

**REPORT: Evaluation of the 2<sup>nd</sup> Phase of the Project  
“Employment, Vocational Training Opportunities and Migration  
Policy Measures to Prevent and Reduce Trafficking in Women in  
Albania, Moldova and Ukraine.”  
(RER/05/04/IRL)**

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<b><u>Table of Contents:</u></b>	<b><u>Page:</u></b>
0. Acknowledgements	3
1. Overview: Summary of Recommendations	4
2. Evaluation Background	5
3. Project Logic and Design	6
4. Implementation/Delivery Process	8
4.1 International and National Inputs	8
4.2 Activities and Outputs	8
4.3 Management and Coordination	10
4.3 External/Internal Factors Affecting Implementation	10
5. Performance	11
5.1 Relevance	11
5.2 Effectiveness and Impact	11
5.3 Efficiency	13
5.4 Sustainability	14
6. Special Concerns	15
6.1 Gender Issues	15
6.2 Knowledge Sharing	16
7. Conclusions	16
7.1 Success Factors	16
7.2 Recommendations	17
9. Annexed Information:	19
Annex 1: List of Key Informants	19
Annex 2: Evaluation Terms of Reference	21
Annex 3: Timetable of Consultations	32
Annex 4: Project Staff Contact Details	88

## **0. ACKNOWLEDGEMENTS**

This independent evaluation of the second phase of the ILO/Migrant project “Employment, Vocational Training Opportunities, and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova and Ukraine” was carried out from March 3-14<sup>th</sup>, at the request of the International Labour Office. Part of the project’s monitoring mechanism, the evaluation was intended to provide an external perspective on the project’s achievements and to generate forward-looking lessons for a possible further phase of this or similar interventions. The evaluation was funded by Irish Aid, the Government of Ireland’s programme of assistance to developing countries, which is the sole donor of the project.

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It was a pleasure to witness the cohesiveness of the project teams and the enthusiasm of the partners about the project. I wish all partners success in future endeavors.

## **1. OVERVIEW: SUMMARY OF RECOMMENDATIONS**

The ILO/Migrant project “Employment, Vocational Training Opportunities and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova and Ukraine” deserves long-term support to secure the significant gains made during its second phase. Highlights of the second phase (very clearly building on the activities and relationships developed during the first phase) include the following:

- Important migration-management, employment, and anti-trafficking policies and strategies adopted at the national level, with effective monitoring mechanisms
- Acceleration from awareness-raising about the linkages between irregular migration and human trafficking to developing concrete training tools and action plans
- Increased activism and capacity of social partners in Ukraine and Moldova
- In Albania, increased, high-level government involvement in the project; improved national legislation on migration management; and complete legislative framework for implementing the national anti-trafficking strategy
- Successful completion of a direct intervention component in each country, linking rehabilitation mechanisms to improved regional employment services and/or micro-financing opportunities
- Associations and draft Codes of Conduct of private employment agencies (PEAs) created in Albania and Moldova
- Improved model for bilateral labour agreement negotiation in Moldova

Despite these achievements, support from the ILO is still needed to sustain the project’s positive initiatives and to address migration management weaknesses identified at the national level. Specifically, more remains to be done to promote safe mechanisms for regular migration, through building the capacity and integrity of private employment agencies; strengthening national migration management structures; and collecting better data about migration-development linkages.

The project is carefully designed, highly effective, and creative, but it lacks adequate human and financial resources to meet its interlinked and ambitious programme of objectives. The principle recommendation is to find ways to prioritize and concentrate on several manageable objectives and activities—without diminishing the direct intervention component, which provides bottom-up policy guidance and concrete benefits for the target group.

### **Summary of Recommendations:**

- Continuation of and increased funding to the project
- Further institutional support to national project staff, particularly with training on technical issues
- More staff members per country, or prioritize a few key objectives
- Better data and awareness on migration-development nexus
- Further replication of pilot projects, with focus on potential victims of trafficking

- Better balance between policy-level and direct interventions and eventual participation of direct beneficiaries in project implementation
- Review benefits of three-country strategy to increase productive knowledge-sharing among target groups
- Develop mechanisms to measure project impact
- Increased publicity of ILO approach and activities in the area of migration management and trafficking prevention

## 2. EVALUATION BACKGROUND

This report is a review of the second phase of the project “Employment, Vocational Training Opportunities, and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova, and Ukraine,” which is a component of the ILO’s International Migration Programme (ILO/MIGRANT), covering work in the three countries. The project has been implemented in coordination with EMP/SFU, EMP/SKILLS, EMP/SEED, NORMES, and IPEC. The 27-month project (from 1<sup>st</sup> January, 2006 through 31<sup>st</sup> March, 2008) was solely funded by Irish Aid, on a budget of 700,000 euros. The project is coordinated by ILO headquarters in Geneva and the Sub-Regional Office in Budapest. It is administered on a daily basis by a Project Coordinator and Project Assistant in the Albanian, Moldovan, and Ukrainian offices.

The findings are based on a desk study of relevant project documents from each country, followed by a two-day Evaluation Seminar and interviews conducted in Ukraine from March 3 to 7, 2008. The Seminar included presentations by and interviews with the delegations and project staff from the three countries (*see Annex 1*). The project staff in Ukraine also facilitated interviews with additional Ukrainian stakeholders and a one-day site visit to the pilot project in Chernivtsy Oblast in Ukraine.

The study focuses on the project’s relevance, effectiveness, efficiency, sustainability, gender-awareness, and knowledge-sharing. The objective measures of the project’s achievements are based on the quantitative indicators provided in the Evaluation Terms of Reference (*see Annex 2*). Open-ended interviews with stakeholders focused on how well the project was tailored to national priorities; the clarity of each party’s responsibilities within the project; the responsiveness of ILO project staff and headquarters; the main achievements of the project in the second phase; and areas for improvement or future work. A questionnaire was sent to additional key partners in Moldova and Albania, several of whom contributed to the evaluation. However, due to the seminar setting in Kiev, the majority of key informants were involved with the Ukraine project. A more complete picture of the programme’s achievements and areas for improvement could be drawn from self-assessments by national project staff and stakeholders. The first draft of the evaluation has been circulated to project teams and ILO headquarters for review.

### 3. PROJECT LOGIC AND DESIGN

The logic of the project design reflects the ILO's position on human trafficking as an issue interlinked with irregular migration and internal labour market issues, as well as a gendered human rights violation. The second phase took "mainly a preventive approach, with provision of increased protection and rehabilitation services" (Second Phase Project Proposal, p. 3). By strengthening national capacities to implement gender-sensitive migration policies, and improving access to safe migration channels or decent employment in their own countries, the project aimed to diminish the distress entry of vulnerable individuals into high-risk irregular migration networks.

Consistent with the ILO position that "flexible or free movement of labour within areas of economic integration is essential to ensuring progress towards integration, as well as to accelerating rates of economic development" ([www.ILO.org/migrant](http://www.ILO.org/migrant)), the project also sought to build the partners' capacity to negotiate bilateral agreements for legal migration and social protections of migrants with important destination countries. The association and self-regulation of Private Employment Agencies (PEAs) recruiting for external employment was also an important area of work during the second phase.

"More and more governments are recognizing the need to establish, modernize, and improve their laws, policies, practices and administrative structures for ensuring orderly migration. This has to be done in full awareness of the need to go beyond measures of control, to ensuring respect for human rights, and enhancing cooperation between origin and destination countries through bilateral treaties or regional agreements. Labour migration considerations are central components of international migration and thus fundamental elements in the elaboration of migration policy and practices in all countries." (ILO/MIGRANT fact sheet)

In addition, Phase 2 expanded on a complementary direct-intervention pilot project to improve socio-economic rehabilitation of 40-80 trafficking victims per country, through provision of vocational training and/or micro-credit. (Pilot projects in Moldova and Ukraine were initiated during the first phase of the project; Moldova implemented a micro-credit component only during the project's first phase.)

