth capacity-building for effective prosecution and adjudication of migrant smuggling and human trafficking cases. The project contributes to SDG target number 5 (Achieve gender equality and empower all women and girls), 8 (Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all) and 16 (Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels).

Developed under the strategic framework of the EU Emergency Trust Fund (EUTF), the project combines a focus on the regional dimension of the fight against smugglers and traffickers with efforts to strengthen national criminal justice capacity and uphold the rights of migrants, refugees, asylum seekers and vulnerable groups. The project has 4 Focus Areas and 6 outcomes.

Figure 1: XAMAB3 Results framework



Source: Project documentation

PURPOSE AND SCOPE

The Independent In-depth Evaluation of XAMAB3 was carried out between April 2023 and July 2023 as part of UNODC's commitment to independent evaluation mandated in the UNODC Strategy 2021-25. The evaluation covered the period from August 2019 to July 2023 and it involved four countries: Egypt, Libya, Morocco, and Tunisia.

The purpose of this evaluation is to assess achievements in relation to its design, relevance, efficiency, coherence, effectiveness, impact, and sustainability **as well as human rights, gender equality, disability and leaving no one behind**. It also aims to assess areas of collaboration between UNODC and the national counterparts under the different areas of the project (forensics, border security, criminal analysis, cybercrime, etc.), assess the Monitoring, Evaluation and Learning framework: Theory of Change; Log Frame results and smart indicators, data collection systems, reporting tools, and action plans; identify substantial gaps and recommend corrective action of the broader Monitoring and Evaluation (M&E) system. It also aims to identify best practices and lessons learned to influence future project design and implementation and support the identification of practices and areas that are effective or insufficient to address Trafficking in Persons (TIP/ Smuggling of Migrants (SOM).

In addition, this final evaluation may guide the development of new strategic priorities and direction for ROMENA including the recommendations on sustainability and the exit strategy of this project as well as on the inclusion of gender, disability, and human rights considerations. The main final independent evaluation users are the Member States, the beneficiary authorities, UNODC and the donor.

THE COMPOSITION OF THE EVALUATION TEAM

The evaluation team was comprised of three female independent evaluators. The team included an evaluation expert, specialised in sustainable development and evaluations, with more than 16 years of work experience evaluating projects and programmes with various international organizations, bilateral cooperation agencies, and private sector organizations, a substantive expert with over 25 years of experience in the field of human trafficking, migrant smuggling, human rights and chid protection as well as in project management, and a substantive regional expert with over 20 years of work experience in the MENA region conducting evaluations in the fields of gender equality, combating gender-based violence and criminal justice.

EVALUATION METHODOLOGY

The evaluation was **summative** covering the period from the **1 August 2019** to **6 June 2023**. Additionally, the evaluation was formative, making use of the findings and conclusions as well as identified lessons learned and best practices to formulate forward-looking conclusions and recommendations.

The evaluation used a **theory-based approach** as a guiding framework for this evaluation. Under this approach, the evaluation tries to set out the theoretical assumptions underlying an intervention in terms of a phased sequence of causes and effects, a program theory,[5] and emphasises the importance of evidence-based practice. The evaluation is aligned with United Nations Evaluation Group (UNEG) norms and standards and the UNODC Evaluation Policy. The process followed the evaluation criteria defined by the Organization for Economic Cooperation and Development/Development Assistance Committee (OECD DAC): relevance, coherence, efficiency, effectiveness, impact, and sustainability of XAMAB3. In addition, the United Nations System-Wide Action Plan (UN-SWAP) requirements used by UNODC concerning human rights, gender equality and disability as well as leaving no one behind, lessons learned, and best practices were added. The wide range of different stakeholders interviewed and surveyed in the evaluation of XAMAB3, and the specific criteria and questions posed responded to the needs and requirements defined by the evaluation Terms of Reference and aligned with the UNEG Guidance on Integrating Human Rights, Disability inclusion and Gender in Evaluations. The evaluation aimed to be gender-sensitive and integrate human rights aspects by including a wide range of different stakeholders through interviews and surveys, and by maintaining a gender balance

[5] 2013. AM Nkwake, *Working with Assumptions in International Development Program Evaluation*, p.71. Springer.

in the sampling of interviewees. Additionally, the evaluation includes specific criteria and questions on human rights, gender equality, disability, and leaving no one behind in the context of XAMAB3. All the data collection and analysis were contextualized considering the specific region and the member states included in the project.

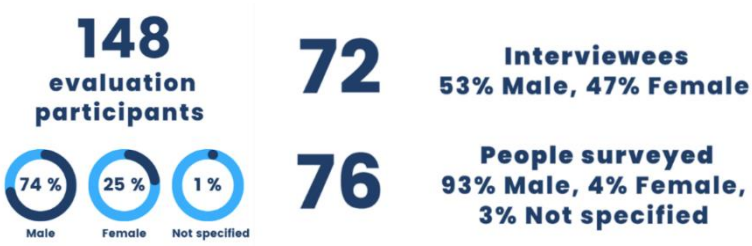
Under each criterion, specific evaluation questions and indicators were developed to guide the evaluation exercise. Evaluation criteria, questions, indicators, and related data sources were compiled into an evaluation matrix that served as the key guiding instrument throughout the evaluation.

DATA COLLECTION

The evaluation applied a **mixed-methods approach**, making use of document review, semi-structured interviews, and a survey. A total of **148 people** participated in the evaluation, 74% of whom were male, 25% were female, and the remaining 1% did not want to disclose their gender. The predominance of male participants suggests that these institutions might have a higher representation of males in their workforce or leadership positions. In total, 86% of the participants were from the government, 8% from UNODC, 5% from international organizations, 3% donor and 1% NGOs.

Figure 2: Statistics on data collection

There were 72 interviews and 76 responses from the survey. The evaluators visited 3 countries including Tunisia, Egypt and Morocco and conducted online interviews in Libya as it was not feasible to conduct in-country consultations due to the security situation as agreed with project management during the inception phase.



Source: Evaluation team analysis

a) **Desk review of relevant documents** and data provided by the UNODC ROMENA project management team and obtained through research undertaken by the evaluators.
   - In total, there are approximately 536 documents[6] related to XAMAB3 that were reviewed (395 internal documents, 125 external documents, and 16 relevant UNODC evaluation documents)[7]. Internal documents such as project documents, project annual and quarterly reports, logical framework results, financial statements, SWOT analysis, EU Results Oriented Monitoring (ROM) Review Report, programme monitoring and/or evaluation reports, country package documents including activity reports, agendas, and training materials, and different guidelines, among others. External documents were relevant policy documents, reports and strategies, national laws and strategies, United Nations Sustainable Development Cooperation Frameworks, and statistical collection, among others.
   - Relevant UNODC evaluation documents, for example UNODC Independent Evaluation Section: Meta-Analysis, the United Nations Office at Vienna (UNOV)/UNODC's Strategy for Gender Equality and the Empowerment of Women, United Nations ethical guidelines, United Nations evaluation guidelines, templates, and handbooks, etc. Relevant quantitative and qualitative information from these documents was extracted and organized according to the evaluation criteria and questions included in the evaluation matrix.

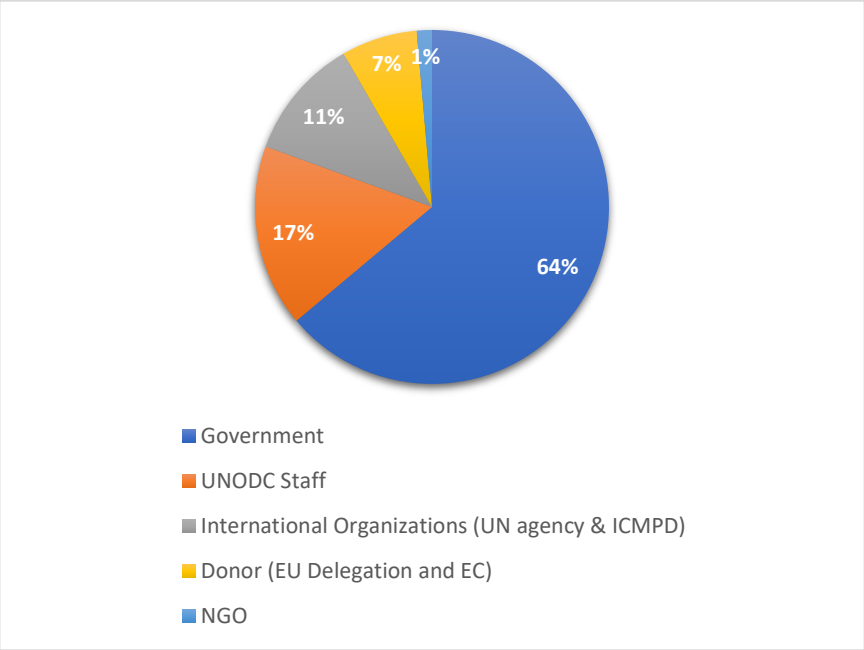
[6] Please note that this first draft does not contain all the documents listed in the annex. This will be produced for the second version of the report.

[7] The full list can be found in Annex III.

b) **Online surveys with government officials trained by the project.** The online survey was set up in SurveyMonkey and the link was sent by UNODC project management to national counterparts who in turn disseminated by email to officials trained by the project, of whom 76 responded[8]. The survey (Annex II) consisted of 16 questions related to the operational use of trainings and/or technical assistance according to some of the evaluation criteria (relevance, coherence effectiveness, sustainability, and HR, gender and leave no one behind). Survey responses were collected from the 2nd to 30th of June 2023. All respondents (100%) were from the government institutions of Tunisia. We did not receive responses from Morocco or Libya and the survey was not disseminated in Egypt based on the request of the national counterpart that deemed key informant interviews sufficient. Most respondents were male (93%), only 4% of the surveyed were female, and the other 3% did not disclose their gender.

c) **Semi-structured interviews with UNODC ROMENA Staff, UNODC Field Office (FO) Staff, UNODC Headquarters (HQ), government personnel, international organizations (UN Agencies and the International Centre for Migration Policy Development -ICMPD-), the donor (the EU Delegations, and the European Commission) and one Non-Governmental Organisation (NGO).** In total 47 semi-structured interviews were conducted with 72 interviewees (most were individual interviews; some were conducted with 2 or more participants). The type of stakeholders with the highest number of interviewees were governments (64% of interviewees), followed by UNODC staff (17%), international organizations (11%), the donor (7%) and an NGO (1%). The number of people (excluding those of UNODC) interviewed were 19 from Tunisia, 18 from Egypt, 13 from Morocco and 9 from Libya.

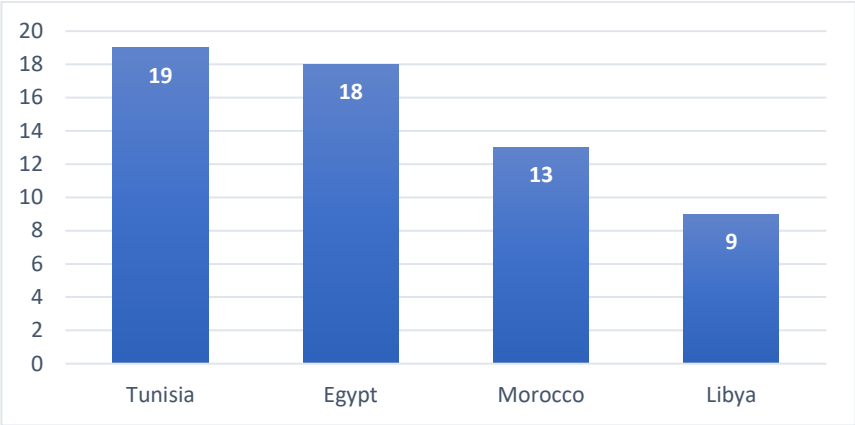
Figure 3: Percentage of interviews according to stakeholder category



Source: Evaluation team elaboration

[8] As the survey was shared by the same public authorities, the evaluation team could not know to how many people the survey was sent.

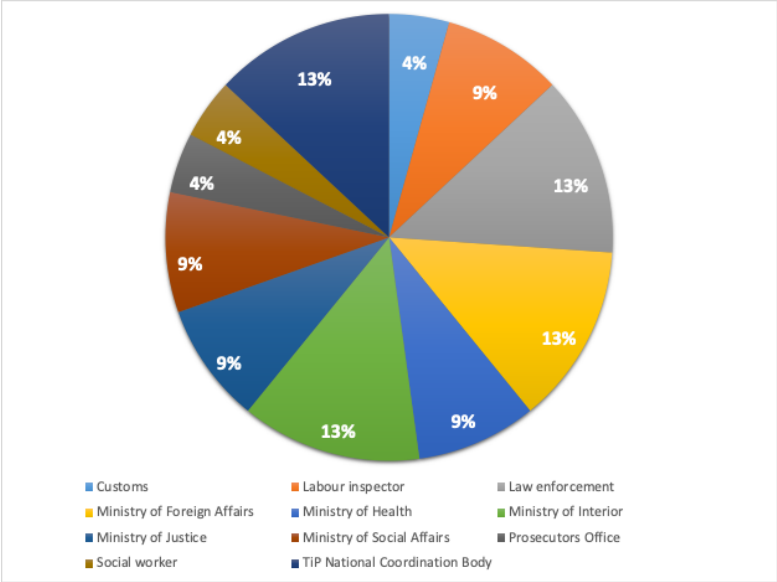
Figure 4: Number of interviews by country (including Government, International organizations, EU delegations and NGOs and excluding UNODC interviews)



Source: Evaluation team elaboration

On the Government representation, the interviews were balanced across ministries and other relevant governmental bodies and offices. The Ministry of Interior, the Ministry Foreign Affairs, the TIP National Coordination Body, and law enforcement officials were the most interviewed, each accounting for 13% of the interviews. Those numbers were closely followed by 9% of the interviews that were respectively conducted with the Ministry of Social Affairs, the Ministry of Justice, the Ministry of Health, and labour inspectors. The remaining governmental actors including social workers, customs, and the prosecutor's office, represented 4% of the interviews each.

Figure 5: Governmental representation in the interviews



Source: Evaluation team elaboration

The interviews were conducted with 53% male and 47% female respondents. Half of them were done during in-person field visits in Egypt, Morocco, and Tunisia (51%), the other half was done remotely through online platforms (49%) mostly in Libya and in the other 3 countries.

To conduct the group interviews, consultants moderated the discussions selecting the most relevant questions in the interview guide (Annex II) and trying to generate discussion among the participants. Focus groups were not finally conducted. The decision not to conduct focus groups as part of the evaluation process was influenced by the composition of the groups, which typically comprised only 2 or 3 individuals. This

composition presented certain challenges and considerations that made conducting traditional focus groups less meaningful.

Once the data collection phase was completed and the information was triangulated, the evaluation team organized a validation session with the project management team. The purpose of this session was to present and validate the findings derived from the comprehensive data analysis.

DATA ANALYSIS AND TRIANGULATION

For the survey, the quantitative and qualitative data collected were extracted from SurveyMonkey in Excel files for further processing and analysis. The respective data was organized according to the evaluation criteria and questions included in the evaluation matrix.

For the interviews, evaluators took detailed notes while conducting the interviews, and some were also recorded with the consent of interviewees. This approach allowed for a thorough data cleaning and processing through which all information had been introduced into the Qualitative Data Analysis (QDA) software (Dedoose). This allowed for aggregation of quantitative information as well as comparison and aggregation of information from qualitative answers. The qualitative analysis was done through Dedoose whereby the consultant team coded and screened the recorded answers of interviewees by evaluation criteria and questions, and identified common topics and issues that were raised.

The information obtained through desk review, survey, and semi-structured interviews was then triangulated to confirm and validate information across different information sources. This process led to the formulation of findings under each evaluation criterion, answering the respective evaluation questions. Those findings were validated with the project management team during the validation session explained above. Conclusions were based on the findings, and recommendations were developed accordingly to address main issues included in the conclusions in a forward-looking manner to serve as actionable recommendations. Lessons learned were also identified to benefit the implementation of the next phase and future programming.

LIMITATIONS TO THE EVALUATION

Limitations to the evaluation	Mitigations measures
The access to trained participants was foreseen and discussed during inception as a key challenge - both for UNODC's overall monitoring purposes - as well as for soliciting feedback on the results in the context of this final evaluation	The evaluation team agreed with UNODC management to design and disseminate an online survey to solicit input of trained government professionals across targeted countries on the quality as well as utility of the XAMAB3 trainings. The survey was developed in both Arabic and French to ensure that respondents could answer questions in the language they are most comfortable with which improves the accuracy of data.
Based on the request of UNODC project management during the inception phase, the survey dissemination and follow-up had to be done by national counterparts who reached out directly to their respective trained participants (only Tunisia did that, as the evaluation team did not get responses from Egypt, Libya, and Morocco). In this context, UNODC project management and the evaluation team had limited control over the surveying and follow-up process. Hence, it was difficult to determine: 1) when each group of trained participants received the survey link; 2)	The evaluation team had close contact with the Project Coordinator and the UNODC programme heads of office in Libya, Morocco and Tunisia to ensure that the survey was adequately distributed to government officials who received trainings. The UNODC team followed-up with national counterparts to prompt survey responses during the allocated timeframe for data collection. Despite the collaboration of national counterparts, anonymity and confidentiality was maintained for responses as the evaluation team was in charge of managing directly the survey.

how many participants in total received the survey; and 3) whether there was any systematic bias in selection. Besides, the Survey was not disseminated in Egypt as the national counterpart according to UNODC staff deemed Key Informant Interviews (KIIs) to be sufficient.	
Responses to the survey were limited in number to 76 responses and in geographical scope to Tunisia only. Although Morocco and Libya expressed their willingness to participate, the survey could not reach the different authorities. Egypt authorities did not participate in the survey.	The evaluation team could not use the survey for triangulation of data and validation of findings for all countries. Yet, the survey provided insights and practical experiences from trained participants that showed broad alignment with information obtained through KIIs. Therefore, while the evaluation was unable to ascertain if there was systematic bias in sample selection, survey results were broadly consistent with the results obtained via other methods.
Programme monitoring data was dispersed in narrative in annual reports and quantitative data was compiled in excel sheets on delivered outputs per country. The log frame indicators were mostly quantitative and did not provide information at outcome and impact levels. This generated several challenges in measuring/ assessing effectiveness and impact of XAMAB3.	In the absence of indicators at the level of "outcomes" or a clear ToC that describes the change processes that underpin the project, the evaluators tried to reconstruct the theory of change and make the necessary adjustments based on the evaluation process, lessons learned, and stakeholders' perceptions on the key results. This was necessary for the evaluation to develop contribution narrative as part of a theory-based evaluation.
The project documentation that relates to training content for some project outcomes were made available late into the evaluation process. This was considered a missed opportunity as the review of such documents could have better informed the inquiry with key informants.	To the extent possible, the evaluation team used the materials that were made available after the end of data collection to discern important elements of training quality, scope and adequacy from a substantive point of view.

II. EVALUATION FINDINGS

RELEVANCE

This section examines the relevance and responsiveness of XAMAB3 to the regional priorities and national strategies and needs. It assesses the extent to which programme design and implementation were consultative, inclusive, participatory, based on evidence, and guided by a Theory of Change (ToC).

EVALUATION QUESTIONS:

- To what extent was the program based on needs assessment prior to the intervention, and was it aligned with regional priorities and national strategies and needs for assistance?
- To what extent was the project design appropriate to achieving the expected results?
- To what extent were limitations and risks properly identified and assessed as part of the design of the project?

EVIDENCE BASED PROGRAMME AND ALIGNMENT WITH REGIONAL AND NATIONAL PRIORITIES

XAMAB3 project was aligned with the national frameworks and fell within the national and regional strategic priorities. It was also aligned with the strategic programming of UNODC on the regional and international levels, as well as with the Sustainable Development Goals (SDGs) Target 5 (5.2), Target 8 (8.7), and Target 16 (16.2). It was embedded in UNODC's Strategic Frameworks (2016-2020) and (2021-2025) contributing to "building the capacity of Member States for joint and parallel operations to identify and dismantle organized crime groups". It falls under the umbrella of the Regional Programme for the Arab States to Prevent and Combat Crime, Terrorism and Health Threats, and to Strengthen Criminal Justice Systems, in line with International Human Rights Standards (2016-2022), which is the strategic framework and overall umbrella of UNODC work in North Africa and the Middle East. The North African countries are origin, transit and destination countries and face similar challenges with regards to illegal/irregular migration and migrant smuggling and human trafficking. Countries have taken some steps forward to combat criminal networks of TIP and SOM through their legislation and the establishment of different coordination bodies that were created to prevent and fight human trafficking in Tunisia (2016), Egypt (2016) and Morocco (2018). The project responded to the need to dismantle criminal networks with a law enforcement approach, by further expanding capacity-building in modern specialized investigation and judicial techniques and providing specialized equipment.

In Tunisia, the project was very relevant according to the national priorities as it was created after the approval of the Law on trafficking in 2016 and the creation of the "Instance nationale de lutte contre la traite des personnes (INLCTP)". In Egypt, at the time of inception, the project was aligned with both the National Strategy on Combatting and Preventing TIP (2016-2021) and the National Strategy for Combating and Preventing Illegal Migration (2016-2026). In Morocco, the project commenced in conjunction with the establishment of the National Commission for the Coordination of Measures to Combat and Prevent Trafficking in Human Beings, making it very pertinent to the country. In Libya, the situation presented a high level of complexity due to the absence of a National Constitution, the political polarization and institutional fragmentation, and the absence of a Law on trafficking, which according to consulted UNODC staff and the EU Delegation, made it challenging to discern the country's priorities with clarity. Nevertheless, **national partners confirmed that the project adequately responded to the urgent need for assistance** given its high number of migrants and refugees and the illegal networks that operate in the country.

Concerning the design, XAMAB3 project was designed by UNODC with the endorsement of the EU. **Assessing** the **extent to which the project was based on a prior needs assessment has proven challenging due to the lack**

of institutional memory and the absence of evidence indicating the completion of such an assessment. Its worth to mention that between the time of the design and the signature many things changed. For example, at the time of the signature, relevant focal point with whom consultations took place were not anymore in charge. XAMAB3 was implemented in Egypt and Morocco following the closing of Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants (GLO ACT), a project funded by the EU and implemented by UNODC between July 2015 and September 2019. GLO ACT aimed to enhance more effective responses to trafficking and smuggling, providing assistance to victims of trafficking and vulnerable migrants through the strengthening of identification, referral, and direct support mechanisms. The Moroccan country package made some references to GLO ACT to ensure continuity and prevent duplication of efforts. However, the Egyptian national package did not include any references to the previous project. According to UNODC consulted staff, this difference was caused because Morocco had a program officer who had previously been involved in GLO ACT during its inception, while Egypt lacked such personnel as the individual had retired. In addition, the project did not involve GLO ACT managers and people working on HQ TIP/SOM UNODC global section in its design phase. They became aware of the project only after its design was already finalized, revealing a lack of communication and coordination within UNODC. In Libya, the country package drew upon reports and activities of the EU Border Assistance Mission (EUBAM).

In terms of engaging national counterparts during the design phase, the data analysis conducted highlights a common trend across all countries, where national stakeholders expressed that they were consulted only after the project and country package had already been drafted. They perceived the **design process as lacking sufficient participation**. As a result, their input was limited to minor adjustments, contextualizing activities, and incorporating previously unforeseen institutions. According to their view "*they had to adapt to the project, rather than the project adapting to them*." Government authorities **emphasized their preference for UNODC to consider and prioritize their specific priorities and needs in the project design** more effectively. In Libya, stakeholders noted that the project's design should have better reflected the need to prioritize the drafting of the law addressing TIP and SOM.

The design process **required additional time and caused delays**, which were further exacerbated by the impact of the COVID-19 pandemic. In Morocco, the country package had to undergo extensive rewriting and numerous changes to make it applicable, although it was the first country that started the project at the end of 2019. In Tunisia, multiple discussions were required with different ministries to secure document approval, given the sensitivity of the topic which also caused, with the COVID-19 taking place, a 2-year delay (project started in 2022). In Egypt, the COVID-19 pandemic, discussions, and negotiations with different ministries delayed the start to 2021. In Libya, the UNODC had to engage in extensive discussions with national counterparts to ensure the project's compliance with the Human Rights Due Diligence Policy on UN Support to Non-UN Security Forces (HRDDP) assessment and it was in 2021 that the project started to be implemented. A national counterpart expressed the sentiment, "*We should have had an inception phase instead of jumping straight into implementation because we spent a considerable amount of time developing work plans.*"

APPROPIATENESS OF THE DESIGN TO ACHIEVING THE EXPECTED RESULTS

The project encompasses 6 main outcomes contributing to reduce enablers of - and mitigating vulnerabilities arising from - irregular migration in Egypt, Libya, Morocco, and Tunisia by focusing on the dismantling of organized criminal groups involved in migrant smuggling and human trafficking. National capacities of law enforcement, criminal justice, and other relevant actors (consular staff, social workers, labour inspectors, lawyers) in Egypt, Libya, Morocco, and Tunisia were built within four focus areas as described in the introduction. As a regional programme, the outcomes remain consistent across all countries. The project also incorporates 20 outputs focused on capacity building and skill enhancement of professionals within target institutions, as well as equipment procurement. The design of the outputs remained the same among countries although countries selected those which responded to their individual needs. Indicators are mostly

quantitative and not qualitative, primarily capturing the number of practitioners trained, number of trainings conducted, needs assessments completed, plans developed, and equipment procured.

