Final – External
EVALUATION REPORT

Project

Development of a comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia

Project number: **RER/06/13/EEC**

EC Contract number: MIGR/19.0203/2006/120 072-17
Donor: European Commission (EC) TACIS programme
Project start and completion dates: 18 December 2006-18 December 2009 (36 months)
Total budget: EUR 1,874,989.76 (EC contribution 1,5 EUR – 80% of the total eligible costs)
Technical area: THB
Managing technical unit: International Labour Organization Special Action Programme to Combat Forced Labour, Geneva, Switzerland

Geographical coverage: Southern Caucasus: Republic of Armenia, Republic of Azerbaijan, Republic of Georgia (GE)

Type of evaluation: final independent and external evaluation
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Start and completion dates of evaluation mission: 8-16 December 2009
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Acronyms

CTA	Chief Technical Advisor
GEA	Georgian Employers' Association
GTUC	Georgian Trade Union Confederation
IAWG	Inter-Agency Working Group
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organization
IOM	International Organization for Migration
NAP	National Action Plan
ODHIR	Office for Democratic Institutions and Human Rights
OSCE	Organization for Security and Co-operation in Europe
NRM	National Referral Mechanism
OVI	Objectively verifiable indicator
PEA	Private Employment Agency
THB	Trafficking of human beings
ToR	Terms of reference

Executive Summary

In accordance with the evaluation policy of the International Labour Organization (ILO), this final evaluation report has been produced for ILO's Special Action Programme to Combat Forced Labour, ILO's Evaluation Unit, and the European Commission.

Armenia, Azerbaijan and Georgia are source, and to a lesser extent, transit and destination countries for trafficking in women, men and children for sexual and labour exploitation. Cases of internal trafficking in human beings (THB) have also been reported. While the governments of all three countries have taken measures to combat trafficking, including joining relevant international conventions, major gaps remained in their responses.

The final evaluation of the project, "Development of a comprehensive anti trafficking response in Armenia, Azerbaijan and Georgia" (2007-2009), covers the entire project duration and considers the following aspects:

- The project's effectiveness in realizing its objectives;
- The project's anticipated impact beyond the current phase of implementation.

The complete terms of reference for this evaluation can be found at Annex 3.

General project conclusions, recommendations, including specific recommendations for each country and the lessons learned from the project are summarised below.

Conclusions

General: positive aspects

- The project was relevant to the needs of all national project partners, target groups and beneficiaries in all three countries.
- The project was effective in achieving all four specific objectives.
- Political will in all three countries to address and resolve the trafficking problem has increased.
- The participating countries benefited from intra-regional knowledge transfers; efforts to combat THB in one country often served as an example for other countries to follow. .
- Social dialogue about THB in all three countries increased.
- The establishment of partnerships in regions that are more susceptible to illegal migration may facilitate progress towards the planned outcomes.
- Feedback on trainings organized in the project framework from various groups of stakeholders has been positive,
- Victim demographics were adequately attended to in project planning, given that victims of sexual exploitation were exclusively female and more than half of the victims of labour trafficking are female.

General: challenging aspects

- The EU TACIS program's regional approach to the Southern Caucasus countries meant that funds were not specifically earmarked for one country. The project structure was thus affected by differences between the three countries: (1) different levels of political will and understanding of the THB issues, (2) different stages of legislation development relevant to THB issues, (3) different attitudes between authorities on the victim

identification process and forced labour issues, (4) different levels of state support for victims, and (5) different mechanisms for victim socio-economic integration.

- The diversity of the project's target groups made it challenging for the project to provide all groups with training, capacity building, coordination, publications, etc.
- Socio-economic reintegration measures for victims of trafficking proved to be the most difficult component of the project. These measures require long-term commitment from national stakeholders, including businesses. The beginning of the economic crisis also challenged the implementation of this project component.

Project design- and management-related aspects

- The project had ambitious objectives and complicated tasks to perform in order to achieve its intended results.
- The project management was well organized. It responded with efficiency and flexibility to the required programme adjustments. These characteristics were especially necessary in navigating the country-wide crisis in Georgia.
- The three implementing partners' cooperation created efficient project implementation.
- The project encouraged coordination among international donors working to combat THB in all three countries.
- The constructive and proactive role of the Chief Technical Advisor (CTA) was critical for the project's success.
- The Project Steering Committee is noted as a productive management tool for project implementation. The involvement of social partners on the committee increased the benefits of anti-trafficking actions.
- The Objectively Verifiable Indicators (OVIs) that were developed in the project's logical framework proved to be difficult to measure. Country-specific OVIs were unrealistic.
- Project implementation varied from the original plan in all three countries without changing the overall strategy of the programmatic action. These variations were due to changes in the countries' environments and not due to problems with the project itself.

Recommendations

General

- Capacity building and awareness raising efforts to increase the understanding of THB and forced labour issues by national authorities and other stakeholders need to be continued to ensure long-term improvements in this area.
- Phase 2 of the project should involve employment agencies in awareness raising of human trafficking.
- A pilot socio-economic reintegration scheme for THB victims should be established to identify victims of human trafficking and provide programmes for social and economic integration.
- The creation of vocational training and continuing education for victims of trafficking should be considered in Phase 2 of the project.
- The overall project work plan and country-specific work plans should be adjusted to respond to current country contexts.

Country-specific:

<u>Azerbaijan</u>

- A quantitative analysis of THB and forced labour with the emphasis on labour exploitation issues within the country should be conducted to obtain a clear picture of these issues in Azerbaijan. The analysis should take into account that Azerbaijan has become a receiving country for external labour migrants.
- Further project support for the Victim Assistance Centre under the Ministry of Labour in organizing its regional representatives would strengthen the Centre and further its network.
- Conducting a needs assessment for the Victim Assistance Centre would determine the need for the Centre's future operation and identify gaps in capacity building.

- The psychological support of victims should be prioritized in the capacity-building efforts of the project.
- Labour legislation should be strengthened (particularly in the fields of improved conditions for foreigners and labour migration). The creation of labour laws to aid foreign victims of trafficking should be considered.
- Phase 2 of the project should use the existing database to establish a national system of data collection and monitoring on THB, forced labour and irregular migration
- The creation of socio-economic reintegration programmes for victims is vital to the entire anti-trafficking response chain.
- The appropriateness of the labour market information system should be reconsidered, as there is little understanding of the system's practical application among local authorities in three countries.
- Regional cooperation in the prosecution of persons involved in transnational criminal networks should be facilitated.
- The Organisation for Security and Co-operation in Europe's (OSCE) plans to combat THB should be taken into account in phase 2 of the project, so as to avoid duplication of efforts.

Georgia

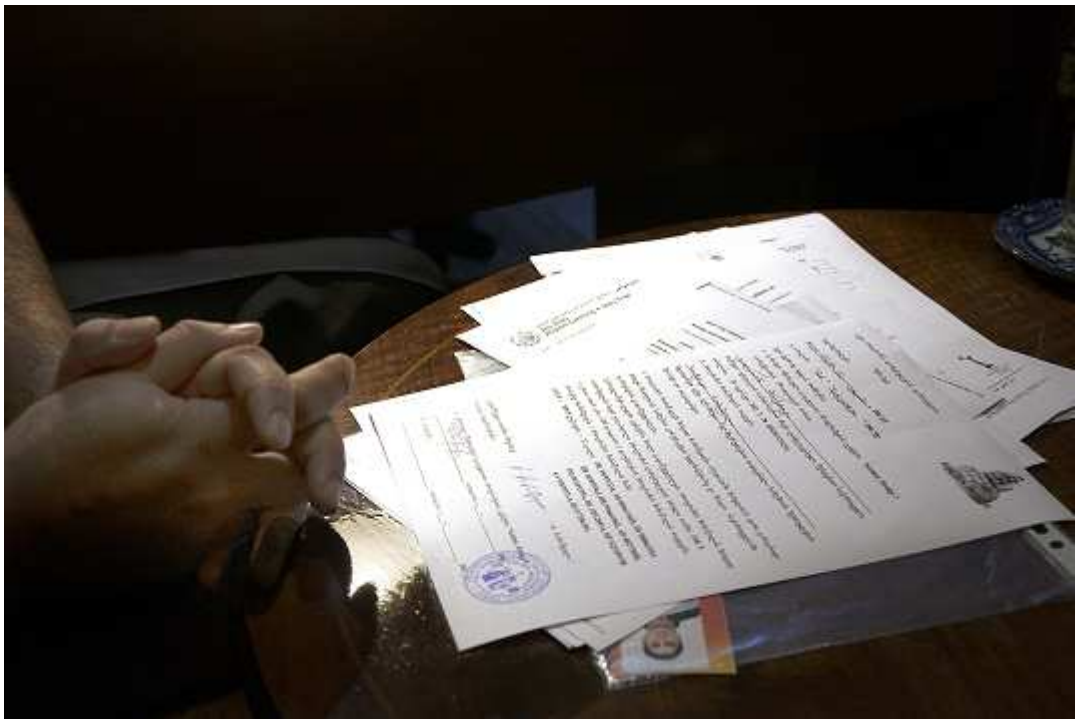
- Phase 2 of the project should focus on the development of structured migration policies to strengthen victim identification and prevention mechanisms.
- Phase 2 of the project should develop a remittance strategy.
- Phase 2 of the project should establish regional partnerships around the country.
- Project support in the development of an improved Labour Code, using ILO principles, would help reduce THB.
- Private Employment Agencies (PEA) working within Georgia should be included in the socio-economic reintegration of trafficking victims.