#### **Overall Objective:**

"To contribute in a long-term, sustainable way to the reduction of trafficking of young women into labour exploitation through the strengthening of national management capacity of migration policy and the development of a system of regulation of the activities of private job placement agencies. The project will provide assistance and guidance to the Ministry of Labour [in Moldova, the counterpart is the Ministry of Economy and Trade] and relevant partners in formulation of comprehensive policy, administration and practical measures for management of labour migration aimed at reducing incentives for clandestine migration and trafficking by strengthening both options to remain at home and legal migration channels for those who leave." (*Excerpt from Second Phase Project Proposal*)

Five immediate objectives were elaborated in support of the overall objective (the second and third do not apply to Albania):

- **Immediate Objective 1.** At the end of the project, the Ministry of Labour and Social Affairs, other relevant national institutions, and tripartite partners would have strengthened capacities to prevent and reduce trafficking into labour exploitation of women at risk. The objective will be achieved through technical assistance and guidance provided to the Ministry of Labour and Social Affairs and relevant social partners in improving national legislation, policy, administration and practical measures for management of labour migration (A, M, and U).
- **Immediate Objective 2.** At national level, gender-sensitiveness of migration policies and its linkages with vocational training and employment policies would have been improved (M and U).
- **Immediate Objective 3.** At national level, information on labour migration and trafficking in women disseminated among specialists in migration and countering trafficking, as well as the general public (M and U).
- **Immediate Objective 4.** At the community level a pilot project, integrated to the national employment and training strategy, would have been developed and established in a selected community (A, M, and U);
- **Immediate Objective 5.** At the end of the project, between 40 to 80 women victims of trafficking would have been identified and provided with vocational training or micro-enterprise development training in the selected city or community (A, M, and U).

There are a few technical ambiguities in the logical framework and project reports (mainly the conflation of outputs with outcomes). However, the logical links between planned activities and objectives are clear in the individual activity plans, which also specify which partner is responsible for each activity. The strength of the project design is its comprehensive approach to trafficking prevention, its flexibility, and the involvement of tripartite partners. Integration into the ILO's Decent Work Country Programme framework enhances synergy among related ILO projects and provides a unifying theme ("decent work for all") for the involved partners.

The expected outcomes and scheduled activities of the project design emphasize the core strengths of the ILO (technical advice and capacity-building support to tripartite partners especially at the national level), and it might be more accurate to say that the principle direct beneficiaries of the project were the social partners and government officials who participated in capacity-building activities. Their heightened understanding on gender, migration, and trafficking issues will have indirect but significant long-term benefits for potential and actual trafficking victims.

## **4. IMPLEMENTATION/DELIVERY PROCESS**

### **4.1. International and National Inputs:**

ILO provided technical advice, organizational support, extensive literature, creative ideas, and tailored training materials to the target partners. Strong partnerships with international and national actors and donors established during the first phase of the project also multiplied the scope and impact of activities. The Ministry of Labour and Social Policy in Ukraine provided an office in the Ministry for the project, and counterparts in Moldova, Albania and Ukraine offered conference space for some meetings and trainings.

The inclusive representation of the project steering committees provided a solid platform for interagency cooperation on migration issues, which is very much needed, given the still weak and understaffed migration administration structures in the three countries. In interviews, all three delegations expressed complete satisfaction with the project's respect for their national priorities and noted that their involvement in the design ensured that ILO/Migrant activities did not duplicate efforts of other programmes. A few non-government partners mentioned that they would like to be more directly involved in the initial project design, but the activity plans were presented to and approved by the full steering committee at the start of the project.

As yet, the direct beneficiaries have not been involved in project implementation, mainly because associations of migrants or NGOs working on migration issues are underdeveloped in the three countries. In Moldova, the Ministry of Economy and Trade identified 10 NGOs working in this area and plans to increase cooperation with them in the future. Trade unions and mass media representatives, of course, make up an influential part of civil society, and their capacity to disseminate sound information has been effectively mobilized in Ukraine and Moldova.

### **4.2. Activities and Outputs:**

An impressive number of trainings, seminars, round-tables, translations, and publications has been carried out in all three countries. The project aimed to directly assist at least **40 to 100** at-risk women per country through community outreach activities, and to build the capacities or knowledge of 150 to 300 (**50 to 200** per country) government officials, representatives of workers' and employers' organizations and NGOs through trainings and seminars. These goals have been surpassed in each country.



## **PROJECT OUTPUTS:**

### **Albania:**

**228** officials and other stakeholders trained or sensitized on issues related to migration and trafficking  
**44** victims of trafficking provided with vocational training and employment opportunities  
**4** victims of trafficking received micro-credit and started a business

### **Moldova:**

**340** officials and other stakeholders trained or sensitized on issues related to migration and trafficking  
**130** victims of trafficking provided with vocational training and employment opportunities

### **Ukraine:**

**370** officials and other stakeholders trained or sensitized on issues related to migration and trafficking  
**1532** potential and actual victims provided with vocational training and employment opportunities  
**25** potential and actual victims received micro-credit and started a businesses

**\*The large number of potential victims reached in Ukraine was possible due to the active cooperation of the Oblast Employment Center and the local NGO partners, which helped identify and refer women from the target group to appropriate services, using the uniform methodology developed during the framework of the project. The women in Ukraine also benefited from the State Mandatory Unemployment Insurance Fund, which covered the costs of job trainings and seminars.**

**\* In Moldova, the micro-finance component was completed during Phase 1. In Phase 2, vocational trainees received a \$40 stipend funded by the project.**

More important, seminars, trainings-of-trainers, roundtables and even press-releases were not one-off activities but were purposefully oriented to generate follow-on trainings and other sustainable mechanisms (such as training manuals and action plans) to advance the project's objectives. Stakeholders specifically valued the pragmatism and immediate usability of the trainings and education materials developed during the second phase of the project.

The outcomes of ILO activities and technical support are observable in the improved national laws, policies, and strategies (with sound monitoring mechanisms) addressing labour migration management and trafficking prevention, including the following:

- Draft National Employment Strategy in Moldova, incorporating the issue of labour migration
- Draft Law on Labour Migration in Moldova
- National Action Plan developed to implement ILO Convention No. 97 on Migration for Employment in Moldova
- In Albania, "National Standards of Social Welfare Services for Trafficked or in Risk of Trafficking Persons" and a new "Law On Foreigners" drafted
- A new law on "The Emigration of Albanian Citizens for Employment Purposes" adopted
- Ratification of ILO Convention 143 in Albania

- Chapters on migration regulation and labour market development incorporated into Ukraine's National Anti-Trafficking Programme 2006-2010, Strategy of Demographic Development up to 2015, and Main Directions of Employment Policy Implementation up to 2009
- Draft Plans of Action and Resolutions to prevent human trafficking developed by social partners in Ukraine and Moldova
- Private Employment Agencies' Codes of Conduct drafted in Moldova and Albania

#### **4.3. Management and Coordination:**

During the second phase, the project's efficiency, flexibility, and transparency vastly improved, thanks to decentralizing financial administration to the Sub-Regional Office in Budapest and involving national project staff in designing the projects. An activity plan with clear budget lines enabled the project coordinators to align their activities with available funding. When project coordinators proposed new activities, they received a response from Budapest and Geneva within days, and the budget was revised accordingly and circulated among the project staff, promoting transparency.

The flexibility of Irish Aid in allowing project management to transfer funding between budget lines greatly enhanced the project's effectiveness. For example, when a documentary planned by the Albanian team was later deemed to be unsuitable, the funding was used to help finance the participation of an additional government delegate on an important study visit to the Philippines.

The project coordinators and assistants were generally pleased with backstopping from the Budapest and Geneva offices, but several mentioned the need for further training on project management and on migration issues, especially for new project assistants. To the extent possible, the Project Manager supported staff capacity-building, inviting the Sub-Regional Administrator on a study visit and the Albanian Project Coordinator and Project Assistant to two trainings. The benefit was visible in the increased confidence and achievements of the Albanian team during the second phase. ILO investment in staff capacity and training should be sustained.

#### **4.4. External/Internal Factors Affecting Implementation:**

As during the first phase, the delayed release of funding meant that activities scheduled to start in January 2006 did not actually begin until May 2006. A few activities were postponed due to the unavailability of a suitable expert.

Frequent turnover and weak coordination within government agencies occasionally hindered the momentum of the project or required reinvesting time and resources into training seminars for new partners. In general, the project teams responded flexibly to such impasses, by shifting their focus to other key partners or planned activities. In Moldova, for example, the project had to cope with the dissolution of the National Migration Bureau and reformulation of agencies dealing with trafficking, migration and immigration. At the same time, the reunification of two confederations of trade unions allowed work with this target group to progress far beyond original expectations. Seeing that some government partners were reluctant to seek ILO input on

the draft Law on Migration, the newly energized trade unions (at the recommendation of ILO Migrant team) presented a formal request to the ILO HQ for commentary on the draft law's social protection clauses.