The **design incorporates the necessary elements to provide and strengthen the criminal response to TIP and SOM, while also encompassing disciplines applicable to other crimes.** It was appreciated by the national counterparts for its comprehensive approach in addressing the prosecution and protection aspects of these crimes. The design encompasses the steps of the criminal justice chain, including detection/interception, identification, referral of trafficking victims and smuggled migrants, in-depth investigation, and prosecution/adjudication with a focus on facilitating international judicial cooperation and mutual legal assistance. However, the design does not explicitly include prevention activities on TIP and SOM, as this pillar was not directly aligned with the project's objective.

Some UNODC staff involved in the project, noted that the **design was probably too ambitious, considering the wide range of outcomes, outputs and activities for four countries in relation to the allocated budget**. The considerable number of outcomes presented challenges and complexities in project management, resulting in some misunderstandings among project beneficiaries due to overlapping elements. This issue was particularly evident in outcomes 3, 4, and 5, which encompassed distinct criminal investigation techniques, namely criminal information analysis, forensics, and digital evidence. Several UNODC staff members, and the ROM report highlighted the potential advantages of merging these outcomes into a single investigation outcome. This merging was seen as beneficial in terms of streamlining and improving project management, as well as preventing any potential overlap or duplication of efforts[9].

While the project's regional design was accompanied by a logical framework, **it did not incorporate a ToC aligned with UNODC standards and guidance.**[10] Although regional risks were identified, assumptions were not explicitly stated, and **there was not a comprehensive description on how change was expected to occur, including the systems and actors influencing that change.** Additionally, despite countries selected to implement those outputs that responded more to their needs, the regional design was not flexible enough to adequately account for the particularities of each country, including variations in political, economic, and capacity contexts.

In terms of the national packages, the logical framework remained largely unchanged, with similar outcomes and outputs, although activities varied from country to country. The main substantial difference was observed in Libya, where the logical framework was adjusted in 2022 when the project team requested a no-cost extension from the EU. This adjustment was necessary due to the adoption process of an anti-trafficking and migrant smuggling legislation in Libya, which was not required in the other countries as they already had legislations in place. This law was important as the adoption of specific offences is a pre-requisite for enhancing investigation and prosecution efforts. The absence of incrimination limits the scope and effectiveness of the criminal justice response, while also hinders the international cooperation and mutual legal assistance.

Some government stakeholders expressed scepticism regarding the added value of a regional design, as they believed national projects with national ToC would better reflect their respective realities. **A national ToC, including country-specific assumptions and risks, would have enhanced contextualization, improved implementation management, and allowed for the inclusion of mitigation measures to address risks**. It would have also recognized the complexity of change and the various systems and actors involved within each country.

By using a theory-based approach, the evaluation team attempted to reconstruct a Draft Theory of Change that is based on the Logical Framework of the project but also incorporates good practices and lessons learned taken from the evaluation process. Although this evaluation underscores the importance of having a national ToC, the information obtained only enabled a partial reconstruction of regional draft ToC, based on the project logical framework, document review and the feedback received from various stakeholders during the evaluation. It is worth noting that the draft ToC reconstructed by the evaluation team is merely an initial

[9] EU ROM.
[10] UNODC (2018) Results-based Management and the 2030 Agenda for Sustainable Development.

proposal to be considered for future programming as it tries to emphasize new approaches to combat TiP and SoM. Therefore, the reconstruction of the ToC requires further involvement and reflection of the project team, jointly with key national counterparts. The draft ToC includes the different outputs of the project and those lead into outcomes and impact, in addition to assumptions and risks. However, it does not provide a detailed description of how change is happening as the evaluation process does not have the necessary evidence for that level of analysis. **Evaluators have found some gaps among project outputs and outcomes indicating areas where there is no clear path to achieving the desired change**. For instance, the conditions and measures that are needed to catalyse improved 'institutional capacities' (the outcomes) by training limited groups of professionals (the outputs) needs to be articulated in the ToC. Additionally, the draft **regional ToC has limitations due to varying capacities among countries.** For example, in Libya, the legislation related to TIP and Security of Migration is not yet in place which prevent the country from engaging in focus area 4 and invalidate certain assumptions in the draft ToC.

As the figure added in Annex V shows, the evaluators have condensed the six outcomes into 4 aligning them with the project's four focus areas: identification and interception, investigation and referral, special investigation techniques, and prosecution and adjudication. Previously separate outcomes related to investigation techniques (outcomes 3, 4 and 5) have been merged into a single outcome, while the specialization techniques of criminal information analysis, forensics, and digital evidence have been incorporated at the output level.

The draft ToC for the project places significant emphasis on the integration of a human rights and victim-centred approach throughout the implementation of activities related to identification and interception, investigation and referral, special investigation techniques, and prosecution and adjudication of TIP and SOM cases. By incorporating a human rights perspective, the project acknowledges that victims of TIP and SOM are individuals with inherent rights that must be respected, protected, and fulfilled. This approach recognizes the vulnerability of victims and aims to restore their dignity, and overall well-being throughout the criminal justice process.

The **draft ToC includes several assumptions and risks** that need to be addressed during the future project implementation to ensure the successful implementation and sustainability of efforts to combat trafficking and smuggling with a human rights and victim-centred approach.

- **New equipment and skills are needed:** The theory assumes that the acquisition of new equipment, along with the necessary skills to operate it, is crucial for effectively detecting, intercepting, and combating criminals involved in migrant smuggling and human trafficking.
- **Capacity building is needed**: The theory assumes that capacity building efforts are required to enhance the capabilities of relevant stakeholders in detecting and using special investigation techniques, identifying and referring trafficked persons and smuggled migrants, and prosecuting TIP and SOM cases.
- **Political willingness to combat trafficking and smuggling**: The theory assumes that there is a political commitment and willingness among countries to combat trafficking and smuggling. It further assumes that countries are willing to cooperate with each other, including countries of origin, transit, and destination, to address the issue collaboratively.
- **Ownership and participation of counterparts:** The theory assumes that counterparts in the region actively participate in project design, demonstrating ownership and buy-in to the project's activities. It further assumes their involvement in decision-making processes related to the implementation of activities, fostering a sense of ownership and commitment.
- **Pre-assessment of capacity building needs:** The theory assumes that a comprehensive assessment of capacity building needs has been conducted in each country, considering the varying levels of awareness and understanding of human trafficking and migrant smuggling. This assessment allows for tailored training programs and interventions to address specific needs within each country and sector.
- **Legal and institutional frameworks:** The theory assumes that adequate legal and institutional frameworks, as well as national mechanisms, are already in place in each country to combat trafficking

and smuggling. These frameworks serve as a foundation for effective implementation and enforcement of laws and regulations.

Risks:

- Political instability and insecurity: Risks associated with political instability and security concerns can hinder the movement and travel of project participants, including implementers, potentially impacting the implementation of project activities across all areas and countries.
- Lack of ownership and buy-in: The risk of counterparts lacking ownership or buy-in to project activities may result in a lack of support, and in some cases, complete blocking of activities, leading to the inability to implement planned interventions.
- Compromised integrity and safety of frontline officers: Risks related to compromised integrity and safety of frontline officers may impact the effectiveness and reliability of investigations and operations, potentially undermining efforts to combat trafficking and smuggling.
- Weak knowledge base hindering capacity building: The risk of a weak knowledge base within the target sectors or countries can impede capacity building efforts, making it challenging to develop the necessary skills and expertise to effectively address trafficking and smuggling.
- Misuse of equipment: The risk of equipment provided being diverted for other purposes or private use can undermine the intended use of resources and hinder the effectiveness of detection and interception efforts.
- Focus on low-level operatives: The risk of a disproportionate focus on low-level operatives, driven by an emphasis on raw investigation and prosecution numbers, may divert attention from targeting and dismantling organized criminal networks involved in trafficking and smuggling.
- Impact of another pandemic: Despite the risk might be low, the risk of another pandemic, such as the impact of COVID-19, can pose challenges to the project's ability to implement activities, including travel restrictions, reduced access to resources, and disruptions to collaboration and cooperation among stakeholders.

SUMMARY - RELEVANCE

- The XAMAB3 project was aligned with International Human Rights Standards (2016-2022) as well as contributing to SDG targets: Target 5, 8 and 16. It responds to national frameworks and fell within the national and regional strategic priorities. Countries like Tunisia, Egypt, and Morocco have taken steps to combat criminal networks involved in TIP and SOM through legislation and the establishment of coordination bodies. In Libya, the absence of a National Constitution, political instability and a national law on TIP added complexity, but the project addressed urgent needs in the country.
- The design process of the XAMAB3 project faced several challenges. There was a lack of evidence indicating a prior needs assessment, and stakeholders expressed dissatisfaction with their limited participation and consultation during the design phase. The absence of an inception phase resulted in additional time spent on developing country packages, work plans and making required adjustments.
- The project design incorporated multiple outcomes, outputs, and activities, which were seen as ambitious in relation to the allocated budget and the complexity of managing such a wide range of interventions across four countries. This complexity led to some misunderstandings among project beneficiaries due to some overlapping, particularly in outcomes related to criminal investigation techniques.
- The project's regional design lacked a comprehensive ToC with explicit identification of assumptions, the description of how change was expected to happen. Government stakeholders expressed doubts about the value of a regional design, preferring national projects with national ToC that better reflected their individual realities.

EFFICIENCY

This section assesses how far XAMAB3 converted inputs such as funds, expertise, staff structure and staff time, etc. into outputs in a timely and efficient manner and how efficient was the communication between Regional and Field offices and implemented partners.

EVALUATION QUESTIONS:

- To what extent and through which measures did the project management ensure that resources (i.e., funds, human resources, time, expertise, etc.) were allocated in an efficient, transparent and accountable manner?
- To what extent was the communication between the Regional and Field offices and implementing partners efficient?

ORGANISATIONAL STRUCTURE, PERSONNEL ALLOCATION AND MAIN TASKS

The project's organisational structure was developed to ensure technical expertise for each of the identified 6 thematic outcomes. It included a project coordinator, different outcome leaders as well as an M&E, and finance officers. **The organizational structure was complex due to the geographical dispersion of outcome leaders across different countries and their management of different thematic areas.**

- Outcomes 1 and 4 were managed by one person based in Egypt.
- Outcomes 2 and 6 were managed by the head of offices of each country.
- Outcome 3 was managed by one person based in Tunisia.[11]
- Outcome 5 was managed by one person based in Egypt.

It should be noted that the positions varied, as some outcomes (1, 3, 4 and 5) were led by internationals while outcomes 2 and 6 were led by Head of Offices that were national staff in Morocco and Egypt[12] and international staff in Tunisia[13] and Libya.

The project coordination played a crucial role in overseeing the implementation of activities at both the country and regional levels. Operating under the supervision of the Deputy Regional Representative and Regional Representative, the project coordinator-maintained communication with the donor in Brussels (EU). The outcome leaders, on the other hand, had diverse responsibilities that included coordinating with national stakeholders, liaising with EU Delegations of their respective countries, organizing trainings, and monitoring and reporting on activities related to their respective outcomes. However, it should be noted that outcome leaders also had other projects responsibilities as most of their positions were cost-shared with other ongoing UNODC projects.

The **technical expertise of outcome leaders was highly valued by national stakeholders** who appreciated their knowledge in the specific areas. While the outcome leaders maintained good communication with implementing partners, some stakeholders expressed the added value of having them in field offices due to

[11]Tunisia head of office was also in charge of outcome 3. However, following the departure of Tunisia head of office, a National programme officer was in charge of carrying out the remaining interventions. As for outcome 5, the outcome leader left the office during the evaluation and now it has been substituted by a national programme officer.

[12] Egypt program manager is not considered Head of office as such as the position operates from the ROMENA. However, to clarify the analysis of this evaluation, it has been considered as such.

[13]Tunisia head of office was also in charge of outcome 3. However, following the departure of Tunisia head of office, a National programme officer was in charge of carrying out the remaining interventions. As for outcome 5, the outcome leader left the office during the evaluation and now it has been substituted by a national programme officer.

their proximity and availability. **The project has progressively strengthened the role of the Head of Offices since they were located on the field.** They have primarily focused on managing outcome 2 and 6[14] and in the case of Tunisia, the head of office was also handling outcome 3. The head of offices have played a crucial role in facilitating communication, coordination with national partners, and implementing project activities. They also engaged in discussions with EU Delegations at the country level. **Their involvement was widely appreciated by various stakeholders, as they have served as key intermediaries, bridging the gap between the project's objectives and the local context.** Some stakeholders emphasized their role serving as effective communication channels, contributing to UNODC's credibility, and building trust.

The project also had the support of a finance officer located in the RO and incorporate some administrative staff in each field office. However, a project of this size requires a lot of administrative work which is sometimes difficult to sustain as UNODC is fully dependent on project-based earmarked funding which does not allow for institutional capacity to establish offices and ensure the sustainability of the staff needed.

PROJECT DELIVERY

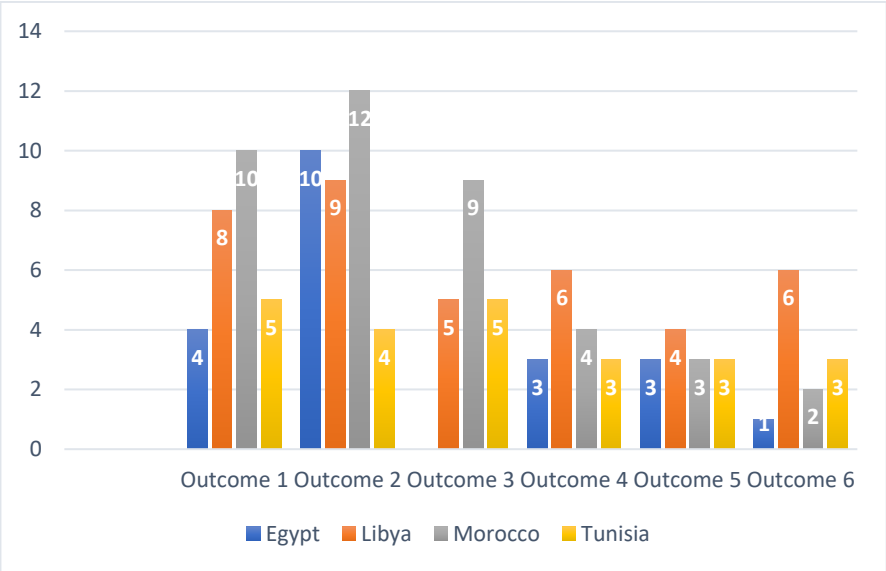
As explained in the relevance section, all outcomes are interrelated and focus on a specific aspect of the investigation and criminal justice process. They have certain commonalities such as the professionals involved, the scope of the intervention (e.g., procurement of equipment and enhancement of related skills) or the format of the intervention (e.g., simulation exercise or intersectoral workshops).

Due to the different starting date of implementation, the pace and the intensity of implementation differed from country to country.

Delivery of trainings and events

As the figure below shows, Morocco implemented more trainings and events as it started implementation in 2020 while Tunisia is still in the process of organizing a consequent number of trainings and events in a relatively shorter period as it started in 2022. Outcome 1 and Outcome 2 were the outcomes that implemented the highest number of trainings and events.15 (See Figure 7)

Figure 6: Number of activities by outcome and country



Source: Evaluation team elaboration. Graphic based on the list of activities provided by UNODC in May 2023[16]

[14] Egypt program manager is not considered Head of office as such as the position operates from the ROMENA. However, to clarify the analysis of this evaluation, it has been considered as such.

[15] The deliverance of training was still ongoing at the time of the evaluation.

[16] Some new information was provided during the phase of writing the report so we expect to include the most updated information on the submission of 2nd draft

The **organization of the trainings was generally well received by participants.** However, there were instances where the trainings experienced delays initially, primarily due to disruptions caused by the COVID-19 pandemic. In these cases, counterparts expressed the need for greater flexibility from UNODC to accommodate necessary adjustments according to emerging needs. The delays in organizing the trainings led to communication issues with counterparts, as some highlighted a lack of timely updates regarding the delays, frequent postponements and absence of an agreed training calendar. This lack of communication made it challenging for counterparts to adjust their schedules and ensure the participation of relevant officials in the training sessions.

The implementation of some trainings involved international experts who did not speak the local language, which required the need for translations. However, **some stakeholders expressed concerns that this arrangement did not facilitate fluid communication between the trainers and participants**, and it created cultural distances between them. To address this issue, they highlighted the importance of having a combination of both national and international experts when conducting a training. This approach would ensure better communication and understanding between the trainers and trainees, promoting a more effective learning experience.

Delivery of equipment

The project also planned to **provide different equipment** throughout the implementation of outcomes 1, 3, 4 and 5. **The quality of technological equipment was positively rated by stakeholders** as it enhanced the operational capacity of the different counterparts. However, **during implementation, several delays as well as challenges in the provision of equipment were observed**. In Egypt, there were significant delays of up to two years in receiving certain equipment. National stakeholders highlighted budget constraints as a contributing factor, as the project initially planned for a budget that was later reduced. In Tunisia, there was an issue where equipment was provided but without the necessary license, rendering it unusable. Additionally, in Libya, after conducting trainings, the oxygen software license expired, and the software provided by the project did not function properly. These instances underscored the importance of addressing licensing requirements and ensuring the proper functioning of equipment to avoid disruptions in project implementation.[17]

Compartmentalized approach in project delivery

Feedback from UNODC personnel suggested that the project's compartmentalized approach in its design, where each outcome is managed in isolation, hindered interaction and knowledge sharing among different outcomes. This issue was highlighted in the internal SWOT analysis conducted in 2022 and in the EU ROM report, which noted that specialized trainings lacked an integrated view of how thematic-specific skills and knowledge related to each other and to broader fieldwork[18] and a lack of a transversal system linking the technical assistance between the outcomes[19].

Despite the efforts of the project's coordinators to promote collaboration among outcomes, achieving this goal has been challenging. The dedication of project staff to accelerate the pace of implementing activities has limited their capacity to organize and participate in coordination meetings involving different outcomes. According to some UNODC staff interviewed, these meetings would have provided an opportunity for valuable insights and perspectives to be shared among colleagues, fostering a more holistic approach, preventing duplication of work, and maximizing efficiency.

The evaluation also found that national stakeholders experienced confusion when interacting with different UNODC staff members responsible for various activities. As the SWOT also states, the compartmentalized

[17] Additional analysis is provided in effectiveness section.
[18] UNODC SWOT analysis.
[19] EU ROM Report.

structure led to counterparts being approached separately by different project representatives, rather than jointly or as a cohesive project entity[20].

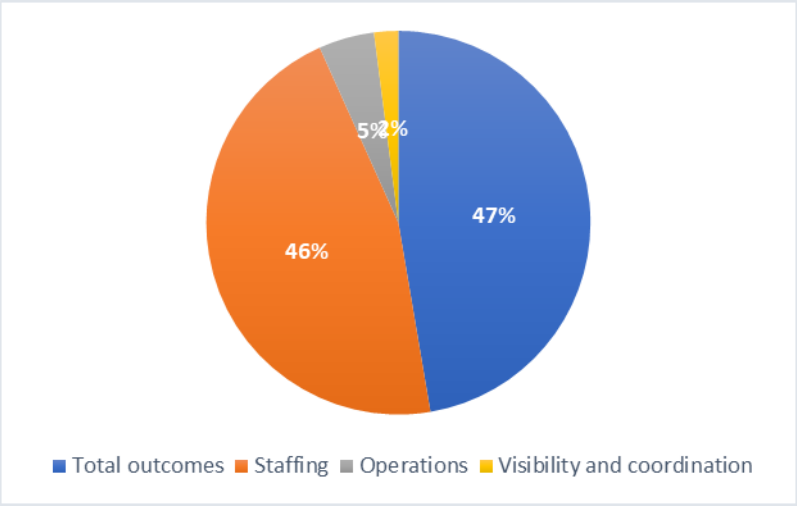
ALLOCATION OF FINANCIAL RESOURCES

XAMAB3 had a substantial budget of 15 million euros[21] dedicated to implementing six outcomes across four countries. **Currently, it stands as the largest project in terms of financing undertaken by UNODC ROMENA**. However, some stakeholders have raised concerns about the **project's ambitious scope, asserting that the available resources are inadequate to effectively address the broad range of outcomes and countries involved.**

As of May-June 2023, project expenditures were approximately $ 12.989.207,50 (which represents 78,6% of financial execution). As shown in the bar chart (Figure 8), **47% per cent of the budget was dedicated to the implementation of the 6 outcomes**. One notable aspect is that the budget was allocated based on outcomes rather than by country. The obligation to report on budget allocations per country was eliminated when the country packages were signed. As a result, **there is no reporting available on financial allocations specific to each country,** with only per-outcome basis reporting available. This limitation hampered effective management at the country level and **restricted the ability to compare the efficiency of implementation among the different countries,** considering their varying implementation durations (Morocco had three years of implementation, Egypt, and Libya two years, while Tunisia only one year).

A significant portion of the project's funds **(46%) was allocated to cover salaries of UNODC staff**. This decision was influenced by the project's recognition of the specialized nature of certain outcomes, which necessitated a high level of technical expertise. As a result, the project opted to create various international positions, which tend to be more expensive compared to national posts. However, the implementation of the project has shown that while international staff members bring valuable, knowledge and experience, **the inclusion of local staff,** which was considered from the start of the project, can also play a crucial role. Local staff provide a deeper contextual understanding, foster local ownership of the project, and contribute to sustainable capacity building efforts.

Figure 7: Overall expenditure of the project



Source: Evaluation Team elaboration. Graphic based on the information provided by UNODC in July 2023

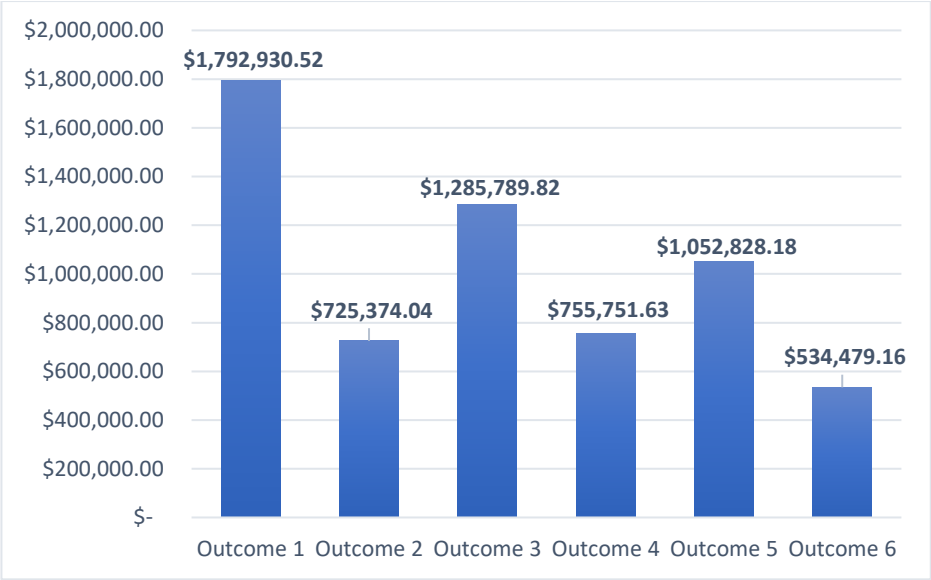
It is worth noting that due to the expertise and level of responsibilities, many UNODC staff members were tasked with both project management and conducting training sessions. This arrangement has its advantages and disadvantages. On the positive side, having individuals who can fulfil multiple roles

[20] UNODC SWOT analysis.
[21] Although the amount provided was in euros, the evaluation has analysed all information in dollars, as managed in the project.

can optimize resource utilization and increase efficiency. However, there are potential drawbacks, such as a heavy workload and the possibility that management and administrative tasks may impede the time and quality dedicated to technical work. Some stakeholders have raised concerns about this aspect, while noting the need to strengthen national positions with law enforcement background within the project.

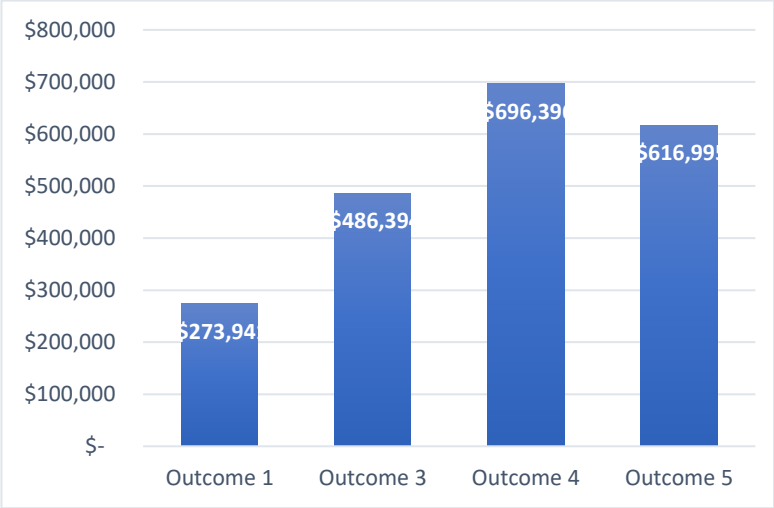
The distribution of funds across the outcomes was uneven, as illustrated in the graph (Figure 9). As the figures below show, outcomes 1, 3, 4, and 5 were allocated higher budgets, which is consistent with the inclusion of both training initiatives and equipment provision. Expenditure on equipment by outcome can be seen in figure 10[22]. On the other hand, outcomes 2 and 6 received relatively smaller budgets, as they focused solely on training activities without incorporating the provision of equipment.