Armenia

- The project should help finalize the National Action Plan (NAP) and establish framework for its implementation.
- Project assistance in amending the Labour Code, particularly concerning the definition of forced labour should be provided.
- Project assistance in amending migration policies and strategies to include THB issues should be provided
- The involvement of international organisations in the National Referral Mechanism as observers and monitors should be implemented.
- The development of training modules on anti-trafficking for civil servants should be included in a general re-training program for state employees.
- Vocational education training modules should be developed to facilitate the socio-economic reintegration of trafficking victims, in cooperation with other international organisations (when relevant). The identification of the appropriate institutions to carry out these trainings is also required.
- The involvement of the Confederation of Trade Unions (in addition to Non Governmental Organisations (NGOs) and employers) in job placement activities for THB victims will benefit both the victims and the Confederation.
- Study tours should be held for target groups to witness the entire response to THB cases, from victim identification to case investigation.

Major lessons learned

- The project has managed to (1) bring together all necessary partners and stakeholders (governments, private sector institutions, NGOs, international donors, and the community) to address THB in a structured and constructive way, (2) build partner capacity based on identified gaps and needs, and (3) ensure continuing efforts through increased political will and government commitment to the THB issue.
- An alliance of all relevant stakeholders equipped with adequate capacity and knowledge of the THB issues is the central pillar of anti-trafficking programmes.
- Cooperation, synergy and the avoidance of duplicating other international organisations' efforts are important to achieve effective project outcomes.
- The project design was difficult to implement because of ambitious objectives and the diversity of the target groups.
- The composition of the partnership is an important factor in the project's success.
- The project's regional approach has built upon the foundation of actions taken in advance of the project by the country governments and helped facilitate the implementation of certain tasks in all three countries.
- The involvement of major destination countries (albeit on a limited scale) was found to increase the effectiveness of the interventions
- The project logical framework will serve as a practical management tool only in cases where the designed OVIs are measurable and realistic and the sources of verification are reliable and accessible.
- The project built a solid, sustainable platform for other future projects in the THB field in the South Caucasus region through the expertise of the three ILO country coordinators and the capacity building of stakeholders.



1. Background and Project Description

Armenia, Azerbaijan and Georgia are source, transit, and destination countries for women, men and children trafficked for sexual and labour exploitation. Cases of internal THB have also been reported. Although all three country governments have worked to combat human trafficking, major gaps remained in their national anti-trafficking responses.

The project was launched in December 2006, and continued for 30 months. Two six-month no-cost extensions were requested in order to implement all of the activities stipulated in the project framework.

Project implementing partners:

- ILO, Special Action Program to Combat Forced Labour, (the applicant);
- ICMPD
- OSCE.

National project partners:

- Ministries of Interior
- General Prosecutor's offices
- Ministries of Foreign Affairs
- Ministries of Labour
- Social Partners and NGOs in all three countries.

The project was funded under the European Commission's TACIS Programme, which provides grant-financed technical assistance to countries in Eastern Europe and Central Asia. Additional funding was provided by ILO and partner organisations.

Overall (development) objective of the project:
The project seeks to contribute to the progressive reduction of trafficking in human beings in Armenia, Azerbaijan, and Georgia through capacity building and empowerment of current and potential victims.

Specific objectives of the project (according to the logical framework of the project):

1. To revise and enhance National Action Plans (NAP) against THB in all three countries, and to establish a supporting framework necessary for NAP implementation, including through regional and international cooperation.
2. To prevent THB through awareness raising and the involvement of labour market institutions in preventative action.
3. To increase the capacity of national authorities to detect criminal activities linked to THB using a victim-centred approach for investigation and prosecution.
4. To improve identification, protection and assistance of victims trafficked for sexual and labour exploitation, including assistance through socio-economic reintegration measures.

An outline of project implementation and the anticipated outcomes has been developed and is presented in the logical framework of the project.

The project's target groups or final beneficiaries are: actual and potential victims of THB, irregular migrants, government officials (especially from the Ministries of Interior and Labour), law enforcement authorities, judges, NGOs, public employment services (PES), private employment agencies (PEA), trade unions, and employers.

The project was technically backstopped by ILO's Special Action Programme to combat Forced Labour (SAP-FL) in Geneva. Administration and financial management of the project was also centralized at ILO Headquarters (DECLARATION/SAP-FL), with involvement from ILO Sub Regional Office in Moscow. Overall management responsibilities were decentralized to the CTA and ILO project coordinators in the three countries.

2. Purpose of Evaluation

In line with the ILO's policy for evaluation of technical cooperation projects, this final independent evaluation, which covers the duration of the project, is based on the evaluation of the project's effectiveness in realizing its objectives and its anticipated impact beyond the current phase of implementation.

The objectives of the independent evaluation of the entire project duration were to: assess the outcomes of the project and its effectiveness with regard to achieving the overall and specific objectives; identify problems encountered during implementation and the actions taken to overcome these problems; document lessons learned and good practices; and develop recommendations for future interventions.

The evaluation serves the following internal and external clients:

- ILO tripartite constituents and project implementing partners in Armenia, Azerbaijan and Georgia;
- Labour migrants and their families, the ultimate beneficiaries of the project;
- The donor;
- ILO management and technical specialists at the ILO SRO/Moscow and ILO Headquarters;
- Project staff.

Taking into consideration that the next phase of the project has already launched, these recommendations can be followed to ensure sustainability and to increase impact of the project on direct and indirect project beneficiaries.

3. Evaluation Methodology

The evaluation report findings are based on:

- Desk review of all available project documents;
- Field visits to Azerbaijan, Georgia and Armenia including interviews and consultations with ILO experts and project staff (ILO national project coordinators and project assistants in Armenia, Azerbaijan and Georgia, Chief Technical Advisor, OSCE/implementing partner, national partners, social partners, and NGOs);
- Analysis of the information obtained through field visit, interviews and project documents;
- Feedback from debriefing with ILO HQ (DECLARATION) office on the evaluation findings, conclusions and recommendations of the evaluation.

Emphasis was placed on the logical framework of the project, qualitative and quantitative outputs, and the indicators of the project performance and achievements. ILO national coordinators in three countries prepared the itinerary for the evaluation visit. As stated in the evaluation limitations subsection below, interviews with the project's direct beneficiaries were limited because of the condensed schedule for the visit. All relevant project documents were made available to the evaluator. A comprehensive list of the stakeholders interviewed is presented in annex 1 of the report. The evaluation report is structured around main indicators, as stated in the Terms of Reference for the evaluation.

Limitations of evaluation

The evaluation of any project or programme is based on some assumptions and often has certain limitations, which are considered to be typical and unavoidable.
The main limitations applicable for this evaluation can be summarized as follows:

- There was limited time available for evaluation interviews due to the large number of stakeholders;
- Few direct beneficiaries were interviewed again due to limited time;
- The evaluation itinerary was prepared by the ILO project coordinators in the three respective countries. Therefore, all stakeholders were generally aware and prepared for the evaluation questions.
- The evaluation process assumes that the information provided by those interviewed is transparent and accurate; in reality, however, people tend to favour a project that is providing them support. However, it can be acknowledged that both ILO regional coordinators and other project stakeholders interviewed were transparent and direct about all problems that occurred during the project implementation.
- The assessment of the project's outcomes against the OVIs presented in the project logical framework has proved to be difficult because there are no or limited sources of verification (this issue is discussed further below).

The following slight modifications to the report structure were proposed by the evaluator:

1. In order to assess the long-term impact of the project, the section "impact" has been added to the report structure.

2. “Relevance of the project design” was not stipulated by the ToR to be included in the evaluation report as a separate section. However, the aspects related to the assessment of the relevance of the project design have been added to the evaluation questions section and in section 8.1 “Conclusions.” This is due in part to the need for future projects to build upon the foundation of the current project.
3. To avoid duplication of information suggested by the ToR for evaluation, aspects of lessons learned, best practices and recommendations (which are suggested as separate sections of evaluation report and also as sub-sections of “evaluation questions”) are presented only once in this report.
4. Several sections suggested in the ToR evaluation report format have been separated to emphasize certain aspects more clearly (for instance, the “Evaluation Methodology and Evaluation Questions” section or the “Findings, status of outcomes, lessons learned, best practices” section).
5. Findings and examples demonstrating the impact of the project are included in the main body of the report in sections 5, 6 and 7(not in annexes as suggested by the ToR for evaluation).

4. Review of implementation

Overall, the project implementation process went smoothly and without extreme problems, although factors like the worldwide economic crisis affected the project, particularly component 4 (socio-economic reintegration of victims). There were also country-specific situations (the 2008 conflict in Georgia) but the project managed to overcome all obstacles to achieve the anticipated outcomes as planned.

Delays of the project occurred at the beginning because of infrastructure problems, namely the absence of an ILO office in Georgia at the beginning of the project, an ILO project coordinator change in Azerbaijan, and difficulties in finding national experts who had knowledge of THB issues. Therefore, planning the project was complicated and particular to each country. For instance, because of the reasons mentioned above, active project implementation did not start until 2008 in Azerbaijan.

