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“This evaluation has been conducted according to ILO’s evaluation policies and procedures. It has not been professionally edited, but has undergone quality control by the ILO Evaluation Office”

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List of Abbreviations

AG	Attorney General
BCC	Behaviour Change Communication
CA	Counselling Assistant
CEPA	Centre for Poverty Analysis
CID	Criminal Investigations Department
COVID-19	Coronavirus
CWC	Ceylon Workers Congress
DPF	Development Partners Forum
DWCP	Decent Work Country Programme
EQUIP	Equipping Sri Lanka to Counter Trafficking in Persons Project
FBR	Family Background Report
FGD	Focus Group Discussion
GoSL	Government of Sri Lanka
HQ	Head Quarters
HTSI	Human Trafficking and Smuggling Investigations
ILO	International Labour Organization
IOM	International Organization for Migration
IP	Implementing Partners
ITUC	International Trade Union Confederation
KAP	Knowledge, Attitudes and Practices
KPI	Key Person Interview
LAC	Legal Aid Commission
MDO	Migration Development Officer
MFA	Migrant Forum Asia
MFE	Ministry of Foreign Employment and Market Diversification
MRA	Migrant Recruitment Advisor
MSDELR	Ministry of Skills Development, Employment and Labour Relations
MTR	Mid Term Review
MWCASS	Ministry of Women and Child Affairs and Social Security
NAHTTF	National Anti-Human Trafficking Task Force
NPC	National Project Coordinator
NTUF	National Trade Union Federation
PRODOC	Project Design and Strategy Document
ROAP	Regional Office for Asia and Pacific
SCA	Bureau of South and Central Asian Affairs
SLBFE	Sri Lanka Bureau of Foreign Employment
SLNSS	Sri Lanka Nidahas Sevaka Sangamaya
SOP	Standard Operating Procedure
TAF	The Asia Foundation
TIP	Trafficking in Persons

TOR	Terms of Reference
TU	Trade Union
TVPA	Trafficking Victims Protection Act
UNEG	United Nations Evaluation Guidelines
USDOS	United States Department of State
USG	United States Government

Executive Summary

Project and Evaluation Overview

The evaluation office of the International Labour Organization (ILO) commissioned an independent evaluation team to design and conduct a final Evaluation of the “Equipping Sri Lanka to Counter Trafficking in Persons” (EQUIP) project is implemented by the International Labour Organization (ILO), with The Asia Foundation (TAF) and HELVETAS Swiss Intercooperation (Helvetas)¹. The project was funded by the Bureau of South and Central Asian Affairs (SCA) of the United States Department of States (USDOS) and was implemented from September 2017 to July 2021.

The Project presented a unique strategy to address the issue of trafficking in persons (TIP) in Sri Lanka. It proposed a set of interventions with the three overarching aims: ‘Prevention, Protection and Prosecution’. ILO and the project partners set out to achieve four objectives that fall under these main goals – of which ILO implemented objective 1 (Research and awareness to inform regulations and practice) and objective 2 (Ensuring fair and ethical business recruitment practices), and TAF implemented objective 3 (Protection services for identified victims) and objective 4 (Prosecuting and investigating offenders), with Helvetas leading the activities of objective 3, guided in technical aspects by TAF.

The evaluation was conducted from April to July 2021. The main objective of the evaluation was to assess relevance, validity of design, effectiveness, efficiency, impact and sustainability of the project. The primary data collection was qualitative in nature and comprised key person interviews (KPIs) with stakeholders, focus group discussions (FGDs) with beneficiaries and in-depth interviews with community members. Secondary data was collected from project documents, reports, and other relevant resources.

Findings and Conclusions

The following key findings were derived from the evaluation exercise and are presented under the core evaluation criteria.