In Albania, where government partners showed limited commitment to the project during Phase 1, the project team found that the formal MOU signed for the ILO's Decent Work Country Programme lent further legitimacy and publicity to the project and helped secure high-level government involvement.

## **5. PERFORMANCE**

### **5.1. Relevance:**

All of the project's components are closely interlinked and highly relevant to preventing clandestine migration and promoting opportunities for decent employment in each country. Involving key stakeholders in the project design ensured adherence of the project to national objectives. As state involvement in rehabilitation of victims remains a weakness in all three countries (according to the US Department of State's 2007 Trafficking in Persons Report), work with the national employment agencies and rehabilitation services has been fully relevant, particularly in Albania, which needs to continue sensitizing state service providers to deal appropriately with vulnerable groups.

### **5.2 Effectiveness and Impact:**

An overview of progress reports shows that the majority of the quantitative goals has been met. In addition to the legislative and policy changes mentioned above, the second phase of the project has been most notably successful in improving the quality of rehabilitation and vocational services to the target population, and in building the capacity of social partners (in Moldova and Ukraine) to take coordinated action against irregular migration and human trafficking. The success of ILO in these domains can be attributed to its multi-level actions and to effectively leveraging the existing capacities and interests of NGOs, government partners, and social partners. Through complementary action with national- and regional-level partners, more reliable information on migration and improved employment guidance and training options have accrued to the target group. Measurements of effectiveness have been taken mainly at the output level (number of trainees trained, follow-on activities held, number of booklets disseminated, etc.). Impact of the project should be measured in future, as partners develop their own monitoring capacities and share their data with the project.

#### *a. Licensing and Monitoring of Private Employment Agencies:*

As noted at the Evaluation Seminar, work on the licensing and monitoring of private employment agencies (PEAs) is still in the incipient stages in the three countries, due to sectoral and political obstacles. The Albanian and Moldovan partners registered an association of PEAs and drafted a Code of Conduct based on practices of other countries. Progress has been slower in Ukraine, in part due to government reluctance but largely due to lack of initiative from the private sector to support creation of the association.

The employers' organizations have been and will continue to be instrumental in advising the PEAs on the benefits of association and self-regulation. However, employers' organizations also stated the need for more constructive dialogue with government partners to create a more conducive regulatory environment for business. It was noted that setting up labour attachés in key destination countries can help fill the data gap on the labour demand abroad, improving the reliability of PEA services.

*b. Bilateral Agreements:*

The capacity to negotiate bilateral agreements has improved in Moldova, which developed a model for sending an inter-ministerial delegation to simultaneously negotiate labour, readmission, and social protections agreements. The input of the ILO project was essential in pointing out the advantage of taking coordinated action on inter-related migration issues:

“We tried to develop their capacity to understand that this is the unique chance to negotiate all of these issues in the same package. They developed their capacity to work together, and many agreed that this model can be used in the future.”  
(Project Coordinator, Moldova)

Equally important, the project team assisted the government partners in getting funding from SIDA to sponsor a similar model of negotiation with Romania and Bulgaria, thus transferring sound practices to other actors in the region.

The Albanian delegation stated that in ongoing labour agreement negotiations with Italy (outside the framework of the project), provisions on gender equality and pre-departure information services to migrants are being discussed.

These outcomes indicate increased willingness on the parts of the government partners to accept regular labour migration of their citizens and to protect them abroad. However, leverage in lobbying for and implementing agreements is tied to strengthening migration-administration structures and socio-economic reintegration services at home.

*c. Pilot Projects:*

**Albania:** The limited scope and impact of the Albanian micro-credit component (4 women opened businesses, 40 received vocational training) was due to contextual constraints, including the victims' young age, low educational level, and limited family support; the higher costs of starting a business in Albania; and initial reluctance of lending institutions to accept flexible terms for the beneficiaries. A follow-up roundtable involving government, non-government, and international partners suggests that interest in this component is strong; it can be further developed with a focus on potential rather than actual victims.

**Moldova:** The outcomes of the Moldovan vocational training project in Phase 2 illustrate the importance of addressing trafficking at multiple institutional levels and in the appropriate sequence. The mechanism to refer identified trafficking victims to vocational training programmes via the National Employment Agency is sustainable. However, the

available vocational courses are not tailored to the labour demand, and salaries remain very low, prompting a number of trainees to re-migrate. The paucity of reliable PEAs and lack of data on labour demand abroad limits the capacity of the NEA to point clients to safe migration channels (although the NEA website lists a few external job opportunities).

At the Evaluation Seminar, Moldovan and Ukrainian representatives met to discuss ways to improve Moldova's modular vocational training programme (outside of the project framework). To increase cooperation with the national employment agencies in this domain, employers' organizations in Moldova could use support from ILO in extending their representation to the regions.

**Ukraine:** The well-publicized success of the pilot project in Ukraine (started in Phase 1) derives from the active involvement and institutional strength of the Oblast Employment Center, public funding from the State Mandatory Unemployment Insurance Fund, and the highly professional services of the NGO partners Suchasnyk and Chernivtsy Business Center. Thanks to individually tailored business training, clients entered into a diversity of enterprises (from rose-growing to lumber production) that were on demand in the local market.

A positive spin-off of the project is that other commercial banks are now interested in supporting micro-finance to the target group. About 20% of the credited women eventually become clients of standard bank loans; a number became paying clients of the Business Center; while others have conducted seminars to potential entrepreneurs. The project has also had an impact on rural development, by providing needed services in villages.

Follow-up services to the beneficiaries still need to be improved during the first years of the business. Connecting the entrepreneurs to employers' organizations could provide further, sustainable support to the beneficiaries. The financial literacy component was noted to be vitally important to the women's success and is being considered as a regular component of the services to the employed.

### **5.3 Efficiency:**

The three-county project achieved maximum impact on a limited operational budget. Where possible and effective, local research institutions and national experts were hired to collect necessary data. The project teams found creative and effective ways to share project costs and activities with partners, expanding their scope and impact. Cooperation with OSCE, IOM, and ILO/IPEC, which co-funded or jointly organized a number of activities in the three countries, was especially important.

In Ukraine, a training manual for Public Employment Service Specialists was developed in a joint initiative with ILO/IPEC and IOM.<sup>1</sup> This partnership not only saved costs but added value, as it pooled the expertise and grassroots contacts of the IOM's network of NGO' and Centers for Migrant Advice with the expansive outreach of the PES and the national-level lobbying and technical knowledge of the ILO. According to an IOM representative:

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<sup>1</sup> A training manual for Employers' organizations was developed jointly with ILO/IPEC.

“The [ILO team] does absolutely fantastic work...The training of Public Employment Services actually surpassed our expectations. But if they hadn’t been working at the national level and we at the bottom-up level, we couldn’t have achieved such an impact.”

Using the same manual, the ILO and IOM were able separately to cover most of Ukraine’s regions in trainings. The IOM also noted that their NGO partners’ outreach to the working population had improved, thanks to work with ILO and the trade unions.

#### *Integrated Projects:*

In Moldova and Ukraine, the fusion of the ILO/Migrant project with an ILO/SAP-FL project (funded by AENEAS) provided additional funding, staff support, and time to complete some activities that otherwise would not have been carried out, including components on law enforcement and remittance use. However, both the Project Manager and Project Coordinators felt that “non-stop activity” reduced their ability to go into depth on certain issues. Many achievements of the project were carried out at the expense of overstretched staff. As one noted:

“Our projects are very large, consisting of very different components. We were forced into a situation where we were just running around, and it was hard to concentrate on the quality and the feedback. We try not only to build the capacity of our partners, but to get them to go into depth on them...For two people to manage, it’s just not possible.”

As the project enters a third phase (and social partners and state employment services expand their own initiatives), the project should concentrate on those seminars and activities that are most directly relevant to the immediate objectives.

#### **5.4. Sustainability:**

The project’s emphasis on capacity-building helps ensure that mechanisms for sound migration management and trafficking prevention will be sustained, as illustrated in the following examples:

- The knowledge base of the government partners on these issues has increased and been put into practice without ILO support.
- Partnerships established during the project are likely to be sustained and will improve interaction among government agencies and other stakeholders at the national and regional levels.
- Lessons from the Ukrainian pilot project have been incorporated into the Public Employment Service’s uniform technology of providing public services, thus becoming mandatory practice throughout the 654 regional employment centers.