Two six-month extensions were awarded to the project, to allow the fulfilment of planned project tasks. The project had a steering committee in each country which met quarterly to reflect on the project's progress and to discuss issues and problems as needed.

The milestones and key activities of the project are briefly presented as follows:

- The project was launched regionally at a press conference on 19th July 2007 in Tbilisi, Georgia. The project was presented in Armenia on the 21st November 2007 and in Azerbaijan in connection with the NAP revision workshop at a press conference on the 11th December 2007.
- The regional conference organized in Tbilisi was the core regional event and included the participation of representatives of major destination countries (February 2009).
- Workshops on NAP revision and monitoring methodology were organized with the direct project support in three countries.
- A permanent consultation process was established with all relevant stakeholders to support legislative reform in THB and forced labour fields.
- Two workshops per country were held to educate trade union federations and related affiliates to THB and forced labour issues.
- A roundtable with employers was created to discuss THB prevention activities in all three countries.
- Training seminars for judges, prosecutors, police, state labour inspectors, and other relevant stakeholders were held on THB and forced labour.
- The International Centre for Migration Policy Development (ICMPD) guidelines for the development and implementation of a comprehensive anti-trafficking response were adapted to the national contexts.
- In cooperation with destination countries' labour specialists, information guides for The Russian Federation, Turkey, Greece, Germany and Austria were developed, published, and distributed to migrant workers.
- The project developed and distributed "Combating forced labour - A handbook for employers and businesses."
- Seminars were held to discuss the quantitative indicators for monitoring and analysis of progress in combating THB and forced labour. A special seminar in December 2009 on the development of indicators was the foundation for this process.
- Inter-agency coordination meetings were held regularly.

Throughout the project life, NGOs providing assistance to trafficking victims were supported by the project. This included direct support through mini-grants for project-related activities. Details of all project activities, surveys, studies and milestones are documented in the evaluation report as well as in other project reports.

National household surveys in Georgia (which have been completed) and Armenia (which are close to being finalized) included questions regarding THB. The survey results and accompanying analysis will be used to finalize the NAP in Armenia.

Additional activities, not originally planned were carried out by the project to help further the anti-trafficking response in each of the three countries, such as surveys on employers' attitudes towards THB in Azerbaijan and Georgia; a session on the international legal framework related to labour migration and labour trafficking and on ILO's activities in these fields at an IOM workshop on migration management for 25 NGO and government representatives; and the participation of the ILO country project coordinators in various relevant events outside the scope of the project as resource persons. This is helped create synergies with other EU priorities and the UNDAF in the region.

As mentioned above in the milestones and key activities, the 2009 conference organized in Tbilisi was the core regional event and included the participation of representatives of major destination countries. This was significant because generally, the design of the EC TACIS programme does not include destination countries. This has proved to be one of the major challenges in establishing prevention measures and an anti-trafficking response as a whole.

Other challenging aspects included politically sensitive country-specific issues such as: cases of THB in the construction industry being reported by NGOs within Azerbaijan; different levels of anti-trafficking responses in each of the countries; difficulties in creating opportunities of socio-economic reintegration for victims because of slow-changing employer attitude towards victims and the worldwide economic crisis limiting the availability of work; lack of awareness of labour exploitation; high turnover rates of staff in the institutions involved in state level anti-trafficking response.

Although the project has generally fulfilled all its obligations and has achieved the objectives as planned, there are a few outcomes which can only be obtained through further effort. They are summarised as follows:

- The NAP needs to be finalized in Armenia, despite adequate project support.
- The installation of a database on victims and traffickers for the police and the Ministry of Labour in Armenia and for the State Fund for Protection and Assistance to the Victims of Trafficking and the Ministry of Interior Georgia is planned for 2010.
- Data collection on THB (activity 1.5) will be continued in Phase 2 of the project in Azerbaijan.
- Support to make necessary adjustments and amendments of NRM in Azerbaijan are planned for Phase 2 of the project.
- The integration of a vocational training module in national training institutions (activity 4.6) in Azerbaijan will be postponed until Phase 2 of the project due to the lack of support at the ministry level.

5. Evaluation Questions

5.1 Effectiveness of the project

OECD-DAC definition (OECD Glossary of Key Terms in Evaluation and Results Based Management): effectiveness – the extent to which the development intervention's objectives were achieved, or are expected to achieve, taking into account their relative importance.

The project was effective in achieving all four specific objectives; however, objective 4, related to socio-economic reintegration of victims into society, was the most difficult to achieve.

Azerbaijan

Specific objective 1
This objective was achieved. The second NAP (2009-2013) was adopted with project support (the project assisted in the revision of the first NAP and provided recommendations for the second). The NRM was adopted in August 2009 to act as a major part of the supporting framework for NAP implementation. In addition, a number of other supporting documents were presented to a diverse audience at a conference in October of 2009. The documents included policies related to the custody of trafficking victims' children and other regulatory acts.

An Inter-Ministerial working group on THB, consisting of 14 different ministries, meets regularly to discuss outstanding issues related to the anti-trafficking response. The subject of the working group meetings will be how to improve labour legislation. One observation regarding the second NAP is worth mentioning. It does not contain THB indicators which will complicate the review and monitoring of outcomes.

The Ministry of Interior, as the National Coordinator on anti-trafficking, has a database on traffickers and victims. The project suggested studying the ICMPD database but this process is not yet completed. Phase 2 of the project should consider adjusting the existing database to establish a national system of collection and monitoring of data on THB, forced labour and irregular migration (result 1.3, please see project logical framework).

Specific objective 2
This objective was successfully achieved in its main aspects through the involvement of the Trade Unions Confederations (with some involvement of the Employers Association and the International Organization for Migration (IOM)). A memorandum was signed by all branch organizations, including regional ones, and a broad information campaign on the risks of illegal migration was organized. The website was used as an information resource.

Two pre-migration seminars were organized: one in cooperation with IOM and the second one in cooperation with trade unions. These preventive actions were aimed at reducing the susceptibility to be trafficked among migrants leaving the country for better job opportunities.

The labour market information system, designed as a pilot programme for Azerbaijan, to integrate information on legal employment abroad (result 2.4) was not achieved. None of the stakeholders interviewed for the evaluation fully understood the intent and design of the system.

Therefore it is advisable to reconsider the appropriateness of this system and which agencies should be responsible for its administration, should it continue.

Specific objective 3
The capacity of national authorities to detect criminal activities linked to THB has increased because of the project. This was mainly achieved through trainings, which were delivered to relevant groups of stakeholders. Result 3.4 (regional cooperation, including cooperation with destination countries) proved to be a difficult task, as Azerbaijan was not ready to be fully integrated into this process. Further actions will be required to facilitate regional cooperation in the prosecution of persons involved in transnational criminal networks. 14 out of 25 PEAs in Azerbaijan have become aware of the ethical code, which regulates THB victims' employment, and have accepted it. A thorough analysis of the legal situation and a translated handbook on regulations for PEAs, has vastly improved the monitoring capacity of governmental authorities.

Specific objective 4
As a result of the project, the number of THB victims identified is growing. In 2009, the number of identified victims of trafficking reached 91, as compared to 78 in 2008. With project support, a regional NGO office for victim identification and THB prevention was opened. This office identified seven victims at the regional level and was able to prevent three people from becoming victims. The project made a valuable contribution through assisting the opening of a shelter for THB victims in 2006. However, regional shelters' infrastructure could have been made stronger through further assistance. The number of victims who have received assistance from the shelter has reached 657 counting from 2002 when the shelter was solely NGO-supported. The development of socio-economic reintegration measures for trafficking victims was the most difficult component to achieve. Further attention should be paid to this issue during Phase 2 of the project.

Georgia

Specific objective 1
The objective was achieved. The second NAP was adopted (Presidential Decree of January 2009) and contains indicators for monitoring and progress analysis. The project organized all working group meetings to aid its development. A National Referral Mechanism (NRM) was developed to incorporate employers, trade unions, and the project provided a platform to encourage their participation. Georgia's achievements in combating THB has been acknowledged by the United States Department of State (Georgia was moved from TIER 2 (2006) to TIER 1 country categorization).

Specific objective 2
Based on the feedback from the Georgian Employers' Association (GEA) and the Georgian Trade Unions Confederation (GTUC) project efforts have resulted in an improved understanding of THB and forced labour problems by social partners and labour market institutions. This was achieved through: sensitization workshops for GEA and GTUC members at national and regional levels, the creation and dissemination of publications and brochures on forced labour, holding numerous meetings, and carrying out project surveys. In addition, country guides produced for the five most popular destination countries for migrants were uploaded as a pdf file on relevant websites and 1000 copies per country were disseminated.

Specific objective 3
The objective has been achieved. Two training curricula based on needs assessment for target groups were developed. As a result, participants in the trainings are interested in including the training curriculum in a standard package. Training manuals translated by the project were

relevant to country needs and will be used to sustain stakeholder capacity. Five PEAs have identified themselves as being involved in migration abroad and have accepted the Code of Conduct, developed with the support of the project.