Relevance

The EQUIP project was relevant to Sri Lanka, as it is ranked under the “Tier 2 Watch List” in the USDOS annual TIP Report since 2013². This indicated the urgent need for the country to put in place robust measures to combat TIP. Although the National Anti Human Trafficking Task Force (NAHTTF) was active since 2010, and Standard SOP on Identification, Protection and Referral of Victims of Human Trafficking was in place since 2015, in practice it was ineffective. A lack of

¹ TAF and Helvetas will be referred to as ‘project partners’ here on.

² Since the project was implemented, Sri Lanka has been downgraded Tier 2 Watch List for three consecutive years.

understanding of the complexity of TIP at the higher policy making level needed addressing. Similarly, the lack of awareness specifically in relation to victim identification, the legal framework surrounding TIP, and the referral procedure at the first responder level made the project relevant to direct beneficiaries of the project. The project was also relevant in addressing the awareness gaps at the grassroots level; TIP was normalised at the ground level as (potential) migrant workers and their family members were not aware of safe migration routes and relevant authorities that can help in the process of migration, and the absence of legal recourse rendered them vulnerable to the abuses they faced. The COVID-19 pandemic further exacerbated the risk of TIP in the country, as migrant workers and returnee migrant workers would be more vulnerable due to the economic instability caused by the pandemic restrictions. Thus, the project remained relevant even during the pandemic.

Validity of Intervention Design

ILO and its project partners worked closely with other stakeholders in designing, developing, and implementing the project, whilst constantly consulting with government stakeholders which contributed to the well thought out design of the project. Moreover, the project was able to design its interventions to address the needs of the beneficiaries at grassroots level, by carrying out two Knowledge Attitudes and Practices (KAP) surveys, one which informed the training interventions; and the other which validated findings from the community, contributing to the design of the awareness raising component of the project.

The geographic scope of the project was mainly limited to four districts, specifically in relation to training for Counselling Assistants, SLBFE officers, Legal Officers of the Legal Aid Commissions (LAC) and Migration Development Officers (MDOs), and has constrained the wide scale impact that could have been achieved. However, this gap was, to some extent, addressed later on in the project through the implementation of the TOT Unit within the Ministry of Foreign Employment (MFE) and putting in place measures in other government agencies/departments to multiply its efforts. The design of activities ensured that worker organizations (TUs) and civil society organisations (CSOs) are engaged throughout the project in implementing key components under the prevention pillar, thereby mainstreaming 'international labour standards' and 'social dialogue'. Moreover, 'decent work' is addressed through capacity building and awareness programmes for government stakeholders, intermediaries, and community members.

Considering the timeframe of the project (three years and 10 months), the evaluation team observed that it was inadequate to measure many of the long-term and sustainable impacts envisaged, specifically in relation to behavioural changes. It has been evidenced that project activities of this nature would generally require about 5-10 years, in combination with other factors and similar interventions, to affect sustainable changes. However, collaboration with other similar projects and ensuring a smooth transition through the project design indicates that the project could be sustained to achieve long-term, transformative impacts.

Coherence and Synergy

A relatively conducive policy environment was in place at the inception of the project which is contributed to the ratification of the 'Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children' in June 2015, the establishment of the NATTF, and the publication of the SOP in 2015.

In relation to creating coherence and synergies with other stakeholder working on TIP, ILO and the project partners have been successful in cooperating with other UN agencies, organisations, and CSOs, specifically in terms of materials and resource sharing, thus avoiding overall duplication of efforts and ensuring effective project delivery and sustainability. The Development Partner Forum initiated by the project partners in 2018 is a key achievement of this effort.

Although there may have been some repetition in training interventions for government stakeholders conducted by prior projects, this is not seen a negative impact, as repetition may be needed in order to refresh and regenerate knowledge amongst beneficiaries.