- The micro-finance component carried out in Moldova during the first phase continues to function, and MicroInvest provides credits to vulnerable groups without ILO support.
- The website of the Moldovan NEA and the many tailored guides and manuals published or translated within the framework of the project's second sustainable tools that will continue to directly inform citizens or guide partners' efforts to prevent irregular migration and human trafficking.

At the same time, almost all of the stakeholders interviewed requested further help from the ILO—mainly in the form of organizational support and relevant literature. While great progress has been made in helping government and social partners clarify their roles in preventing trafficking, they require further financial and technical assistance to implement their action plans. Stakeholders noted that dialogue between national employment services and PEAs; and among employers' organizations, PEAs, and trade unions still requires intermediation by the ILO. Social partners in Albania also need intensive support, although this may be more effectively carried out under the Social Dialogue project.

Continuity of the project's achievements is not only dependent on further funding, but on time, political will and stability. Progress can be compromised by frequent turnover in the relevant ministries, and positive momentum is also contingent on key partners' recognition that migration will continue to be an immediate and valid choice for many citizens. This awareness has improved but requires reinforcement through ILO support and training.

## **6. SPECIAL CONCERNS**

### **6.1 Gender Issues:**

The proposal justification identifies several valid factors that contribute to women's economic disadvantages and vulnerability to trafficking throughout the region. Activity reports and interviews with stakeholders show that these issues have been consistently mainstreamed into seminars and incorporated into policy and legislation. In Moldova, the project coordinator also drafted a report on the issue for the Deputy Speaker of the Parliament and contributed to the National Strategy on Gender Equality. There was a high representation of women and gender-focused NGOs among the countries' steering committee members and partners.

Focusing specifically on women as the target beneficiaries of rehabilitation and vocational training services is justified, given their labour market disadvantages. Experience from the pilot projects shows that socioeconomic support to vulnerable women can have important personal and household-level outcomes:

“First, they feel like real businesswomen, and their confidence just grows. If you could see them before they started and after, you wouldn't believe it was the same person. And second, they invite their family members to join in their businesses, so these become family enterprises.” (Chernivtsy Oblast Education Center representative)

In Albania, stigma against victims and poor economic conditions hinder women's economic empowerment, highlighting the need for further family and community support during the rehabilitation process and ongoing sensitization of service providers.

ILO's attention to forms of labour exploitation other than sexual trafficking raised concerns among many stakeholders about the vulnerabilities of men to internal and external forced labour. After working with ILO, the Ukrainian Ministry of Family, Youth and Sport adapted its anti-trafficking publicity campaign to address vulnerable men.

## **6.2 Knowledge Sharing:**

Information sharing among ILO staff occurred mainly at the informal level, via regular telephone and email exchanges, and through circulation of 6-monthly reports. In between training and seminars, there was regular feedback and communication (informal and formal) between the ILO team and involved partners.

On the other hand, the potential benefits of implementing a three-country project may not have been fully utilized. While each country's strategies and structures for preventing irregular migration are unique, they may benefit from targeted exchange of experience among key partners. The Evaluation Seminar in Kiev generated several contacts and ideas for further collaboration, and several participants stated that this type of direct knowledge-sharing is invaluable in working on transnational issues. As one noted, "We can be reinventing the wheel, if we don't meet face-to-face. One meeting is worth a whole library of materials."

## **7 CONCLUSIONS**

Overall, the project "Employment, Vocational Training Opportunities and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova and Ukraine" is well-designed, carefully implemented, and has had impact on multiple levels. This section highlights some of the success factors of the project and suggests a few recommendations for future designs.

### **7.1 Success Factors:**

*Participatory Approach and Practical Application of Feedback:* The project's "research, test, re-tune, and replicate" approach was used throughout the project. Data was collected where needed, input from partners (including national NGOs and regional partners) was incorporated into the project, and feedback was sought and disseminated. This careful and participatory approach helped ensure that materials and activities were relevant to the beneficiaries and lessons learned were immediately applied.

*Qualified Staff and Partners:* The achievements of the project are due in no small part to the exceptional motivation of the project staff, who devoted extra-curricular hours and much creative energy to organizing activities, fostering cooperation among partners, and seeking co-funding opportunities. They also selected highly qualified partners to carry out research and direct interventions. Collaborating with other international actors and in



some cases helping partners find additional donors for their projects advanced coordinated action in the anti-trafficking policy field.

*Identifying Common Interests:* The project teams and ILO materials were instrumental in helping partners with fundamentally different constituents recognize their role in addressing irregular migration and human trafficking. Emphasizing the human capital loss due to migration resonated strongly with employers' organizations and employment centers' representatives, as did trade unions' concerns about membership loss.

*Decentralization of Project Design and Financial Management.* Involving project staff in the design of the project and decentralizing financial administration to the Sub-Regional Office eliminated many of the administrative problems experienced during the first phase and improved the effectiveness and efficiency of the project.

*Continuity of Efforts:* Last but not least, the achievements of Phase 2 build on the groundwork laid during the first phase and on continuous provision of pragmatic information and technical support to partners throughout the project. A Moldovan staff member said that the achievement of the project was evident in the 'awakening' of the trade unions:

“In 2004, we asked: Do you see your role in managing migration? They joked that the sole role of trade unions is to decorate Christmas trees...but already in 2006, they saw, ‘Our role is significant.’ And at this point, we have probably the best possible result—a Plan of Action that they can put in place.”

It is hoped that with continued support from the ILO, similar progress can be made on important second-phase initiatives, particularly the work with private employment agencies.

## **7.2 Recommendations:**

*Adequate Staffing and Training Support:* As noted by several staff members, the project set an ambitious agenda, and staff were at times under strain to complete the activities well. Increasing the number of staff members per country will deepen project impact, avoid human resource turnover, and increase the visibility of the ILO and its effective approaches. As human capital development is a key theme of work with the target groups, ILO as an institution should also continue to invest in national staff capacity-building, through technical training.

*Better Data and Awareness on Migration-Development Trends:* The tendency of some key partners to view migration primarily as a problem of human capital loss and demographic decline obstructs the urgent need to provide safer migration channels and experiences. Better data on migration and trafficking patterns, seminars on other countries' experiences with migration management, and studies on the social and economic impacts of migration are still needed, both to overcome such resistance and to

develop sounder policies. Partnerships with other research institutions in the region may support data collection needs.

*Better Balance Between Direct and Indirect Interaction:* While the main focus of the ILO is on national-level policy support, the pilot projects generate important bottom-up developments (at low financial input) that can also stimulate longer-term structural changes. Fully supporting and publicizing this level of intervention; inviting more of the direct beneficiaries to participate in relevant seminars (where appropriate); and extending dialogue with potential or returned migrants can strengthen the link between the lived realities of the beneficiaries and the institutional reforms implemented on their behalf.

*Targeted Interaction Among Key Partners in the Three Countries:* Given the limited operational budget of the project, it is awkward to recommend additional high-cost activities such as travel visits—particularly when direct interaction with destination countries may be more imperative. However, in developing the next phase, the project should try to identify areas where targeted knowledge-sharing among stakeholders in the three countries could advance each country’s objectives.

*Prioritize Objectives and Activities or Develop Separate Projects:* The Moldovan and Ukrainian experience with the integration of two projects shows that while new objectives were complementary, the shortage of staff and time prevented in-depth coverage of the new components. Given its limited resources and ambitious agenda, the next phase of the project should give careful consideration as to what objectives are most imperative, have the most momentum, and are not covered by other ILO projects or international donors. With ILO’s demonstrated commitment to comprehensive solutions and tripartite action, it is safe to assume that developing separate, fully-staffed projects with complementary aims will not diminish the conceptual linkages among the issues, and that trafficking awareness, gender equity, and social protections for all workers will continue to be mainstreamed into activities.