Specific objective 4
There are two shelters available to support THB victims with judicial, physiological, and medical services. In total, 30 victims of trafficking were supported through the shelters and a third of them have been reintegrated into society (these figures include NGO statistics). The official number of victims has decreased during the project life from 20 to four.

The process of victim identification and subsequent support still needs improvement, despite the project accounting for Georgia's economic situation, the State Fund's plan for victims, and the GEA's vocational training modules. A lot has to be done in this regard to make the identification and monitoring mechanisms fully operational.

Despite challenges, the project has made a substantial contribution to combating THB through research on PEAs and addressing the issue of forced labour. This has been appreciated by relevant stakeholders in Georgia.

Armenia

Specific objective 1
The third NAP covering the period 2010 – 2012 has not been finalised. It is expected that it will be finalised and adopted in February 2010. The third NAP will include qualitative and quantitative indicators for monitoring and analysis of efforts to combat THB. A special seminar on the development of indicators in December 2009 was the catalyst for this process. The NRM was adopted in 2008 due to direct contributions from the project. Currently, amendments have been made and submitted to the attention of the Inter-Ministerial Council on THB. A database collecting information on traffickers and victims does not yet exist in the Ministry of Labour or for the police.

Specific objective 2
This objective has been achieved. As in the other two countries, the active involvement and commitment of all social partners including labour market institutions was observed with regard to the importance of THB awareness-raising and prevention measures.

Specific objective 3
This objective has been achieved through the involvement of all social partners. The project's efforts were highly appreciated by both government and social partners.

Specific objective 4
Of the 44 victims (data was collected through September 2009) officially registered, 20 of them received assistance through a NGO-affiliated shelter. The number of trafficking victims has grown from 34 victims in 2007 to 36 victims in 2008. This is most likely due to improvements in the identification system, achieved through project support. However, an increase in the number of immigrants in Armenia (particularly for night club jobs) also influences the total number of identified victims. Five victims have been employed through the Association of PEAs.

As a whole, the project has made a valuable contribution to the progressive reduction of THB in Armenia, Azerbaijan and Georgia. Particularly, capacity building has contributed substantially to empower both state and social partners in all three countries to jointly address THB problems

and create a comprehensive anti-trafficking response. The process of gradual empowerment of THB victims is also underway.

The regional conference on human-trafficking and forced labor in the Southern Caucasus and related destination countries, in Tbilisi in February 2009 (relevant to the project specific objectives 1 and 3, result 3.4), was highly regarded by all participants. The conference was organized in collaboration with ICMPD, IOM, OSCE/ODHIR and UNDP. The Conference brought together a range of actors from the Caucasus region and destination countries: representatives of government, law enforcement agencies, international and non-governmental organizations, workers, and employers. The conference presented a coherent anti-trafficking strategy and encouraged better cooperation between the various actors. Among the destination countries representatives of the United Kingdom, Belgium, Israel, Ukraine, Greece, Turkey, the United Arab Emirates, and Germany attended.

Based on the above assessment of project specific objectives, it can be stated that the project also achieved its anticipated development outcomes.

5.2 Effectiveness of the overall project management approach

Overall, the project's management approach applied by ILO in cooperation with implementing partners has been effective. Emphasis was placed on the empowerment of local partners in all three countries through capacity building, networking, the facilitation of joint efforts towards the development of a sound anti-trafficking response, and building a sense of ownership in the THB field.

All of the interviewed project stakeholders expressed their approval of the high level of administrative and technical support provided by the ILO head office throughout the project, in addition to the office's flexibility and timeliness on necessary project adjustments, budget reallocations and management approvals.

ICMPD was viewed as a professional project partner. All delivered products were of high quality.

The input of the Organization for Security and Co-operation in Europe (OSCE) differed from country to country. While OSCE played more of a supporting role in Azerbaijan, OSCE was active in Armenia. OSCE was not part of the project in Georgia because of the political situation (the OSCE Georgian office closed in August 2008). In Azerbaijan, OSCE's contribution was limited to participation in round table discussions on NRM, issuing recommendations on NRM through a concept paper, issuing some recommendations on the second NAP, commencing a study tour to Serbia, and training the police in the investigation of trafficking. Reports on OSCE inputs to the project were not available during the evaluation visit.

The OSCE division on democratization was originally slated to be in charge of the project however, the responsibility was moved to another division. It is generally acknowledged that the lack of OSCE interest in THB issues contributed to limited project interaction. However by the end of the project THB became more of a priority on the OSCE agenda. There is a hope that OSCE will play a more proactive role in creating anti-trafficking response in Azerbaijan in the future.

Reporting mechanisms were well established. All project progress was sufficiently documented through: regular monthly reporting at the country level, mission reports from experts, studies,

surveys, and annual reports. However, it has been observed that the project annual reports are oriented mainly towards process and activities and do not contain enough analysis of the project outcomes. The final project report concerning the entire project was not yet available during the final evaluation. A final report would be useful for analysis of cumulative project achievements and internal reflection on OVIs developed in the project's logical framework.

The overall work plan of the project was made available to the evaluator only in the original project document/application form. Country-specific work plans need more adjustment and frequent updates.

5.3 Efficiency

OECD-DAC definition (OECD Glossary of Key Terms in Evaluation and Results Based Management): efficiency – a measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results.

Generally, all interviewed stakeholders expressed the view that the project inputs were sufficient to achieve the project specific objectives. Throughout the course of the implementation, the project maintained an appropriate ratio of international and national experts. International expertise was used only when there was a lack of national expertise.

The final resource utilization report, however, was not available to the evaluator so the above conclusion is based on interviews and feedback from stakeholders.[1] Although interim annual reports from 2007 and 2008 were available to the evaluator, they did not contain resource utilization reports.

The project's implementing and national partners in all three countries were chosen well. The mix of partners led to the successful achievement of the project's specific objectives. None of the social partners involved in THB sphere were overlooked or undervalued by the project.

The role of CTA was instrumental to the project. The CTA's proactive and thorough approach, deep understanding of internal processes in all three countries and in the region as a whole and timely feedback to any requests has been acknowledged and appreciated by all stakeholders. The choice of ILO national project coordinators in all three countries was also correct and contributed equally to the project's success.

5.4 Sustainability

OECD-DAC definition (OECD Glossary of Key Terms in Evaluation and Results Based Management): sustainability – the continuation of benefits from a development intervention after major development assistance has been completed; the probability of continued long-term benefits; the resilience to risk of the net benefit flows over time

Generally the prospect of sustainable project outcomes is high, with slight differences per country and per project specific objectives.

[1] As per donor contract, the ILO has up to 6 months following the end of activities to produce a final narrative and financial report.

The policy support aspect of sustainability can be generally characterized as strong. At the time of evaluation, Azerbaijan prepared the signing of the Council of Europe Convention on action against trafficking in human beings. This is an indicator that political support will continue beyond the end of the project. Changes have also been introduced to the Criminal Code including a special act on THB in Azerbaijan, which further illustrates the commitment of the government to sustain anti-trafficking efforts. In addition, the Consultative Council on THB in Azerbaijan which includes international donors, governmental institutions, NGOs including the Youth Union Council, has been strengthened

In Georgia, the State Fund for Protection and Assistance to the Victims of Trafficking is an indicator of policy support for a sustainable anti-trafficking response. The fact that the government allocates resources to the protection of victims through the State Fund indicates institutional and financial sustainability.

The establishment of the Inter-agency Council under the Vice-Prime Minister of Armenia in partnership with relevant working groups shows the long-term commitment and interest of the government to eradicate THB and forced labour.

The institutional sustainability of national partners, social partners, and NGOs has increased because of the project's intervention. In fact, the project brought social partners into the anti-trafficking arena in all three countries. The active involvement of social partners in cooperation with state authorities in national anti-trafficking responses shows that the project has built a sustainable foundation for further action. As a result, all social partners now understand their roles and responsibilities in the sphere of each country's anti-trafficking framework.

In January 2009, a network of NGOs to combat human trafficking was established in Azerbaijan. Later in 2009, a memorandum between the Ministry of Interior and 45 NGOs was signed to join forces in anti-trafficking efforts. The revitalization of the Victims Assistance Center created in 2007 under the Ministry of Labor, was another example of increased institutional sustainability. Draft regulations on the Center's activities and a proposal for its regional office have been submitted to the attention of the Cabinet of Ministers. This will ensure the sustainability of delivery of services to victims.

Also, an indicator of the sustainable approach to THB issues in Azerbaijan and Georgia is the development of curriculum on THB for 9th and 10th grade classes in secondary school.

National trade unions in Georgia and Armenia have developed guidelines, based on related policy guidelines adopted by the International Confederation of Trade Unions (and translated by the project). This has strengthened these organizations institutionally.

Financial/economic sustainability

The commitment of the governments in all three countries to allocate financial resources to combat human trafficking is a key indicator of the project's financial sustainability. The project has made substantial contributions to make this happen in Azerbaijan, Georgia and Armenia.

In Azerbaijan, the amount of social payments to victims has increased due to the adoption of the second NRM. In Georgia, the existence and availability of budget allocations by the State Fund for Protection and Assistance to the Victims of Trafficking show the commitment of the government to provide financial support to victims of trafficking. Although the Fund existed

before the project started, its performance and effectiveness in the fulfillment of its mandate has improved significantly due to the project's intervention. The first step towards state support to victims is currently being made in Armenia.