Figure 8: Distribution of total funds by outcome



Source: Evaluation Team elaboration. Graphic based on the information provided by UNODC in June 2023

Figure 9: Expenditures on equipment by outcome



Source: Evaluation Team elaboration. Graphic based on the information provided by UNODC in July 2023

[22] The evaluation team tried to identify with management team why expenditures on outcome 1 were so high but as the time of the submission of the draft report, we could not get any answer.

MONITORING AND EVALUATION

UNODC established the position of a Reporting and Project Development Officer responsible for ongoing monitoring of project activities and the preparation of the annual progress report. In addition, the project includes quarterly information notes that are shared with the EU and presented during Steering Committee meetings. These reports serve to provide both qualitative and quantitative reporting on the progress of the project in each target country, aligning with the logical framework[23]. **The project also progressively monitored the implementation of all activities, indicators and targets, indicating the status of equipment and training delivery in every country and in each outcome by year**.

However, the **log frame of the project mainly included quantitative indicators,** which resulted in the annual reports primarily focusing on the progress on activities and outputs but did not include an analysis of the achievement against the outcomes. This approach has made it challenging to effectively measure the results and impact of the project. Furthermore, the lack of cohesion among the project outcomes has had an adverse effect on the reporting process, leading to fragmented reporting practices. The Annual reports primarily focus on individual outcome analyses without providing a comprehensive assessment of the project's overall performance. This limitation hinders the ability of the project to identify synergies between outcomes and successful strategies that could be replicated across different outcomes.

Each training incorporated some questionnaires to evaluate the quality, but there is a lack of evidence on the impact of the trainings conducted as part of the project. **UNODC staff recognized the challenges to monitor the impact specifically highlighting the difficulty in obtaining consent for contact information and receiving information from the trainees on the training impact or about the use of the equipment.** The ROM report also indicated that evaluators could not reach out to trainees, and this was confirmed by this evaluation due to the difficulties in reaching them through the survey. Law enforcement agencies were often reluctant to provide contact details of their officials, which further complicates the follow-up process. These challenges hindered the project's ability to effectively track and evaluate the outcomes of the trainings.

SUMMARY – EFFICIENCY

- National stakeholders recognized the technical expertise of outcome leaders and the good level of communication with them. They emphasized the importance of having staff located in field offices, which improves engagement by being closer and more accessible. The UNODC Heads of Offices role was instrumental in bridging the gap between project objectives and the local context.
- Trainings were generally well received by stakeholders despite some delays related to the COVID-19 pandemic and project implementation. Procurement of equipment was perceived as an important component although there were varying degrees of satisfaction due to delays in procurement which sometimes impacted delivery of trainings.
- The project's compartmentalized approach hindered interaction and knowledge sharing among different outcomes, leading to a lack of collaboration among them.
- The project's budget allocation was primarily based on outcomes, which resulted in limited management effectiveness at the country level and hindered the ability to compare implementation efficiency across countries.
- The monitoring of the project focused on activities and outputs rather than outcomes which made it challenging to effectively measure the impact of the project.

COHERENCE

In this section, coherence is assessed at two levels: 1) institutional coherence that relates to the synergies and interlinkages between the project and other thematic programmes and projects implemented by UNODC in

[23] XAMAB3 Pro Doc.

the country and North Africa region, and within broader United Nations coherence frameworks and 2) programmatic coherence where the evaluation examined the extent to which the project contributed to improved synergies and inter-sectorial coordination among national actors involved in the dismantling of criminal networks involved in TIP and SOM crimes and the referral of victims through national referral mechanisms.

EVALUATION QUESTIONS:

- To what extent did the cooperation, within the project, and with other partners including UN Agencies, Civil Society Organizations (CSOs) contribute to the overall objective of the program and the SDGs?
- To what extent did the program contribute to establishing appropriate mechanisms and partnerships at the country and regional levels?

INSTITUTIONAL COHERENCE: COORDINATION AND SYNERGY WITH OTHER UNODC PROGRAMMES, UN AGENCIES, CSOS, GOVERNMENTS AND EU-SUPPORTED INTERVENTIONS

XAMAB3 established some synergies and interlinkages with other UNODC thematic programmes and other EU-funded programmes, the most **notable linkages were evidenced with the Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants GLO -ACT (2015-2019)**, a global project that was implemented in Morocco and Egypt before XAMAB3 and which is nowadays being implemented in other countries. The project collaborated with GLOACT Bangladesh Programme to facilitate – and cost share- the holding of bilateral meetings between government officials from the Ministry of Interior (MOI) and the Ministry of Justice (MOJ) in Libya and their counterparts in Bangladesh to tackle the challenges of the central Mediterranean route that is being frequently used by traffickers and smugglers to transport victims and vulnerable migrants, which include a large number of Bangladeshi citizens. The convening capacity of UNODC and the value-addition of such bilateral cooperation were positively perceived by national stakeholders from the Ministry of Foreign Affairs (MOFA) and MOI in Libya. GLO ACT-Asia and the Middle East, jointly with UNODC's ROMENA also hosted a 3-day exchange between Iraqi and Egyptian judges and officials on the legal and judicial requirements for the protection of victims of TIP.

The project complemented the work of other UN entities in the thematic areas of the project and no duplications were found in any of the four countries. It was only in Egypt that joint partnerships were operationalized with International Labour Organization (ILO) to train labour inspectors on the identification and referral of victims of human trafficking and other vulnerable population, and with International Organization for Migration (IOM) in training social workers on the provision of protection and assistance services to Victims of Trafficking. **UN stakeholders interviewed in Egypt highlighted several positive aspects to this inter-agency collaboration under the project.** The joint efforts and cost sharing between UNODC and ILO enabled a wider reach to more Ministry of Labour professionals than planned, reaching a total of 83 inspectors. The collaboration between the two organizations facilitated the implementation of a comprehensive training approach that encompassed multiple modes of learning. This approach integrated training workshops, Training of Trainers (TOT) sessions (consisting of one week of conceptual learning and one week of training skills building), and on-the-job coaching. By combining these elements, the participants had a more effective learning experience.

In Libya, while no joint implementation took place with other UN agencies, agencies such as IOM were kept well informed of project progress and stakeholders interviewed noted that the project was well differentiated from IOM's protection-focused and humanitarian capacity building for Libyan Coast Guards and also from the ICMPD work on migration governance. Similarly, the project maintained **some linkages to the United Nations Support Mission in Libya (UNSMIL)** leveraging their longer-established relations and networks with Libyan authorities particularly with the Judiciary. **Initial consultations took place with the EUBAM on the criminal**

intelligence analysis component, yet joint activities did not materialize. As regards to the drafting of the TIP legislation that UNODC advanced under this project, different inputs were received from different UN agencies. However, some limitations in relation to coherence remained. Informants indicated that the draft TIP legislation was presented by more than one UN agency in a way that did not fully demonstrate a coordinated approach to development assistance in the legislative space.

In Tunisia and Morocco, there was no joint implementation with other UN agencies although in Morocco UNODC maintained communication and coordination with IOM, the United Nations High Commissioner for Refugees (UNHCR), ILO, the Council of Europe among other partners through the UN Interagency Group on Migration and thematic sub-group on Human Trafficking. Similarly in Tunisia, stakeholders noted that the project was complementary and not duplicative of the work of other agencies such as ICMPD as well as IOM. Yet, evidence show that there is scope for more inter-agency collaboration at the operational level to fully benefit from the comparative strengths of each agency and promote the use of existing tools and resources. As articulated by a UNODC staff "*capacity building for social and health workers could be better embedded within the broader work of the humanitarian agencies".*

Although the ProDoc made explicit reference to potential synergies with international partners (including EU institutions), strategies and other projects, triangulated data from documents review, and interviews with UNODC Staff, UN agencies and EU Delegations provided important insights on areas where partnerships and institutional linkages were somewhat limited. This included 1) limited engagement of relevant UN agencies in the training delivery to benefit from possible synergies and respective expertise; 2) inadequate shared planning on new projects in the pipeline to better interlock activities and ensure stronger inter-agency complementarity; 3) limited collaboration with UN agencies on the tactical level to implement activities; and 4) finally, there was no evidence of linkages with EU institutions such as EuroJustice, EuroPol and the European Border and Coast Guard Agency (Frontex) and others as envisioned in the project document. The engagement of CSOs was not foreseen as fundamental to the project's ToC or elaborated in the ProDoc. As described by a UNODC staff "it was not part of the purpose of the project". In this context, limited engagement of CSOs took place in few activities at the regional and national levels. Regionally, they participated in the inter-regional workshop to share experiences among CSOs involved in the fight against TIP and SOM crimes held in collaboration with IOM. Besides, in Tunisia, CSO representatives participated in a training for health and social workers to identify and provide assistance to TIP/SOM victims that was held in July 2022. In Morocco, NGOs participated in one of the multi-sectorial simulation trainings on detection and assistance. According to the NGO interviewed, the experience proved to be highly enriching for them. The training allowed them to create new partnerships and identify other NGOs. They perceived their involvement as being a legitimation of their work with trafficked persons. They were afterwards invited to discuss and exchange experiences with the Government which was very important to them. From a substantive point of view, the engagement of CSOs and CBOs with remits relevant to the project is key to sustaining the benefits of the protection component for TIP and SOM victims. Not only are they well-positioned to bring in knowledge of the national and local contexts, but their involvement is also fundamental to combat trafficking and smuggling with a human rights and victim-centred approach.

Some linkages were established with research and training institutes including the National Centre for Judicial Studies Egypt and the Judicial Experience and Research Libya as part of implementing project outputs. However, these linkages according to consulted stakeholders did not explore strategic opportunities for the diffusion and uptake of project outputs (particularly training curricula) beyond the project's lifetime. While the absence of such partnerships with CSOs and national training institutions did not negatively influence the implementation of the project, they were considered as missed opportunities that should be considered in the future.

In terms of regional partnerships, and despite reference to the organization of a regional workshop in cooperation with the League of Arab States (LAS) in February 2020, the stakeholders' consultations did not provide evidence that regional partnerships were established during the project. Although the project was

regional by virtue of its administrative and financing structure, **stakeholders have generally described it as a multi-country programme.**

PROGRAMMATIC COHERENCE: COORDINATION AND SYNERGY AMONG NATIONAL ACTORS.

Coordination was foreseen in the Pro Doc with the creation of Steering Committee at regional and national level. It functioned at the regional level where different countries participated. At the national level, while communication with counterparts was generally appreciated and government agencies actively participated in discussions related to their specific roles in the project, there is a **lack of evidence indicating that regular and inclusive national steering committees were organized as originally planned**. The evaluators could only find the creation of a "Comité de pilotage" in Tunisia, that was set up to provide a forum for project stakeholders to monitor progress and build ownership of the project. Similarly, a Steering Committee was established in Egypt, yet it was only limited to UNODC-EU coordination and had no engagement of national counterparts. According to some stakeholders including EU Delegation representatives, the establishment of these national Steering Committees help to facilitate effective communication, collaboration, and decision-making among key counterparts. It also contributes to generate more ownership of the project.

Despite the project had initially planned for the creation of the Steering Comittes, a review of project documents reveals that promoting national institutional coordination and synergy for dismantling criminal networks and ensuring the referral of victims to protection and assistance services was not actively pursued as an intentional project strategy. In this light, there were no specific outcomes foreseen in this area, neither were indicators developed and reported on. However, **the evaluation found anecdotal evidence based on stakeholders' observations to suggest that improved coordination among national actors was an important result of this project.**

In Morocco, government officials expressed their appreciation for the trainings, emphasizing how they helped align their understanding of key concepts. This common understanding paved the way for improved cooperation and coordinated efforts in addressing these challenges. Moreover, the project's multidisciplinary training initiatives facilitated linkages among national actors. In Tunisia, the project contributed to bringing together various actors, notably strengthening relations with the Officiers de Police Judiciaire. **In Tunisia**, doctors who participated in the training were able to identify contact persons for referring potential victims, thereby enhancing cooperation among institutions. In Egypt, the crime scene investigation training utilized a multi-sectoral approach, allowing participants from different institutions to practice and refine the procedures that would be followed in real-life situations. The simulation exercises, conducted with realistic scenarios, provided each institution with valuable hands-on experience and prepared them to respond effectively in the field.

Finally, **in Egypt, Tunisia and Morrocco**[24], the project at the institutional level indirectly reinforced the role of national coordination commissions that were actively involved as main interlocutors with the project, liaising with national actors and supporting the implementation of inter-institutional training activities. In Libya at the time of evaluation, there was no national coordinating committee or inter-ministerial task force to coordinate efforts to counter trafficking in person and smuggling of migrants.

[24] In Libya, there was no national coordinating committee or inter-ministerial task force to coordinate efforts to counter trafficking in person and smuggling of migrants.

SUMMARY – COHERENCE

- The project established partnerships and collaborations -with varying degrees- across countries. In Egypt, the project implemented joint activities with the ILO and IOM sharing their complementary expertise and resources which delivered added value in terms of training quality and wider reach.
- In Libya, Tunisia and Morocco, while no formal partnerships have taken place with UN agencies, the project team still maintained communication and coordination with UN agencies and EU bodies to ensure synergy and avoid duplication of effort.
- The national Steering Committee -SC- was not operationalized in every country (only Tunisia had one) which limited participation and monitoring of national counterparts undermining project ownership.
- Improving coordination among the different criminal justice institutions involved in the dismantling of criminal networks was not an explicit outcome and was not pursued intentionally by the project. Nonetheless, trainings that used a multi-sectorial approach was positively perceived as an enabler for better coordination.
- The project did not envision the engagement of CSOs as part of its intervention logic or purpose.

EFFECTIVENESS

To determine the project's effectiveness, evidence was sought on the extent to which the delivered activities have attained or contributed -or are likely to contribute- to the planned results. The analysis was however limited by the fact that some activities were ongoing or pending during the evaluation process and by the fragmented nature of the data collection. The lack of cohesion in the management of the outcomes affected the reporting process, as explained earlier, which has also led to fragmented receipt of documentation.

The section follows the logical framework by evaluating the effectiveness at the outcome level, with reference made to contributing interventions in each country, as appropriate. It is divided into two parts: the first one offers a general overview of achieved results, providing a broad perspective of the contribution to outcomes in each country and it also includes a regional dimension. The second part provides a specific explanation of the outputs achieved under each outcome considering the implementation status, the key challenges as well as facilitating factors in each of the four countries.

EVALUATION QUESTIONS:

- To what extent were the delivered outputs conductive to the attainment of the project's intended outcomes within countries of implementation and at the regional level?
- What have been facilitating or hindering factors in achievement of the results?

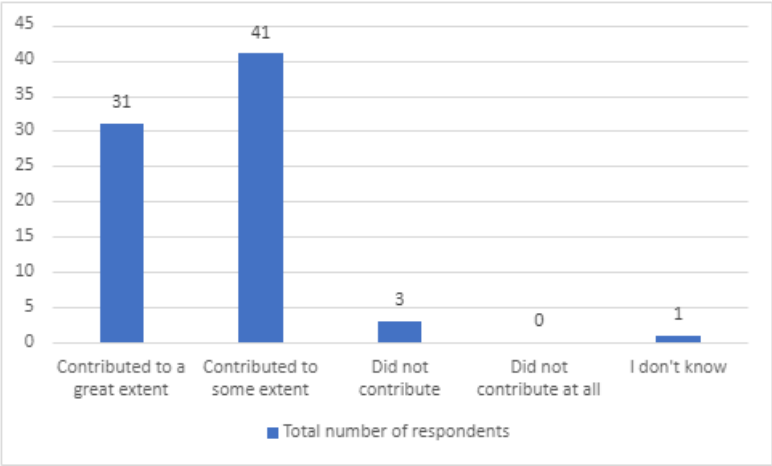
GENERAL OVERVIEW OF RESULTS ACHIEVED

The project design and the choice of approach to achieve the overall objective had an impact on the project implementation. As highlighted in the Relevance section, the compartmentalisation by thematic area between the project components created an artificial division despite the nuanced differences in the subject matter, national context, legal framework and varying capacity levels of the counterparts in each and within each country. Project staff noted that this **compartmentalisation led to different implementation challenges but also advantages.** On the one hand, it limited the likelihood of achieving homogeneous and integrated immediate results, especially when the project covered four countries and two related crimes. On the other hand, it provided an opportunity to target and bring together specific law enforcement units and non- criminal judicial actors with a key role in the identification and referral of victims of trafficking and smuggled migrants which contributed to promote their collaboration and coordination. Although this approach clearly increased

the complexity of implementation, it should be recognised that addressing all the main elements of a criminal justice response to TIP/SOM within one project was both ambitious and innovative. The application of such a comprehensive approach can be considered as innovative and relies on UNODC's specific technical expertise.

The evaluation has only gathered **anecdotal evidence indicating that the project effectively enhanced the capacities of the various target groups**. Some interviews confirmed that trainings contributed to the professional development of trainees, and this is also supported by the survey conducted in Tunisia. (see below figure 11) The most notable example was shared by in Libya crediting the project trainings with helping them to contribute to the identification of one of the key leaders of an organized criminal group involved in TIP/SOM in Libya and globally who was first intercepted in Libya prior to his escape and eventual arrest and repatriation to the United Arab Emirates where he is charged with abduction, extortion and murder of East African migrants trying to cross the Mediterranean Sea from Libya.

Figure 10: Survey response from Tunisia to the question" To what extent has the training(s) received enabled you to better develop your work? "



Source: Evaluation survey (Tunisia)

A common objective of several outcomes was to build or strengthen the capacity of a pool of specialists. According to the authorities interviewed and the documentation, the **project has made good progress in creating a pool of specialists in certain capacity areas**. In Morocco, for the first time, frontline officer trainers were trained, and they multiplied the number of officers trained. Authorities felt that this is likely to contribute to an increase of detection at the borders (Outcome 1). In Tunisia, it was reported that the project provided the capacity to identify experts on human trafficking issues at the national level. They now have a pool of experts able to address all aspects of human trafficking ("it took two years of work to get it"). Now this pool ensures trainings at the School of Magistrates and the School of Lawyers.

The **regional dimension of the project was very limited or even non-existent**. Indeed, evidence of outputs could not be substantiated during the evaluation process due to the few activities implemented. During the interviews, it was noted that countries were not always ready to share certain data, especially on security aspects, and that they need to establish the basics and ensure that they all speak the same language internally before sharing experiences with other countries. Also, counterparts raised that the project did not take into account that most migration flows are not horizontal between North African countries, but rather vertical with Sub-Saharan Africa, and this was not addressed by the project. **Counterparts underlined the importance of facilitating information access and exchange between the origin, transit and destination countries, easing procedural matters** involved in the identification and prosecution of transnational criminal networks. This confirms the finding of the ROM evaluation report indicating that the regional coverage may not have been the most appropriate choice for such a project[25]. In addition, due to the broad scope of the project, UNODC was not able to capture all the processes taking place at the regional level.

[25] EU ROM Report.

During the evaluation period, country exchanges were organized. However, according to feedback from stakeholders, these interchanges may not fully justify the need for a regional program, as similar exchanges could also be conducted within national programs. Libya benefited most from the international exchanges and international activities organised during the project as the exchange with Bangladesh as explained in coherence section, the study tour to Rome (Italy) in March 2023, and the visit to Egypt in June 2023. Moreover, the participants from Libya were trained by experts from Morocco and Tunisia. They also attended workshops with participants from Morocco.

A regional dimension was also planned under Outcome 1 (improve regional cooperation mechanisms to better respond to the crimes in North Africa) and Outcome 4 (enhance communication channels for regional cooperation with regards to forensic and digital forensic evidence). This last one was not yet implemented at the time of the evaluation[26]. The intervention under Outcome 1 consisted of an online meeting (May 2021) to enhance operational cooperation on investigating cases on trafficking in persons and smuggling of migrants among countries of origin, transit, and destination in West, Central and North Africa. A community of criminal justice practitioners from West, Central and North Africa along with European countries shared information on TIP and SOM and current international cooperation responses. Participants included representatives from law enforcement agencies from West, Central and Northern African countries along the mainland and maritime migration routes: Cote d'Ivoire, the Gambia, Senegal, Mauritania, Mali, Niger, Chad, Sudan, Tunisia, Morocco, Algeria, Egypt, and Libya. Law enforcement officials from the main destination countries in Europe, Spain and Italy, and international organizations like the International Criminal Police Organization (INTERPOL) and the African Union Mechanism for Police Cooperation (AFRIPOL) participated in the workshop.

DELIVERY OF OUTPUTS CONTRIBUTING TO PROJECT'S INTENDED OUTCOMES

With limited access to trained participants, and with the availability of limited post-training evaluation questionnaires that measure satisfaction, the **evaluation could not collect sufficient evidence to demonstrate that trainings' knowledge and skills were operationalized** in all targeted institutions in the four countries. However, **the project demonstrated ability to adapt and achieve preliminary results** that would pave the way to potential results. Interviews with counterparts and trainees' feedback forms reveal that elements such as the relevance, modalities and format of the interventions led to a generally positive assessment and overall satisfaction of counterparts regarding the acquired knowledge and the enhancement of the operational capacity of the national counterparts.

For instance, **Outcome 3** on criminal analysis and **Outcome 4** on forensic were particularly praised by the trainees and counterparts. The activity's report on the operational Criminal Intelligence Analysis Course to support in-depth investigations for Libyan officers held in Tunisia in 2022 indicates that "**the vast majority of the participants were very satisfied about the training and evaluated their knowledge level as partially weak**" prior to the delivery of the training and as "strong" after the end of the training". An activity's report concerning Outcome 4 provides another example of appreciation based on responses of participants to the feedback questionnaire. For the statement "Overall, I am satisfied with the training course": out of 20 respondents, 8 strongly agreed with the statement, 12 selected "agreed" with the statement. The survey in Tunisia conducted in this evaluation confirms the general appreciation. More generally on the Special Investigation Techniques Focus area, 86% of survey respondents from Tunisia agreed that the trainings contributed to enhancing their respective work of their agencies.

In general, the interviews revealed and confirmed that **most of the trainings provided were well appreciated, relevant, very helpful and professionally organised**. At the same time, however, **both counterparts and participants in the four countries agreed that there was room for improvement**. For certain category of actors such as the social workers, labour inspectors or the unique NGO who participated in a multidisciplinary training on identification and referral of victims of human trafficking (Outcome 2 in Morocco), the intervention was considered as a unique experience. It was the first time that these actors had been invited to such a

[26] There was a regional event Sharm El Sheikh in July 2023

meeting. A social worker interviewed by the evaluation team noted that it was very new for her to receive such training and that she now feels more able to identify potential victims when she meets victims of gender-based violence. However, like for most counterparts interviewed, this professional also wished for more specialised training, for example on trauma management due to the vulnerability of trafficked victims.

Interviews and documentation indicate that the **implementation of the trainings and provision of equipment were not homogeneous across outcomes** and were even challenging, particularly when equipment were needed for raising the practical skills. Several shortcomings and constructive comments were mentioned in the interviews and activities' reports regarding training for law enforcement agencies, in particular frontline agencies. Participants expressed the wish for longer or more continuous, more advanced, more specialized and more practical training. For example, forensic doctors requested more practical workshops on crime scene investigation.

Moreover, according to the stakeholders consulted across the four countries, **most of the trainings provided basic information about human trafficking** (legal framework) and mainly focused on the difference between trafficking and smuggling. Regarding **Outcome 1** on investigations techniques, some counterparts deplored that the trainings did not provide them with knowledge on the concept of human trafficking and migrant smuggling. But, because they attended capacity building activities with ICMPD and the Council of Europe before, they are satisfied with UNODC support. This sentiment is substantiated by the review of meetings' agendas which also revealed that **the concept of smuggling of migrants was addressed in a more limited extent** especially when discussing national coordination mechanism (**Outcome 1**) and the identification and referral component (**Outcome 2**). The evaluation team only found one intervention under Outcome 2 which exclusively focused on migrant smuggling and addressed the identification of actual and potential irregular migrants, case assessment, data management, interviewing techniques, and case handling including reintegration plans and various livelihood interventions[27] . In addition, if the project contributed to improve the capacity to respond to TIP and SOM by equipping institutions with new specialized equipment, software and related trainings. The extent to which these trainings focused on utilizing the equipment to effectively combat these crimes was unclear. Additionally, it was uncertain whether the project had the capability to adequately select suitable trainees who are actively involved in addressing TIP/SOM issues as they were selected by the related Ministries.

The project encountered **some difficulties in adapting capacity-building activities to the target groups**, and in some instances, faced challenges in reaching them. For example, in Tunisia, it was reported that the difficult availability of health practitioners was not anticipated. Last minute changes or communication of training's dates was very challenging for the administration in charge and made difficult the participation of some expected candidates. In Tunisia, trainings for consular staff did not take place due to various issues, including the logistical challenge of gathering diplomatic staff located both abroad and in Tunisia. The project did not initially consider the possibility of conducting online trainings, as in Egypt, which successfully organized two online workshops for 77 diplomatic staff, sensitizing them before their deployment abroad (50 men/27 women). These examples highlight that implementation of the project was not underpinned by a clear implementation strategy. Such a strategy would have highlighted the importance of anticipating and adapting training to the characteristics of each target group of actors, in particular those who have so far rarely been involved in UNODC programmes (labour inspectors, consular staff, health professionals, civil society organisations).