## **ANNEX 1: List of Key Informants**

### **Albania:**

Ms. Olijana Ift, Director of Migration Policies Department, Ministry of Labour, Social Affairs and Equal Opportunities (MOLSAEO)

Mr. Muharrem Xhelilaj, Director of Employment Policies Department, MOLSAEO

Ms. Ilda Polda, Social Service Department, MOLSAEO

Mr. Durim Hatibi, Migration Policies Department, MOLSAEO

Ms. Vilma Premti, Director General of State Social Service

Ms. Marjana Meshi, Director of the NGO "Different and Equal"

Majlinda Hafizi Bushati, Ministry of Labour, Social Affairs and Equal Opportunities

### **Moldova:**

Ms. Valentina Lungu, Employment Section, National Agency for Employment (NEA)

Ms. Valentina Ungureanu, Labour Migration Section, Ministry of Economy and Trade (MET)

Mr. Vladislav Caminschi, Deputy Chief, Internal and External Relations Department, National Confederation of Employers

### **Ukraine:**

Mr. Victor Ivankevych, Deputy Minister of Labour and Social Policy (MLSP)

Ms. Tetyana Petrova, Head, Employment Policy and Labour Migration Department, MLSP

Mr. Taras Simak, Employment Policy and Labour Migration Department, MLSP

Ms. Nina Mehova, Employment Policy and Labour Migration Department, MLSP

Ms. Victoria Sviatzenko, Ministry for Family, Youth and Sport

Mr. Andriy Gutovsky, Ministry for Family, Youth, and Sport

Ms. Natalya Pishko, Vocational Branch, State Employment Center

Ms. Liudmilla Pozhydayeva, State Employment Centre

Ms. Marina Yegorova, State Employment Centre

Mr. Sergii Kondryuk, Federation of Trade unions of Ukraine (FTUU)

Mr. Bogdan Overkovsky, FTUU

Mr. Anatoliy Akimochkin, Confederation of Free Trade unions of Ukraine, Free Trade union of Miners of Ukraine

Mr. Yuriy Kurylo, All-Ukrainian Union of Workers' Solidarity (VOST)  
Mr. Rostislav Kurinko, Federation of Employers of Ukraine (FEU)  
Ms. Olga Lopatkina, Confederation of Employers of Ukraine (CEU)  
Mr. Viacheslav Bykovets, All-Ukrainian Association of Employers (AUAE)  
Ms. Svitlana Dyrda, Chernivtsy Oblast Employment Center  
Ms. Elvira Mruchkovska, NGO "Suchasnyk"  
Ms. Maria Porchuk, Chernivtsy Business Center  
Ms. Maria Solotka, Micro-credit beneficiary, Chernivtsy Oblast  
Ms. Yulia Kantemir, Micro-credit beneficiary, Chernivtsy Oblast  
Ms. Hanna Antonova, IOM Mission in Ukraine  
Ms. Olena Bogdanova, IOM Mission in Ukraine  
Ms. Svitlana Kolesnikova, La Strada Ukraine  
Mr. Hlib Yasnytsky, OSCE Ukraine  
Ms. Tetyana Rudenko, OSCE Ukraine

**ILO:**

Ms. Gloria Moreno-Fontes, ILO/Migrant Project Manager, Geneva  
Ms. Anna Farkas, Sub-Regional Administrator, Budapest  
Mr. Vasyl Kostytsya, ILO National Coordinator, Ukraine  
Ms. Sophia Lytvyn, ILO/Migrant Project Coordinator, Ukraine  
Ms. Galyna Mescheryakova, ILO/Migrant Project Assistant, Ukraine  
Ms. Valeriya Taran, ILO/Migrant Project Assistant, Ukraine  
Ms. Tetyana Minenko, ILO-IPEC Ukraine  
Ms. Jana Costachi, ILO/Migrant Project Coordinator, Moldova  
Ms. Daniela Gutu, ILO/Migrant Project Assistant  
Mr. Oleg Chirita, ILO/Migrant Former Project Assistant  
Ms. Mirela Bylyku Kasmi, ILO/Migrant Project Coordinator, Albania  
Ms. Nevila Mataj, ILO/Migrant Project Assistant, Albania

**ANNEX 2: Evaluation Terms of Reference**

**Terms of Reference for Independent Terminal Evaluation of 2nd Phase of the Project:**  
**“Employment, Vocational Training Opportunities and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova and Ukraine”**  
**(RER/05/04/IRL)**

**Donor:**

*Irish Aid*

**Implementing Agency:**

*International Labour Organization (ILO)*

**Type of Evaluation:**

*Independent Terminal Evaluation of the 2nd<sup>l</sup> phase of the Project*

**Date & Duration:**

*3<sup>rd</sup> March- 14<sup>th</sup> March, 2008 (10 days: field visit, draft report)*

*24<sup>th</sup> March- 26<sup>th</sup> March, 2008 (3 days, final revision of report)*

**Geographical coverage:**

*Albania, Moldova and Ukraine*

**Project work covered by the evaluation:**

*27 months: 1<sup>st</sup> January, 2006 to 31<sup>st</sup> March, 2008*

## 1. Background and Justification

The second phase of the project “Employment, Vocational Training Opportunities and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova and Ukraine” was implemented by ILO’s International Migration Programme (ILO/MIGRANT) in the three countries and comprised work from the 1<sup>st</sup> of January 2006 to the 31<sup>st</sup> March 2008 within a period of 27 months and with a budget of 700,000 euros. The project was financed by Irish Aid.

The first phase of the project (1<sup>st</sup> October 2003 to 31<sup>st</sup> December 2005) aimed at tackling the issue of the combat against trafficking in women in Albania, Moldova, and Ukraine from a long-term perspective. It was designed to strengthen migration management national capacity, and stressed the gender and labour dimensions of trafficking. Following ILO’s perspective on the issue of migration, it stressed and aimed at further linking the role of labour market institutions especially of employment services with labour inspection, vocational training services and the promotion of small business development and self-employment. In addition, it proposed measures addressing the root causes of trafficking through awareness-raising, and socio-economic support services.

The second phase of the project (1<sup>st</sup> January 2006 to 31<sup>st</sup> March 2008) served not only to follow-up and consolidate the achievements of the first phase, but also to introduce new actions marking further developments on its main aim: the combat against trafficking by developing sound migration policies. Indeed, during the first phase of implementation, a number of gaps in the current legislative base, institutional framework, and practice were identified. These gaps were to be addressed during Phase II. A second phase also permitted to complete the project’s first phase outputs by helping to overcome obstacles related to time and funds encountered during the first phase. Indeed, the work done during the first phase was to be consolidated since due to shortage of funds, a lot of the work requested by our tripartite partners could not be carried out.

At the same time, it is important to mention that the achievements obtained during the first phase facilitated the second phase of the project. More concretely, the project enjoyed from the existence of:

- Established trust and cooperation relationships with the main concerned stakeholders and partners;
- Government commitment and interest in the Project implementation
- Political recognition of Labour migration issues
- Knowledge on who does what concerning issues covered by the project;
- A set of ILO documents on migration and anti-trafficking issues, produced, translated and, for a part, published into local languages;
- Good practices contributing on withdrawing women and girls from exploitative work

**The overall development objective** of the project was to contribute in a long-term sustainable way to the reduction of trafficking into labour exploitation in Albania, Moldova and Ukraine through the strengthening of national management capacity of

migration policy and the development of a system of regulation of the activities of private job placement agencies. Work was achieved in collaboration with the following national Government partners:

- Ministry of Labour and Social Affairs, particularly, the Social Services and Labour Inspection Department;
- State Migration Authority Ministry of Economy and Trade and the Ministry of Health and Social protection (in Moldova)
- National Employment Service;
- Minister of State for Coordination to the Prime Minister;
- Ministry of Public Order;
- Ministry of Foreign Affairs.

The project also aimed at involving as much as possible in its work employers' and workers' organizations in project activities. Private Employment Agencies also occupied a special place among ILO/MIGRANT Project partners. They were invited to actively participate in improving their licensing and functioning system of regulation.

At the community level, the Project was also implemented in cooperation with:

- local gender - oriented Non Profit Organizations;
- the existing shelters accommodating victims of trafficking;
- local government authorities and social partners;
- law enforcement authorities.

In Moldova and Albania, the project also worked with financial institutions in implementing part of its direct support component, precisely, the execution of the micro-credits provision.

Overall, the second phase followed the same line of work as the first phase, but since the project developed at a different pace in each country, some of the outputs were decided to be implemented only in one or two countries. The following indications (**A** for Albania, **M** for Moldova and **U** for Ukraine will tell the evaluator if the immediate objectives were implemented in each of the countries).