Professional sustainability

Due to the project's training activities and capacity building programmes for target groups (social partners, NGOs, relevant ministries, prosecutors, and police), the professional level of these target groups in: (1) the development and enforcement of relevant policies and regulations, (2) medical, psychological, judicial service delivery to victims of trafficking, (3) prosecution of trafficking cases, and (4) information dissemination and campaign organizing, has significantly improved.

Trainings provided by the project to the relevant working groups (like to the mobile working group existing under the Inter-Agency Anti-Trafficking Council in Georgia), have contributed to the professional sustainability of these groups. This was urgently needed because of the lack of previous professional experience in the anti-trafficking field.

In addition, the professional capacity and experience in THB of all three ILO national project coordinators increased. It is expected that Phase 2 of the project will continue to strengthen the outcomes achieved during the first phase of the project and will further develop them to further project sustainability.

5.5 Relevance of the project design

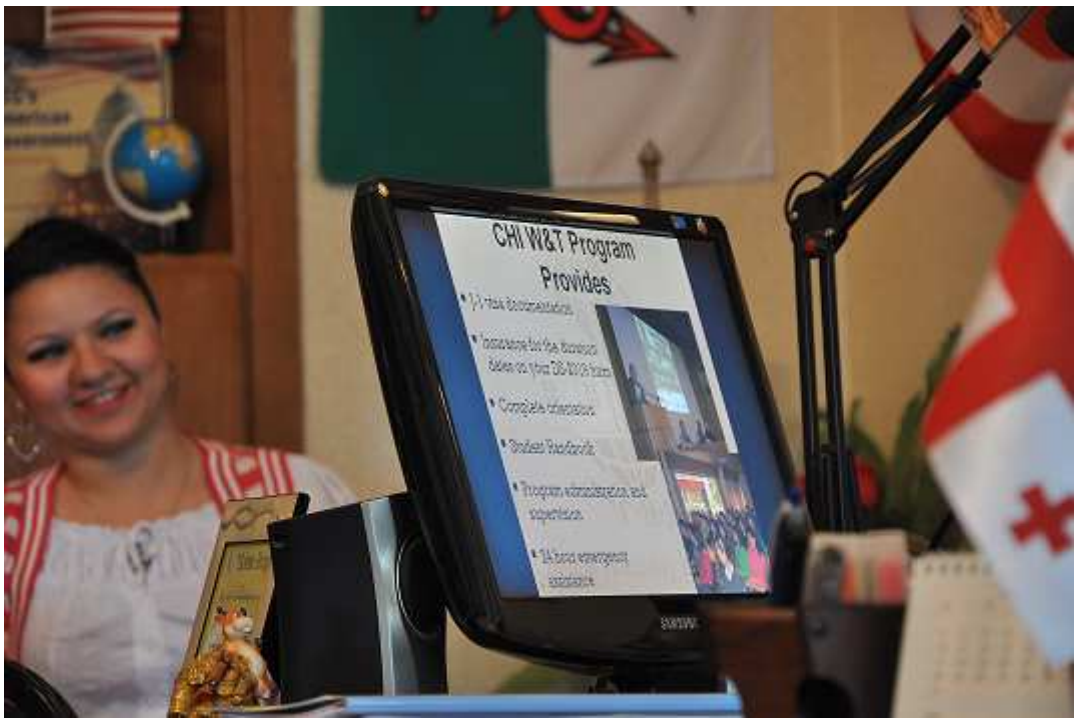
OECD-DAC definition (OECD Glossary of Key Terms in Evaluation and Results Based Management): relevance – the extent to which the objectives of the development intervention are consistent with beneficiaries' requirements, country needs, global priorities and partners' and donors' policies

Generally the project was relevant to the needs of beneficiaries, country priorities and donors' policies.

Some comments below on the project design and its logical framework are worth considering for future interventions.

1. The project intervention logic was ambitious, stipulating numerous tasks targeted at diverse stakeholder groups. As designed, the project could be applicable on a larger scale with a longer duration and larger budget. Consequently, in order to achieve some of the anticipated project results (as stipulated in the project's logical framework), more activities needed to be implemented, compared to those activities that were actually able to be carried out by the project. For example, this concerns outcome 1.3 aimed at the development of national systems for the collection and monitoring of data on THB, outcome 2.4 aimed at upgrading the Labour Market Information System in Azerbaijan, outcome 3.4 related to regional cooperation and cooperation with destination countries, along with outcome 3.6 and some others.
2. Some project outcomes were formulated in a repetitive way (for instance, result 1.1 and 1.4; 2.1 and 2.2; 3.2 and 3.3 etc.) and could be combined into one outcome to simplify the intervention's logic and avoid duplication.
3. OVIs developed for the project outcomes and, particularly, the project specific objectives, were difficult to measure. The quantitative indicators were too ambitious.

4. Sources of verification included official statistics on trafficking, forced labour victims, and migration in all three countries. However these statistics did not reflect the actual situation in each country.
5. This regional project did not envision the direct participation of major destination countries. The EU (TACIS) regional programme design limits the programme's geographical coverage to former USSR countries. Therefore, major destination countries did not fit into the programme design. Their involvement, however, could have been very useful in combating human trafficking in both sending and destination countries and in developing preventative measures aimed at reducing the number of trafficking victims and facilitating the identification of victims.



6. Lessons learned, best practices

Lessons learned

1. The project has managed to (1) bring together all necessary partners (governments, private sector institutions, NGOs, international donors, and the community) to address THB in a structured and constructive way, (2) build partner capacity based on identified gaps and needs, and (3) ensure continuing efforts through increased political will and government commitment to the THB issue.
2. Cooperation, synergy and the avoidance of duplicating other international organisations' efforts are important to achieve effective project outcomes.
3. The project design was difficult to implement because of ambitious objectives and the diversity of target groups.
4. The composition of the partnership is an important factor in the project's success.
5. The project's regional approach has built upon the foundation of actions taken in advance of the project by the country governments and helped facilitate the implementation of certain tasks in all three countries.
6. An alliance of all relevant stakeholders equipped with adequate capacity and knowledge of the THB issues is the central pillar of anti-trafficking programmes.
7. The involvement of major destination countries (albeit on a limited scale) was found to increase the effectiveness of the interventions.
8. The project's logical framework will serve as a practical management tool only in cases where the designed OVIs are measurable and realistic and the sources of verification are reliable and accessible.
9. The project built a solid, sustainable platform for other future projects in the THB field in the South Caucasus region through the expertise of the three ILO country coordinators and the capacity building of stakeholders.

Best practices

- The quality and usefulness of project publications is acknowledged and appreciated by all project stakeholders and beneficiaries. Thus, the guides created on various countries for those who want to migrate, can be considered a sustainable and best practice to further strengthen anti-trafficking efforts in all three countries. A practical guideline publication for service providers working on trafficking has also been extremely helpful and is currently used in all three countries.
- The study tours to Serbia and Macedonia were appreciated by participants from all three countries. These exchange visits provided an opportunity to participants to gain experience and discuss all aspects of an anti-trafficking response. Moreover, Georgia's experience was also shared to the benefit of other participants.
- Exchange visits contributed to experience sharing and influenced country-wide responses to trafficking. For example, the exchange visit of authorities from Azerbaijan to Georgia resulted in the creation of a structure in Azerbaijan similar to the Georgian State Fund for Protection and Assistance to the Victims of Trafficking.
- NAPs were revised in all three countries. Although Azerbaijan was reluctant to do so, the revision was done because a coalition of international organizations led by ILO managed to convince the government of its importance.

Country-specific examples

In Azerbaijan, the project has revitalized the Victims Assistance Centre. The Centre is now equipped to provide legal, business, social, and other services to victims. The capacity of the Centre to support victim identification and provide multi-dimensional services was increased. There are now precedents in criminal cases where traffickers have been required to pay compensation to victims.

In Georgia, ten victims of trafficking were successfully reintegrated back into society. These "success stories" can be used for future programmes to follow. The total number of trafficking victims identified has increased. This is due to an improved system of monitoring and identification. The project has helped to conduct an agreement between the Trade Union Confederation and the PEA for the provision of information and contacts to potential migrants.

In Armenia, PEAs' attitudes towards victims of trafficking have begun to change. The Association of PEAs took part in all relevant project activities. PEAs' awareness of: THB issues, the victim socio-economic reintegration process, the capacity building programme, and excellent project publications have resulted in this change. Currently five trafficking victims are employed through the Association of PEAs.

7. Project impact

OECD-DAC definition (OECD Glossary of Key Terms in Evaluation and Results Based Management): impact – positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended

The project development intervention resulted in a number of long-term impacts on stakeholders in all three countries. One of the benefits, which will have a long-term multiplier effect, is the growing understanding of the population of the three countries in THB issues and the importance of prevention measures to be undertaken by government and social institutions.

In particular NGOs, in cooperation with state authorities and private sector operators (like PEAs) have become more aware about THB and forced labour problems and potential ways to address them. For instance, the NGO sector in Georgia and Armenia (and partially in Azerbaijan) took an active part in the development of the 2009-2010 NAPs. This was due in part to the project's coordination efforts.