The **use of TOT as a training modality emerged as a positive practice** supporting efforts to disseminate knowledge and skills to more targeted professionals engaged in the fight against TIP and SOM crimes beyond the life of the project. A team of labour inspectors who received a 2-weeks TOT course in Egypt through the project were engaged through the National Coordinating Committee for Combating and Preventing Illegal Migration and Trafficking in Persons (NCCPIM&TIP) in training more groups of labour inspectors as part the Cooperation on Migration Governance (CONMIGO) project supported by the Government of Spain. Similarly, in Libya, a group of young professionals from MOI who received TOT in the field of identifying fraudulent documents and combatting TIP and SOM through XAMAB3 were certified and recognized as trainers through

[27] Egypt, May 2023.

the Training Institute on Migration Capacity Partnership for the Mediterranean (MCP Med) in Malta which was described by Libyan authorities as an important achievement.

However, the consultations highlighted that this key method of disseminating knowledge was not applied in a homogeneous way, nor was systematically implemented across the outcomes and in the different countries. For instance, in Tunisia only 20 doctors were trained, and they could not spread the knowledge because no TOT was implemented. Same comment was shared by the labour inspectorate in Morocco and Tunisia while several examples of such knowledge cascading were shared by other interviewed stakeholders depending on the target group. In Egypt, a TOT for labour inspectors was organized in cooperation with ILO.

The specific explanation of the outputs achieved under each outcome is elaborated in the following paragraphs including the delivery status, facilitating and hindrance factors:

Outcome 1: Victims of trafficking in persons and members of criminal groups involved in migrant smuggling and human trafficking are increasingly identified/intercepted at selected border crossing points (BCPs) and key hub cities (KHCs).

Several training and equipment were provided to frontline officers across all countries. The aim was to strengthen the capacities and skills to detect and intercept criminals involved in TIP and SOM at selected border crossing points and key hub cities. Training encompassed various topics such as frontline interview techniques, behavioural indicators, basic document fraud detection, and profiling.

Feedback taken from national **counterparts indicated their satisfaction with the delivered trainings and obtained equipment.** One respondent indicated how these trainings facilitated their operational work. Some Tunisian counterparts noted that the project's trainings activities had enabled them to intensify their efforts resulting in the dismantling of a criminal network that trafficked migrants shortly before the interview took place.[28]

However, counterparts emphasized also that the **training did not always align with the specific context of each country.** They noted the need to address country specific priorities such as how to assist victims in shelters or how to care for migrants at sea and at the border. Furthermore, it was also pointed out the growing demand for training in the use of new technologies, which have rapidly changed since the start of the project.

The implementation of these **activities encountered significant challenges, particularly in the delivery of equipment, leading to considerable delays.** This resulted in significant dissatisfaction, as UNODC plans created high expectations. For example, in Egypt there was a major delay in the delivery of equipment, significantly impacting the training that relied on the use of such equipment. One respondent reported that the TOT on the identification of fraudulent documents was purely "theoretical without any equipment for the participants to do practical exercises or to practise with the equipment as part of this training".

Currently, several activities are still ongoing or pending, particularly in Tunisia, which was the last country to initiate implementation. The project's monitoring data shows that only Egypt and Libya received new or upgraded operational equipment at the time of the evaluation. The delivery of Heartbeat detectors for Morocco was planned for July 2023.

Outcome 2: Improved skills are applied by first responders to effectively identify and investigate cases of human trafficking and migrant smuggling, while referring trafficking victims and smuggled migrants for assistance and protection.

This Outcome opened a new perspective in UNODC work. Several training sessions were conducted with the aim of raising awareness of TIP and SOM as well as promoting collaboration among different category of actors (social worker, health practitioners, labour inspector, consular staff) who play a crucial role in the identification and referral of trafficked victims and smuggled migrants.

[28] According to interviewees, the case published on the official Facebook page de la Guard National but evaluators could not find the link.

The overview of training provided to social workers and health practitioners varied in format and strategy across different countries. In Egypt, social workers working in different shelters for women victims of domestic violence and victims of trafficking were sensitised. In Libya, two awareness-raising workshops were conducted, bringing together health practitioners and social workers to build their capacity to identify and refer victims within migrant communities. In Morocco, an outreach event and a national awareness-raising campaign were organised, bringing together judicial officers, social workers and health professionals in particular those working in units dealing with women and children who are victims of violence (including those working for the Gendarmerie's judicial police and those deployed in the courts). Morocco also organised several training activities and national awareness-raising campaigns, especially online during the Covid period followed in July 2020 by visits to units providing assistance to victims of violence in the Rabat-Salé region. In Tunisia, a multisectoral approach was also adopted, involving training workshop for health and social workers from different agencies along with representatives of civil society organisations.

In addition, specific training sessions were conducted separately for labour inspectors, consular staff and the police. Many counterparts indicated that the key aspect of the trainings was the exchange of experiences but also networking opportunities. The experience of Egypt where training of trainers was organized in partnership with ILO was very valued by the participants and the Ministry who declares that "the training was very beneficial for labour inspectors assisting them to identify potential victims of Trafficking in persons particularly those who are subject to forced labour". **This good practice had the merit to merge ILO and UNODC expertise and sustain the intervention.** Similar modality could be considered in the future for the other countries. In this regard, it is worth to reflect on the recommendation of the Egyptian counterpart who pointed out that "due to the shortage of labour inspectors and the inability to pull out a large number of them in longer trainings, the priority is to repeat it with other groups".

The use of simulation exercises or multisectoral meetings, received high appreciation where implemented. Multisectoral trainings were not foreseen in the design for the implementation of Outcome 2, but based on the request of the Tunisian authorities this methodology was applied in Tunisia, when possible. Also, in 2021, UNODC organized in Morocco a training session for 15 judicial officers, social workers, and health care professionals (8 men/6 women) in Fes and undertook field visits to the Appeal Court and hospitals, in particular to units dealing with women and children victims of violence. Similar visits have been organised for the Rabat-Salé region, as well as another multi-sector training in Casablanca in May 2023, (and awareness-raising sessions for the Tangiers-Tetouan region in July 2023. In addition, two trainings for consular staff were organised, with over 65 participants, bringing together Moroccan consular staff on deployment and consular staff from African, Arab and Asian countries based in Morocco. They benefited from the expertise of legal experts and field professionals as part of simulation exercises involving mixed migration flows.
Interviews also revealed that after receiving basic information on human trafficking and migrant smuggling, especially the legal aspect, health professionals and social workers expressed a desire for further knowledge and expertise on assisting victims. The interest in learning from the experiences of other countries was also expressed several times during the field visits.

Outcome 3: Relevant law enforcement agencies make use of advanced knowledge and skills in criminal information analysis to support in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

The project aimed to enhance criminal information analysis by identifying and assembling a pool of analysts, understanding their profiles, and assessing their training needs in three countries: Morocco, Libya, and Tunisia. It involved the implementation of various training programs, including crime analysis training using software modules, intelligence analysis training, and complementary modules such as human rights awareness and computer proficiency courses. Additionally, the project intended to provide light equipment to support effective criminal information analysis in all four countries.

Trainees and counterparts highly valued the crime analysis training provided. National officials interviewed in Libya, Morocco, and Tunisia expressed their appreciation for the high quality of the training sessions. In Tunisia and Morocco, where the equipment was delivered, counterparts acknowledged its usefulness and quality.

However, **concerns were raised regarding the renewal of licenses and the maintenance of the equipment**, as these aspects were not covered by the project.

In Egypt, the project faced challenges in implementing training activities as originally planned in the country package. A UNODC staff member explained that conducting training needs assessment, identifying previous training received, and ensuring equipment compliance with donor requirements posed difficulties as these necessary and pre-requisite steps were not supported by the counterpart as planned. At the time of the evaluation, the project had intended to deliver two types of software programs (IBM SSPS and IBM Cognos) along with their corresponding training courses.

Outcome 4: Relevant law enforcement agencies make use of advanced knowledge and skills in forensic and dismantling criminal networks involved in migrant smuggling and human trafficking.

The project aimed to identify a pool of specialists responsible for search/seizures, forensic evidence collection and preservation including their profiles and needs in Libya, Morocco and Tunisia, and to strengthen the forensic capacities and skills of the specialists in all four countries. The project also intended to provide light equipment to support their work. Additionally, the project sought to complement regional cooperation on organized crime investigations by discussing ways to enhance existing communication channels.

Most activities under this outcome have been successfully completed, except for the regional activity (as discussed in the regional dimension section) and the equipment delivery in Libya. For instance, the target of practitioners trained on theoretical and practical forensics, including specialized training topics (live crime scene) was 120 (30 per country) and the actual number of officers trained was higher (282 in total).

Feedback from interviews generally expressed **appreciation for the quality of the training provided in Egypt, Tunisia, and Morocco.** According to a stakeholder in Egypt, the multi-sectorial approach proved useful, particularly with a simulation exercise that allowed each institution to practice their respective procedures. However, **concerns were raised about the quality of the training delivered in Libya, which was perceived as basic and not well aligned with the professional needs of the targeted forensic experts.**

Regarding equipment procurement, the process had commenced in all four countries. However, only Morocco and Libya had officially approved the terms of reference for the procurement. The equipment included complex crime scene kits with evidence collection tools, digital camera kits, a colposcope, and an ultra-portable x-ray device.[29]

Outcome 5: Relevant law enforcement agencies make use of advanced knowledge and skills to utilize digital evidence during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

The project aimed to raise the capacity and skills of relevant law enforcement agencies through the provision of certified trainings and equipment allowing the use of digital evidence in organized criminal groups' investigations. The **equipment and software provided under this outcome was very beneficial** for countries and it facilitated their work. Some emphasized **the need of more specialized focus approach on the use of digital evidence and the international procedures of requesting this evidence if it is within another country**. The consultations with stakeholders underscored the importance of mapping all institutions that would benefits from enhanced capacities in the use of digital evidence beyond those targeted by XAMAB3. For instance, the Public Prosecutor's Office noted that cybercrime-related issues were very critical to their work. Judges also need more specialized trainings to be able to fully and adequately deal with the data presented to them tackling technical terms in digital evidence.

At the time of evaluation, the activities related to this Outcome have been largely completed, except for four pending training activities in Egypt and Tunisia, as well as equipment delivery in Egypt, Libya, and Tunisia.

[29] EUTF M&E, Status per Log frame, 01 August 2019 to 31 May 2023.

During the interviews, counterparts expressed concerns about the delays in equipment delivery, a lack of information regarding the delays, and uncertainty regarding the continuity of software licenses. Furthermore, in certain instances and because the delivery was a mix between UNODC and companies conducting certified trainings, counterparts expressed their expectation for more specialized expertise in human trafficking and migrant smuggling. Considering the evaluation limitation of having no access to training materials and activity reports under this component, this concern could not be fully addressed in this evaluation.

Outcome 6: Criminal justice practitioners adequately prosecute and adjudicate cases of migrant smuggling and human trafficking.

Countries used different programme activities to strengthen the capacities of judges to prosecute TIP and SOM. In Egypt, a workshop for judges representing different judicial courts across several governorates was organised to exchange experience on adjudicating TIP/SOM cases and deepen their knowledge on a variety of topics related to TIP/SOM. In Libya, public lawyers from the Public Lawyers Department participated in a workshop on legal assistance to victims, witnesses, and defendants involved in TIP/SOM cases. In Morocco, two mock investigation and trial on TIP/SOM were organized involving all actors participating in the project (incl. social workers, health practitioners, labour inspectors, judicial police, judges and prosecutors) except from the consular staff. In Tunisia, a workshop on the investigation, prosecution, and adjudication of TIP/SOM cases was organized for judges, prosecutors, and officials from the Judiciary Police, as well as tabletop exercises which also involved lawyers.

The targeted number of practitioners trained in effective prosecution of TIP and SOM cases, including mock trials, has not been met at the time of evaluation. Out of the intended 250 practitioners, only 172 were trained. The activities related to this Outcome are still ongoing in Libya. During interviews, participants expressed their appreciation for the intervention they had taken part in. **Some highlighted the importance of strengthening the capacities of the Judiciary, as human trafficking is a relatively recent crime** that was introduced into national legislation of some countries only recently (for example Morocco adopted its law in 2016). In addition, law schools do not always address this type of crime yet. Consequently, judges often lack prior experience in dealing with such crimes or sufficient knowledge to identify the elements of the crime accurately and apply appropriate qualification. Furthermore, the offence of human trafficking may involve many different acts and trafficking cases, by nature, are likely to involve other offences (e.g., smuggling of migrants, document fraud, rape, corruption etc.). To ensure effective prosecution and adjudication of cases related to migrant smuggling and human trafficking, more frequent and continuous trainings are necessary for criminal justice practitioners. Given the **limited number of activities under this Outcome** (two per country, in different cities with different participants), and considering that **judges participated in few other activities, the impact on prosecutions and actual convictions is likely to be minimal.**

SUMMARY – EFFECTIVENESS

- The training and equipment provided were well received by national stakeholders as it facilitated their operational work although they had higher expectations regarding the timeliness of its delivery. The four countries agreed that there is room for improvement (longer trainings, more continuous, specialised as well as more practical trainings).
- The evaluation has only gathered anecdotal evidence indicating that the project effectively enhanced the capacities of the various target groups and there is no sufficient evidence that demonstrate that trainings' knowledge and skills were operationalized. However, the project demonstrated ability to adapt and achieve preliminary results that would pave the way to potential results.
- The project contributed to improve the capacity to respond to TIP and SOM by receiving new specialized equipment and related trainings. However, it was not clear to which extent these trainings also focused on how to use this equipment to combat these crimes.
- Most of the trainings provided basic information about TIP and SOM and mainly focused on the difference between trafficking and smuggling. The concept of smuggling of migrants was addressed in a more limited extent.
- The project has made good progress in contributing to the composition of pools of specialists in certain targeted areas of expertise (e.g., forensic, criminal analysis).
- The regional dimension was limited to bilateral exchanges which were mostly beneficial to Libya.
- Counterparts pointed out that the project failed to consider the predominant nature of migration flows, which are vertical, primarily occurring between Sub-Saharan Africa and North African countries.

IMPACT

To determine the project's impact, evidence was sought on the extent to which the project has produced potentially transformative effects and how it produced long-term benefits at the operational, institutional, political and regional levels. The evaluation sought evidence of whether some measures and interventions caused a change in the work and attitude of the intended beneficiaries.

EVALUATION QUESTIONS:

- To what extent was the program able to influence national and regional policies, strategies, and legal frameworks?
- What have been the longer-term effects (positive and negative, intended and unintended) of the project?

Getting information to measure and assess the impact of such a project focusing on the delivery of equipment and capacity building was challenging. In addition, many interventions are still ongoing, pending or non-concluded. Most of the interviewees agreed that **impact cannot be measured at this stage.** Follow-up activities allowing to assess if any change happened were not planned in the project. At the same time, the topic area and authorities had their own limitation on the kind of and how much data can be shared. Similar comment was made in relation to the regional component. As highlighted in the effectiveness section, not all countries in the region were ready to exchange with their neighbours on certain topics especially on security aspects. As emphasized in the interviews, it would be more advantageous for countries to cultivate a shared internal language and establish a foundational framework before sharing their experiences with other nations. On the operational dimension, there was a general agreement among stakeholders that the **number of trainings delivered by countries and by focus area was not enough to produce a higher-level effects** and changes in the dismantlement of organized crime groups involved in migrant smuggling and human trafficking. The

evaluation team found indeed that more time and follow-up trainings were needed to embed the skills and knowledge needed to tackle the two crimes, detect criminals, identify and refer trafficked victims and smuggled migrants to the appropriate institution or service provider.

The analysis of the data collection demonstrated that **elements of impact were nevertheless achieved and that their capitalization is key for the preparation of a potential next phase**. The evaluation revealed that regardless of all challenges the project was an opportunity to deeply assess and understand the context, the limitations and the specific needs of the countries. It also contributed that countries themselves identify the level of technicity and equipment needed to dismantle organized criminal groups involved in TIP and SOM. All these elements and the capitalization of the lessons learned will pave the way for future interventions and more tailored actions.

The biggest unspoken part of this project is the **political sensitivity around the subject** as it was raised during interviews. The design of the project did not address it and overlooked the importance of political advocacy as a preparatory step to capacity building. However, evidence shows that the project was an opportunity to keep human trafficking and smuggling of migrants on the political agenda of the four countries and give more visibility to the crimes.

Interviews with counterparts and the feedback of participants indicated that the **project contributed to a change of attitude in the perception of victims of human trafficking**. Addressing the need for victim-centred approach and the importance of identifying and referral alongside the detection of criminals is a step towards a more comprehensive approach to combating human trafficking. The project tried also to show the importance of targeting networks and not migrants. As a good practice, it was noted that all frontline officials who were trained on fraud of the documents under Outcome 1 also participated in a session on referral. Several counterparts highlighted that the project brought them to rethink the crimes and participants are asking for more advanced expertise and more practical exercise. UNODC trainers also reported that a change of attitude of the participants was notable during the trainings' discussions and shared lessons during sessions. Interviews with the evaluation team and the trainings' feedback questionnaires confirm that the attitude toward victims is evolving. There is strong evidence that the trainings increased the interest of participants to learn more about the concepts and to increase their capacity to be more operational.

Through the multisectoral trainings **the project contributed to reinforce the national referral mechanisms** and made it more inclusive by involving and creating opportunities of exchange between different category of actors including to a limited extent NGOs in Morocco and Tunisia. CSOs and social workers in Morocco participated for the first meetings with law enforcement representatives; labour inspectors in Tunisia had limited knowledge about human trafficking and smuggling of migrants before the project.

Finally, the project **contributed to enhance the strategic positioning of UNODC at the national level**. Counterparts praised the work with the local offices and systematically reported on the valuable cooperation and fluid direct communication with UNODC experts including those based abroad. They also recognised the role of UNODC as facilitator, convenor, well position to discuss security issues considering its long-standing expertise in criminal justice response. All those consulted welcome to continue working with UNODC offices. A good example was reported from Egypt where few years back UN agencies were not involved in discussions on the National Referral Mechanism (NRM). Since the implementation of the project, trust and strong relations were built which allowed UNODC to speak about the gaps and challenges of the NRM. UNODC was asked to facilitate discussions among the different actors (MOSS, manpower, IOM and the national councils) and is directly engaged in discussions with NCCPIM& TIP and the Ministry of Manpower to get an amended decree adding the identification of TIP and SOM in the labour inspectors' mandate.

There is sufficient evidence that the countries are open and willing to continue working with UNODC by ensuring that the practical challenges are addressed, and the project lessons learned are taken into consideration.

SUMMARY – IMPACT

- The project was an opportunity to deeply assess and understand the context, the limitations and the specific needs of the countries. The capitalization of the lessons learned will pave the way for future interventions and more tailored actions.
- The project contributed to a change of attitude in the perception of victims of human trafficking. Addressing the need for victim-centred approach and the importance of identifying and referral alongside the detection of criminals is a step towards a more comprehensive approach to combating human trafficking.
- Multisectoral trainings contributed to reinforce the national referral mechanisms and made it more inclusive by involving and creating opportunities of exchange between different category of actors.
- The project contributed to enhance the strategic positioning of UNODC at the national level. Countries recognised the role of UNODC as facilitator, convenor, well positioned to discuss security issues considering its long-standing expertise in criminal justice response.

SUSTAINABILITY

The delivery of trainings and procurement of equipment were the key strategies used by the XAMAB3 project to deliver benefits to targeted institutions. In this context, the evaluation sought evidence of whether some measures were considered in both design and implementation to sustain these outputs beyond the project's lifetime. In this section, the evaluation examined 1) the extent to which the project considered strategies/measures to ensure the continuation of project benefits; and 2) the extent to which national authorities have ownership, capacity and resources to maintain the project results. As a forward-looking evaluation, the focus was on identifying the facilitating and hindering factors that affect the project's sustainability to inform future programming.

EVALUATION QUESTIONS:

- To what extent will the benefits generated through the program be able to be sustained after the implementation?
- To what extent have the beneficiaries taken ownership of the results, activities, and goals of the program? What have been the contributing or hindering factors?

The evaluation has provided some evidence that the project contributed to increase the capacities and skills of different stakeholders to detect and intercept criminal networks, identify and refer trafficked persons and -to a limited extent- smuggled migrants to relevant authorities or assistance providers. It has also facilitated the utilization of criminal analysis, forensic and digital evidence in conducting thorough investigations, as well as the effective prosecution and adjudication of cases related to migrant smuggling and human trafficking.

Based on stakeholders' interviews and the survey in Tunisia, the evaluation has provided some insights on the use of the knowledge gained by trained participants. Most notably, participants reported improved abilities to distinguish the TIP and SOM crimes, enhanced knowledge of the national legal frameworks and relevant international legislation, and the acquisition of specialized technical skills to utilize new tools and software in carrying out their functional tasks in the detection and investigation domains.

The sustainability of the project relies mainly on several aspects. These include the knowledge provided by experts, the institutional capacity to further coordinate efforts, the political commitment to combat these crimes, and the availability of financial resources to sustain and build upon the newly acquired knowledge and equipment.

Sustainability of the knowledge gained

The sustainability of knowledge gained through the project depends on many factors but it's very much related to the capacity of the organization to ensure continuous learning which helps ensure that knowledge remains relevant and adaptable to changing circumstances. To this end, UNODC did foresee in its project document the incorporation of a "strong **component on training of trainers** to ensure that the skills and knowledge obtained could be passed on and disseminated broadly". However, the evaluation revealed a lack of evidence concerning any subsequent follow-up by the project team on the individuals who underwent the training.

As included in the effectiveness section, different ToT initiatives were implemented by the project in different countries. However, **the use of this modality was still limited in scope and did not cut across all project outcomes or targeted institutions consistently**. The main thrust of the project was dedicated to training a core group of professionals with key role in detection, identification of victims, investigation and prosecution which remains short of reaching a critical mass that can impact institutional capabilities. During the implementation, the project reached out to several training institutes including the National Centre for Judicial Studies and the Police Academy in Egypt, the Judicial Experience Research Centre in Libya and the Police Academy in Morocco. Nonetheless, the evaluation could not substantiate that the project explored with these research, training institutions and academies how to **transform the opportunities of TOT into a training cascade that upskills the workforce and improves institutional outcomes** in these countries. Some stakeholders – including EU Delegations representatives- pointed to the importance of considering collaborative relations with in national criminal research and training institutions, to ensure that some of the project outputs will continue to be used and expanded.

Nevertheless, there were indications of ongoing project benefits and continuity. Informants made some correlation between the training of 42 MOI officers from all CID branches across the country in identification and interception of one of the key leaders of an organized criminal group involved in TIP/SOM in Libya and globally. Furthermore, the Tunisian Customs Authority was preparing to roll out a basic training based on the project's trainings under outcome I, targeting all border officers.

Sustainability of the Operational capacity and related financial resources

In addition to trainings, the project also contributed to strengthening capacities of law enforcement agencies through the **provision of operational equipment and software** to support detection and interception (*under Focus Area I)*; evidence collection and preservation; and the use of digital evidence in the investigations of organized crime groups (*under Focus Area III*). Across countries of implementation, the procurement of equipment, intelligence and forensic software was valued by national counterparts as an important area of project support that was deemed critical for sustaining the efforts to detect and prosecute criminal networks.

The interviews revealed that the **equipment and software delivered by the project are being used to support current investigations as reported by stakeholders** including –but not limited to- the Administrative Control Authority (ACA) in Egypt, the CID in Libya and the Customs Authority in Tunisia who will use the procured Oxygen software in the stationary forensic laboratory. National authorities in Libya expressed concerns related to the software procured by the project which they considered to be sustainability hindering factors that need to be tackled in future projects. These included: 1) short license duration of one year for the Oxygen digital forensic software procured to CID shortly before expiry. In view of its high cost, there was no allocation made for license renewal by the national authority at the time of evaluation; 2) Inability to renew the Oxygen software license -which was also expired 6 months after procurement- due to license ownership and 3) inability of CID to use the Maltego open-source intelligence and forensic software as it was according to informants "*not operational within Libya*" despite the fact that the law enforcement officers received the training in Turkey on the software use. Conversely, the training on criminal intelligence analysis that was delivered to law enforcement through Moroccan experts -under Outcome 3 involved the use of an open-source tool that was being utilized as part of the CID operations. The interviews with counterparts confirmed

that the project has not secured or considered with counterparts the financial sustainability of the interventions, especially for the extension of software licences and the maintenance of the equipment.

Sustainability of the legislation process in Libya

Considering that the adoption of specific offences is indeed a pre-requisite to improve investigation and prosecution efforts, the **drafting of the TIP legislation in Libya was a key result.** This achievement holds significant importance in securing the long-term sustainability of endeavours aimed at dismantling criminal networks. As indicated by consulted stakeholders, the efforts to formulate the TIP legislation has preceded by the project and have previously stalled given the deep political divisions especially within the judicial space. However, the stakeholders consulted positively appraised the current draft formulation as "coming a long way to becoming finalized" noting that it is more aligned with Libyan legislation and in line with international frameworks. However, they also voiced strong opinions that the sustainability of gains in the legislation development process rests on UNODC's acceptance to hold an in-country (not a virtual) final workshop and roundtable. This, according to informants, will ensure inclusivity and active participation of all actors in finalizing the legislation draft that will then be shared with the Prime Minister's Office for referring to the legislative bodies for endorsement.

Institutional capacity to sustain the project

By closely collaborating with the national TIP coordination bodies established in Egypt and Tunisia prior to the project, **the mandate and role of the bodies as interagency coordination mechanisms were reinforced**. They served as crucial intermediaries for UNODC and provided valuable support in project implementation. Additionally, they are very important institutional tools to ensure the sustainability of future efforts in TIP and SOM.

In Morocco, the project played a more instrumental role in operationalizing the National Commission for the Coordination of Measures to Combat and Prevent Trafficking in Human Beings, which was established in 2019 during the inception phase of the project. For instance, the project proved to be instrumental in disseminating and raising awareness about the new law on human trafficking adopted in 2016.