Gender Mainstreaming and Non-Discrimination

The very nature of the feminisation of the labour migration sector has led the project to focus mainly on women when it came to specific activities, lacking an approach that considers the gendered realities of men in the TIP landscape. Therefore, the overall project design lacked a gender mainstreaming approach where explicit inclusion of a gendered approach to prevention, protection and prosecution of TIP could be observed. However, following the commissioned report Trafficking and Forced Labour (CEPA, 2018) specific measures were taken to include this approach in the awareness raising campaigns and the component on reintegration of migrant workers. Yet, there is space for improvement in addressing the deeper socio-cultural issues especially in relation to the prevention pillar of the project. On the other hand, the evaluation team noted that the project made special arrangements for women during implementation of project activities, facilitating their active participation.

Effectiveness

The project has, somewhat, progressed towards achieving the overall objectives, outputs and outcomes of the project albeit minor setbacks, as explained below.

Under **objective 1**, the project was able to create awareness regarding forced labour and TIP, which, in turn, informed regulations and practice. Similarly, the project has been able to capacitate those in the regulatory framework thereby increasing technical knowledge regarding TIP. This was achieved at three levels:

- Government officers, who work as first responders contributing to investigation and prosecution, have been capacitated through the project and has demonstrated an overall increase in knowledge on forced labour and TIP.
- Through campaign material, such as street dramas and BCC Awareness Programme, the project was able to create awareness at the grassroots regarding the dangers of

irregular migration and the vulnerabilities that lead to TIP. However, the effectiveness of the campaign, in changing mind sets of potential migrants, has been recognized as a gap.

- Awareness training programmes were conducted targeting worker organizations and families of migrant workers, which has equipped worker organization constituents with the required knowledge, to organize, advocate and assist migrant workers.

Objective 2 indicates the least achievement as only four out of 6 activities were completed. Therefore, the effectiveness of this aspect in ensuring fair and ethical business recruitment practices amongst recruitment agents has not been seen. However, Migration Development Officers (MDOs) have been better equipped to conform to ethical and fair recruitment principles and guidelines. This can be observed through a qualitative improvement of change in reporting, which can be attributed to the capacity building programmes conducted through this project. Although MDOs have not been able to put knowledge into practices as expected due to the pandemic restrictions and other external factors, the trainings were highly commended, despite minor areas of improvement that were raised.

Moreover, under this objective, implementing the Migrant Recruitment Advisor (MRA) in Sri Lanka is a notable achievement, as it not only has the potential to prevent TIP and help victims of TIP but has also included TUs as core partners of the project, in turn ensuring the prioritisation of countering TIP amongst TUs in the country. However, migrant workers engagement with the MRA is low, thus the effectiveness of this aspect has not reached its potential as expected by the project.

Objective 3, to improve protection services to ensure identified victims, including men and children, received specialized care services, was partly achieved through the capacity building programmes targeting relevant service providers. Counselling assistants have improved their knowledge and awareness regarding TIP and more specifically on how to effectively identify and refer victims of TIP, thereby ensuring the protection available for victims. Shelter services which are a key component under the 'Protection' pillar, has been an aspect that did not prove to be successful. Although the project implemented the capacity building component for shelter staff, the results of this intervention are yet to be seen due to external challenges and limitations. Moreover, the shelter dedicated to TIP victims no longer houses any victims. Improving provision of legal advice to low income or marginalized communities is another aspect under this objective. Whilst, capacity building programmes were conducted and for the first time ensured that the Legal Aid Commission (LAC) focuses on TIP is a notable achievement of the project, however those who received legal aid or victim's assistance from the LAC has seen a low rate of achievement, as only one victim has received legal aid since the inception of the project.