Although there were NGOs that provided support to trafficking victims before the project started, their capacity in service delivery has grown as a result of the project. Moreover, the NGOs are now empowered to participate in NAPs and the NRM development process which means that NGOs will further their efforts to draw the attention of the government to the issues at hand.

Employer attitude towards trafficking victims has changed due to the project's interventions. The direct involvement of the Employers Associations, Trade Unions and PEAs in the project information campaigns and other relevant activities has positively changed employers' awareness in all three countries and victim employment has been observed. There is hope that this trend will be supported by Phase 2 of the project and increase.

A further impact that has been observed in all three countries is the increased commitment of governments to THB and forced labour. There are a number of examples illustrating this impact. In Azerbaijan, for instance, social payments to victims have grown, due to the adoption of a NRM.

Due to the project's information campaigns, awareness raising, and tripartite structure of working groups and Project Steering Committees, the introduction of labour regulations and the involvement of all three countries in the adoption of international conventions has been facilitated.

According to project stakeholders and NGOs which work with victims of trafficking, victims do not want to be identified since they receive little benefit from official identification. In addition, some NGOs have reported that traffickers have become more creative to not allow their victim's situation to fully correspond to the country's criteria for identifying victims. The project's anti-trafficking response has made traffickers more careful. Therefore, the project has indirectly contributed to the reduction of cases of trafficking victims.

This situation can also be seen from another view. The number of cases which are very close to trafficking but which still cannot be officially recognized may increase. Therefore clarification of criteria for victim identification and other relevant legal improvements need to be continued in Phase 2 of the project to eliminate the cases currently considered "close to trafficking".

8. Conclusions and recommendations

8.1 Conclusions

General: positive aspects

- The project was relevant to the needs of all national project partners, target groups and beneficiaries in all three countries.
- The project was effective in achieving all four specific objectives.
- Political will in all three countries to address and resolve the trafficking problem has increased.
- The participating countries benefited from intra-regional knowledge transfers; efforts to combat THB in one country often served as an example for other countries to follow.
- Social dialogue about THB in all three countries increased.
- The creation of project focal points in regions that are more susceptible to illegal migration may facilitate the progress towards the achievement of planned outcomes.
- Feedback from various stakeholders on trainings organized in the framework of the project has been positive.
- Victim demographics were adequately taken into account during project planning, given that victims of sexual exploitation were exclusively female and about half of the estimated victims of labour trafficking are female (according to ILO 2005 Global estimate).

General: challenging aspects

- The EU TACIS program's regional approach to the Southern Caucasus countries meant that there were no country-specific funds to combat THB. The project structure was thus affected by differences between the three countries: (1) different levels of political will and understanding of the THB issues, (2) different stages of legislation development relevant to THB issues, (3) different attitudes between authorities on the victim identification process and forced labour issues, (4) different levels of state support for victims, and (5) different mechanisms for victim socio-economic integration.
- The diversity of the project's target groups made it challenging for the project to provide all groups with training, capacity building, coordination, publications, etc.
- Socio-economic reintegration measures for victims of trafficking proved to be the most difficult component of the project. This was due in part to the worldwide economic crisis

Project design- and management-related aspects

- The project had ambitious objectives and complicated tasks to perform in order to achieve its intended results.
- The project management was well organized. The management responded with efficiency and flexibility to the required programme adjustments. These characteristics were especially necessary in navigating the country-wide crisis in Georgia.
- The three implementing partners' cooperation created efficient project implementation.
- The project encouraged coordination among international donors working to combat THB in all three countries.
- The constructive and proactive role of the Chief Technical Advisor (CTA) was critical for the project's success.
- The Project Steering Committee is noted as a productive management tool for project implementation. The involvement of social partners on the committee increased the benefits of anti-trafficking actions.
- The OVIs that were developed in the project's logical framework proved to be difficult to measure. Country-specific OVIs were unrealistic.

- Project implementation varied from the original plan in all three countries. However, this is due to changes in a country's environment and not due to problems with the project itself.

Country-specific:

Azerbaijan

- Overall, local authorities in charge of anti-trafficking efforts often lack understanding of the various dimensions of the THB issue and limit it to sexual exploitation. This ignores the problem of forced labour and labour trafficking. Over 98% of all criminal cases registered are cases of sexual exploitation, which shows that labour trafficking is still underestimated in the country.
- The identification mechanism for victims of trafficking and the monitoring of trafficking needs substantial improvement.
- The second NAP does not contain THB indicators which will complicate the review and monitoring of the outcomes.
- Foreign migrants have been attracted to the growing construction industry. The lack of transparency in this industry and legal protection for foreign victims exacerbates the problems of THB and forced labour.

Georgia

- Generally, the policy environment in Georgia is more favourable in combating human trafficking as compared to other countries participating in the project.
- The NAP has indicators that allow monitoring and analysis of the outcomes in the THB response.
- Although IOM was not involved in the official project implementing partnership, its involvement in anti-trafficking responses in general and project activities was helpful.
- The training needs assessment should be improved (outcome 3.1) which would allow more focused trainings for various target groups.
- Although the current victim reintegration component is weak, in some cases employment issues for trafficking victims were addressed. This project was the only one in Georgia to address victim reintegration aspects.

Armenia

- The legal framework related to THB and forced labour should be improved.
- The development of the third NAP and NRM has brought together all relevant state and social partners.
- The third NAP and its supporting framework need to be finalized and amended in some areas.
- The Ministry of Labour does not have a mandate to identify victims of trafficking. It is also not involved in the socio-economic reintegration of victims.

8.2 Recommendations

General

- Capacity building and awareness raising efforts to increase the understanding of THB and forced labour issues by national authorities and other stakeholders need to be continued to ensure long-term improvements in this area.
- Phase 2 of the project should include the involvement of employment agencies in raising awareness of human trafficking.
- A pilot socio-economic reintegration scheme for THB victims should be established to identify victims of human trafficking and provide programmes for social and economic integration.
- The creation of vocational training and continuing education for victims of trafficking should be considered in Phase 2 of the project.
- The overall project work plan and country-specific work plans should be adjusted to respond to current country contexts.
- Phase 2 of the project should include work on the clarification of the criteria for victim identification and other relevant legal improvements. This is necessary to eliminate cases currently identified as "close to trafficking."

Country-specific:

Azerbaijan

- An analysis of THB and forced labour with the emphasis on labour exploitation issues within the country should be conducted to obtain a clear picture of these issues in Azerbaijan. The analysis should take into account that Azerbaijan has become a receiving country for external labour migrants.
- Further project support for the Victim Assistance Centre under the Ministry of Labour in organizing its regional representatives would strengthen the Centre and further its network.
- Conducting a needs assessment for the Victim Assistance Centre would determine the need for the Centre's future operation and identify gaps in capacity building.
- The psychological support of victims should be prioritized in the capacity-building efforts of the project.
- Phase 2 of the project should include surveys and studies of THB within Azerbaijan.
- Labour legislation should be strengthened (particularly in the fields of improved conditions for foreigners and labour migration). The creation of labour laws to aid foreign victims of trafficking should be considered.
- Phase 2 of the project should use the existing database to establish a national system of data collection and monitoring on THB, forced labour and irregular migration
- The creation of socio-economic reintegration programmes for victims is vital to the entire anti-trafficking response chain.
- The appropriateness of the labour market information system should be reconsidered, as there is little understanding of the system's practical application among local authorities in three countries.
- Regional cooperation in the prosecution of persons involved in transnational criminal networks should be facilitated.
- The Organization for Security and Co-operation in Europe's (OSCE) plans to combat THB should be taken into account in phase 2 of the project, so as to not duplicate efforts.

Georgia

- Phase 2 of the project should focus on the development of structured migration policies to strengthen victim identification and prevention mechanisms.
- Phase 2 of the project should develop a remittance strategy.
- Phase 2 of the project should establish regional focal points on THB in the country in order to improve victim identification and assistance.
- Project support in the development of an improved Labour Code, using ILO principles, would help reduce THB.
- Private Employment Agencies (PEA) working within Georgia should be included in the socio-economic reintegration of trafficking victims.