In Libya, the use of cross-sectorial training modalities helped to bring national actors together, positively contributing to inter-agency communication and coordination, as reported by stakeholders. At a more institutional level, evidence suggests that UNODC and IOM worked collaboratively -not within the XAMAB3 project- to advocate for the creation of an inter-ministerial coordination body for human trafficking and migrant smuggling. According to some stakeholders, although the creation of this coordination body has ministerial-level support, its successful establishment necessitates higher-level political support and government buy-in from the Libyan Cabinet, which has not been a priority thus far due to pressing concerns such as elections. The pursual of advocacy efforts to establish a coordination mechanism in Libya could be an important enabler for sustaining the results of future projects addressing the criminal justice response to both TIP and SOM crimes.

SUMMARY – SUSTAINABILITY

- Whilst the use of the TOT modality was positively perceived as an important enabler for building national capacities, they remained limited in scope. Besides, there is limited evidence to suggest that the project and its counterparts adequately considered plans to cascade the trainings or to provide long-term support needed.
- Procurement of equipment, intelligence and forensic software was valued by stakeholders as an important area of project assistance that was deemed critical for sustaining the efforts to detect and prosecute criminal networks. However, there were challenges with licenses durations and maintenance of the equipment.
- Drafting of the TIP legislation in Libya was a key result, the adoption of specific offences is a pre-requisite to further improve investigation and prosecution efforts. However, sustainability of gains in the legislation development rests on UNODC's acceptance to hold an in-country and participatory final workshop. The project contributed to reinforce the role of National Coordination TIP bodies which are critical partners to ensuring the sustainability and future efforts in TIP and SOM.

HUMAN RIGHTS, GENDER EQUALITY, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

This section examines the extent to which the project incorporated the HR, GE, disability inclusion and leaving no one behind principles in the project design and throughout implementation to bring benefits to right-holders and to strengthen the capacity of duty bearers through a human rights-based approach, ensuring gender mainstreaming and disability-inclusive development.

EVALUATION QUESTIONS:

- To what extent were human rights, disability and gender considerations included in the project design and implementation?
- What measures have been taken during planning and implementation to ensure that human rights, disability and gender aspects were mainstreamed?

HUMAN RIGHTS

"While the trafficking in persons and smuggling of migrants' protocols are not human rights instruments per se, they both confirm the importance of a human rights-based approach to these crimes. Both instruments contain an identical 'savings' clause (article 19(1) in the smuggling protocol and article 14(1) in the trafficking protocol), stating that the instruments are to be interpreted and applied in accordance with other international instruments"[30]. The ProDoc states that the project was "developed under the umbrella of the UNODC regional programme to combat criminal, terrorist and health threats and to strengthen criminal justice systems, in line with international standards and human rights norms (2016-2021)". in this context and at the conceptual level, the project has an influence on the capacity of duty bearers to fulfil their human rights obligations.

[30] UNODC TOOLKIT For mainstreaming Human Rights and Gender Equality into criminal justice interventions to address trafficking in persons and smuggling of migrants, United Nations, 2021.

Operationally and in terms of programming, it **was not evident that the project had intentionally implemented a comprehensive strategy – across all countries of implementation - to prioritize human rights in its responses to human trafficking and migrant smuggling.** There was no appraisal in the ProDoc of the extent to which human rights obligations including human rights safeguards and protection measures in particular procedural rights and protecting the victims from the trafficker, were implemented in Egypt, Tunisia, or Morocco, while particular attention is given to Libya to avoid possible unintended human rights consequences of activities. There was a lack of clarity regarding measures taken to ensure that anti-trafficking and smuggling responses were not adversely affecting the victims' procedural rights of trafficked persons and the dignity of migrants. In addition, as stipulated in Protocols saving clauses nothing in the Protocols (and indirectly in its implementation) shall affect the rights, obligations and responsibilities of States and individuals under international law, including international humanitarian law and international human rights law and, in particular, where applicable, the 1951 Convention 1 and the 1967 Protocol 2 relating to the Status of Refugees and the principle of non-refoulement as contained therein.[31]

That said, the Human Rights Based Approach **was incorporated in several elements of the Programme's design and implementation**. Libya's country's package explicitly acknowledged the importance of human rights. The implementation of the programme, which involved engaging relevant authorities within the Government of Libya, was informed by the Interim Risk Assessment (IRA) Recommendations and Action Plan. This assessment was finalized in 2020 –and updated in April 2023- to ensure **compliance with the HRDDP.**

Considering the conclusions and mitigatory measures presented in the HRDDP report, it was determined in close coordination and liaison with the HRDDP secretariat to work with the Ministry of Interior's CID as the main partner. It is important to recall that the Protocols on human trafficking and smuggling of migrants' request States Parties to cooperate with competent international organizations, non-governmental organizations, other relevant organizations and other elements of civil society as appropriate. This collaboration is crucial to ensure that there is adequate training in their territories to protect the rights of migrants and victims who have been the object of such crimes.[32] Considering this, is worth noting that **seeking human rights expertise or building partnerships with human rights organizations, including CSOs, was an area that has generally not been fully explored.** However, in the case of Libya, close coordination was established with the Office of the United Nations High Commissioner for Human Rights (OHCHR) to conduct screenings of project participants. This screening process aligns with the vetting mitigatory measures outlined in the HRDDP report, which apply to all receiving entities, including departments, agencies, and individuals[33].

Regarding **capacity building content**, the HRBA was prominently emphasized in trainings focused on identification and referral (i.e., Focus Area II). Consulted stakeholders, along with a content analysis of available materials, confirmed that national actors received training on victim's assistance and protection. These trainings utilized NRMs where applicable, as frameworks through which governments fulfil their obligations to protect and promote the human rights of victims of TIP and SOM crimes. The trainings included equipping participants with knowledge on medical and social assistance as well as voluntary return and repatriation. However, as highlighted in the effectiveness section, the trainings were found to be too basic. There is a need to address more advanced expertise, particularly in specific types of assistance, such as trauma management.

Regarding **investigation and prosecution**, the documents available were sparse, making it challenging to determine the extent to which HRBA was integrated into training modules. However, input from consulted stakeholders provided some evidence suggesting that XAMAB3 trainings incorporated human rights considerations in investigation, prosecution and defence. As an example, the training workshop for the PPO

[31] Article 14 United Nations Trafficking in Person Protocol and Article 19 United Nations Smuggling in Migrants Protocol.

[32] Article 10 of the Human Trafficking Protocol and Article 14.2 of the Smuggling of Migrants Protocol.

[33] Dismantling Criminal Networks Involved in Migrant Smuggling And Human Trafficking And Operating In North Africa (Libya Component) United Nations Human Rights Due Diligence Policy (HRDDP) UN Support To Libyan Security Forces Interim Risk Assessment (IRA), Recommendations & Action Plan, February 2020.

in Egypt referenced relevant legal clauses that guarantee victims' entitlement to assistance and protection, as well as ways to uphold these rights during PPO-led investigations.

Finally, **targeted human rights training** was provided in Libya to female police officers from CID and the Department for Combatting Illegal Migration (DCIM). This aligns with UN HRDDP which allows for limited activities that promote compliance with human rights laws and standards while fostering democratic governance of security institutions, including the promotion and application of UNTOC and its protocols.

Another good practice was observed in the modules designed under Outcome 4 on Multi-sectorial training in crime scene management and integrity of scientific evidence in human trafficking and migrant smuggling. Activity's Reports show that when discussing irregular migration and trafficking in persons, trainers emphasized human rights issues. For example, case studies involving transnational crimes of trafficking in persons and smuggling of migrants between Libya, Egypt, and Europe were provided, prompting reflection and discussion among participants facilitated by UNODC experts. These discussions raised questions about the rights of migrants and trafficking persons, in addition to the range of human rights violations committed by individuals and criminal groups. The modules also underscored the importance of safeguarding the rights of vulnerable groups, including women and children, taking care to include the issue in the scenarios played-out in the TTX, and facilitating discussions afterwards on the topic among participants.

Regarding the **child-rights dimension**, the project implementation sporadically covered this aspect. For example, interviews revealed challenges faced by UNICEF in Libya regarding sheltering migrant children in their centres. In Tunisia, the only conviction on human trafficking was related to child exploitation of Talibé children. According to the desk review and the interviews, the project mainly addressed the child victims aspect through case studies, while trainings, especially with law enforcement, could have been an opportunity to raise the capacity of the officers on the special procedural rights of child victims during criminal proceedings and the entitlement of child victims to special protection measures, regardless of their legal status as victims, migrants or children, in accordance with their special rights and needs . In all actions concerning children at risk and child victims, as outlined in the United Nations Convention on the Rights of the Child and in its Optional Protocol on the sale of children, child prostitution and child pornography.

GENDER EQUALITY

UNODC's organizational and programmatic commitment to advance gender equality is informed by UN system-wide as well as agency-specific strategic frameworks[34.] The ProDoc made reference to the Guidance Note on Gender Mainstreaming in the Work of UNODC[35] as well as the UNODC Regional Programme for the Arab States to Prevent and Combat Crime, Terrorism, and Health Threats and Strengthen Criminal Justice Systems in line with International Human Rights Standards (2016 – 2021) that includes a dedicated section on gender mainstreaming in ROMENA's programming and activities.

As mentioned earlier, the design of the project's interventions and national packages, with the exception of Libya, did not include the use of situational analysis tools to assess the human rights and gender equality contexts in each country. Hence, the formulation of capacity building interventions was primarily focused on the 'technical needs' of criminal justice actors, with **no targeted interventions designed to address capacity gaps in human rights and gender-sensitive perspective.** Similarly, the absence of a gender situational analysis and a clear gender strategy meant that training activities and other project's interventions did not specifically target gender-discriminatory policies or practical barriers faced by girls and women as victims, witnesses or perpetrators.

However, **gender considerations were addressed in the project implementation** in various ways according to the desk review and key informant interviews. These included: 1) **Encouraging the participation of women professionals** in all trainings offered by the programme by stressing the importance of equal participation in

[34] United Nations system-wide action plan on gender equality and the empowerment of women (UN-SWAP 2.0), the system wide strategy on gender parity launched by the Secretary-General in September 2017, UNOV/UNODC's first and second iterations of the strategy for gender equality and the empowerment of women (2018–2021) and (2022-2026).

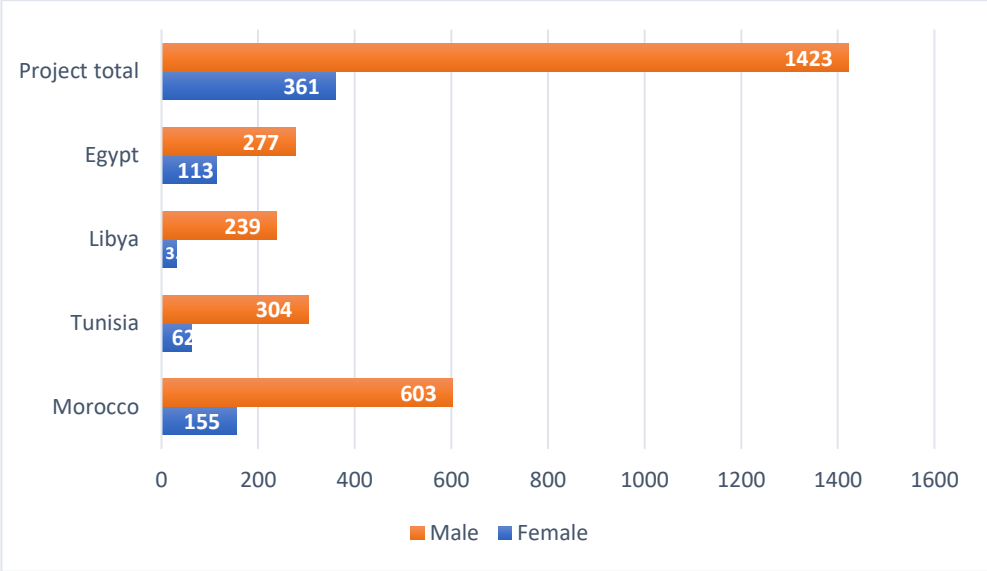
[35] http://www.un.org/womenwatch/directory/docs/UNODC-GuidanceNote-GenderMainstreaming.pdf.

with the institutional partners while recognizing that gender disparities persist within criminal justice; 2) Providing **targeted training for female officers** from Libya's CID and DCIM, who were deemed more suitable for handling female victims of TIP/SOM crimes according to interviewed stakeholders; and 3) Incorporating modules in the programme's trainings that specifically focused on the **gender dimension of criminal justice response** to TIP and SOM crimes. This involved introducing gender-sensitive interviewing techniques as part of the trainings under Outcome 1, familiarizing national actors with the victim-centred approach to investigations of TIP and conducting targeted trainings on the protection and assistance of victims of trafficking and smuggled migrants under outcome II in all countries.

A notable example was shared by stakeholders in Tunisia, who attributed increased awareness of key stakeholders about victims' rights and gender-sensitivity to the project's trainings. The project work in some way reinforced the efforts of the National Instance for the Fight against Trafficking in Persons (INLCTP) in strengthening the integrity and credibility of the justice system with victims. For example, ensuring that victims are interviewed at the INLCTP instead of police stations, and foreign nationals' victims are provided with assistance through CSOs, instead of State-run services, addressing their fear of deportation.

Regarding monitoring, the **project reported sex-disaggregated data** for all delivered trainings, acknowledging that the inclusion of females was challenging in some trainings as the criminal justice practitioners in some sectors were predominantly males. *(See Figure12)*

Figure 11: Sex-disaggregation of trained participants per country



Source: Evaluation Team elaboration

The project was identified as a gem1 in the ProDoc, indicating that it includes planned actions targeting the disadvantaged sex as a specified beneficiary. This is also reflected in the outcome and key activity indicators and/or targets. In this coding category, the project makes limited contribution to gender equality and women's empowerment. Although women and/or girls – and victims of trafficking and migrant smuggling more broadly – are essentially one of the final beneficiaries of XAMAB3, the work under the key activity does not specifically address the root causes of gender inequalities that hinder women and girls from fully accessing their rights.

DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

As key principle of the 2030 Agenda for Sustainable Development, the "leave no one behind" approach aims to identify those who are furthest behind first. Given that people on the move are exposed to unsafe conditions and often also abuse, the **XAMAB3 activities addressed the 'leaving no one behind' dimension at an activity level through its targeted capacity building under Focus Area II on victims' identification and referral.**

The trainings conducted for social and health workers, labour inspectors as well as consular staff included core components of victims' protection and assistance. Stakeholders confirmed that relevant front-line professionals were sensitized to the national referral mechanisms available for protecting and assisting victims. Similarly, trainings for prosecution authorities, such as the Public Prosecution Office in Egypt, integrated both the legal basis and operational measures for referring victims.

However, the incorporation of the "leaving no one behind" dimension and the **victim-centred approach was more difficult to substantiate in project activities under Focus Area III**, which primarily focused on 'technical' dimensions of investigation capacities rather than considering vulnerability in training design and implementation.

The **evaluation could not document specific disability mainstreaming measures** in the project, although anecdotal evidence indicated the participation of some individuals with disabilities in some training events. Nonetheless, there was no comprehensive vulnerability analysis to underpin the design of specific project components or activities addressing disability inclusion.

SUMMARY – HUMAN RIGHTS, GENDER EQUALITY AND LEAVING NO ONE BEHIND

- The formulation of capacity building interventions was primarily focused on the 'technical needs' of criminal justice actors, with no targeted interventions designed to address capacity gaps in human rights and gender-sensitive perspective.
- During implementation, the Human Rights Based Approach was incorporated in several elements of the Programme's design and implementation, especially in Libya. The project team also encouraged the participation of female professionals in all trainings offered and delivered targeted training for female officers in Libya. Besides, technical trainings incorporated modules linked to the gender dimension of criminal justice response to TIP and SOM crimes. The reporting of gender-disaggregated data was ensured in project reporting of progress on the logical framework targets.
- The project did not sufficiently explore seeking human rights expertise or building partnerships with human rights organizations, including CSOs expect in Libya, where close coordination was established with the OHCHR.
- The incorporation of the "leaving no one behind" dimension and the victim-centered approach was more evident in Focus area II and IV while it was more challenging to substantiate in activities under Focus Area III, which primarily emphasized technical aspects of investigation capacities rather than vulnerability considerations in training design and implementation.
- There was no evidence of specific disability mainstreaming measures in the project, although there were instances of individuals with disabilities participating in some training events.

III. CONCLUSIONS

Conclusion 1: Relevance, effectiveness, and sustainability

The project demonstrated alignment with the national frameworks and was in line with national strategic priorities. The design incorporated key elements to provide and strengthen the criminal response to TIP and SOM, while also encompassing disciplines applicable to other crimes. Nonetheless, there was no evidence of a prior needs assessment and national counterparts expressed concerns regarding their limited engagement in the project's design and conceptualization. The lack of consultation before the formulation of the initial country packages resulted in delays and had an impact on project relevance, effectiveness, and national ownership.

Conclusion 2: Relevance and Efficiency

The project's regional design lacked a comprehensive regional ToC. It did not adequately consider the unique characteristics of each country involved and provide a clear description on how change was expected to occur in each country. Counterparts expressed scepticism regarding the value of a regional design and instead preferred national projects with country specific ToC that better reflected their individual realities.

Conclusion 3: Efficiency and effectiveness

The project management faced challenges due to the compartmentalized approach, which limited interaction and knowledge sharing among different outcomes leaders. The budget allocation by outcomes also made difficult to compare implementation efficiency across countries. However, the project benefitted from the high technical expertise of outcome leaders, and the active role of the Head of Offices which facilitated effective communication and coordination with national counterparts and implementation of activities.

Conclusion 4: Efficiency, Effectiveness, Sustainability

The project monitoring and reporting was based on activities rather than results which resulted in some limitations measuring the effectiveness and the impact of the project. The log frame only included quantitative indicators which was not sufficient to measure a training programme. The absence of national governance structures (national SC) limited the monitoring, ownership of the project as well as the capacity of project management to harmonize implementation across different focus areas.

Conclusion 5: Coherence

The project benefitted from effective partnerships with UN agencies in Egypt and maintained close coordination with UN agencies to ensure the effective delivery of the Libya country package in compliance with the HRDDP requirements. Some communication was maintained in both Tunisia and Morocco through the United National Country Team and the participation in relevant thematic inter-agency working groups to avoid duplicative effort. However, there is still potential for further progress in forging strategic partnerships within the UN family in the TIP and SOM protection component and with other key actors including CSOs who play a critical role in victims' referral to service providers.

Conclusion 6: Effectiveness

The project received positive feedback from national counterparts, indicating that it enhanced the capacities of target groups to respond to TIP and SOM through the provision of specialized equipment and related trainings. Despite the evaluation lacking sufficient data to showcase the practical application of the acquired knowledge and skills in addressing the two crimes, as well as the enhanced operational capacity stemming from the provision of equipment, the project demonstrated ability to adapt and achieve preliminary results that would pave the way to potential results.

Conclusion 7: Effectiveness

The programme has integrated sensitization interventions on TIP and SOM in some outcomes, but this has not been streamlined in all the project. In addition, where this was included, the information provided was

often too basic to enable them to identify and refer victims and smuggling of migrants, and to properly use the equipment's to tackle the crimes of TIP and SOM.

Conclusion 8: Coherence, Effectiveness

The training interventions implemented under the project enhanced coordination among different criminal justice institutions responsible for dismantling criminal networks and it also strengthened national referral mechanisms. This result emerged during programme implementation as it was not originally anticipated in the project design.

Conclusion 9: Relevance, Effectiveness

The regional dimension of the project was very limited or even non-existent as only few regional activities were implemented. Information gathered during the evaluation raises the issue of appropriateness of countries involved as most migration flows are not horizontal between North African countries, but rather vertical with Sub-Saharan Africa, and counterparts express the urgent need to work with them in order to properly address TIP and SOM.

Conclusion 10: Impact

The project implementation allowed for a comprehensive understanding of the context, limitations, and specific needs of the countries involved related to TIP and SOM which will serve as a foundation for future interventions, enabling more tailored and effective actions. The project contributed to a shifting attitude towards victims of human trafficking by emphasizing the need for victim-centred approach and the importance of identification, referral, and the comprehensive combating of human trafficking.

Conclusion 11: Sustainability

The project's sustainability and exit strategy was not fully considered during design phase and could have been more actively addressed during implementation. While the Training of Trainers (TOT) activities were well-received to build national capacities, they were not consistently incorporated as a project strategy across all outcomes. The procurement of equipment, intelligence, and forensic software was valued by stakeholders as crucial for sustaining efforts to detect and prosecute criminal networks, although challenges related to license durations and equipment maintenance were identified. The project made a significant contribution to the drafting of anti-trafficking legislation in Libya, crucial for improving investigation and prosecution efforts. The reinforcement of National Coordination TIP bodies was also acknowledged as vital for ensuring project sustainability and supporting future initiatives in combatting TIP and SOM.

Conclusion 12: Human Rights, Gender Equality, Disability Inclusion and Leaving No One Behind

There is room for progress in the systematic mainstreaming of the human rights including a child-rights approach, gender, disability inclusion and "leaving no one behind" dimensions into programming, particularly leveraging the extensive knowledge base and tools produced by UNODC and incorporating more emphasis on the victim-centred approach and the rights of victims in criminal proceedings.

IV. RECOMMENDATIONS

RECOMMENDATION 1 – NEEDS ASSESSMENT AND PARTICIPATORY DESIGN PROCESS

Conduct a prior needs assessment to identify the specific requirements and challenges in the project context and ensure the participation of national institutional stakeholders in the project design.

Recipients: UNODC ROMENA and Project Team

Timeline: by 12/2024

Based on Conclusion 1 and 2

To enhance the relevance and effectiveness of successor programmes, it is crucial to allocate the necessary resources and time to conduct a comprehensive needs assessment. This assessment will be essential to identify the specific challenges, gaps, and priorities within each country. It should be carried out in a participatory manner, engaging stakeholders to gather their perspectives, identify existing resources, and determine the areas where support is most needed.

Early engagement with national stakeholders is strategically important, as it allows for tailoring interventions to each country-specific context, channelling resources to the key priority areas as perceived by institutional actors themselves. Such engagement is conducive to ensuring more institutional buy-in, national ownership, and commitment. Moreover, an adequate needs assessment and participatory design process facilitate the efficient deployment of project activities at the country level.

The design process should consider and align with other relevant UNODC initiatives in the field. By integrating with existing initiatives, the project can benefit from synergies, avoid duplication of efforts, and promote a coordinated and holistic approach to addressing the issues of trafficking in persons and smuggling of migrants.

RECOMMENDATION 2 – RESULTS BASED MANAGEMENT

Develop a comprehensive and participatory ToC at regional but also at national level that encompasses the desired outcomes and the pathways to achieve them.

Recipients: UNODC ROMENA, UNODC FOs

Timeline: by 12/2024

Based on Conclusion 1, 2,4,6

Articulating a clear and realistic theory of change, at regional but also at national level, can outline the expected changes, assumptions, and activities needed to bring about the desired capacity improvements. At the regional level, the ToC should provide a strategic framework for guiding the overall direction of the project, while at the country level, it should be tailored to specific contexts and priorities. A ToC would enable a systematic approach to monitoring and evaluation and would also contribute to improve results-based reporting and results-based communication. Besides, the process of elaborating a TOC should be participatory and inclusive which allows the project team, the donor and national partners to consider the most appropriate balance between the breadth of the project (i.e., desired results and focus areas) with the depth of interventions (i.e., scope and number of activities per institution) in relation to the project's available resources.

RECOMMENDATION 3 – PROJECT ORGANIZATIONAL STRUCTURE

Streamline the administration and human resources' structure to support more efficient implementation at country level.

Recipients: UNODC ROMENA

Timeline: by 12/2024

Based on Conclusion 3

To ensure efficient implementation, it is essential to streamline the organizational structure, establishing clear lines of communication, authority, and decision-making processes. The staffing structure should be designed in a manner that enables activities across different focus areas to be conducted in a complementary and synergistic manner, and ultimately working towards the project's overall objective.

Recognizing the important role of UNODC ROMENA in effectively managing and providing technical oversight for activities within their focus areas, careful attention should be given to the adequacy of project management staffing and administrative support in the Field Offices. Resources at the Field Office level should be carefully assessed to ensure the continuity of engagement with national stakeholders. This is crucial for a successful transition to a next phase of donor support, ensuring that the momentum and gains achieved through XAMAB3 are not lost. The improvement of the structure can also increase the his and the opportunity or capacity to deliver equipment in relation to the project’s available resources. Such participative approach would prevent high expectations from project partners by knowing the possible challenges.

RECOMMENDATION 4 – RESULTS MONITORING AND REPORTING

Strengthen results-based management to reinforce monitoring, evaluation and reporting.

Recipient: UNODC ROMENA

Timeline: By 12/2023

Based on Conclusion 2, 4, 6

At UNODC HQ, it is recommended to continue to leverage its internal results-based management expertise to reinforce to strengthen its focus on achieving measurable outcomes. While acknowledging the practical difficulties, particularly in the security sector, in assessing and reporting the effectiveness and utilization of training, it is important to strive for improved reporting on project performance and progress towards desired outcomes, going beyond mere completion of activities. This can be achieved by developing relevant qualitative indicators. Such an approach becomes especially important when the project components have a catalytic impact such as promoting institutional coordination among criminal justice actors and supporting the development of TIP legislation. These results that cannot be reported through quantitative activity-based indicators alone, they require the inclusion of qualitative information as well.