Through **objective 4**, the project's interventions may have contributed to the increase in investigation and prosecution of offenders of TIP, owing to the training of officials on victim identification, legal procedures, and referrals processes, especially in qualitative aspects. Although it is difficult to make full attribution of the increase in prosecutions and investigations

entirely to the project, the capacity building components have definitely contributed towards the knowledge and skill development of prosecutors and police officers. Although there were some minor setbacks due to the pandemic restrictions, the training programmes have been commended for introducing the prosecutors to a holistic understanding of TIP, the legal complexities, and the impact of a victim-centred approach. Moreover, there has been an increase in investigation of TIP cases since January 2021, although there were some setbacks in providing training to police officers, however, officers of the Human Trafficking and Smuggling Investigation Bureau (HTSI Bureau) of the Criminal Investigation Department (CID) were trained further, possibly contributing to the increased number of investigations. Furthermore, supporting the NAHTTF for enhanced coordination of counter TIP efforts was a key aspect under this objective. But it has proven to be challenging and not satisfactorily achieved as expected. However, the project partners should be commended for using all means possible and shifting strategies in order to maintain a positive engagement with the NAHTTF, despite challenges in engagement.

Considering the results-based management of the project, it should be commended for its flexibility to change indicators and activities to adapt to the ground realities, including, but not limited to, the COVID-19 pandemic. Suggestions were also made for changes mid-way through the project, on the basis of gender inclusivity, inadequacies posed by quantitative measures and the need to assess behavioural changes. Moreover, reporting has fed into the decision-making process of the project which has yielded effective results. However, certain drawbacks in communication and coordination between ILO and project partners were identified, that impacted the 'spirit of partnership'.

The project was able to effectively navigate through the pandemic although it altered project activities drastically, compared to what was initially envisioned, especially in relation to working with recruitment agents. There was, however, a gap in access to technology among beneficiaries which hindered the effectiveness of project activities during the pandemic. The project also created synergies across other project managed by partners, leading to resource sharing and coordination, which in turn benefited the effective roll-out of project activities. The overall flexibility and support provided by the donor, and by ILO to project partners and other stakeholders ensured the smooth implementation of project activities.

Efficiency

Overall, the project has been efficient in the use of funds, although the timely delivery of some of the project's objectives and results was hindered by the pandemic. 67 percent of the budget has been allocated for programme costs which is an efficient ratio to carry out project activities and contributed towards achieving project objectives. The project has made use of 89 percent of the project funds as of 1st July 2021, which is credible given the number of external shocks that prevented some activities from taking place or been scaled down. Moreover, exchange rate gains and savings in other areas have been efficiently repurposed to implement new activities, and although there was cost implications caused by COVID-19, it was well-managed by reallocating savings to cover additional costs. However, it has been noted that the project could

have been more flexible in providing technological infrastructure to carry out activities effectively during the pandemic, as there was a gap in access to technology among beneficiaries which hindered the effective implementation of project activities during the pandemic.

Impact Orientation and Sustainability

At the policy level, the project was able to create an impact by contributing to influencing the ratification of The Protocol, which ensures Sri Lankan government's commitment to anti-human trafficking. However, the challenges affecting coordination of national TIP efforts through NAHTTF have led to missed opportunities that has severely impacted the full achievement of some project objectives.

At the ground level, the project placed great emphasis on engaging with and capacitating the first responders who have direct contact with victims of TIP, and those at risk of being trafficked, which has led to an improved quality in service provision, mainly in relation to identification and referral of victims. However, the full impact of this effort is yet to be seen as service providers have not been able to put their skills in use due to the pandemic restrictions. Additionally, the inter-agency and inter-ministerial linkages created through the project has led to better coordination amongst MDOs with the CAs and Sri Lanka Bureau of Foreign Employment (SLBFE) officers. However, since the trainings were only limited to the four districts, the impact of this is only seen in the four districts and are yet to be seen across the country. Similarly, by capacitating the legal officers of LAC, victims – especially, from marginalised backgrounds – have the opportunity to receive legal aid and due recourse for the crime of TIP. However, whether victims from marginalised backgrounds will seek the services of the LAC without being referred by a first responder, is a question of contention.

It is also seen that an impact was created at a ground level by way of creating awareness about the composite crime of TIP. Education entertainment introduced through the project has had a positive impact in cautioning communities/potential migrant workers about the dangers of irregular routes of migration. The messages conveyed through the street dramas have reached about 4000 targeted community members. However, there are still structural constraints that still may not deter potential migrant workers from taking unsafe and irregular routes to migrate. On the other hand, including TUs in the project has led to them prioritising the issue of TIP in their advocacy and lobbying and has created an impact that can be sustained in the future, given the continued support given to TUs through similar projects.

