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## TERMS OF REFERENCE

External Mid-term project evaluation

# Support the fight against human trafficking in the states of the Gulf of Guinea

<b>Project name</b>	Support the fight against human trafficking in the states of the Gulf of Guinea
<b>Contract number</b>	T05-EUTF-SAH-reg-12-01
<b>Location</b>	Gulf of Guinea: Côte d'Ivoire, Ghana, Guinea, Nigeria, Togo, Benin
<b>Donor</b>	European Union Trust Fund for Africa (Côte d'Ivoire, Ghana, Guinea, Nigeria): 17.4 million EUR Co-funding Expertise France (Togo, Benin): 600 000 EUR
<b>Sector</b>	Migrations, Human trafficking, Human rights
<b>Beneficiaries</b>	Inter-ministerial bodies against human trafficking and national ministries in the six countries; Victims of trafficking or at risk, potential and identified victims (women, men, girls and boys); Civil Society Organisations and community organisations.
<b>Duration</b>	48 months
<b>Project dates</b>	11 January 2019 – 10 January 2023
<b>Project language</b>	French, English
<b>Evaluation type</b>	External / Mid-term
<b>Evaluation dates</b>	Intervention period to evaluate: 11 January 2019 – 10 January 2021 Consultancy indicative period : March – May 2021



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# 1. Project context

## 1.1. Human trafficking in the Gulf of Guinea

Human trafficking means the recruitment, transportation, transfer, harbouring or receipt of persons, by means of the threat or use of force or other forms of coercion for the purpose of exploitation (sexual exploitation, forced labour, etc.). It is a gross violation of human rights and dignity. Human trafficking is also one of the most lucrative forms of organized crime, led by globalized criminal networks.

It is estimated that 75% of migratory movements in West Africa occur within the region. The geographic area includes several major intraregional corridors facilitating migratory flows (legal or illegal) where migrants are exposed to multiple forms of abusive practices, primarily sexual exploitation or forced labour. Human trafficking in the region has both a national and transnational dimension.

## 1.2. “Support the fight against human trafficking in the states of the Gulf of Guinea” project

The project aims to support the authorities and civil society in six Gulf of Guinea countries (Guinea, Ivory Coast, Ghana, Togo, Benin and Nigeria) in tackling human trafficking. The region is characterized by crossborder and circular trafficking: these are countries of origin, transit and destination for victims of trafficking (VoTs).

The project overall objective is to “*Contribute to the fight against human trafficking in the Gulf of Guinea*”. Final beneficiaries are Victims of trafficking or at risk, potential and identified victims (women, men, girls and boys). In order to do so, it implements four components:

Components	Specific objectives	Direct beneficiaries
<b>Component 1</b> Institutional and operational consolidation, and preventive actions	<b>Specific objective 1</b> Increasing the legitimacy, leadership and operational capacities of the competent inter-ministerial bodies (and their regional offshoots) via structural, organizational support and targeted prevention initiatives	State and institutional partners Civil Society Organisations and community organisations
<b>Component 2</b> Law Enforcement	<b>Specific objective 2</b> Increasing the criminal justice system’s ability to tackle human trafficking	State and institutional partners
<b>Component 3</b> Protection of victims	<b>Specific objective 3</b> Securing qualitative and quantitative improvements of common and specialised services accessible for VoTs	Civil Society Organisations and community organisations State and institutional partners
<b>Component 4</b> Regional cooperation	<b>Specific objective 4</b> Stimulating cross-border cooperation and launching cooperation programmes pursuant to current bilateral and regional agreements, in partnership with ECOWAS	ECOWAS State and institutional partners Civil Society Organisations and community organisations

The project team consists of a coordination team based in Abidjan, Côte d'Ivoire, a national team in each country (one person for Togo / Benin), and a team at headquarters in Paris, France.

To date, implementation has focused on building foundations for action, with an aim to make the intervention sustainable, as well as the implementation of activities:

- The project **State and institutional partners** in each country benefited from skills building activities (training and material support) and development of their strategy, technical support (expertise), strengthening of existing or implemented tools.
- **Civil society organisations** (CSOs) with which the project will collaborate have been identified and contractualisation is in progress. They will benefit from sub-grants to support of victims of trafficking and tailored improvement and support plans.
- **Victims of trafficking** have started to be referred.
- **Studies** are ongoing in several countries, including:
  - Criminal justice system's assessment, validation workshops will take place from April to June 2021;
  - Means of awareness and information used and the awareness campaigns previously carried out in the countries assessment, on the green lines and their use, capacity and public, and on the assistance and compensation funds, beneficiaries and effects;
  - Statistical stakeholders' mapping;
  - National referral mechanisms' mapping.