RECOMMENDATION 5 – GOVERNANCE MECHANISMS

Develop and maintain inclusive governance mechanisms at national levels throughout implementation to promote appropriateness and ownership of the project.

Recipients: UNODC ROMENA, UNODC FOs

Timeline: by 12/2024

Based on conclusion 4

It is recommended that each implementing field office establishes and maintains an inclusive governance mechanism tailored for the project. These mechanisms serve multiple purposes, including effective project monitoring, ensuring smooth implementation, and fostering ownership among national stakeholders. By providing a platform for the project team, donors, and relevant stakeholders, these governance mechanisms enable oversight, facilitate decision-making, and allow for course corrections, if necessary, to ensure the project achieves its intended results. Moreover, these mechanisms are important at the technical level as they

require input from national institutions, ensuring that capacity development within the project is well adapted and tailored to the specific technical knowledge and skills of each recipient.

RECOMMENDATION 6 – INSTITUTIONALIZING CAPACITY BUILDING

Support the institutionalisation of the technical curricula and training tools through strategic partnerships with national learning institutions. Additionally, integrating a ToT strategy is recommended.

Recipients: UNODC ROMENA, UNODC FOs

Timeline: by 12/2025

Based on conclusions 6, 10, 11

For any future phase of the project, it is important to develop a well-articulated and adequately resourced sustainability plan. This is particularly important in the context of capacity building, as the results often face limitations in terms of reach and geographical coverage. UNODC should consider establishing relevant partnerships with national research institutes, training academies and think tanks. These partnerships should involve targeted interventions and technical assistance to support governments in institutionalizing the use of the developed technical curricula and training tools. Furthermore, integrating a ToT strategy throughout the project should be considered to ensure the long-term sustainability of the training initiatives.

Under XAMAB3 project, UNODC was strategically positioned to support the development and delivery of specialized trainings on special investigation techniques and technologies, as well as raising awareness among practitioners regarding the distinctions between TIP and SOM crimes, emphasizing the importance of the victim-centred approach. However, extending the scope and reach of these capacity building programmes hinges on the institutional capacities of targeted governments -both in technical and financial aspects- to take ownership of these training programs and integrate them as part of pre-service orientation and in-service training for law enforcement and criminal justice professionals.

RECOMMENDATION 7 – REGIONAL DIMENSION

Enhance the regional dimension in the design process and broaden the involvement of countries of origin, transit and destination.

Recipients: UNODC ROMENA, UNODC FOs

Timeline: by 12/2024

Based on conclusion 1 and 9

Incorporating a clear regional dimension into the design process and broadening the spectrum of countries involved is vital to strengthening regional cooperation, facilitating information exchange, and effectively combating transnational criminal networks operating across multiple jurisdictions. Given the transnational nature of trafficking in persons TIP and SOM, it is essential for the project to engage countries from the origin, transit, and destination regions. This comprehensive approach can foster closer collaboration and coordination, streamlining procedural matters related to the identification and prosecution and facilitating the sharing of crucial information.

Furthermore, the project should prioritize efforts to enhance cooperation and coordination between relevant law enforcement agencies, border control authorities, and judicial systems across the regions. By promoting international cooperation (e.g., joint operations, information-sharing mechanisms) and legal mutual assistance, the project can create a cohesive and collaborative response to transnational criminal networks on TIP and SOM.

RECOMMENDATION 8 – INCORPORATING MORE ADVANCED TIP AND SOM MODULES IN TRAININGS

Ensure that trainings on TIP and SOM are consistently integrated throughout the project and provide comprehensive and advanced knowledge on the specificities of both crimes, fostering UN interagency cooperation where relevant.

Recipients: UNODC ROMENA

Timeline: by 12/2023

Based on conclusion 6 and 7

It is recommended to develop and incorporate targeted, basic and advanced modules / trainings addressing the specificities of the TIP and SOM crimes that go beyond merely differentiating between the two crimes. These modules/trainings should include – but not limited to- elements of the crimes, methods to identify different types of exploitation, and the recognition of physical and digital evidence that is most encountered in TIP and SOM investigations while ensuring the principle of human rights and gender sensitivity. This is especially critical for the technical trainings focused on utilizing equipment and software to combat and dismantle criminal networks. They will ensure that the users of the equipment have the required knowledge to effectively operationalize the use of such resources in combatting these crimes.

RECOMMENDATION 9 – MAINSTREAMING HUMAN RIGHTS, GENDER, DISABILITY INCLUSION AND LEAVING NO ONE BEHIND

Ensure that all trainings incorporate modules that address the gender and human rights dimension, emphasizing the victim-centred and child rights approach.

Recipients: UNODC ROMENA

Timeline: by 12/2024

Based on conclusions 2, 7 and 12

In future project phases, it is important to sensitize criminal justice actors and other stakeholders involved in the NRMs to adequately respond to specific needs and vulnerabilities of victims' and migrants' (e.g., people with disability, women and children). This includes mainstreaming considerations on the gender and human rights dimension emphasizing a victim-centred approach and the child rights approach.

Special attention should also be given to implementing measures, such as the development of Standard Operating Procedures (SOPs), to ensure that anti-trafficking and smuggling responses, do not compromise the procedural rights of victims of trafficking and the dignity of migrants.

By integrating an 'intersectionality approach,' the project can operationalize the principle of 'leaving no one behind,' thereby promoting inclusivity and addressing the unique experiences and challenges faced by individuals at the intersections of various identities and vulnerabilities.

There are opportunities to capitalize on mandate and expertise of other UN agencies (e.g., ILO, UNHCR, IOM, United Nations Children's Fund –UNICEF-, OHCHR).

RECOMMENDATION 10 – ENHANCE SYNERGY AND CROSS-AGENCY COMPLEMENTARITY

Ensure that future projects consider opportunities for partnerships to leverage synergies with national, and international partners (including EU institutions), strategies and other complementary projects

Recipients: UNODC ROMENA

Timeline: by 12/2024

Based on conclusions 5 and 12

For any future phase of the project, it is recommended to identify and consider all potential and relevant partnerships and institutional linkages to ensure that national partners fully benefit from overall coherence and complementarity of actions. This includes enhancing the level of participation of relevant UN agencies in the training delivery to benefit from possible synergies and respective expertise; considering early alignment and shared planning on new projects in the pipeline to better interlock activities and ensure stronger inter-agency complementarity; and considering areas where agencies can step-up collaboration from tactical to strategic considering joint implementation at the level of 'outcomes' not only activities. It is also important for UNODC and EU to jointly consider the potential linkages with EU institutions such as EuroJustice, EuroPol and the European Border and Coast Guard Agency (Frontex) and others.

V. LESSONS LEARNED AND BEST PRACTICES

LESSONS LEARNED

The inclusion of a comprehensive needs assessment at the outset of a new regional project is crucial to ensure project relevance, effectiveness, and sustainability.

This is especially important due to the contextual, political, and socio-economic differences among the countries involved. Allocating an initial period for conducting a thorough needs assessment allows for a detailed analysis of the specific needs and challenges present in each context. This assessment serves as a foundation for properly addressing these needs during the subsequent design phase of the project, ensuring its effectiveness and relevance.

Active engagement of national institutions in the project design and formulation of proposed interventions is crucial for project relevance, effectiveness, and sustainability.

Engaging national institutions in the project design and the formulation of proposed actions is essential. The active involvement of national institutional counterparts during the project design phase is widely recognized as a facilitator and catalyst for improved project results. It serves as a pre-requisite and foundation for enhancing the project's relevance, effectiveness, and long-term sustainability. Moreover, a participatory project design process is necessary to foster institutional acceptance, national ownership, and commitment.

At the operational level, the practical experiences of this project demonstrated that early engagement of stakeholders creates the necessary conditions for accelerating and facilitating the deployment of project activities at the national level.

Developing and maintaining governance mechanisms at national levels are essential in each targeted country to ensure effective implementation and ownership.

The existence of an inclusive – and active- governance mechanism in each country, such as national steering committees or technical committees, plays a critical role in improving project performance fostering mutual accountability, and generating ownership.

Strategically, the governance structures create a conducive environment for the project team, donors, and national stakeholders to collaboratively make informed decisions and necessary corrections or adjustments. At the technical level, they provide the necessary space for discussions, guidance, and oversight, facilitating alignment with project objectives. They also ensure that project assistance, including training and equipment, is tailored and adjusted to the specific needs of targeted institutions and aligns with their expectations.

Streamlining the administration and human resource's structure is essential to facilitate the efficient and smooth implementation of the project.

A simpler and streamlined organizational structure with clear lines of communication, authority and decision making, is important to facilitate efficient and smooth implementation of projects that are as complex and multi-faceted as XAMAB3. A streamlined structure enables swift decision-making, enhances operational efficiency, and minimizes bureaucracy. A well-designed organizational structure supports the creation of synergy by integrating activities directed at actors throughout the criminal justice chain. It ensures a coordinated response and enhances the effectiveness of efforts aimed at dismantling criminal networks.

BEST PRACTICES

Use of ToT:

The use of ToT as a training modality emerged as a positive practice supporting efforts to disseminate knowledge and skills to targeted professionals engaged in the fight against TIP and SOM crimes beyond the life of the project. This approach ensures that the acquired knowledge and skills continue to be shared and applied within relevant institutions and organizations, thereby enhancing the capacity of professionals involved in combating TIP and SOM crimes in the long term.

Inter-agency cooperation in addressing specific topics:

The project demonstrated a good practice in Egypt, where UNODC effectively collaboratively with ILO to implement together labour inspectors' trainings. This partnership demonstrated the benefits of inter-agency cooperation, resulting in wider reach, comprehensive training approaches, and enhanced impact and effectiveness of interventions.

The collaboration between UNODC and ILO allowed for the utilization of their respective expertise and resources. This specialization of each agency played a key role in creating a more effective learning experience. The combination of UNODC's and ILO's mandate and expertise enhanced the results attained.

Training female officers in Libya to address gender needs.

The project provided targeted human rights training for female officers from Libya's CID and DCIM, to address the specific gender needs of female victims of TIP and SOM. The project identified that female officers were deemed more suitable for handling cases involving female victims due to factors such as cultural sensitivities, victim centred approaches, and ensuring the safety and comfort of victims during interviews and investigations. By equipping female officers with specialized knowledge and skills, the project aimed to improve the quality of assistance and support provided to female victims. This approach is a way to address specific needs of women victims and migrants and promote a more inclusive and sensitive approach within the law enforcement and migration officers.

Simulation exercises (Mock trial and crime scene exercises)

The simulation exercises were highly valued among different stakeholders as they presented opportunities to strengthen the operationalization of their work and to foster interagency cooperation among national stakeholders. They provided the opportunity to work with different case scenarios involving different types of exploitation and different types of victims.

ANNEX I: TERMS OF REFERENCE

I. BACKGROUND AND CONTEXT

Project/Programme number:	XAMAB3
Project/Programme title:	Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa
Duration (dd/mm/yyyy-dd/mm/yyyy):	01/08/2019 to 31/07/2023 4 Years, 0 Months, 0 Days
Location:	North Africa (Egypt, Libya, Morocco, and Tunisia)
Linkages to Country, Regional and Thematic Programmes:	UNODC Anti-Human Trafficking and Migrant Smuggling
Linkages to UNDAF's strategic outcomes to which the project/programme contributes[1]	The project falls under Thematic Area 2: Preventing and Countering Organized Crime under the UNODC Strategy 2021-2025. The skills, equipment and cooperation mechanisms that will be provided during the implementation of this project will directly contribute to building national capacities to identify, investigate, prosecute, and adjudicate human trafficking and migrant smuggling cases effectively.
Linkages to the SDG targets to which the project contributes:	5. Achieve gender equality and empower all women and girls 5.2 Eliminate all forms of violence against all women and girls in the public and private spheres, including trafficking and sexual and other types of exploitation. 8. Promote sustained, inclusive, and sustainable economic growth, full and productive employment, and decent work for all 8.7 Take immediate and effective measures to eradicate forced labor, end modern slavery and human trafficking and secure the prohibition and elimination of the worst forms of child labor, including recruitment and use of child soldiers, and by 2025 end child labor in all its forms. 16. Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels 16.2 End abuse, exploitation, trafficking, and all forms of violence against and torture of children

Executing Agency (UNODC office/section/unit):	UNODC RO Middle East and North Africa
Partner Organizations:	The key stakeholder groups under this project are the following ministries in Egypt, Libya, Morocco, and Tunisia: Ministries of Interior, Justice, Finance, Foreign Affairs, Manpower, Social Affairs, Health, Public Prosecution, and National TIP/SOM Commissions.
Total Approved Budget (USD):	17,045,454.55
Total Overall Budget (USD):	17,045,454.55
Total Expenditure by date of initiation of evaluation (USD):	USD 11,000,000
Donor(s):	EU trust fund for Africa
Name and title of Project/Programme Manager and UNODC office/section/unit:	Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa Binija Laxmi Dhital Goperma (Project Manager)
Type and time frame of evaluation: (Independent Project Evaluation/In-depth Evaluation/mid-term/final) (*start and end date of the evaluation process*)	Final independent evaluation (13/03/2023 – 20/07/2023)
Time frame of the project covered by the evaluation (*until the end of the evaluation field mission/data collection phase*):	08/2019-end of data collection
Geographical coverage of the evaluation:	Egypt, Morocco, Libya and Tunisia
Budget for this evaluation in USD[2]:	USD$ 80,000
Number of independent evaluators planned for this evaluation[3]:	1 evaluation expert and 2 substantive experts
Type and year of past evaluations (if any):	N/A

II. PROJECT OVERVIEW

The project "Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa" is a four-year (1 august 2019 to 31 July 2023) initiative which was launched in August 2019 by the European Union (EU) and United Nations Office on Drugs and Crime (UNODC), Regional Office for the Middle East and North Africa (ROMENA). The project aims to step up efforts in the North Africa region to combat both human trafficking and smuggling of migrants; enhance skills and knowledge on special investigation techniques, allowing relevant authorities to dismantle criminal networks more effectively, as well as strengthening practical expertise and skills to identify, investigate, and refer victims of human trafficking and smuggled migrants among migrant communities. Developed under the strategic framework of the EU Emergency Trust Fund, the project covers Egypt, Libya, Morocco, and Tunisia and combines a focus on the regional dimension of the fight against smugglers and traffickers with efforts to strengthen national criminal justice capacity and uphold the rights of migrants, refugees, asylum seekers and vulnerable groups. The project was initially designed for three years and a no-cost extension for one year was requested to complete the planned activities. The main reason for delay in implementation was the COVID-19 pandemic and the late approval of country packages.

The project places particular emphasis on:

- Ensuring that the different needs of male and female victims of human trafficking and smuggled migrants are reflected in all project activities;
- Ensuring that women participants benefit from training activities and inclusion in any workshop and / or meetings associated with project activities;
- Collecting sex-disaggregated data throughout the project and particularly during the Monitoring and Evaluation process.

The overall objective is to contribute to reducing enablers of - and mitigating vulnerabilities arising from - irregular migration in Egypt, Libya, Morocco, and Tunisia by focusing on the dismantling of organized criminal groups involved in migrant smuggling and human trafficking and will be achieved through the following objectives and outcomes:

1) Enhanced detection and interception capacities of frontline officers and agencies at selected border crossing points and key hub cities along smuggling routes.
2) Strengthened identification and investigation capacities of first responders (including law enforcement officers, healthcare professionals and social workers, labor inspectors and other relevant practitioners) with regards to migrant smuggling and human trafficking cases while protecting victims.
3) Enhanced skills and knowledge of relevant law enforcement agencies on special investigation techniques, allowing relevant authorities to dismantle criminal networks more effectively and rapidly.
4) Strengthened practical expertise and skills of criminal justice practitioners in prosecuting and adjudicating migrant smuggling and human trafficking cases, notably through regional and international cooperation.

Outcome
Outcome 1: Identification and Interception
Outcome 2: Investigation and Referral
Outcome 3: Criminal Information Analysis
Outcome 4: Technical Evidence and Forensics
Outcome 5: Digital Evidence
Outcome 6: Prosecution and Adjudication

III. PURPOSE AND SCOPE OF THE EVALUATION

UNODC ROMENA is undertaking the independent final evaluation of the project in accordance with the project document.

The main objective of the final evaluation is to:

- Assess achievements in regard to its design, relevance, efficiency, effectiveness, impact, partnerships and sustainability; derive lessons learnt, best practices for the next phase and future programming of TIP/SOM program.
- Assess areas of collaboration between UNODC and the national counterparts under the different areas of the project (forensics, border security, criminal analysis, cybercrime, etc.)
- Assess the Monitoring, Evaluation and Learning: Theory of Change; Log Frame results and smart indicators, data collection systems, reporting tools, and actions plans; identify substantial gaps and recommend corrective action of the broader M&E

- Identify best practices and lessons learned: Assess and develop case studies on specific countries' interventions to influence future project design and implementation. The objective is to produce an evidence- based analysis and assessment of the implementation choices and approaches put in place by the project to:
- Support the identification of practices and area that are effective or insufficient to address TIP/SOM; identify lessons that can benefit the design and implantation of the next phase and future programming.

In addition, this final evaluation may guide the development of new strategic priorities and direction for ROMENA including the recommendations on sustainability and the exit strategy of this program. The evaluation will also consider the recommendations of the EU Results Oriented Monitoring (ROM) and the SWOT analysis conducted by UNODC ROMENA.

The main final independent evaluation users are the Member States, the beneficiary authorities, the UNODC and the donor. Authorities will be consulted during the evaluation process and the donors may be interviewed. The evaluation will provide recommendations, to be followed upon and implemented. The findings of the final independent evaluation will be shared and presented among relevant stakeholders.

Project	Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa
Time period of the project/programme covered by the evaluation	01.08.2019 to 31.07.2023
Geographical coverage of the evaluation	• Egypt • Libya • Morocco • Tunisia

IV. EVALUATION CRITERIA

The evaluation will be conducted based on the following DAC criteria4: relevance, coherence, efficiency, effectiveness, impact and sustainability, as well as human rights, gender equality and leaving no one behind, and lesson learned and best practices. All evaluations must include gender, human rights and no one left behind. Ideally these are mainstreamed within the evaluation questions. The criteria of relevance, efficiency, effectiveness, impact and sustainability can be addressed as relevant to the evaluation purpose. Evaluation criteria and questions should be selected to meet the needs of the stakeholders and evaluation context. The evaluation criteria and questions will be further refined by the Evaluation Team in the drafting of the Inception Report.

Key Evaluation Questions

Relevance[5]: Is the intervention doing the right thing? Relevance is the extent to which the activity is suited to the priorities and policies of the target group, recipient and donor.
1. To what extent was the project design appropriate to achieving the expected results? 2. To what extent was the program based on needs assessment prior to the intervention and was it aligned with local priorities?
Coherence[6]: How well does the intervention fit?

The compatibility of the intervention with other interventions in the country, sector or institution
3. To what extent was the communication between the Regional and Field offices and implementing partners efficient? 4. To what extent did the cooperation, within the project, and with other partners including UN agencies, CSO's contribute to the overall objective of the program and the SDG's? 5. To what extent did the program contribute to establish appropriate mechanisms and partnerships and the country and regional level?
Efficiency: How well are resources being used? The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way.
6. To what extent have the resources been managed in an efficient, transparent and accountable manner? 7. What measures have been taken during planning and implementation to ensure the optimum use of resources?
Effectiveness: Is the intervention achieving its objectives? The extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups.
8. To what extent did the outcomes contribute to higher objectives? 9. What have been the facilitating or hindering factors in achievement of results?
Impact: What difference does the intervention make? The extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects.
10. To what extent was the program able to influence national and regional policies, strategies, and legal frameworks?
Sustainability: Will the benefits last? The extent to which the net benefits of the intervention continue or are likely to continue.
11. To what extent will the benefits generated through the program be able to be sustained after the implementation? 12. What are the lessons learnt and exit strategy that can support future programming? 13. To what extent have the beneficiary's taken ownership of the results, activities, and goals of the program? What have been the contributing or hindering factors?
Human rights, gender equality, and leaving no one behind: Has the intervention been inclusive and human rights based? The extent to which the project/programme has mainstreamed human rights, gender equality, and the dignity of individuals, i.e., vulnerable groups, including those with disabilities.
14. To what extent were human rights, disability and gender considerations included in the project design and implementation? 15. What measures have been taken during planning and implementation to ensure that human rights, disability and gender aspects were mainstreamed?
Lessons learned and best practices

Lessons learned concern the learning experiences and insights that were gained throughout the project/ programme.
16. What are some lessons learned and best practices that can be extracted from the project's design and implementation?

V. 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 TOR and further refined in the Inception Report, as well as the availability of stakeholders. In all cases, the evaluation team is 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 additional documents that may provide further evidence for triangulation, on which their conclusions will be based. Among the elements that could be included as a mean of data collection and verification is the field visits and meetings with the national counterparts/key stakeholders, that were involved in the project/activities' implementation.

The evaluation team is 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 the stakeholders of the project/ programme. The Core Learning Partners (CLP).

The evaluation team will be asked to present a summarized methodology (including an evaluation matrix) in the Inception Report outlining 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 Policy, Norms and Standards.

While the evaluation team shall fine-tune the methodology for the evaluation in an Inception Report, a mixed-methods approach of qualitative and quantitative methods is mandatory due to its appropriateness to ensure a gender-sensitive, inclusive, respectful and participatory approach and methodology to capture disability and gender equality issues, as well as voices and opinions of both men, women and other marginalized groups, ensuring gender related and disaggregated data (e.g. age, sex, countries etc.). Special attention shall be paid to an unbiased and objective approach and the triangulation of sources, methods, data, and theories. The limitations to the evaluation need to be identified and discussed by the evaluation team in the Inception Report, e.g. data constraints (such as missing baseline and monitoring data). Potential limitations as well as the chosen mitigating measures should be discussed.

The main elements of the evaluation process are the following:

- Preparation and submission of an Inception Report (containing a desk review summary, refined evaluation questions, data collection instruments, sampling strategy, limitations to the evaluation, and timetable) to IES through Unite Evaluations (https://evaluations.unodc.org) for review and clearance at least one week before any field mission/data collection phase may take place (may entail several rounds of comments);
- Initial meetings and interviews with the Project Manager and other UNODC staff as well as stakeholders during the field mission/data collection phase;
- Interviews (face-to-face or by telephone/skype/Teams etc.), 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 (respecting potential COVID-related restrictions on travel and in-person meetings);

- Analysis of all available information;
- Preparation of the draft evaluation report (based on the Template Report). The Evaluation Expert submits the draft report to IES only through Unite Evaluations for review and clearance (may entail several rounds of comments). A briefing on the draft report with project/programme management may also be organized. This will be based on discussion with IES and project/programme management.
- Preparation of the final evaluation report and an Evaluation Brief (2-pager) (based on the Template Brief) including full proofreading and editing, submission to IES through Unite Evaluations for review and clearance (may entail several rounds of comments). 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. (in person or if necessary, through Skype/Teams etc.).
- 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 IES website: https://www.unodc.org/unodc/en/evaluation/guidelines-and-templates.html

VI. TIMEFRAME AND DELIVERABLES

Evaluation stage	Start date 7 (dd/mm/yy)	End date (dd/mm/yy)	Subsumed tasks, roles	Guidance/ Process description
Inception Report (3-5 weeks)	13/03/23	6/4/23	Draft IR; Review by IES, PM; Final IR	Includes 2 weeks for review by IES
Data collection (incl. field missions) (2-6 weeks)8	6/4/23	06/05/23	Field missions; observation; interviews; etc.	Coordination of data collection dates and logistics with PM.
Draft report (6-9 weeks)	07/05/23	28/05/23	Drafting of report; by evaluators	Includes 2 weeks for review by IES, 1 week by PM
	29/05/23	19/06/23	Review by IES; review by PM; revision of draft	
Draft report for CLP comments (2 weeks)	20/06/23	27/06/23	Compilation of comments by IES	Comments will be shared by IES with evaluators
Final report, Brief and PowerPoint slides (3-4 weeks)	29/06/23	16/07/23	Revision by eval; review/approval by IES; completion of MR and EFP by PM	Evaluation report, Brief and slides are finalised. Includes 1 week for review by IES and 1 week for PM
Presentation (1 day)	20/07/23	20/07/23	Presentation organised	Date of presentation of final results to be agreed with PM.

The UNODC Independent Evaluation Section may change the evaluation process, timeline, approach, etc. as necessary at any point throughout the evaluation process.

VII. EVALUATION TEAM COMPOSITION

Role	Number of consultants[9] (national/international)	Specific expertise required[10]
Evaluation Expert	1 (international/national consultant)	Evaluation methodology
Substantive Expert	2 substantive experts	Expertise in TIP/SOM and justice to assist with data collection and analysis

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

Furthermore, the evaluation team shall respect and follow the UNEG Ethical Guidelines for conducting evaluations in a sensitive and ethical manner. The qualifications and responsibilities for each evaluation team member are specified in the respective job descriptions attached to these Terms of Reference (Annex 1). The evaluation team will report exclusively to the Chief or Deputy Chief of the UNODC Independent Evaluation Section, who are the exclusive clearing entity for all evaluation deliverables and products.

The evaluation team will be issued consultancy contracts and paid in accordance with UNODC rules and regulations.

The payment will be made by deliverable and only once cleared by IES. Deliverables which do not meet UNODC and UNEG evaluation norms and standards will not be cleared by IES. IES is the sole entity to request payments to be released in relation to evaluation. Project/Programme Management must fulfil any such request within 5 working days to ensure the independence of this evaluation process. Non-compliance by Project/Programme Management may result in the decision to discontinue the evaluation by IES.