The project should be commended for putting measures in place to ensure the sustainability of the project's efforts beyond its lifecycle. For instance, the project partners' continuous engagement with key government stakeholders ensures the continuation and sustainability of the project's efforts. Knowledge retention and continued skills development has also been ensured by providing training material to government partners and the establishment of the TOT unit. Yet, limitations of material and financial resources of the government can affect the sustainability of these efforts. The Development Partners Forum initiated by project partners is

another measure in place that can further sustain the efforts of countering-TIP beyond the project's lifecycle by addressing the pressing needs in relation to TIP.

Conclusion

The project set out with a theory of change that assumes that to “steer a course for Sri Lanka absent of trafficking,” interventions that “result in an improved set of policies and practices to counter trafficking in persons” (ILO, 2017) is critical. With this assumption at its core, the project proposed a set of interventions with the four core objectives of raising awareness, ensuring fair and ethical business recruitment practices, improving protection services for identified victims, and to increase investigation and prosecution of offenders. The evaluation concludes that the project has effectively put in place the core measures needed to get a step closer to “a Sri Lanka absent of trafficking” (ILO, 2017), albeit with some limitations and gaps that could be addressed in future interventions.

Recommendations

The following recommendations have been made by the evaluation team after thorough analysis of the projects outcomes, objectives and achievements according to key indicators.

Recommendation 1: Supporting and follow up on the implementation of the Forced Labour Protocol.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO and Ministry of Labour	High	Long term	Donor funding

Recommendation 2: Including health sector workers and Grama Niladhari who often act as first responders as a target group for increasing awareness, knowledge and skills on TIP and providing information on referrals.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF, Helvetas	Medium	Short term	Requires donor support

Recommendation 3: Continue and build on synergies created by the development partner meetings that include agencies with extensive prior work experience on TIP such as IOM and UNODC in order to sustain EQUIP impacts.

Responsible unit(s)	Priority	Time implication	Resource implication
TAF, ILO and Helvetas, via Development Partner Forum on TIP	High	Short term	Limited

Recommendation 4: Those activities that could not take place as planned due to COVID-19 related travel restrictions and other externalities should be considered for future project design

and shared with the other stakeholders working in the area of TIP for future implementation. More specifically these would include, the mock-trial based case simulation exercise targeting prosecutors at the AG's department and training of police officers as first responders.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF with the support from relevant government agencies	Medium	Long term	Requires donor support

Recommendation 5: Creating a database of all project stakeholders including resource persons and consultants and share brief project updates at suitable time intervals.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF, Helvetas	High	Short term	Limited

Recommendation 6: Incorporating consistent and structured communication channels among ILO and project partners.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO	High	Long term	Limited

Recommendation 7: Incorporating a gender mainstreaming approach to trafficking in persons at the design phase, cutting across all three pillars of prevention, protection and prosecution. .

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF, Helvetas	High	Long term	Requires donor support

1. Introduction

The evaluation office of the International Labour Organization (ILO) commissioned an independent evaluation team to design and conduct a final Evaluation of the Equipping Sri Lanka to Counter Trafficking in Persons” (EQUIP) project is implemented by the International Labour Organization (ILO), with The Asia Foundation (TAF) and HELVETAS Swiss Intercooperation (Helvetas), and funded by the Bureau of South and Central Asian Affairs (SCA) of the United States Department of States (USDOS). The evaluation was conducted by a team of five, comprising the Lead Evaluator, Co-Evaluator, Gender Expert, Junior Researcher and Research Assistant, and was conducted over a four-month period starting from April 2021.