Armenia

- The project should help finalize the National Action Plan (NAP) and establish framework for its implementation.
- Project assistance in amending the Labour Code, particularly concerning the definition of forced labour should be provided.
- The project should support Armenia to join relevant international conventions (189 in particular).
- Project assistance in amending migration policies and strategies to include THB issues should be provided
- The involvement of international organisations (OSCE in particular) in the National Referral Mechanism as observers and monitors should be implemented.
- The development of training modules on anti-trafficking for civil servants should be included in a general re-training program for state employees. This primarily concerns butis not limited to the Ministry of Labour.
- The development of indicators for the State Labour Inspection By-laws should be encouraged.
- Vocational education training modules should be developed to facilitate the socio-economic reintegration of trafficking victims, in cooperation with other international organisations (when relevant). The identification of the appropriate institutions to carry out these trainings is also required.
- The involvement of the Confederation of Trade Unions (in addition to Non Governmental Organisations (NGOs) and employers) in job placement activities for THB victims will benefit both the victims and the Confederation.
- Study tours should be held for target groups to witness the entire response to THB cases, from victim identification to case investigation.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9. Annexes

Annex 1 List of project stakeholders interviewed

Name	Position/Organization	Date
ILO headquarters and implementing partners		
Beate Andrees	Overall responsibility at ILO HQ for project	03.02.10
Anne Pawletta	Former ILO staff member responsible for backstopping the project	07.01.10
Undine Groeger	ILO officer responsible for backstopping the project	12.01.10
Elsa Trossero	ICMPD	14.01.10
Azerbaijan		
Elnur Nasibov	National Project Coordinator, ILO	08.12.09; 09.12.09
Parviz Isgandarov	Project Assistant, ILO	08.12.09
Namig Huseynov	Head/Azerbaijan Trade Unions Confederation	08.12.09
Javad Shikhaliyev	Head of the Anti trafficking unit, Ministry of Interior	08.12.09
Imnar Nadzhafov	Deputy Head of the Anti trafficking unit, Ministry of Interior	08.12.09
Namig Tahrinaslamov	Head of analytical unit, Ministry of Interior	08.12.09
Ferid Tagiev	International cooperation department, Ministry of Interior	08.12.09
Lamiyya Nuriyeva,	Director, Victims' assistance centre (under the Ministry of labor)	09.12.09
Vasiliy Yuzhanin	Chief of Mission, IOM	09.12.09
Serhan Antonpak	Chief Advisor, IOM	09.12.09
Tarana Bagirova	Program Manager, OCSE	09.12.09
Alovstat Aliev	Head, Centre of Migration of Azerbaijan	09.12.09
Mehriban Zeynalova	Head, “Clean World” women NGO	10.12.09
Georgia		
Marc Hulst	Program Officer, IOM	11.12.09
Keti Khutsishvili	Project manager, EC Delegation	11.12.09
Lasha Jinjikhadze	State Fund for Protection and Assistance to the Victims of Trafficking	11.12.09
Gia Kakachia	Head of Child Care and Social Programme, Ministry of Labour	11.12.09
Elene Makharashvili	Georgian Employers Association	11.12.09
Gocha Alexandria, Nino Sikharulidze	Georgian Trade Confederation	11.12.09
Khatuna Chitanava	Project coordinator, Georgian Young Lawyers’ Association	11.12.09
Maia Rusetski	Program manager, Women’s Information Center	11.12.09
Tamuna Sanikidze	Women for Future NGO	11.12.09
Nato Shavlakadze	Chair, Anti Violence Network for Georgia	11.12.09
Ia Dadunashvili	National Programme Coordinator, ILO	12.12.09

Zsolt Dudas	CTA	12.12.09
Tornike Gotsiridze	EC monitor	12.12.09
Armenia		
Never Sargsyan	National Programme Coordinator, ILO	14.12.09; 15.12.09
Nazeli Asriyan	Ministry of Labour and Social Issues	14.12.09
Eleonora Virapyan	Ministry of Labour and Social Issues	14.12.09
Viktoria Avakova	Head of anti-trafficking programme, UMCOR NGO	14.12.09
Yenok Shatvoryan	President of "Hope and Help" NGO	14.12.09
Hasmik Edilyan	Programme Manager of "Democracy Today" NGO	14.12.09
Gagik Makaryan	Executive Director of Armenian Employers' Association	15.12.09
Tigran Petrosyan	Head of Anti-trafficking Unit, Police	15.12.09
Ovsanna Babayan	National Coordinator of OSCE Democratization Programme	15.12.09
Dziunik Aghadjanyan	Head of Inter-Agency Working Group (IAWG) and International Organizations Department, Ministry of Foreign Affairs	15.12.09
Levon Khachatryan and Elen Manaseryan	Confederation of Trade Unions of Armenia	15.12.09

Annex 2 Mission agendas per country

Azerbaijan (8-9 December 2009)

08 December
10:00 - Briefing project staff with Elnur Nasibov and Parviz Isgandarov, ILO Azerbaijan;
11:30 - Meeting with Namig Huseynov, Azerbaijan Trade Unions Confederation;
16:00 - Meeting with Javad Shikhaliyev, Head of the Anti trafficking unit, Ministry of Interior.

09 December
10:00 - Meeting with Lamiyya Nuriyeva, Director of the Victims' assistance centre;
12:00 - Meeting with Tarana Bagirova, Program Manager, OSCE;
14:00 - Meeting with Vasiliy Yuzhanin, Chief of mission, IOM
16:00 - Meeting with Alovstat Aliev, Head of the Center for Migration
17:00 - Meeting with Azer Allahveranov, Director of the Azerbaijan Migration Resource Centre - member of the Steering Committee
19:00 - Final debriefing with the National Project Coordinator, ILO

10 December
10:00 – Meeting with Mehriban Zeynalova, Head of "Clean World" women NGO
12:00 – Departure to Tbilisi, Georgia

Georgia (10-12 December 2009)

10 December
15:40 - arrival to Tbilisi
16:30 – hotel check in – "Shardeni"
17:00 – meeting at the ILO Office

11 December
09:00 – 9:30 – registration/morning coffee
9:30 - 14:00 - Roundtable at hotel Ambasadori (meetings with partners and beneficiaries)
9:30 – meeting with IOM – Marc Hulst
10:30 – State Fund for Protection and Assistance to the Victims of Trafficking – Lasha Jinjikhadze
11:00 – meeting with Ministry of Labour – Gia Kakachia
11:30 – meeting with EC project manager with institutional knowledge of the project – Keti Khutsishvili
15:00 – meeting with GEA
15:30 – meeting with GTUC
16:00 – meeting with NGOs/Beneficiaries:
GYLA – Georgian Young Lawyers' Association – Khatuna Chitanava
WIC – Women's Information Center – Maia Rusetski
WF – Women for Future – Tamuna Sanikidze
AVNG – Anti Violence Network for Georgia – Nato Shavlakadze

12 December
Meeting with Zsolt Dudas, CTA'
Meeting with Tornike Gotsiridze, EC monitor
Debriefing with ILO Project Coordinator

13 December
04:00 – Departure to Yerevan, Armenia

Armenia

13 December 2009 (Sunday)
4.45 am – arrival to Yerevan, hotel accommodation

14 December 2009
09:30 - Briefing with ILO Programme Team
10.45 - Meeting with Eleonora Virapyan, RA, Ministry of Labour and Social Issues
11:30 - Meeting with Nazeli Asriyan, Coordinator, Ministry of Labour and Social Issues
2:30 - Meeting with Viktoria Avakova, Head of anti-trafficking programme, UMCOR NGO
3:45 - Meeting with Yenok Shatvoryan, President of "Hope and Help" NGO
5:00 - Meeting with Hasmik Edilyan, Programme Manager of "Democracy Today" NGO

15 December 2009
10.00 - Meeting with Gagik Makaryan, Executive Director of Armenian Employers' Association
11.15 - Meeting with Tigran Petrosyan, Head of Anti-trafficking Unit
12:30 - Meeting with Levon Khachatryan and Ms. Elen Manaseryan of Confederation of Trade Unions of Armenia
2:30 - Meeting with Ovsanna Babayan, National Coordinator of OSCE Democratization Programme and Mr. Sven Holdar, Head of OSCE Democratization Programme
3:45 - Meeting with Dziunik Aghadjanyan, Head of Inter-Agency Working Group (IAWG) and International Organizations Department, RA Ministry of Foreign Affairs
5.00 - Debriefing with ILO Programme

16 December 2009
Departure from Yerevan

Annex 3

TERMS OF REFERENCE

FINAL INDEPENDENT EVALUATION OF THE PROJECT

Project Title:	Development of a comprehensive anti trafficking response in Armenia, Azerbaijan and Georgia
Sub-region:	Eastern Europe and Central Asia
Lead Office:	ILO SPECIAL ACTION PROGRAMME TO COMBAT FORCED LABOUR, Geneva
Duration:	30 months; 2006-2009 **(**including two six-month no-cost extensions**)**
Target countries:	Republic of Armenia (AR), Republic of Azerbaijan (AZ), Republic of Georgia (GE)
Donor agency:	European Commission (EC) TACIS programme
Budget:	1875000 EUR (EC contribution 1,5 EUR)

Implementing partners: ICMPD and OSCE

National partners:	Ministry of Interior, General Prosecutor's office, and Ministry of Foreign Affairs, Ministry of Labour, Social Partners and NGOs in all three countries.

I. INTRODUCTION AND RATIONALE FOR EVALUATION

In line with the ILO's policy for evaluation of technical cooperation projects, a final independent and external evaluation will be conducted of the ILO-ICMPD-OSCE project "Development of a comprehensive anti trafficking response in Armenia, Azerbaijan and Georgia" (2007 – 2009), to consider, *inter alia*:

- The project's effectiveness in realizing its objectives; and
- The project's likelihood to have an impact beyond the current phase of implementation.

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II. PROJECT BACKGROUND

Project goals

The project offered a long-term perspective against trafficking in human beings Southern Caucasus by revising and enhancing National Action Plans and the legal framework against THB in all three countries, and by fostering regional and international cooperation. It aimed at raising awareness among stakeholders and potential victims. The project involved labour market institutions in preventative action and improved identification, and protection and assistance of victims trafficked for the purposes of sexual and labour exploitation. Since human trafficking mainly occurs in the context of irregular migration, the project proposed a range of measures that were aimed at promoting legal migration. It contributed to increased dialogue and cooperation among government agencies, social partners and NGOs in Armenia, Azerbaijan and Georgia as

well as major destination countries. The project is funded under the European Commission's TACIS Programme, which provides grant-financed technical assistance to countries of Eastern Europe and Central Asia. It was implemented for 30 months, starting in December 2006. Additional co-funding was provided by ILO and partner organisations.