## 2. Evaluation goal and objective

### 2.1. Evaluation rationale

In view of the challenge and the complexity of the project (duration of four years, substantial budget, multi-country and multi-actor intervention, with a holistic multi-sector approach) and according to the recommendations of the monitoring and evaluation plan adopted for the project, the project team wishes to conduct an external mid-term interim evaluation. This evaluation is planned while the project conducts an in-depth reflection on the strategy for implementing the intervention.

A ROM study was conducted on the project by the EU ahead of this interim evaluation (March 2021), as well as a case study by Altai Consulting for the EU on human trafficking in the Gulf of Guinea. This evaluation will build on the findings and recommendations of the ROM study and the case study.

This evaluation is a milestone for the project to ensure its accountability to the donor (European Union Emergency Trust Fund), the implementing agency (Expertise France), and the beneficiaries of the project.

### 2.2. Evaluation use

The evaluation is **utilisation-focused**<sup>1</sup>. This approach is based on the principle that an evaluation must be judged on the basis of its usefulness. It will therefore be planned and implemented in such a way as to increase the likelihood that its results will be used, ensuring the participation and ownership of stakeholders. The evaluator should ensure that they apply the principles of this approach throughout the evaluation process. In particular, the recommendations of the evaluation must be concrete and operational. The results should be presented in a clear and concise manner in order to have an impact on decision-making. The evaluation will be used primarily to adapt the project to the changing context, identify successes and the potential to multiply results, identify reasons for delays and develop recommendations for adaptive management, etc.

<sup>1</sup> <https://www.intrac.org/wpcms/wp-content/uploads/2017/01/Utilisation-focused-evaluation.pdf>

### 2.3. Evaluation target users

The **primary users** of the evaluation are the national partners (state institutions and civil society), the Expertise France agency (field teams and headquarters), the donor (European Union Trust Fund).

**Secondary users** are all relevant stakeholders related or interested in the topic of trafficking in human beings in the Gulf of Guinea.

### 2.4. Evaluation objectives

The **overall objective** of the evaluation is to improve the present and future project intervention.

To do this, it will draw up a mid-term review with the following **specific objectives**:

- **Global analysis of project performance:** by answering the evaluation questions, check if the needs are still present, analyse the effectiveness of project management, the sustainability, the potential for impact, and the factors promoting or hindering performance (recurring obstacles, etc.);
- **Implementation strategy:** confirm / inform the operational strategic choices and explore the necessary reorientations by formulating recommendations on the strategic adjustment previously proposed the project;
- **Learning:** identify good practices and lessons learned in order to propose recommendations to reorient and improve the intervention.

The evaluator will have to provide evidence explaining their analyses, the causal pathways. Their work should encourage accountability, decision-making, learning and management.

## 3. Evaluation scope

### 3.1. Elements covered by the evaluation

The mid-term evaluation will cover:

- **Period:** since the beginning of the project on 11 January 2019;
- **Components:** all components (see section 1.2 of this TOR);
- **Countries:** all countries will be covered;
- **Beneficiaries:** State and institutional partners will be covered in priority, as well as the other stakeholders.

### 3.2. Evaluation transversal principles

The evaluation will follow transversal principles:

- **Gender and human rights:** the project prioritizes the fight against gender inequalities in compliance with Expertise France's Gender Strategy<sup>2</sup> and by positioning gender as a transversal axis throughout the evaluation. The integration of a consolidated gender approach and measures responding to the specific needs of victims will guide all the stages of the evaluation process: methodological approach (sampling, evaluation questions), data collection (always disaggregated by sex and age as soon as possible), data analysis (always disaggregated by sex and age as soon as possible, integration of gender dynamics in contextual analyses), recommendations taking into account gender-related experiences, etc.
- **Participation:** the evaluator will ensure that they take a participatory approach so that all stakeholders can participate in the evaluation.

<sup>2</sup><https://www.expertisefrance.fr/documents/20182/426622/Expertise+France+-+Genre+et+d%C3%A9veloppement+durable/d1d37b1c-30f2-4224-91a3-05be9bb7d6a0>

- **Ethics:** the evaluation must comply with the principles and commitments of Expertise France in its Code of Ethics<sup>3</sup>.