1.1. Trafficking in Persons Global, Regional and National Context

Internationally, TIP is defined as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of a threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation” (United Nations Office on Drugs and Crime, 2020, p.23). Globally, one could identify different *flows* of TIP which entail different origin and destination countries, and the nature of TIP changes depending on how persons of different genders are trafficked and the way the crime of trafficking takes place. The regional (South Asian) and national overview of TIP makes evident the high rates of victimisation amongst women and girls, and TIP taking place externally in neighbouring countries and mainly in the Middle East. Refer Annex A for a detailed look into the Global and Regional overview of TIP.

On the other hand, for ILO, TIP is a feature of forced labour (ILO, 2018a). The Forced Labour Convention of 1930 defines Forced Labour as “all work or service which is extracted from any person under the menace of any penalty and for which the said person has not offered himself voluntarily” (ILO, 2014). According to ILO, there are distinctive indicators that contrast forced labour from sub-standard or exploitative working conditions. These indicators include “restrictions on workers’ freedom of movement, withholding of wages or identity documents, physical or sexual violence, threats and intimidation or fraudulent debt from which workers cannot escape” (ILO, n.d.-a). Forced labour is a violation of fundamental human rights and labour rights, and amount to a criminal offence (ILO, n.d.-a). The Forced Labour protocol establishes a link between forced labour and TIP by emphasising that TIP is a matter of growing international concern. It also refers to other relevant international instruments in order to “prevent, suppress and punish trafficking in persons, especially women and children” (ILO, 2016). The conceptual perspective of TIP as defined by ILO will underpin this evaluation.

National Overview

TIP still remains a fairly obscure practice and narrative in Sri Lanka, despite infrequent reporting of such cases by media and agencies working on the issue and concerted efforts by the relevant state and non-state agencies to raise awareness, prevent, protect, and prosecute such reported cases. In Sri Lanka, the largest proportion of TIP cases involve Sri Lankan migrant workers being subjected to forced labour overseas, in the Middle East, Asia, Europe and the United States, working in the construction, domestic and garment sectors. Cases are especially being reported from women from areas such as Nuwara Eliya, Batticaloa and Ampara (USDOS, 2021) who work as domestic workers in the Gulf countries such as Saudi Arabia, Kuwait, Qatar, and Asian countries, such as Japan and South Korea. Reported cases highlight incidents of targeting of women through promises of cash advances to set off accumulated debt, employers abroad holding travel documents and restricting movement of workers, agents changing work conditions, salary and employer upon arrival in the destination country, luring workers via

fraudulent travel documents such as tourist visas, agents colluding with officials to produce fake documents, and TIP of women into commercial sex in South and South East Asian countries. Within Sri Lanka, TIP is reported to be taking place in forcing men, women and children into labour and sex trafficking (USDOS, 2020).

The infrastructure within the country is insufficient to ensure proper implementation and monitoring of safer migration policies, which focuses on migrant rights, migrant workers' health, and preventing TIP. For example, In June 2013, the Sri Lanka Bureau of Foreign Employment (SLBFE) introduced a regulation titled 'Family Background Report', effectively banning prospective women domestic workers with children under the age of five years from migrating for work overseas. The Department of State of the United States of America raised concerns over this regulation resulting in increased cases of TIP. These regulations have meant that women are opting for unsafe migration routes, by circumventing the cumbersome documentation trails (ILO, 2018b). On the other hand, procedural support for migrant wellbeing through the government policy encourages migration in order to improve foreign remittances. For example, remittances from the Middle East as a percentage of export earnings was 51.8 per cent in 2017 (Central Bank of Sri Lanka, 2018).

The pandemic had exacerbated trends of migration and the likelihood of one being a victim of TIP. The evaluation interviews revealed that the strict travel restrictions imposed by the government made potential migrant workers more vulnerable. During data collection for this evaluation, especially with first responders and returnee migrant workers, it was further revealed that, the desperate need to migrate and the loss of income and employment, allowed offenders to traffick victims both outside of and within the country, during the pandemic.