The project sought to achieve the **overall development objective** by meeting the following **Immediate objectives**:

1. At the end of the project, the Ministry of Labour and Social Affairs, other relevant national institutions, and tripartite partners would have strengthened capacities to prevent and reduce trafficking into labour exploitation of women at risk. The objective will be achieved through technical assistance and guidance provided to the Ministry of Labour and Social Affairs and relevant social partners in improving national legislation, policy, administration and practical measures for management of labour migration (**A, M and U**).

2. At national level, gender-sensitiveness of migration policies and its linkages with

vocational training and employment policies would have been improved (**M and U**).

3. At national level, the information on labour migration and trafficking in women disseminated among specialists in migration and countering trafficking, as well as the general public (**M and U**).

4. At the community level a pilot project, integrated to the national employment and training strategy, would have been developed and established in a selected community (**A, M, and U**).

5. At the end of the project, between 40 to 80 women victims of trafficking would have been identified and provided with vocational training or micro-enterprise development training in the selected city or community (A, M, and U).

The **indicators used to measure the development objective** were the following:

***Quantitative indicators***

- a) National partner coordinating bodies operating effectively (**A, M, and U**)
- b) The national labour migration policy and strategy of its implementation adopted (**M, and U**)
- c) The training course on prevention of human trafficking for the State Employment Service specialists and methods of work with actual and potential victims of trafficking introduced (**U**);
- d) Modifications made to the national legislation, policy, administration and practical measures related to labour migration management (**A and M**) ;
- e) 30 to 40 officials trained on the management of emigration/immigration issues (**A, M, and U**);
- f) Private Employment Agencies' forum established (**A and M**) and a code of conduct or ethics adopted (**A, and M**);
- g) Recommendations on a national employment and training strategy for groups at risk of being trafficked formulated (**A**);
- h) The training course on prevention of human trafficking for State Employment Service specialists and methods of work with actual and potential victims of trafficking introduced (**U**);
- i) 40 to 60 trade union activists sensitized to the issues of labour migration and prevention of human trafficking (**M, and U**) ;
- j) 40 representatives of employers' organizations sensitized to the issues of labour migration and countering human trafficking (**M, and U**);
- k) the employers and trade unions' action plan on countering human trafficking developed and approved (**M, and U**);
- l) the methodology of prognosis of labour force demand and supply developed and used in practice at the level of regions (**M, and U**);
- m) the mechanism of micro-crediting the potential and actual victims of trafficking piloted for further replication all over Ukraine (**U**);
- n) Community– level organism established to identify and refer victims of trafficking to training courses, job opportunities and micro-credit schemes as well as to monitor services provided (**A**);
- o) 40-80 trafficked victims provided with training for employment or job opportunities (**A, M, and U**);



- p) 5 to 30 trafficked women supported by the micro-finance scheme, depending on the amount provided per country (A, M, and U).

### *Qualitative indicators*

- a) The negotiating process on bilateral agreements improved and effectiveness of their practical implementation increased (A, M, and U);
- b) Quality of services of private employment agencies and monitoring of their activities improved (A, M);
- c) The awareness of State Employment Service specialists on labour migration and human trafficking raised and skills of work with actual and potential victims of trafficking improved (A, M, and U).
- d) The awareness of partners and of population about labour migration and human trafficking raised (A, M, and U).

## **2. Scope and Purpose of the Evaluation**

The purpose of this project evaluation of the 2<sup>nd</sup> phase is to assess the efficiency, effectiveness, relevance, impact and finally sustainability of the project. The project evaluator should review and assess the progress and achievements of the project to date. The objectives and outputs as mentioned in the Project Document entitled “Employment, Vocational Training Opportunities and Migration Policy Measures to Prevent and Reduce Trafficking in Women in Albania, Moldova and Ukraine” will be the starting point of the evaluation. The project should be evaluated in terms of efficiency, effectiveness, relevance, impact and finally sustainability of the project, as they are briefly described below:

- **Efficiency** - the productivity of the Project implementation process taken as a measure of the extent to which the outputs achieved are derived from an efficient use of financial, material and human resources;
- **Effectiveness** - the extent to which the project can be said to have contributed to the development objectives and the immediate objectives and more concretely whether the stated outputs have been achieved satisfactorily;
- **Impact** - positive and negative changes and effects caused by the Project at the local, provincial and national levels, i.e. the impact achieved with project partners and various implementing partner organizations;
- **Relevance** – the extent to which the objectives and the activities are in line with the local, provincial and national priorities and needs;
- **Sustainability** – the extent to which adequate capacity building of project partners has taken place to ensure that mechanisms are in place to sustain activities and thus are likely to be maintained beyond project completion. In addition and as importantly, the objective is to draw lessons learned from the project implementation with a view to assess whether the project objectives, methods and approaches had the results and impact expected and were useful and relevant.

Generally, the evaluation will:

- Firstly, review the achievements of the Project by assessing to what extent the stated objectives and major outputs have been achieved;
- Secondly, review the extent to which the Project is properly supporting and consolidating activities in communities where these have been introduced;
- Thirdly, review the efficiency and effectiveness of the project implementation;
- Fourthly, assess if the project reached a state of maturity at the end of the 2<sup>nd</sup> phase so that project-initiated activities may be sustained without further external financial and technical support;
- Fifthly, review to what extent the programme is still relevant and is continuing to meet the needs of its original target groups in Albania, Moldova and Ukraine;
- Finally, draw conclusions in terms of the progress made and make recommendations for future actions beyond the end of the project (i.e. what is the scope and potential for activities being sustained without technical assistance by the ILO).

The evaluator has been invited to participate on the 3<sup>rd</sup> March, 2008 at the one-day sub-regional seminar that will present the results of the 2<sup>nd</sup> phase of the project. The seminar will be taking place in Kiev. From the 4<sup>th</sup> to the 6<sup>th</sup> all day long, individual meetings will be organized with Ministry and Department officials, and representatives of the project's stakeholders from the Ukraine and those coming from Albania and Moldova, as well as with the project manager, national project coordinators and national project assistants. Furthermore, if possible, interviews will be arranged with relevant partner organizations, project's beneficiaries of training courses, study tours, etc. On the 7<sup>th</sup>, the evaluator, accompanied by the Ukrainian NPC will make a field visit to the pilot-project community (Chernivtsi).

A detailed draft itinerary will be developed shortly by the project team and will be presented to the Evaluator before he/she arrives in Kiev. Also, relevant project information and documents will be shared with the Evaluator (see annexes).

### **3. Project Assessment**

This project evaluation should address the progress of the project to date – in this, it should deal with the following main 'effect and impact concerns': validity of project design, delivery of project strategy, and project performance. The latter should include relevance, effectiveness, efficiency, sustainability, impact, causality and unanticipated effects, alternative strategies and gender concerns. Finally, the project assessment should also deal with the lessons learned during the project.

Specific questions to be addressed include:

#### **A. Validity of design**

- Are the objectives clearly stated, describing the solutions to the identified problems and needs?
- Are the indicators of achievement clearly defined, describing the changes to be brought about?
- Have the external factors affecting project implementation been identified and assumptions proven valid?
- Is the project document logical and coherent linking the inputs, activities and outputs to each immediate objective?
- Are the roles and commitments of the various partners clearly identified?
- Is there any reason to revisit and change the project design? Recommendations?

## **B. Delivery Process**

- Has the overall execution of the project focused on the achievement of the objectives?
- Is the delivery strategy established by the project effective?
- Have the main partners interacted and coordinated as planned?
- Have the various partners contributed to project implementation as planned?
- Has the project management sufficiently combined project activities with the strengths of its project partners?
- How flexible and ‘entrepreneurial’ was the project management and the development of the project in terms of seizing available opportunities and adding additional important enterprise development components (within the framework of the project goals)?
- To what extent was the project innovative in its delivery and in developing new enterprise development approaches, which were not planned from the outset in the project document?
- Did the ‘institutional set up’ (backstopping from HQ Geneva and management from the national project offices in Tirana, Kiev and Chisinau) support the project adequately or more?

## **C. Performance**

### **Relevance:**

- Do the problems/needs that gave rise to the project still exist, have they changed or are there new needs that should be addressed?
- Was the project an appropriate response to the problems/needs that existed when it started?
- Is the project still appropriate to the problems/needs?
- Have the priorities given to the basic components of the project, i.e. institutional development versus direct support, changed? If so, why?
- Are the objectives still valid or should they be reformulated?