VIII. ROLES AND RESPONSIBILITIES IN THE EVALUATION PROCESS

Please ensure that the full evaluation process is managed through Unite Evaluations (evaluations.unodc.org)[36]. All communication of preliminary, draft or final evaluation results needs to be reviewed and cleared by IES before dissemination.

Evaluation stage	Project Manager	IES	Evaluation team
Overall	Provide management, administrative and logistical support to the evaluation process, as per IES's tools, guidance and templates, in line with UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation.	Ensure the independence, participation, and quality of the evaluation process, as per UNODC Evaluation Policy, UNEG Norms and Standards, and DMSPC Guidelines for evaluation – including the review and approval of all evaluation deliverables.	Submit deliverables on time and meeting quality standards, as per IES's tools, guidance and templates, in line with UNODC Evaluation Policy, UNEG Norms and Standards, and

[36] The Unite Evaluations user manual for Project Managers is available here.

Evaluation stage	Project Manager	IES	Evaluation team
			DMSPC Guidelines for evaluation.
ToR	Draft, submission per email to IES and subsequent uploading to Unite evaluations and finalising	Conversation with PM on evaluation scope, questions, etc. as needed; multiple rounds of comments	
	Identify stakeholders and CLPs	Share ToR with CLPs for comments (1 week) Collaborate with the PM in the identification of suitable evaluation team; reach out to evaluators as necessary.	
	Compile the desk review material		
	Identify, jointly with IES, potential evaluators and experts		
Recruitment	Propose evaluators and experts after consultation with IES	Review & clear proposed evaluation team before recruitment process starts	Submit all required documentation for the selection and recruitment process
	Administrative process and recruitment (in line with organisational rules and regulations for consultants)		
	Finalise the compilation of the desk review material		
Inception Report	Engage with the evaluation team and provide all required information, documents, stakeholder lists, schedule kick-off meeting in consultation with IES; .	Open the kick-off meeting, and provide relevant templates and guidance, review draft Inception Report in line with UNODC and UNEG norms and standards	Participate in kick-off meeting Draft Inception Report in line with UNODC templates and guidelines[37]
			Provide Final Inception Report
	Release payment once requested by IES	Clear Final Inception Report before any data collection can start	
Data collection and analysis	All logistical arrangements for the evaluators and IES, if applicable, including travel arrangements, set-up of interviews as requested, note verbales, etc.	Provide guidance on the evaluation process to the evaluation team and/or the project team, as needed; engage with the evaluation team on a regular basis, participate in evaluation team meetings, briefings, etc. as necessary and oversee data collection process.	Conduct an independent, participatory and high-quality data collection, ensuring that IES has full access to all primary and secondary data collected.
	Timely travel arrangements, payments of DSAs, etc.		Implement the methods and tools developed in the Inception Report.
	Participate in de-briefings, as necessary		Engage with Project Management to request further information and

[37] https://www.unodc.org/unodc/en/evaluation/normative-tools.html

Evaluation stage	Project Manager	IES	Evaluation team
			assistance as required. Conduct de-briefings to PM and IES, as necessary. Conduct a preliminary findings workshop for validation with project staff
	Provide further data, documents, stakeholders, etc. as requested by the evaluation team.		Conduct a thorough analysis to ensure triangulation of evidence.
Draft report	Provide further information to evaluators as requested		Provide a high-quality draft report, in line with UNODC and UNEG N&S
	Release payment, once draft report is cleared by IES	Review of the draft report	Incorporate comments of IES and consider those of PM
	1 review of the draft report for factual errors, once cleared by IES	Initial clearance or rejection of draft report	
		Share draft report with CLPs (1 week)	Incorporate comments of CLPs.
Final report, Brief and Presentation	Complete Management Response and Evaluation Follow-up Plan	Facilitation of external quality assessment of the report.	Finalise the report, 2-page Evaluation Brief and PowerPoint slides.
	Review the 2-page Evaluation Brief and PowerPoint slides and organize a presentation of the results to internal and external stakeholders in consultation with IES.	Final review by IES and either 1) clearance for publication or 2) non-clearance for publication if it does not meet UNODC & UNEG norms and standards. IES to consult with PM on the date and time of event and provide introductory remarks at final presentation	Present the results as agreed with Project Management and as cleared by IES within 4 weeks of approval of the final evaluation report.
	Release all outstanding payments, as requested by IES	Clear all deliverables for payment, once they meet UNEG Norms and Standards and UNODC evaluation policy, templates and guidelines.	
Follow-up	Yearly update on the implementation of recommendations.	Report on the implementation of recommendations to Member States and the Executive Director on an annual basis.	

ANNEX II: EVALUATION TOOLS: QUESTIONNAIRES AND INTERVIEW GUIDES

ONLINE SURVEY FOR TRAINED GOVERNMENT PERSONNEL

Survey of training courses conducted as part of the Regional Project "Dismantling Criminal Networks of Human Trafficking and Migrant Smuggling in North Africa" implemented by the United Nations Office on Drugs and Crime.

Survey introduction

The Independent Evaluation Section of UNODC is in the process of undertaking an IDE of "Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa" (XAMAB3).

The purpose of the evaluation is to review, analyse and evaluate the EU-funded programme carried out by UNODC and the degree to which they have achieved their objectives. This evaluation is carried out by a team of three external independent evaluators, Ms. Sofia Guillot de la Puente (Evaluation Expert), Ms. Georgina Vaz Cabral (Substantive Expert) and Ms. Nihad ElGhamry (Substantive Expert).

As a stakeholder, your views are very important to this evaluation. To this end, the independent evaluation team would appreciate your assistance by completing this short survey.

Confidentiality and informed consent

For your information, all of your answers to the questions of this survey will remain anonymous and will only be taken into consideration as aggregate data. If you agree to participate (participation is strictly voluntary) you will be helping UNODC to improve further similar interventions. Therefore, we ask of you to answer freely and transparently. No answer is correct or wrong. We are only interested in your opinion. Thank you for participating in this survey.

☐ I approve to participate

☐ I do not wish to participate

1. General information	Pease indicate your gender: • Female • Male • Prefer not to state
2. General information	Please indicate your range of age: • 20-29 • 30-39 • 40-49 • 50-59 • 60-70 • More than 70
3. General Information	Please indicate your country of work: • Egypt o • Libya o

	• Tunisia o • Morocco o • Other: (Please Mention)
4. General information	Please indicate in which sector are you working: • Social • Health • Diplomatic • Labor inspection • Law enforcement • Justice • Forensic
5. General information	What were the topics addressed during the trainings you received? Please specify. Please only write one or more than one topic of the training in answer box. (only one topic per answer box)
6. General information	In which training modalities have you participated? (you can select more than one answer) • Online training • Classroom training • Simulation using Table-Top Exercises (TTX) • Simulation using Mini-LIVEX • Mock Trial • Mentoring • Other (please mention)
7. Relevance	To what extent do you think that the training(s) received by you and provided by the Project responds to the needs and priorities of the institution to which you belong? 1 It did not respond at all / 2 It did not respond / 3 Responded to some extent / 4 Responded to a great extent • Explain your answer (optional)
8. Relevance	To what extent were the training topics and modality of delivery aligned with your own professional needs? 1 Not aligned at all / 2 Not aligned / 3 Aligned to some extent / 4 Aligned to a great extent • Explain your answer (optional)
9. Coherence	To what extent has the training(s) received contributed to improving coordination and created more synergies among the different actors that are

<table>
<tr><td></td><td>involved in the criminal justice response and in the National Referral Mechanism (NRM) human trafficking victims and in the assistance of smuggled migrants?
<table>
<tr><td>1
Did not contribute at all</td><td>2
Did not contribute</td><td>3
Contributed to some extent</td><td>4
Contributed to a great extent</td><td>5
I don’t know</td></tr>
</table>
Explain your answer (optional)</td></tr>
<tr><td>10. Effectiveness</td><td>With respect to the work of your agency, to what extent has the training(s) received contributed to enhancing (4 being 4 to a great extent and 1 not at all, not applicable)
Interception and Identification of criminal networks
<table>
<tr><td>1
Did not contribute at all</td><td>2
Did not contribute</td><td>3
Contributed to some extent</td><td>4
Contributed to a great extent</td><td>5
I don’t know</td><td>6
Not applicable</td></tr>
</table>
Investigation of TIP and SOM cases and referral of victims
<table>
<tr><td>1
Did not contribute at all</td><td>2
Did not contribute</td><td>3
Contributed to some extent</td><td>4
Contributed to a great extent</td><td>5
I don’t know</td><td>6
Not applicable</td></tr>
</table>
Special investigation techniques, such as criminal intelligence analysis, crime scene investigation and evidence management, and the use of digital forensic evidence
<table>
<tr><td>1
Did not contribute at all</td><td>2
Did not contribute</td><td>3
Contributed to some extent</td><td>4
Contributed to a great extent</td><td>5
I don’t know</td><td>6
Not applicable</td></tr>
</table>
Prosecution and adjudication of migrant smuggling and human trafficking cases
<table>
<tr><td>1
Did not contribute at all</td><td>2
Did not contribute</td><td>3
Contributed to some extent</td><td>4
Contributed to a great extent</td><td>5
I don’t know</td><td>6
Not applicable</td></tr>
</table>
Promoting bilateral, regional and international cooperation on migrant smuggling and human trafficking cases
<table>
<tr><td>1</td><td>2
Did not contribute</td><td>3</td><td>4</td><td>5
I don’t know</td><td>6
Not applicable</td></tr>
</table></td></tr>
</table>

Did not contribute at all		Contributed to some extent	Contributed to a great extent		

11. Effectiveness	Do you think that the project has promoted learning among the criminal justice actors and all those involved in the referral of TIP/SOM victims? • Very much • Somewhat • Not much • Not at all • I don't know
12. Effectiveness	Please share with us what you do differently because of what you learned in the training(s).
13. Sustainability	To what extent has the training(s) received enabled you to better execute your role?

1	2	3	4	5
Did not contribute at all	Did not contribute	Contributed to some extent	Contributed to a great extent	I don't know

• (4 being 4 to a great extent and 1 not at all)
• Explain your answer

14. Sustainability	Do you consider that training(s) needs to be improved? Very much Somewhat Not much Not at all I don't know If yes, what needs to be improved? Please explain briefly (optional)
15. HR, Gender and Leave no one behind	To what extent do you consider that the training(s) received has taken into account the interests, needs and priorities of men and women, including children and people with disability, minority groups recognizing their human rights and special needs?

1	2	3	4	5
It did not consider at all	It did not consider	Considered to some extent	Considered to a great extent	I don't know

• (4 being very much and 1 being not at all)
• Explain your answer

16. Other information	Please add any relevant information/and or recommendations you would like to provide regarding the training received through the UNODC project.

SEMI-STRUCTURED INTERVIEW GUIDELINESS

UNODC HQ, UNODC ROMENA, AND FO STAFF

The Independent Evaluation Section of UNODC is in the process of undertaking an In-Depth Evaluation (IDE) of the UNODC regional programme "Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa" (XAMAB3). The purpose of the evaluation is to review, analyse and evaluate the EU-funded programme carried out by UNODC and the degree to which they have achieved their objectives. This evaluation is carried out by a team of three external independent evaluators, Ms. Sofia Guillot de la Puente (Evaluation Expert), Ms. Georgina Vaz Carbal (Substantive Expert) and Ms. Nihad ElGhamry (Substantive Expert).

The evaluation team conducts individual and small-group interviews in areas of intervention and with individuals who participated in programme activities. The findings, conclusions and recommendations of this evaluation are intended to inform UNODC and its partners on the results achieved, the lessons learned during implementation, the gaps identified by national partners as well as the donor community and also the impact the Programme has had on stakeholders. The aim of the evaluation is also to inform the design of activities for the planned second phase of the Programme.

Confidentiality and informed consent

This interview is confidential, with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. The data collected will only be used for evaluation purposes. Your participation in the interview is voluntary and you may withdraw from it at any moment. I thank you in advance for your valuable time and I would be pleased to answer any questions that you may have.

Interviewee Name		
Position		
Institution		
Country		
Interviewer name (s)		
Date and time		
Modality of interview	In-person ☐	Online ☐

Question
Background & Relation to the Programme
1. **Please describe for me your involvement with the programme and at which stage you were involved.**
Relevance
2. **To what extent was the project design appropriate to achieving the expected results? To what extent were causal pathways identified ((proposed causal pathways moving from the baselines and linking activities/ outputs to outcomes and thence to wider or longer-term impacts), assumptions and risks properly identified and assessed as part of the design of the project?** (Identify how the theory of change was developed)
3. **Was the Programme designed based on evidence (research, lessons learned from past programming, evaluations) and designed in a result oriented, inclusive and participatory manner?** • *(Probing question)*: Has the Programme involved relevant stakeholders through consultative processes during its preparation and implementation phases? What were some of the main inputs that were considered?
4. **To what extent is this project aligned with regional priorities, national strategies and needs for assistance? What would you do differently to enhance programming relevance to ensure its alignment?** • *(Probing question)*: How responsive was the project in addressing the identified needs? Can you provide examples • What are some of the main learnings from other UNODC projects or that of other partners that were considered in this project?
Coherence
5. **To what extent has the programme contribute to improving coordination and synergy among the different actors that are involved in criminal justice response to TIP and SOM crimes as well as those involved in the national referral mechanism? What worked well and what did not? and why?** • *(Probing question):* What weaknesses /challenges are there in cohesion among the different institutions that are involved in the criminal justice response TiP/SoM crimes as well as actors involved in the national referral processes– how can cooperation be improved through the coming phase of this programme? 6. **How has the programme complemented interventions at regional and national level by other actors including UN agencies, regional partners, national partners, CSOs active in this space? Were there any key actors or stakeholders that were not involved and should be considered in future programmes? Please provide specific examples** • *(Probing question)*: How did this programme help to fill gaps or address assistance needs that are necessary but are not covered or not sufficiently covered by other development interventions? • What are examples of successful cooperation between this project and other partners including UN Agencies and CSOs? 7. **To what extent the communication between the RO, the FOs and national partners was effective and results oriented? what challenges you identified, how they were mitigated?**
Efficiency

8. **Were the resources and inputs converted to outputs and outcomes in a timely and cost-effective manner?**

- Has the pace of activity implementation/delivery of outputs been satisfactory? Or have there been any significant delays? If there were delays in implementation, what caused them, and how have they affected the achievement of results?
- What factors contributed to or hindered efficient and timely delivery of outputs?
- What modalities of training delivery were used – do they focus on the use of national trainers and provide specific examples of a focus on cost-effectiveness? Are national researchers being used in place of international resources?

9. **To what extent did the programme's administration and governance support the achievement of results?** *(Probe the areas below)*

- Adequacy and limitations of program administration structure; people, time, expertise, financial
- Adequacy and satisfaction with communications between UNODC HQ, ROMENA, Field Offices, Implementing Partners (i.e., frequency and quality);
- Adequacy and limitations of the governance structures (i.e., Steering committee, Technical committee)

10. **How adaptive in your view was the program to challenges and risks encountered? (Prompt with examples of risks based on context such as COVID-19, political instability, security risks, etc.) Could you provide examples of adaptive management**
11. **Have monitoring and reporting mechanisms been effective? What were the challenges and what lessons can be drawn for the future?**

Effectiveness

12. **To what extent were (are) the outputs and outcomes of the intervention achieved (likely to be) achieved? Is the achievement of outputs leading to/likely to lead to achievement of the outcomes and impact of the intervention; what were the major factors influencing this?** *(Ask according to each focus area and outcome)*

Focus Area I: Identification and Interception

Outcome 1: Victims of trafficking in persons and members of criminal groups involved in migrant smuggling and human trafficking are increasingly identified/intercepted at selected border crossing points (BCPs) and key hub cities (KHCs)

Focus Area II: Investigation and Referral

Outcome 2: Improved skills are applied by first responders to effectively identify and investigate cases of human trafficking and migrant smuggling, while referring trafficking victims and smuggled migrants for assistance and protection.

Focus Area III: Special Investigation Techniques

Outcome 3: Relevant law enforcement agencies make use of advanced knowledge and skills in criminal information analysis to support in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

Outcome 4: Relevant law enforcement agencies make use of advanced knowledge and skills in forensic evidence collection and preservation, as well as chain of custody, during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

Outcome 5: Relevant law enforcement agencies make use of advanced knowledge and skills to utilize digital evidence during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking

Focus Area IV: Prosecution and Adjudication

Outcome 6: Criminal justice practitioners adequately prosecute and adjudicate cases of migrant smuggling and human trafficking

13. **What factors facilitated implementation and what were the hindrance factors?**

Impact

14. **To what extent the project has contributed to reducing enablers of irregular migration in Egypt, Libya, Morocco, and Tunisia by focusing on the dismantling of organized criminal groups involved in migrant smuggling and human trafficking?**

(Probing questions)

- What were the main benefits and value-added that could be attributed to this programme on implementing countries and regionally?
- What conditions are needed to ensure that the programme attains its longer-term impact?
- What are the obstacles that could prevent the programme from achieving its longer-term impact of enhancing capacities of targeted countries in North Africa to effectively dismantle criminal networks involved in migrant smuggling and human trafficking??

15. **What other unintended changes (positive or negative) have been caused by programme interventions? Please elaborate.**

Sustainability

16. **To what extent are the benefits of the project likely to continue after it ends? Please provide examples.**

(Probing questions)

- What do you see as facilitating and hindering factors for the sustainability of the programme's results?
- How has the project developed national capacity to support sustainability of effort and benefit?

Gender; Human Rights and Leaving no-one behind

17. **To what extent have specific measures been taken to address the needs and priorities of human rights, gender and vulnerable groups, including people with disabilities during the design and implementation of the Programme?**

(Probing questions)

- Did the Programme encounter barriers to the inclusion of marginalized and under-represented groups in the Programme's activities/benefits? If yes, how can these barriers be overcome in the future?

Lessons learned and best practices

18. **What lessons have you learned and how can these inform future programming?**

- What good practices have been identified and how can these inform future programming?
- What modalities worked? Which ones did not what? What would you do differently next time

GOVERNMENT STAKEHOLDERS

The Independent Evaluation Section of UNODC is in the process of undertaking an In-Depth Evaluation (IDE) of the UNODC regional programme "Dismantling Human Trafficking and Migrant Smuggling Criminal Networks in North Africa" (XAMAB3). The purpose of the evaluation is to review, analyse and evaluate the EU-funded programme carried out by UNODC and the degree to which they have achieved their objectives. This evaluation is carried out by a team of three external independent evaluators, Ms. Sofia Guillot de la Puente (Evaluation Expert), Ms. Georgina Vaz Carbal (Substantive Expert) and Ms. Nihad ElGhamry (Substantive Expert).

The evaluation team conducts individual and small-group interviews in areas of intervention and with individuals who participated in programme activities. The findings, conclusions and recommendations of this evaluation are intended to inform UNODC and its partners on the results achieved, the lessons learned during implementation, the gaps identified by national partners as well as the donor community and also the impact the Programme has had on stakeholders. The aim of the evaluation is also to inform the design of activities for the planned second phase of the Programme.

Confidentiality and informed consent

This interview is confidential, with all information received being aggregated and anonymised. No individual will be quoted nor will the organization they represent be identified. The data collected will only be used for evaluation purposes. Your participation in the interview is voluntary and you may withdraw from it at any moment. I thank you in advance for your valuable time and I would be pleased to answer any questions that you may have.

Interviewee Name		
Position		
Institution		
Country		
Interviewer name (s)		
Date and time		
Modality of interview	In-person ☐	Online ☐

Question
Background & Relation to the Programme
1. Please describe for me your involvement with the programme and at which stage you were involved.
Relevance
2. To what extent was UNODC's support appropriate to strengthen your capacity to identify and combat trafficking in persons and SOM? What was missing from the design?

3. **To what extent has the Program engaged your organization through consultative processes during its preparation and implementation phases? What were some of the key inputs that were considered?**

4. **To what extent does this project align with your organization's regional priorities, national strategies and needs? What would you do differently to improve the relevance of programming to ensure its alignment?** (Further consideration): To what extent has the project met the identified needs? Can you provide examples?

Coherence

5. **To what extent has the programme contributed to improved coordination and synergy between the different actors who are also involved in the criminal justice response and the national referral mechanism for victims of trafficking (and smuggled migrants, if applicable) for assistance and protection? What worked well and what didn't? And why?** (Further Question): What are the weaknesses/challenges of cohesion between the different institutions involved in this referral process – how can cooperation be improved in the next phase of this programme?
6. **How has the Programme complemented interventions at regional and country levels by other actors, including UN agencies, regional partners, national partners, CSOs active in this field?** (Further Consideration): How has this programme contributed to filling gaps or assistance needs that are needed but not covered or sufficiently covered by other development interventions?

Efficiency

7. **Have resources and inputs been converted into outputs and outcomes in a timely and cost-effective manner?**
- Has the pace of implementation and delivery of outputs been satisfactory? Or were there significant delays? If there were delays in implementation, what caused them and how did they affect the achievement of outcomes?
- What factors contributed to or hindered the efficient and timely delivery of products?
- What training modalities have been used – do they emphasize the use of national trainers and provide specific examples of a focus on cost-effectiveness? Are domestic resources used instead of international resources?

8. **To what extent has program administration and governance contributed to the achievement of results? (Probe the areas below)**
- The relevance and limitations of the program's administration structure; People, time, expertise, finances
- Adequacy and satisfaction with communication with implementing partners (i.e., frequency and quality);
- Adequacy and limitations of governance structures (i.e., steering committee, technical committee)

9. **In your opinion, to what extent has the program been adapted to the challenges and risks encountered? Could you give examples of adaptive management?**

Effectiveness

10. **To what extent have the outputs and outcomes of the intervention been achieved (are they likely to be achieved?)** What improvements have you seen in the (outcome area)? What were the main factors that influenced this? (Ask according to each area of interest and outcome).

Focus Area I: Identification and Interception

Outcome 1: Victims of trafficking in persons and members of criminal groups involved in migrant smuggling and human trafficking are increasingly identified/intercepted at selected border crossing points (BCPs) and key hub cities (KHCs)

Focus Area II: Investigation and Referral

Outcome 2: Improved skills are applied by first responders to effectively identify and investigate cases of human trafficking and migrant smuggling, while referring trafficking victims and smuggled migrants for assistance and protection.

Focus Area III: Special Investigation Techniques

Outcome 3: Relevant law enforcement agencies make use of advanced knowledge and skills in criminal information analysis to support in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

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Outcome 5: Relevant law enforcement agencies make use of advanced knowledge and skills to utilize digital evidence during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking

Focus Area IV: Prosecution and Adjudication

Outcome 6: Criminal justice practitioners adequately prosecute and adjudicate cases of migrant smuggling and human trafficking

11. **What factors facilitated implementation and what were the barriers?**

Impact

12. **To what extent the project has contributed to reducing enablers of irregular migration in Egypt, Libya, Morocco, and Tunisia by focusing on the dismantling of organized criminal groups involved in migrant smuggling and human trafficking?**

(Probing questions)

- What were the main benefits and value-added that could be attributed to this programme on implementing countries and regionally?
- What conditions are needed to ensure that the programme attains its longer-term impact?
- What are the obstacles that could prevent the programme from achieving its longer-term impact of enhancing capacities of targeted countries in North Africa to effectively dismantle criminal networks involved in migrant smuggling and human trafficking??

13. **What other unintended changes (positive or negative) have been caused by programme interventions? Please elaborate.**

Sustainability

14. **To what extent are the benefits of the project likely to continue after it ends? Please provide examples.**

(Probing questions)

• What do you see as facilitating and hindering factors for the sustainability of the programme's results? • How has the project developed national capacity to support sustainability of effort and benefit?
Gender; Human Rights and Leaving no-one behind
15. **To what extent have specific measures been taken to address the needs and priorities of human rights, gender and vulnerable groups, including people with disabilities during the design and implementation of the Programme?** *(Probing questions)* • Did the Programme encounter barriers to the inclusion of marginalized and under-represented groups in the Programme's activities/benefits? If yes, how can these barriers be overcome in the future?
Lessons learned and best practices
16. **What lessons have you learned and how can these inform future programming?** • What good practices have been identified and how can these inform future programming? • What modalities worked? Which ones did not what? What would you do differently next time

UN AGENCIES, CSOS AND DONOR

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Confidentiality and informed consent

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Interviewee Name	
Position	
Institution	

Country		
Interviewer name (s)		
Date and time		
Modality of interview	In-person ☐	Online ☐

Question
Background & Relation to the Programme
1. Please describe for me your involvement with the programme and at which stage you were involved.
Relevance
2. Has the Programme involved relevant stakeholders through consultative processes during its preparation and implementation phases? What were some of the main inputs that were considered?
3. To what extent is this project aligned with regional priorities, national strategies and needs for assistance? • *(Probing question)*: How responsive was the project in addressing the identified needs? Can you provide examples?
Coherence
4. How has the Programme complemented interventions at regional and national level by other actors including UN agencies, regional partners, national partners, CSOs active in this space? Were there any key actors or stakeholders that were not involved and should be considered in future programmes? Please provide specific examples • (Probing question): How did this programme help to fill gaps or address assistance needs that are necessary but are not covered or not sufficiently covered by other development interventions?
Efficiency
5. Has the pace of activity implementation/delivery of outputs been satisfactory? Or have there been any significant delays? If there were delays in implementation, what caused them, and how have they affected the achievement of results? (Probe: training curricula and modalities used, mentoring and technical assistance quality - Equipment procured – others to identify) 6. What is your assessment of the adequacy and quality of communications with UNODC Management at country/regional level under this programme? How can it be improved? Additional questions for donors: 7. To what extent are the costs associated with the intervention proportionate to the benefits it has generated? What factors are influencing any particular discrepancies? 8. Did the programme create adequate synergies with other EU interventions?