#### 4. Evaluation criteria and questions

The evaluation will use the criteria defined by the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) in its publication “[Better Criteria for Better Evaluation – Revised Evaluation Criteria Definitions and Principles for Use](#)”<sup>4</sup>. The evaluation questions were developed in a participatory manner within the project team. They should be reviewed by the evaluator during the inception phase of the evaluation, in order to propose a final version in the inception report.

Evaluation criteria	General evaluation questions	Specific evaluation questions
<b>Relevance</b>	Does the intervention address the problem?	<ol style="list-style-type: none"> <li>1. How relevant is the project still?</li> <li>2. How did the project adapt to the political and health context?</li> <li>3. To what extent will the project implementation strategy lead to the achievement of results and sustainable impact?</li> </ol>
<b>Effectiveness</b>	Is the intervention achieving its objectives?	<ol style="list-style-type: none"> <li>4. What factors promote or hinder the implementation of activities and the achievement of results?</li> <li>5. What are the first effects of the project on state actors, civil society organisations and victims of trafficking?</li> </ol>
<b>Efficiency</b>	Are resources being used optimally?	<ol style="list-style-type: none"> <li>6. Is the management of the project as implemented (human resources, roles and responsibilities sharing, organisation chart, interactions) optimal for achieving results?</li> </ol>
<b>Sustainability</b>	Will the benefits be sustainable?	<ol style="list-style-type: none"> <li>7. How does the project participate in reviving national anti-trafficking authorities?</li> <li>8. What is the level of engagement of state actors in the project, and how can it be improved?</li> <li>9. How do actions to strengthen the capacities of state actors and CSOs contribute to the sustainability of the action?</li> <li>10. To what extent will the approach put into place to ensure the sustainability of the project (development of a relationship of trust with state partners) anchor the impact of the project over time?</li> </ol>
<b>Transversal</b>		<ol style="list-style-type: none"> <li>11. To what extent is gender taken into account in the activities and management of the project?</li> </ol>

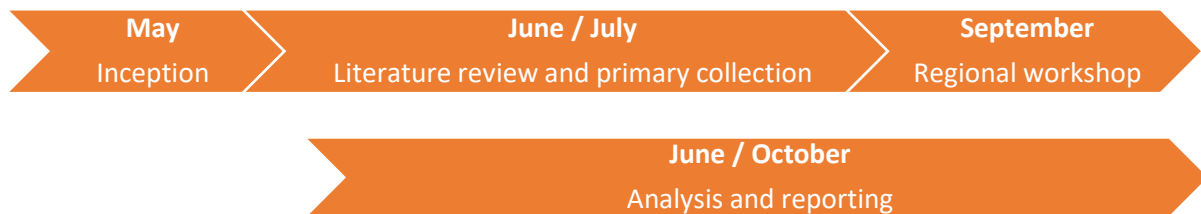
<sup>3</sup> <https://www.expertisefrance.fr/documents/20182/426622/Charte+%C3%A9thique+d%27Expertise+France.pdf/f3a8bbf4-f363-4637-a16e-6a1e7c638dc2>

<sup>4</sup> <http://www.oecd.org/dac/evaluation/revised-evaluation-criteria-dec-2019.pdf>

12. What are the innovative aspects of the project to achieve its results?
13. What are the lessons learned and good practices of the mid-term project?

## 5. Evaluation methodology

The evaluation process will be implemented following the below steps:



The evaluator will preferably be based in one of the countries of intervention, preferably Côte d'Ivoire, Guinea or Ghana, or will have a team based in one of the countries of intervention, in order to collect face-to-face data in at least one country of intervention (or more if travel is possible).

### 5.1. Inception phase

The inception phase will include:

- An **inception meeting** (face-to-face in Paris or Abidjan or remotely depending on the evaluator's location), with the project team and the evaluator. The purpose of the meeting is to agree on a clear and shared understanding of the evaluation. The identified limits will be discussed and mitigation measures will be defined. Finally, the evaluation plan and process will be presented and approved.
- An **initial documentary review** will be carried out with the documents and data initially shared.
- **Initial interviews** will be conducted if necessary.
- Based on the gathered information, an **inception report** will be written and submitted to Expertise France for validation.
- In particular, the evaluator should propose an **evaluation matrix** to specify how they plan to collect the data necessary to answer the evaluation questions. The matrix should explain how the data (primary / secondary, qualitative / quantitative) will be used to answer the evaluation questions. In the case of primary data, the matrix will describe the collection methods (including indicative sampling), and from which stakeholders.