**Effectiveness:**

- Has the project made sufficient progress in meeting its objectives? 2
- Has the 'integrated approach' contributed to the project's effectiveness?
- Has data been collected to measure the outputs of the project?
- Is it necessary to collect additional data?
- Has the project made sufficient progress in conducting activities and producing outputs?
- Did the target groups participate in the formulation and implementation of the project?
- Have the project benefits accrued to the target groups?

**Efficiency:**

- Do the expected project results continue to justify the costs incurred?
- Have the resources been spent as economically as possible?
- Were the actions of the various project partners complementary?
- Are there more efficient ways and means of delivering more and better outputs with the available inputs?

**Sustainability:**

- What is the likelihood that the project's benefits will be sustained after the withdrawal of external support?
- Do conditions exist to ensure that the project's results will have lasting effects?

**Causality:**

- What particular factors or events have affected the project's results?
- Were these factors internal or external to the project?

**Unanticipated events:**

- Is the project having any significant (positive and/or negative) unforeseen effects?
- What could be done to either enhance or mitigate them so that the project has a greater overall impact?

**Alternative Strategies:**

- Is there, or would there have been, a more effective way of addressing the problems and satisfying the needs in order to achieve the project objectives?
- Is the project strategy still valid or should it be reformulated?

**D. Special Concerns****Gender Concerns:**

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2 Based on project experience it is important to consider both quantitative and qualitative indicators. Qualitative indicators such as commitment, involvement and momentum of the project and its key stakeholders should be included by the project evaluator.

- Have the different needs of women and men been addressed in the delivery process?
- Have women and men in the target groups benefited equally from the project activities?
- To what extent did the project mainstream gender in its approach and activities?
- To what extent did the project use gender/women specific tools and products?

#### **Knowledge Sharing:**

- Has sufficient attention been given to documenting the project experiences and achievements?
- In what ways has the knowledge pertaining to these project experiences and achievements been documented?
- Has the project sufficiently shared its accrued knowledge on the experiences and achievements among the project's country teams?
- Have the project experiences and achievements been shared with stakeholders within and outside the ILO (with similar ILO projects in-country and in the region, other donors' projects, government agencies etc.)?

#### **Lessons Learned:**

- What are the lessons learned in terms of an 'integrated project approach' and what have we learned about the project's experience?
- What are the major lessons learnt through the project implementation and what are the implications for future project design?

#### **4. Methodology**

**(This section is to be filled by the evaluator)**

- a) Review of project reports;
- b) Interviews with the manager or managers of the project, with the finance administrator, with the national project coordinators of each country, as well as the national project assistants;
- c) Interviews with national government representatives as well as trade union representatives and employers' representatives.
- d) Do a field visit.

#### **5. Findings, Conclusions and Recommendations**

The consultant should include, but not be limited to, the questions raised in Section 3 in his/her evaluating work and the resulting findings, conclusions and recommendations. The project team will arrange all the necessary field visits and share all the necessary project info with the consultant. In addition, the project will provide a standard evaluation report format, based on which the consultant will write the project evaluation report.

#### **6. Lessons Learned**

This evaluation should have a strong forward looking focus. Therefore utmost importance should be given to the lessons learned during the project, as outlined in section 3. These lessons learned will provide an ideal basis for a possible new project phase, built on the current project experiences, outputs and momentum.

## **7. Composition of the mission team**

The evaluation will be carried out by one independent evaluator. The evaluator will be appointed by the ILO and should have extensive experience in evaluating similar projects and should, preferably, have in-depth knowledge of ILO/MIGRANT (International Migration Programme) work. Evaluation experience in the sub region will be an asset.

## **8. Timetable and Itinerary**

The evaluation's fieldwork is foreseen to take 5 days (3<sup>rd</sup> to 7<sup>th</sup> March, 2008), including briefing and debriefing in Kiev, Ukraine. The first draft of the report will be prepared in a period of 5 days (10<sup>th</sup> March to 14<sup>th</sup> March, 2008). In addition, after giving project staff five days to react to the report (17<sup>th</sup> to 21<sup>st</sup> March, 2008), the evaluator will finalize the report during a period of 3 days (24<sup>th</sup> to 26<sup>th</sup> March, 2008).

In total, the evaluator will be engaged for a period of 13 days with daily fees of 400 dollars, including preparation, field visit, report writing and report finalization.

In addition, the project will arrange and cover travel costs and will cover UN Daily Subsistence Allowance for a period of 6 to 7 days depending on the travel schedule.

A detailed itinerary will be provided to the evaluator prior to arriving to Kiev.

## **8. Sources of information**

The evaluator will have access to all relevant material on the project from ILO Geneva, ILO Budapest and the national project offices in Chisinau, Kiev and Tirana. To the extent possible, key documentation will be sent to the evaluator in advance. The documentation will include the project document, work plans, progress reports and other relevant documents.

## **9. Consultations**

The project will arrange meetings with national and community-level stakeholders in the Ukraine and with visiting stakeholders from Albania and Moldova. A detailed itinerary will be provided. The evaluator may request any additional meetings, which can be organised by the project.

## **10. Final report**

The evaluator will present an initial report on the 17<sup>th</sup> March, 2008 in the morning to the project's manager and project's NPCs and NPAs. This will allow the project staff to

discuss findings and provide additional information, if need be during the week of the 17<sup>th</sup> to the 21<sup>st</sup> March, 2008. Subsequently, a final evaluation report will be submitted on the 26<sup>th</sup> March, 2008.



**International Labour Office  
Technical Cooperation Project**

**"Employment, vocational training opportunities and migration policy measures to prevent and reduce trafficking in women in Albania, Moldova, and Ukraine"**

**Programme of the visit of ILO experts, independent evaluator  
and delegations from Albania and Moldova to Ukraine  
2 -15 March 2008**

**Purpose of the visit:**

1. To participate in the sub-regional seminar to present the results of ILO project "Employment, vocational training opportunities and migration policy measures to prevent and reduce trafficking in women in Albania, Moldova, and Ukraine" from 1<sup>st</sup> April 2006- 31<sup>st</sup> March, 2008
2. To conduct the independent evaluation of the project results and impact
3. To conduct meetings with partners implementing the project in Albania, Moldova and Ukraine

**2 March, Sunday**

**13:25** Arrival of the independent evaluator Ms. Emily Hillenbrand (flight BA 882 from London)  
Accommodation in the Rus Hotel

**3 March, Monday**

**08:45-09:30** Meeting of the independent evaluator Ms. Emily Hillenbrand with ILO National Coordinator in Ukraine Mr. Vasyl Kostrytsya (room 1908)

**09:30-11:15** Meeting of the independent evaluator Ms. Emily Hillenbrand with Ukrainian project team members (Sophia Lytvyn, Galina Meshcherakova, Valeria Taran) *Ministry of Labour and Social Policy* (room 1914)

**11:30-13:00** Meeting of the independent evaluator with the representatives of employers' organizations of Ukraine (Federation of Employers of Ukraine, Confederation of Employers of Ukraine, All-Ukrainian Association of Employers of Ukraine)  
*room 1318*

**13:00-14:00** Lunch

**14:00-15:30** Meeting of the independent evaluator with trade unions of Ukraine (Federation of TU of Ukraine, Confederation of Free TU of Ukraine, All-Ukrainian Union of Workers' Solidarity (VOST))  
*Ministry of Labour and Social Policy room 1318*



**16:00-17:00** Meeting of the independent evaluator with IPEC National Manager Ms. Tetyana Minenko

**17.15-19:00** Meeting of the independent evaluator Ms. Emily Hillenbrand with Ms. Anna Farkas (office of the Project or room 1318)

**19:30** *Joint dinner (ILO experts, independent evaluator and delegation from Moldova)*

**Parallel flight arrivals**

**12:00** Arrival of the delegation from Moldova (flight W204 from Budapest)  
Accommodation in the “Kozatsky” Hotel, 1/3, Mykhaylivska St.

**13:45** Arrival of ILO expert Ms. Anna Farkas from the ILO SRO, Budapest (flight OS 0661 from Vienna)  
Accommodation in the “Rus” Hotel, 4 Hospitalna St.