The specific goals of the project were as follows:

1. Enhanced National Action Plans against human trafficking, migration policies, legislation and administrative regulations;
2. Increased number of prosecutions of trafficking and related offences, including abusive recruitment practices;
3. Potential migrants have wider access to migration-related information and legal channels of migration;
4. Increased number of trafficking victims referred to assistance, including opportunities for compensation and socio-economic reintegration.

Management arrangements

The project was centralized within ILO Headquarters (DECLARATION). Both administrative and technical oversight of the project took place in ILO Headquarters (DECLARATION), with the involvement of ILO Sub Regional Office in Moscow.

III. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The objectives of this evaluation are to:

- Assess the outcomes of the project and its effectiveness with regard to achieving the overall and specific objectives;
- Identify problems encountered during implementation and means undertaken by the project to overcome these problems;
- Document lessons learned, good practices;
- Develop recommendations for similar interventions in the future.

The evaluation covers the whole period of the implementation of the project.

The evaluation will serve the following internal and external clients:

- ILO tripartite constituents and project implementing partners in Armenia, Azerbaijan and Georgia;
- Ultimate beneficiaries of the project – labour migrants and their families;
- The Donor;
- ILO management and technical specialists at the ILO SRO/Moscow and the ILO Declaration, Headquarters;
- Project staff.

Evaluation Questions

1) **Effectiveness of the project**:

- What progress has the project made towards achieving its goals of empowering men and women in Armenia, Azerbaijan and Georgia, increasing capacity of government and social partners at national and local levels, improving access to information for migrant workers?

- How does the project approach fit the on-going trends and patterns of labour migration in the region?

- How did the project contribute to the improvement of labour migration management and the implementation of anti-trafficking measures?

- How have constituents been involved in the implementation? Are the constituents satisfied with the quality of tools, technical advice, training and other activities, delivered by the project? Have there been any resulting changes in constituents' capacities?

- How many communities were reached by training, and/or benefited from the improved migration policies, training and income-generating measures?

2) **Effectiveness of the overall project management approach**[2]:

- Were the management arrangements effective? Has the division of work tasks and use of local skills been effective?

- Has the project received adequate technical and administrative support from the ILO and partners?

- Has the choice of partners been effective in terms of them being in a position to support the project and promote its products/results?

3) Efficiency:

- How were the resources (staffing, time, skills and knowledge) used? Have they been used in an efficient manner?

4) Sustainability:

- What is the likelihood of sustainability of outcomes?

- What more should be done to improve sustainability?

5) Lessons learned and best practices:

- What are the main lessons learned, good practices, innovations?

- Are there any areas where difficulties have been experienced? What are the reasons?

- Are there any alternative strategies which would have been more effective?

[2] Personnel evaluation is not part of the scope of work under this TOR.

6) Recommendations:

- Are there any suggestions, recommendations for the follow up activities?

- What would be the most appropriate next steps?

Note: OECD/DAC Criteria for Evaluating Development Assistance will be used to interpret the answers to the evaluation questions.

IV. METHODOLOGY

According to the ILO guidelines the project requires a participatory final evaluation involving the input of all key project stakeholders, including the primary and secondary beneficiaries. Evaluation research methodology was designed with regard to the above requirements.

The sources of information for the evaluation will be:

1. Desk study of relevant project documents
2. Interviews and consultations with the ILO Specialists, project staff (national project coordinator and project assistant in Armenia, Azerbaijan and Georgia, Chief Technical Advisor, ILO project manager, ICMPD and OSCE project manager)
3. Interviews with national counterparts (government, social partners, implementing partners etc);
4. Interviews of direct and indirect beneficiaries in Armenia, Azerbaijan and Georgia.

The consultant will receive a copy of the ILO Guidelines for further reference regarding the project design, implementation and monitoring.

FIELD VISITS:

Meetings will be scheduled and organized by the ILO project staff in advance of the evaluation team field visits, in accordance with the lead evaluator's requests and consistent with these Terms of Reference, with oversight by the Evaluation Manager (Ms Lisa Wong) from ILO HQ (Declaration). The lead evaluator will visit project implementation sites in Armenia, Azerbaijan and Georgia.

DEBRIEFING:

Upon completion of the report, the evaluator will provide a debriefing to the ILO HQ (DECLARATION) on the evaluation findings, conclusions and recommendations. The debriefing will be provided via telephone/Skype conference.

V. MAIN OUTPUTS (DELIVERABLES)

A. Initial Draft Report in English (in electronic format);
B. Final Report in English (in electronic format);
C. Translation of the Final Report into the local languages (to be provided by the project).

SUGGESTED REPORT FORMAT:

The final version of the report will follow the below format and be no more than 20-25 pages in length, excluding the annexes:

1. Title page
2. Table of Contents
3. Executive Summary
4. Acronyms
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Findings, status of outcomes, lessons learned, best practices
9. Conclusions, recommendations
10. Annexes (list of interviews, meetings' notes, relevant country information, policies, regulations or any other documents demonstrating the impact of the project)

VI. MANAGEMENT ARRANGEMENTS

EVALUATION TEAM

The evaluation team will be comprised of: (i) one external evaluator (the team leader); selected jointly by the ILO HQ and ILO SRO Moscow; (iii) possibility will be provided to the EC representative to participate in the evaluation mission, if feasible.

The external evaluator will report on a regular basis to the Evaluation Manager who will act as a liaison with the DECLARATION Forced Labour Team, SRO Moscow and project staff.

REQUIREMENTS

Qualifications of the Lead Evaluator

- Substantial knowledge in the field of anti-trafficking
- Good knowledge of the anti-trafficking situation in Armenia, Azerbaijan and Georgia
- Substantial knowledge in the field of labour market and development
- Knowledge of evaluation methods
- Excellent analytical skills
- Excellent command of English
- Knowledge of Russian
- Advanced degree in social sciences or related fields.
- Experience in interviewing, desk research, drafting and report writing.
- Excellent communication and writing skills.
- Ability to meet deadlines and work as a team member.

SELECTION

The selection of the evaluator will be done by the Director of ILO DECLARATION based on a short list of candidates from the Evaluation Manager, prepared in consultations with the HQ Technical Department. It is subject to approval by the Evaluation Focal Point in ILO/EUROPE.

ROLES AND RESPONSIBILITIES

The ILO Declaration Evaluation Manager is responsible for:

- Drafting the TOR;
- Finalizing the TOR with input from colleagues;
- Preparing a short list of candidates for submission to the ILO Declaration Director for final selection;
- Hiring the consultant;
- Providing the consultant with the project background materials;
- Participating in preparatory consultations (briefing) prior to the assessment mission;
- Assisting in the implementation of the assessment methodology, as appropriate (i.e., participate in meetings, review documents);
- Reviewing the initial draft report, circulating it for comments and providing consolidated feedback to the External Evaluator;
- Reviewing the final draft of the report;
- Disseminating the final report to all the stakeholders;
- Coordinating follow-up as necessary.

The Project Manager is responsible for:

- Reviewing the draft TOR and providing input, as necessary;
- Providing project background materials, including studies, analytical papers, reports, tools, publications produced;
- Participating in preparatory briefing prior to the assessment mission;
- Scheduling all meetings and interviews for the field research;
- Ensuring necessary logistical arrangements for the field research (hotel reservations, travel);
- Reviewing and providing comments on the initial draft report;
- Participating in debriefing on findings, conclusions, and recommendations;
- Making sure an appropriate follow-up action in taken.

The Lead Evaluator will be responsible for the following tasks:

- Preparing interview frameworks for Armenia, Azerbaijan and Georgia;
- Conducting interviews with project staff, the project implementing partners, constituents and beneficiaries in Armenia, Azerbaijan and Georgia;
- Interviewing project managers (ILO, OSCE (Armenia) and ICMPD (Vienna)).
- Preparing an evaluation report;
- Finalizing the evaluation report based on ILO feedback.

TIMEFRAME

Timeline for the work of the External Evaluator:

- Preparation (study of project documents) - 1 day
- Preparation of interview frameworks - 1 day
- Travel to Armenia, Azerbaijan and Georgia and interviews with stakeholders and Report writing – 11 days
- Debriefing – 0.5 day
- Report finalization – 0.5 days.

A total of 15 workdays for the work of the Lead Evaluator

Consultancy starting date: as soon as possible
Date of completion of work: 18 December 2009

Conditions of contract

The external evaluator shall be paid a lump sum of (to be determined) in three instalments:

Advance lump sum payment of (to be determined depending on consultant's home base) to cover cost of airfare and DSA for the mission

70% of the total fees (i.e. to be determined) upon satisfactory completion of the draft evaluation report (to be submitted to the Evaluation Manager no later than 15 December, 2009).

30% of the total fees (i.e. to be determined) upon satisfactory submission of final report with comments integrated (to be submitted to the Evaluation Manager no later than 18 December, 2009).