### 5.2. Data collection phase

The data collection phase will include:

An **in-depth documentary review** in June / July (secondary data): the analysis of relevant documents should be systematic and reflect the methodology designed and approved during the inception phase. Activities to be carried out during this phase should allow preliminary answers to be given to each evaluation question, communicating the information already gathered and its limitations. These activities should also highlight the issues that remain to be addressed, the missing information and the preliminary hypotheses to be tested. The following secondary data will be shared with the evaluator:

- Project documents



- Studies and assessments
- Donor reports
- Project monitoring data (MLS and monitoring and reporting tool)
- Altai project case study
- EU ROM report
- National policies on trafficking
- Context analysis
- Other relevant documents

**Primary data collection** between June and September (preferably face-to-face or through a team based in at least one country of intervention):

- **Remote collection** if impossible in person;
- **Use of qualitative and quantitative collection methods** proposed by the evaluator with all project stakeholders, according to a sample proposed by the evaluator.<sup>5</sup>
- **Field visits**
- **Participation in a regional workshop** bringing together the stakeholders of the project planned for September / October 2021 in Côte d'Ivoire, within the framework of regional cooperation (component 4) of the project.
- **Preliminary results meeting** by the evaluator of the preliminary results following the collection phase.<sup>6</sup>

### 5.3. Analysis and reporting phase

The analysis and reporting phase will include:

- **Analysing data through triangulation** of primary, secondary, quantitative and qualitative data. The analysis should be disaggregated at a minimum by sex, if possible by age. The analytical framework used should be described in the final report.
- **Drafting of the preliminary report<sup>7</sup>** by the evaluator before participation to the regional workshop. The preliminary report will be submitted to Expertise France for review, and its quality assessed according to a grid. Particular attention will be paid to the objectivity, balance, detail of conclusions and their evidence-base, as well as the operational and concrete nature of recommendations. The content of this evaluation grid will be discussed with the evaluator to determine if improvements are necessary.
- **Addressing feedback and producing the final report<sup>8</sup>** by the evaluator, integrating information from the regional workshop.
- **Presenting final results<sup>9</sup>** by the evaluator, their conclusions and recommendations.

### 5.4. Quality assurance

The selected evaluation team should provide in their offer a framework for the evaluation quality assurance and control throughout the process. This framework will be discussed and validated during the kick-off meeting.

<sup>5</sup> Voir modalités du livrable dans la section 5.5 de ces termes de référence

<sup>6</sup> Voir modalités du livrable dans la section 5.5 de ces termes de référence

<sup>7</sup> Voir modalités dans la section 5.5 de ces termes de référence

<sup>8</sup> Voir modalités dans la section 5.5 de ces termes de référence

<sup>9</sup> Voir modalités dans la section 5.5 de ces termes de référence



## 5.5. Deliverables

The deliverables should be submitted by email in Word format to the recipients who will be indicated to the evaluation team during the inception phase. They must be written in French, then translated into English once the final versions are validated.

	Main content	# pages max.	Deadlines
<b>Deliverable 1</b> Inception report	<ul style="list-style-type: none"> <li>• Intervention logic</li> <li>• Preliminary documentary review</li> <li>• Methodology: quantitative and qualitative collection methods, sample (proposed list of people to interview), methods of analysis</li> <li>• Evaluation matrix: evaluation questions, selection of tools and sources for data collection</li> <li>• Limits of the evaluation</li> <li>• Final detailed work plan</li> <li>• Distribution of roles and responsibilities</li> <li>• Data collection tools</li> </ul>	20 pages + annexes	31/05
<b>Deliverable 2</b> Database	<ul style="list-style-type: none"> <li>• Primary quantitative and qualitative data collected and cleaned</li> <li>• V1 without workshop / field visit information (preliminary report)</li> <li>• V2 with workshop / field visit information (final report)</li> </ul>		15/09 15/10
<b>Deliverable 3</b> Presentation of preliminary results	<ul style="list-style-type: none"> <li>• PowerPoint presentation of preliminary results during a meeting at the end of the collection phase</li> <li>• Summary of work</li> <li>• Summary of interviews</li> <li>• Analysis of the reliability and extent of the data collected</li> </ul>		15/09
<b>Deliverable 4</b> Preliminary report (before participation to regional workshop)	<ul style="list-style-type: none"> <li>• Methodology: activities carried out, difficulties encountered, mitigation measures adopted, analytical framework used for data analysis</li> </ul>		15/09
<b>Deliverable 5</b> Final report (after participation to regional workshop)	<ul style="list-style-type: none"> <li>• Answers to evaluation questions</li> <li>• In-depth documentary review</li> <li>• Good practices and lessons learned from the project</li> <li>• Recommendations</li> <li>• 2-page executive summary Answers to evaluation questions</li> </ul>	50 pages + annexes	15/10
<b>Deliverable 6</b> Final results presentation	<ul style="list-style-type: none"> <li>• PowerPoint presentation of final results</li> </ul>		15/10