**16:20** Arrival of ILO expert Ms. Gloria Moreno-Fontes Chammartin from the ILO, Geneva (flight LH3230 from Munich)  
Accommodation in the Rus Hotel, 4 Hospitalna St.

**20:40** Arrival of the delegation from Albania (flight OS 7173 from Vienna)  
Accommodation in the “Kozatsky” Hotel, 1/3, Mykhaylivska St.

**Sub-regional Evaluation Seminar on Implementation of International Labour Organization's Technical Co-operation Project "Employment, vocational training opportunities and migration policy measures to prevent and reduce trafficking in women in Albania, Moldova, and Ukraine"**

**Room 1907, vul. Esplanadna 8/10, Kyiv, Ukraine  
Ministry of Labour and Social Policy of Ukraine**

**4-5 March 2008**

**4 March, Tuesday**

- 08:30-09:15** Meeting of Project Manager Ms. Gloria Moreno-Fontes Chammartin with Mr. Vasyl Kostrytsya, ILO National Coordinator in Ukraine
- 09:00-09:30** *Registration of Evaluation Seminar participants*
- 09:30-10:15** *Opening and welcome remarks*
- Chair: Mr. Vasyl Kostrytsya**, ILO National Coordinator in Ukraine  
**Representative** of Ministry of Labour and Social Policy of Ukraine  
**Representative** of the State Employment Centre (TBC)  
**Ms. Gloria Moreno-Fontes Chammartin**, Senior Labour Migration Specialist, International Migration Programme (MIGRANT), ILO
- Presentation of project objectives and results of the 2<sup>nd</sup> phase (1<sup>st</sup> April 2006- 30<sup>th</sup> March 2008) by National Coordinators
- Chair: Ms. Gloria Moreno Fontes Chammartin**, Senior Labour Migration Specialist, International Migration Programme (MIGRANT), ILO
- 10:15-10:35** Ms. Mirela Kasmi- Albania
- 10:35-10:55** Ms. Jana Costachi- Moldova
- 10:55-11:15** Ms. Sophia Lytvyn- Ukraine
- 11:15-11:30** *Coffee-break*
- Panel I** **Presentation of specific achievements within Immediate objective 1. Strengthened capacities to prevent and reduce trafficking into labour exploitation of women at risk and recommendations for further actions to be taken**
- Chair: Ms. Jana Costachi**
- 11:30-11:50** National key partner representative of Albania
- 11:50-12:10** National key partner representative of Moldova

- 12:10-12:20** Representative of the Ministry of Labour and Social Policy of Ukraine and
- 12:20-12:30** Representative of the Ministry for Family, Youth and Sports of Ukraine
- 12:30-13:00** Q&A
- 13:00-14:00** *Lunch*
- Panel 2** **Presentation of achievements within Immediate objective 2. Improved gender-sensitiveness of migration policies and its linkages with vocational training and employment policies and recommendations for further actions to be taken**  
**Chair: Ms. Mirela Kasmi**
- 14:00-14:20** National key partner representative of Albania
- 14:20-14:40** National key partner representative of Moldova
- 14:40-15:00** Representative of the State Employment Center of Ukraine
- 15:00-15:30** Q&A
- 15:30-16:00** *Reception*
- 15:30-17:30** Meeting of the Director General of the National Employment Agency of Moldova with the specialists of Public Employment Service of Ukraine (presentation of the experience and innovations of the National Employment Agency of Moldova) and/or Meeting with the Director of the Public Employment Service
- 16:00-18:00** Meeting of the independent evaluator with the Albanian delegation (room 1907)
- Departure of the microbus from the Ministry of Labour and Social Policy to the PES Personnel Training Institute*
- 19:00** *National Opera House of Ukraine. Ballet «La Sylphide» by H. Levenskjold*

**5 March, Wednesday**

- Panel 3** **Presentation of achievements within Immediate objective 3. At national level, the information on labour migration and trafficking in women disseminated among specialists in migration and countering trafficking, as well as the general public and recommendations for further actions to be taken**  
**Chair: Ms. Sophia Lytvyn**
- 09:00-09:20** National key partner representative of Moldova
- 09:20-09:50** Representatives of the trade unions and employers organizations of Ukraine

- 09:40-10:10** Q&A
- 10:10-10:30** *Coffee-break*
- Panel 4** **Presentation of achievements within Immediate objective 4. At the community level a pilot project, integrated to the national employment and training strategy developed and established in a selected community and recommendations for further actions to be taken**
- Presentation of achievements within Immediate Objective 5. Identification and socio-economic reintegration of women victims of trafficking and recommendations for further actions.**
- Chair: Ms. Anna Farkas**
- 10:30-10:50** National key partner representative of Albania
- 10:50-11:10** National key partner representative of Moldova
- 11:10-11:30** Chernivtsi Oblast Employment Centre  
NGO Suchasnyk
- 11:30-12:00** Q&A
- 12:00-13:00** Summary and closing of the evaluation seminar
- Chair: Representative** of the Minister of Labour of Ukraine  
**Mr. Vasyl Kostrytsya**, ILO National Coordinator in Ukraine
- Wrap-up by Ms. Gloria Moreno-Fontes Chammartin**, Senior Labour Migration Specialist, International Migration Programme (MIGRANT), ILO
- 13:00- 14:00** *Lunch*
- 15:00** Departure of Ms. Vilma Premti and Ms. Olijana Ifti to the airport
- 14:30-16:30** Meeting of the independent evaluator with the Moldovan delegations from Albania and project coordinator and assistant **14:15-16:30** Visit of the Moldova and ILO to the Kyiv City Employment Centre
- 17:00-19:00** *Excursion around Kyiv City (Kyiv-Pechersk Lavra, St. Sophia Cathedral)*

#### **6 March, Thursday**

- 09:00-11:00** Meeting of the independent evaluator with the Albanian project coordinator and assistant
- 11:00-13:00** Meeting of the independent evaluator with the Moldovan delegation
- 13:00-14:30** *Lunch*

**14:30-16:30** Meeting of the independent evaluator with Project Manager Ms. Gloria Moreno-Fontes Chammartin

**17:00-18:30** **If necessary**, additional meeting of independent evaluator with project manager Ms. Gloria Moreno-Fontes Chammartin,

**Parallel**

**11:30 – 12:30** Meeting of Ms. Gloria Moreno Fontes Chammartin with Mr. Viktor Ivankevych Deputy Minister of Labour and Social Policy of Ukraine

**14:30** Departure of the Albanian delegation (17:25, flight OS7174 to Vienna)

Departure of Ms. Anna Farkas (17:25, flight OS7174 to Vienna)

**17:30** Departure of the Moldovan delegation (20:25, flight TQ136 to Chisinau)

**7 March, Friday**

**6:50** Departure of Ms. Gloria Moreno-Fontes Chammartin (13:55, flight LH3237 to Frankfurt)

**09:30-12:00** Time for writing report

**13:00-14:00** Meeting of the independent evaluator with representative of the International Women's Rights Centre "La Strada-Ukraine" (office of the Project)

**14:30-15:30** Meeting of the independent evaluator with representatives of the Office of Coordinator of OSCE Projects in Ukraine, Ms. Tetyana Rudenko, Mr. Hlib Yasnytsky (OSCE office: Striletska, 16)

**8, 9 March** Whole days for writing report

**10 March**

**11:00-12:00** Meeting of the independent evaluator with the representatives of the IOM Mission to Ukraine (IOM office, 8, Mykhaylivska St)

Time for writing report

**11 March, Tuesday**

**09:00-10:30** Meeting of the independent evaluator with the representatives of the Ministry of Family, Youth and Sports Affair (in the Ministry: Desyatynna, 14)

**11:00-12:00** Meeting of the independent evaluator with the representatives of the Ministry of Labour and Social Policy of Ukraine (in the Ministry)

**12:30-14:00** Meeting of the independent evaluator with the specialists of the State Employment Centre of Ukraine (room 1907)

**18:20** Departure to the Pilot region

**12 March, Wednesday**

**12:00-15:00** Meetings with pilot project partners

**16:00-18:00** Visit to the women credited for small business

**18:50** Departure to Kyiv

**13, 14 March**

Time for writing report

**15 March, Saturday**

**11:30** Departure of independent evaluator from the hotel to Airport Boryspil (14:15, flight BA 883 to London)

**ANNEX 4:**  
**ILO/Migrant's Anti-Trafficking**  
**Project Personnel**

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**BUDAPEST**

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