Effectiveness

9. **To what extent were (are) the outputs and outcomes of the intervention achieved (likely to be) achieved? Is the achievement of outputs leading to/likely to lead to achievement of the outcomes and impact of the intervention? What were the major factors influencing this?** (Ask according to each focus area and outcome)

Focus Area I: Identification and Interception

Outcome 1: Victims of trafficking in persons and members of criminal groups involved in migrant smuggling and human trafficking are increasingly identified/intercepted at selected border crossing points (BCPs) and key hub cities (KHCs)

Focus Area II: Investigation and Referral

Outcome 2: Improved skills are applied by first responders to effectively identify and investigate cases of human trafficking and migrant smuggling, while referring trafficking victims and smuggled migrants for assistance and protection.

Focus Area III: Special Investigation Techniques

Outcome 3: Relevant law enforcement agencies make use of advanced knowledge and skills in criminal information analysis to support in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

Outcome 4: Relevant law enforcement agencies make use of advanced knowledge and skills in forensic evidence collection and preservation, as well as chain of custody, during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

Outcome 5: Relevant law enforcement agencies make use of advanced knowledge and skills to utilize digital evidence during in-depth investigations aimed at dismantling criminal networks involved in migrant smuggling and human trafficking.

Focus Area IV: Prosecution and Adjudication

Outcome 6: Criminal justice practitioners adequately prosecute and adjudicate cases of migrant smuggling and human trafficking.

10. **What factors facilitated implementation and what were the hindrance factors?**

Impact

11. **To what extent the project has contributed to reducing enablers of irregular migration in Egypt, Libya, Morocco, and Tunisia by focusing on the dismantling of organized criminal groups involved in migrant smuggling and human trafficking?**

(Probing questions)

- What would be good to ask about any unintended/indirect effects if any?
- What were the main benefits and value-added that could be attributed to this programme in implementing countries and regionally?
- What conditions are needed to ensure that the programme attains its longer-term impact?

- What are the obstacles that could prevent the programme from achieving its longer-term impact of enhancing capacities of targeted countries in North Africa to effectively dismantle criminal networks involved in migrant smuggling and human trafficking??

12. **What other unintended changes (positive or negative) have been caused by programme interventions? Please elaborate.**

Sustainability

13. **To what extent are the benefits of the project likely to continue after it ends? Please provide examples.**

(Probing questions)

- What do you see as facilitating and hindering factors for the sustainability of the programme's results?
- How has the project developed national capacity to support sustainability of effort and benefit?

Gender; Human Rights, Disability and Leaving no-one behind

14. **To what extent have specific measures been taken to address the needs and priorities of human rights, gender, disability and vulnerable groups during the design and implementation of the Programme?**

(Probing questions)

- Did the Programme encounter barriers to the inclusion of marginalized and under-represented groups including persons with disability in the Programme's activities/benefits? If yes, how can these barriers be overcome in the future?
- Are there any under-represented and vulnerable individuals left behind by this programme and who should be considered in future programming?

Lessons learned and best practices

15. **What lessons have you learned and how can these inform future programming?**

- What good practices have been identified and how can these inform future programming?
- What modalities worked? Which ones did not what? What would you do differently next time?

ANNEX III: DESK REVIEW LIST[38]

UNODC DOCUMENTS

Document – name	Comments, if applicable
Terms of Reference for the Final In-Depth Project Evaluation of XAMAB3	
Project Document - Dismantling the Criminal Networks Operating in North Africa and Involved in Migrant Smuggling and Human Trafficking (31 March 2023)	
Certified Financial Statement for the Period of 1 January 2021 to 31 December 2021	
Logical Framework	
Logical Framework Results Summary (2019 – December 2022)	
SWOT Analysis UNODC ROMENA (July – September 2022)	
First Annual Report (1 August 2019 – 31 July 2020)	
Second Annual Report (1 August 2020 – 31 July 2021)	
Third Annual Report (1 August 2021 – 31 July 2022)	
Fourth Report (1 August 2022 – 31 October 2022)	
Regional proposal, Egypt component	
Regional proposal, Libya component	
Regional proposal, Morocco component	
Regional proposal, Tunisia component	
Dismantling human trafficking and migrant smuggling criminal networks in North Africa (Libya component), Risk Assessment and Mitigation Measures Action Plan (February 2023)	
Dismantling Criminal Networks Involved in Migrant Smuggling and Human Trafficking and Operating in North Africa (Libya component), Interim Risk Assessment, Recommendations and Action Plan (February 2020)	
UNODC Development of a Programmatic Approach for Libya	
Dismantling criminal networks involved in migrant smuggling and human trafficking and operating in North Africa', Libya –Stakeholder Mapping Report and Recommendations	
UNODC Strategy 2021-2025	
UNODC organisational structure	
Final independent in-depth evaluation, Global Action against Trafficking in Persons and Smuggling of Migrants (GLO.ACT) (December 2019)	

[38] The list of documents will be included in the second draft report.

Regional Programme for the Arab States (2016-2021) to Prevent and Combat Crime, Terrorism and Health Threats and Strengthen Criminal Justice Systems in Line with International Human Rights Standards	
Global Report on Trafficking in Persons (2022)	
Agendas – Workshops (90)	
Materials – Workshops (121)	
Concept Notes (6)	
Mission Reports (26)	
Activity Reports (49)	
Attendance Sheets (69)	
EUTF Activities (by country) (4)	
Workplan (by country) (4)	
Certified interim financial report	
Expenditures by outcomes	
UNODC Organigram	

Total number of external documents reviewed: 395

EXTERNAL DOCUMENTS

Document – name	Comments, if applicable
Egypt	
National Law on Combating Human Trafficking, Egypt	
National Law on Combating Illegal Migration and Smuggling of Migrants, Egypt	
The Third National Strategy on Combating and Preventing Trafficking in Persons (2022-2026), Egypt	
The National Strategy for Combating and Preventing Illegal Migration (2016-2026), Egypt	
Prime Minister Decree on the Establishment of a Trust Fund for Combating Illegal Migration and Protection of Migrants and Witnesses (No. 369 of 2023), Egypt	
Materials – Workshops (34)	
Libya	
United Nations Strategic Framework for Libya (2019-2022)	
United Nations Sustainable Development Cooperation Framework for Libya (2023-2025)	
Libyan Legislation on Combating Trafficking in Persons (2019)	

Libyan TiP Draft Law Analysis (2)	
Morocco	
Anti-trafficking law Morocco : Loi 27-14 relative a la little contre la traite des etres hummains	
Dahir immigration Morocco : . Loi nº 02-03 relative a l'entrée et au Sejour des etrangers au maroc , a l'emigration et l'immigration irregulieres	
National Strategy of Immigration and Asylum, Morocco	
The Fight against Human Trafficking, Notice of the CNDH of the Draft Law Nº 27-14	
United Nations Sustainable Development Cooperation Framework for Morocco (2023-2027)	
Materials – Workshops (36)	
Tunisia	
Meeting minutes, bilateral meeting UNODC- National Authority for Combating Trafficking in Persons (INLTP), Tunisia (10 March 2022)	
Meeting minutes, Ministry of Interior, outcome 1, Tunisia (22 March 2022)	
Meeting minutes, Ministry of Finance, outcome 1, Tunisia (23 March 2022)	
Meeting minutes, Ministry of Interior, Technical Committee, outcome 3, Tunisia (24 March 2022)	
Meeting minutes, Ministry of Interior, outcome 4, Tunisia (22 March 2022)	
Meeting minutes, Ministry of Finance, outcome 4, Tunisia (23 March 2022)	
Meeting minutes, Ministry of Finances, outcome 5, Tunisia (8 February 2022)	
Meeting minutes, Ministry of Interior, outcome 5, Tunisia (5 April 2022)	
United Nations Sustainable Development Cooperation Framework 2021-2025, Tunisia (December 2020)	
EUTF Tunisia, List of Activities Implemented July 2022 – March 2023	
National Orientation Mechanism for Victims of Human Trafficking in Tunisia	
Materials – Workshops (28)	
European Union	
ROM Report, European Commission, DG NEAR (27 July 2022)	

Total number of external documents reviewed: 125

RELEVANT UNODC EVALUATION DOCUMENTS

Document – type/name	Comments, if applicable
UNODC Independent Evaluation Section: Meta-Analysis 2011-2014	
UNODC Independent Evaluation Section: Meta-Analysis 2015-2016	
UNODC Independent Evaluation Section: Meta-Analysis 2017-2018	
UNODC Independent Evaluation Section: Evaluation-based analysis of good practices in UNODC's approach to capacity building	
UNOV/UNODC's Strategy for Gender Equality and the Empowerment of Women (2022-2026)	
Gender-Responsive Evaluations in the Work of UNODC (2018)	
UNODC Gender Guidance for Project Managers and Evaluators	
UNODC evaluation guidelines, templates, handbook, policy	
Evaluation Inception Report Template	
Evaluation Report Template IDE, IPE	
Evaluation Brief Template IDE, IPE	
Evaluation Quality Assessment Template	
UNEG: Integrating human rights and gender equality in evaluations	
UNEG: Integrating human rights and gender equality in evaluations	
UNEG Norms and Standards for Evaluation (2016)	
UNEG Ethical Guidelines for Evaluation (2020)	

Total number of external documents reviewed: 16

ANNEX IV: STAKEHOLDERS CONTACTED DURING THE EVALUATION

Number of interviewees	Organisation	Type of stakeholder (see note below)	Sex disaggregated data	Country
2	UNODC HQ	Project/Programme implementer	Male: 0 Female: 2	Austria
6	UNODC ROMENA	Project/Programme implementer	Male: 0 Female: 6	Egypt
4	UNODC FO	Project/Programme implementer	Male: 2 Female: 2	Egypt, Libya, Morocco, and Tunisia
5	Donor	Donor	Male: 2 Female: 3	Egypt, Libya, Morocco
9	International organizations (including UN Agencies) and NGO	Donor/NGO	Male: 0 Female: 9	Egypt, Libya, Morocco, Tunisia
46	Government	Government recipient	Male: 34 Female: 12	Egypt, Libya, Morocco, Tunisia
76 **(survey)**	Government	Government recipient	Male: 71 Female: 3 Not specified: 2	Tunisia
Total: 148			**Male: 109** **Female: 37** **Not specified: 2**	
Note: A stakeholder could be a Civil Society Organisation; Project/Programme implementer; Government recipient; Donor; etc.				

ANNEX V: EVALUATION MATRIX

Evaluation criteria	Evaluation Question[33]	Evaluation Sub-questions	Indicators/sub questions to respond to each question[34]	Collection method(s) and sources[35]
Relevance	1.To what extent was the project design appropriate to achieving the expected results? To what extent were limitations and risks properly identified and assessed as part of the design of the project?		- Specific reference in Pro Doc, project documents, reports from earlier programmes or evaluations indicating that the project was designed in a results-oriented, and participatory manner, including the identification of risks and mitigation strategies. - Perceptions from project stakeholders (i.e., other government agencies, UN Agencies, CSOs and others) on the extent to which project was designed in a results-oriented and participatory manner. - Evidence of responsive feedback mechanisms to solicit continued input from stakeholders.	Desk review and documents analysis Semi-structured interviews targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Regional partners such as League of Arab States; • Civil Society Organisations, where relevant; • Other relevant stakeholders.
Relevance	2.To what extent was the program based on needs assessment prior to the intervention and was it aligned	1.2 Has the Programme involved relevant stakeholders through consultative processes during its preparation and implementation	- Linkage provided in Pro Doc between a well-researched problem statement/needs assessment and each component of the result logic (activity-output-outcome). - Specific reference in Pro Doc and project documents that evidences the alignment of the	Desk review and documents analysis. Semi-structured interviews targeting: • UNODC Management (HQ, ROMENA and Field Offices);

	with regional priorities and national strategies and needs for assistance?	phases? What were some of the main inputs that were considered? 1.3 How responsive was the project in addressing the identified needs? Can you provide examples	project with regional priorities and national strategies and needs for assistance. - Perceptions from project stakeholders (i.e., other government agencies, UN Agencies, CSOs and others) on the extent to which project was aligned with regional priorities and national strategies and needs for assistance. - Evidence of contextual flexibility of the project to respond to diverse contexts, needs and priorities.	• EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco. • Trained government officials / personnel. • Regional partners such as League of Arab States; • Civil Society Organisations, where relevant; • other relevant stakeholders.
	3.To what extent were lessons learned, best practices from other relevant projects considered in the project's design?	1.1 What are some of the main learnings from other UNODC projects or that of other partners that were considered in this project?	- Specific reference in Pro Doc and project documents to reports from earlier programmes or evaluations indicating use of learning. - Perceptions from project stakeholders (I.e., project management and key partners) on utilizing recommendations/lessons learned from previous interventions into project design.	Desk review and documents analysis. Semi-structured interviews targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials / personnel; • Regional partners such as League of Arab States;

				• Civil Society Organisations, where relevant; • Other relevant stakeholders.
Coherence	4.To what extent did the cooperation, within the project, and with other partners including UN Agencies, CSOs contribute to the overall objective of the program and the SDGs?	1.1 What are examples of successful cooperation between this project and other partners including UN Agencies and CSOs?	- Extent to which the project's different focus areas/ outcomes were mutually reinforcing and logically interlinked. - Evidence of synergies and interlinkages with other interventions by regional organisations, national partners and UN Agencies. - Complementarities with other UNODC initiatives including EU-supported project/programmes.	Desk review and documents analysis. Semi-structured interviews targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Regional partners such as League of Arab States; • Civil Society Organisations, where relevant; • Other relevant stakeholders.
	5.To what extent did the program contribute to establishing appropriate mechanisms and partnerships at the country and regional levels?	1.1 What weaknesses /challenges are there in cohesion among the different institutions that are involved in the dismantling of criminal groups involved in TiP/SoM as well as those involved in the referral process	- Examples of partnership mechanisms (national and regional levels). - Perceptions of stakeholders on which partnerships should the project be further strengthening to enhance the benefits of the assistance to implementing countries and across North Africa.	

Efficiency	7. To what extent and through which measures did the project management ensure that resources (i.e., funds, human resources, time, expertise, etc.) were allocated in an efficient, transparent and accountable manner?	7.1 Were the resources and inputs converted to outputs and outcomes in a timely and cost-effective manner? 7.2 Has the pace of activity implementation/delivery of outputs been satisfactory? Or have there been any significant delays? If there were delays in implementation, what caused them, and how have they affected the achievement of results? 7.3 What factors contributed to or hindered efficient and timely delivery of outputs? 7.4 What modalities of training delivery were used – do they focus on use of national trainers and provide specific examples of a focus on cost-effectiveness? Are national researchers being	- Level of discrepancy between planned and utilised financial expenditures. - Adequacy of resources allocation (human resources, financial resources) to implement activities as per work plans. - Intentional measures taken to optimise the use of resources (i.e., funds, human resources, time, expertise, etc.). -Extent to which project governance structures and administration systems were facilitating / hindering efficient delivery of results. - Adequacy of M&E mechanisms	Desk review and analysis. Semi-structured interviews targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • Government partners in Egypt, Libya, Tunisia and Morocco; • Other relevant stakeholders.

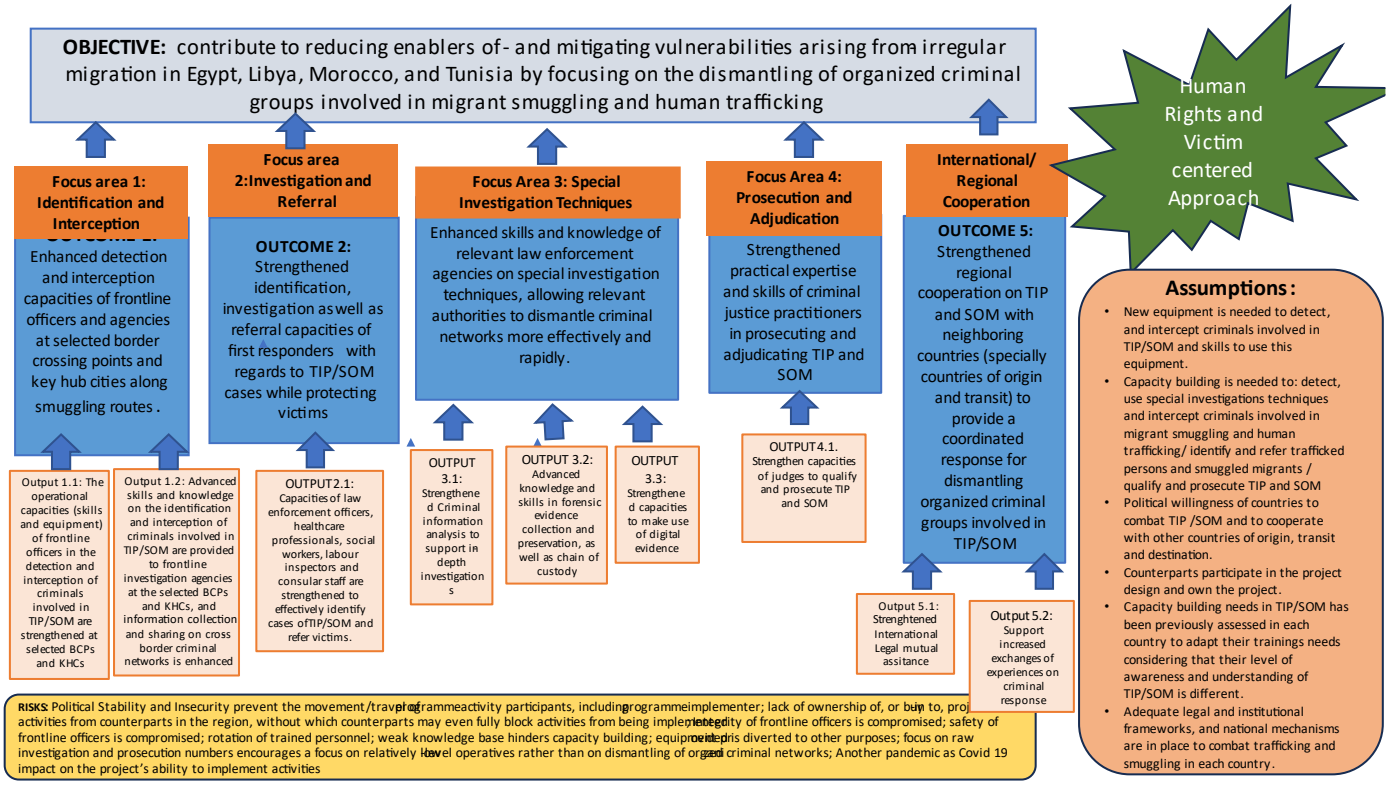
		used in place of international resources? 7.5 To what extent did the programme's administration and governance support the achievement of results?(Probe the areas below) 7.6 How adaptive in your view was the program to challenges and risks encountered? Could you provide examples of adaptive management 7.7 Have monitoring and reporting mechanisms been effective? What were the challenges and what lessons can be drawn for the future?		
	8. Efficiency	8.1 To what extent was the communication between the Regional and Field offices and implementing partners efficient?	What worked well in the communication between the RO, the FOs and national partners? what can be improved in the future?	
Effectiveness	9. To what extent were the delivered outputs conducive to the	9.1 What improvements have you seen in the (outcome area) ?	- Extent to which indicators in the project document logical framework have been achieved.	Desk review and documents analysis.

	attainment of the project's intended outcomes at the regional level and within countries of implementation?		- Stakeholders' perceptions of whether delivered outputs contributed (or are likely to contribute) to project outcomes as conceived in the Pro Doc/Country Packages. - Perceptions of implementing partners on the adequacy and quality of technical assistance, training, and provision of equipment provided by the project. - Perceptions of intermediary groups CSOs providing support (e.g. legal aid and legal awareness creation) to the beneficiaries of the project.	Semi-structured interviews and FGDs (where applicable) targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials/ personnel; • Regional partners such as League of Arab States; • Civil Society Organisations, where relevant; • Other relevant stakeholders.
	10. What have been the facilitating or hindering factors in achievement of results?	10.1 What measures were undertaken by UNODC project managers to overcome obstacles and challenges conditioning the achievement of results.?	- Type and effects of internal and/ or external enabling and limiting factors on the achievement of results - Measures undertaken by UNODC project managers to overcome obstacles and challenges conditioning the achievement of results. - Analysis of implementation helping/ hindering factors and the extent to which they were managed adequately.	
Impact	11. To what extent was the program able to influence national and regional policies, strategies, and legal frameworks?	1.1 What were the main benefits and value-added that could be attributed to this programme on implementing countries and	- Specific reference in project documentation on the project's contribution to national and regional legislative, strategic or policy frameworks. - Perceptions of stakeholders on the project's contribution to policy/legislative frameworks regionally and/or in countries of implementation. - Perceptions of different project stakeholders, (i.e., other government agencies, UN Agencies, CSOs,	Desk review and documents analysis. Semi-structured interviews, FGDs and online survey (where applicable) targeting: • UNODC Management (HQ, ROMENA and Field Offices);

		regionally?	and others) regarding the benefits and added value of the project to the criminal justice sector.	• EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials / personnel; • Regional partners such as League of Arab States; • Civil Society Organisations, where relevant; • Other relevant stakeholders.
	12. What have been the longer-term effects (positive and negative, intended and unintended) of the project?		- Evidence that beneficial development effects are being generated (intended or unintended) as perceived by project partners and stakeholders in the project's focus areas.	
Sustainability	13. To what extent will the benefits generated through the program be able to be sustained after the implementation?	13.1 What do you see as facilitating and hindering factors for the sustainability of the programme's results? 13.2 How the project has developed national capacity to support sustainability of effort and benefit?	- Reference in project documentation to incorporating sustainability considerations in the design and delivery of project interventions. (e.g., use of train of trainers, leveraging national expertise, institutionalizing trainings within targeted institutions, Memorandum of Understanding (MOUs) etc.) - Actions/ mechanisms implemented through the project to sustain results. - Type and effects of internal and external enabling and limiting factors that contribute or hinder project XAMAB3 sustainability.	Desk review and documents analysis. Semi-structured interviews, FGDs and online survey (where applicable) targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials / personnel; • Regional partners such as

				League of Arab States; • Civil Society Organisations, where relevant; • Other relevant stakeholders.
Sustainability	14. To what extent have the beneficiaries taken ownership of the results, activities, and goals of the program? What have been the contributing or hindering factors?	14.1 Can you provide any example of ownership taken by the national institutions as a result of the implementation of XAMAb3?	- Documental evidence that describes national ownership: legislation; policy; staffing; budget; MoUs. - Perceptions of UNODC staff, project stakeholders, regarding the extent to which the project has contributed to generate national ownership; legislation; policy; staffing; budget; equipment; MoUs. - Evidence of technical and/ or financial capacities of partner institutions to sustain the project's results.	Desk review and documents analysis. Semi-structured interviews, FGDs and online survey (where applicable) targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials / personnel; • Regional partners such as League of Arab States; • Civil Society Organisations; • Other relevant stakeholders.
Gender, HR+	15. To what extent were human rights, disability and gender considerations included in the	15.1 Did the Programme encounter barriers to the inclusion of marginalized and under-represented groups in the Programme's activities/benefits? If yes,	- Extent to which the project design has integrated a gender and human rights-based approach - Extent to which UNODC implemented the UN human rights due diligence policy and its related Guidance Note in the project.	Desk review and documents analysis. Semi-structured interviews, FGDs and online survey (where applicable) targeting:

	project design and implementation?	how can these barriers be overcome in the future?	- Extent to which the project design has integrated the concerns and needs of marginalized groups (especially the economically vulnerable, women, and children). - Identification of any potential risks attached to Human Rights and Gender (HRG) and vulnerable group issues in the context of the Programme implementation.	• UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials / personnel; • Regional partners such as League of Arab States; • Civil Society Organisations, • Other relevant stakeholders.
Gender, HR+	16. What measures have been taken during planning and implementation to ensure that human rights, disability and gender aspects were mainstreamed?		- Examples of intentional measures taken to support and engage women and marginalized groups through gender sensitive and inclusive approaches. -Actions and measures undertaken to ensure human rights, gender equality and marginalized groups (especially the economically vulnerable and Persons with Disabilities (PWDs)) are fully considered during implementation. - Existence of gender-disaggregated data and gender analysis. - Perceptions of stakeholders on the extent to which the project benefits were inclusive of all stakeholders irrespective of sex, age, origin, disability, etc. - Documents that demonstrate the focus on women and girls, disability, and specific economically vulnerable individuals.	
Lessons learned	17. What are some lessons learned and best	1.1 What good practices have been identified and how can these	- UNODC management, partners and beneficiaries' perspectives on lessons learnt and good practices	Desk review and documents analysis.

	practices that can be extracted from the project's design and implementation?	inform future programming? 1.2 What modalities worked? Which ones did not what? What would you do differently next time	at national and regional level that emanated from the project across its lifecycle.	Semi-structured interviews, FGDs and online survey (where applicable) targeting: • UNODC Management (HQ, ROMENA and Field Offices); • EU development partner; • UN Agencies/inter-agency coordination platforms; • Government partners in Egypt, Libya, Tunisia and Morocco; • Trained government officials / personnel. • Regional partners such as League of Arab States; • Civil Society Organisations, where relevant; • Other relevant stakeholders.

ANNEX VI: RECONSTRUCTION OF THEORY OF CHANGE (DRAFT)