## 6. Workplan

### 6.1. Indicative planning

The evaluation process will last from April to October 2021, following the below indicative planning:

Activity	# indicative days	Dates	Location
<b>Selection phase</b>		April/May	Remote
TOR publication		02/04	
Deadline for submission		23/04	
Invitation to interview		27/04	
Notification to the selected team		30/04	
Contractualisation		May	
<b>Inception phase</b>	5 days	May	TBD
<b>Deliverable 1:</b> Inception report		31/05	
Data collection phase	20 days	June/July	TBD
Analysis and reporting phase	15 days	June/October	Remote
<b>Deliverable 2a:</b> Database		15/09	
<b>Deliverable 3:</b> Presentation of preliminary results		15/09	
<b>Deliverable 4:</b> Preliminary report	Before regional workshop	15/09	
<b>Deliverable 2b:</b> Database		15/10	
<b>Deliverable 5:</b> Final report	After regional workshop	15/10	
<b>Deliverable 6:</b> Final results presentation		15/10	
<b>Total</b>	40 days		

The selected evaluation team must propose in its offer a detailed work plan including the days worked per activity and per evaluation team member, as well as indicative dates and locations. This work plan will be discussed and validated during the kick-off meeting.

The evaluator will preferably be based in one of the countries of intervention, preferably Côte d'Ivoire, Guinea or Ghana, or will have a team based in one of the countries of intervention, in order to collect face-to-face data in at least one country of intervention (or more if travel is possible).

### 6.2. Roles and responsibilities

The selected evaluation team should propose in its offer a distribution of roles and responsibilities throughout the evaluation process. This distribution will be discussed and validated during the kick-off meeting. Cette répartition sera discutée et validée lors de la réunion de démarrage.

## 7. Procedure for submitting an offer

### 7.1. Required profile

The evaluator may be an independent evaluator and / or an evaluation agency.

If it is a team of evaluators, then the team that will carry out the evaluation should indeed correspond to the team proposed in the technical offer, and respect gender parity.

The evaluator will preferably be based in one of the countries of intervention, preferably Côte d'Ivoire, Guinea or Ghana, or will have a team based in one of the countries of intervention, in order to collect face-to-face data in at least one country of intervention (or more if travel is possible).

Qualifications and skills:

- Degree in the field of social sciences, international development, political science
- Excellent knowledge of evaluation methodologies and tools
- Excellent knowledge of the collection and analysis of quantitative and qualitative data (conducting interviews, focus groups, surveys, etc.)
- Excellent synthesis and writing skills
- Excellent command of French (written / oral) and English (written / oral)

Professional experience

- Professional experience of at least 8 years in conducting development project evaluation
- Experience in the evaluation of complex multi-country projects
- Solid experience and knowledge of issues related to migration and the fight against human trafficking
- Good knowledge of the Gulf of Guinea region
- Demonstrated experience in conducting a remote assessment (if applicable)
- Experience in capacity building and support for local authorities
- Experience and knowledge of the specific contexts of the six countries of intervention

## 7.2. Offers content

Offers must include:

- **A technical offer:** understanding and inputs on the elements of the terms of reference, methodology, composition of the evaluation team, CVs and similar experiences, as well as the elements mentioned in these terms of reference (work plan, quality assurance and control framework, distribution of roles and responsibilities);
- **A financial offer:** evaluation budget and terms of payment.

## 7.3. Offers submission

Offers must be sent by applying for this announcement before **April 23, 2021, Paris time.**

## 7.4. Evaluating offers

Expertise France will select the offer that presents the best value for money, using a weighting between the technical quality and the pricing. Technical quality is assessed on the basis of the following grid:

Criteria	Maximum score
Technical offer	80
Methodology	40
<ul style="list-style-type: none"> <li>• TOR and needed services' understanding</li> </ul>	10
<ul style="list-style-type: none"> <li>• Global methodological approach, quality assurance and control approach, relevance of proposed tools, and identification of difficulties and challenges</li> </ul>	20
<ul style="list-style-type: none"> <li>• Tasks and time planning</li> </ul>	10
Evaluation team	40
Financial offer	20
<b>Score total</b>	<b>100</b>