The Government of Sri Lanka (GoSL) has taken steps to eliminate TIP, 'but does not meet the minimum standards for elimination of trafficking' and remains on the tier 2 watch list for the second consecutive year, as per Trafficking in Persons Report published by the Office to Monitor and Combat Trafficking in Persons (2020) of the US State Department. Some of the efforts by GoSL include the ratification of the "Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children" in June 2015, the establishment of the National Anti-Human Trafficking Task Force (NAHTTF) under the leadership of the Ministry of Justice, with the assistance of the International Organization for Migration (IOM), and the publication of the Standard Operating Procedures (SOP) for the Identification, Protection and Referral of Victims of Human Trafficking by the Ministry of Justice and Public Order in 2015. In addition, a handbook on the identification, protection, and referral of victims of TIP has been published for the Sri Lanka Bureau of Foreign Employment (SLBFE) – the regulatory body facilitating the migration for work overseas (IOM, 2015).

When taken together, the impact of such actions has had a multiplier effect and helped align Sri Lanka's work with the rest of the region. Furthermore, these actions support the GoSL to comply with its commitments towards combatting TIP and has aided in lifting Sri Lanka from the Watch List status to tier 2 in 2017. However, as the US State Department contends, the GoSL efforts remain inadequate to meet the minimum standards to counter TIP; hence the downgrading to

tier 2 watch list in 2019, where Sri Lanka has continued to remain for three consecutive years. The third time, “Sri Lanka was granted a waiver per Trafficking Victims Protection Act from an otherwise required downgrading to Tier 3” (USDOS, 2021). In such a context, continued guidance, and support to eliminate TIP in Sri Lanka and of Sri Lankans outside of the country remains a pressing need.

1.2. Project Overview and Theory of Change

ILO’s EQUIP project was set in this backdrop as a response to support elimination of TIP. The project aims ‘to reduce TIP in Sri Lanka by intervening via a three-pronged approach (3P’s): Prevention, Protection and Prosecution, through conducting research and awareness to inform regulations and practice, ensuring fair and ethical business recruitment practices are adopted improving protection services for identified victims, and prosecuting and investigating offenders. The Project was implemented from September 2017 to July 2021 (3 years, 10 months) by ILO in collaboration with TAF and Helvetas Sri Lanka (TAF and Helvetas will be referred to as Project Partners hereon in the report).




The goal of the project was to “combat trafficking via the enhancement of the knowledge base, the reinforcement of prevention and protection capacities at the national and local levels, increased prosecutions, the strengthening of support services, and the formulation of policy and regulation at the local, district and national levels” (ILO, 2017).

Basing it on this overarching theory of change³ envisaged – to “target both victims and change agents to steer a course for Sri Lanka absent of trafficking” and implement an intervention that can “result in an improved set of policies and practices to counter trafficking in persons” (ILO, 2017) – the project proposed a set of interventions comprising the three overarching goals of the 3Ps. ILO and TAF set out to achieve four objectives that fall under these main goals – of which ILO implemented objectives 1 and 2, and TAF implemented objectives 3 and 4, with Helvetas leading the activities of objectives 3 with technical guidance from TAF. Helvetas also led the training interventions under objective 2. The four objectives are as follows:



Objective 1) Research and awareness to inform regulations and practice: A favourable regulatory environment and practices in place to reduce forced labour and trafficking vulnerabilities through research and targeted awareness by 2020.

³ The Theory of Change was drawn out by the evaluators based on the project proposal, as the project proposal does not explicitly set out a theory of change on the three pillars of interventions, their interlinkages, and their synergistic effects.

	<p>Objective 2) Ensuring fair and ethical business recruitment practices: Recruitment agents, MDOs and migrant workers are better equipped to conform to ethical and fair recruitment principles and guidelines by 2020.</p>
	<p>Objective 3) Protection services for identified victims: To improve protection services to ensure identified victims, including men and children, receive specialized care services</p>
	<p>Objective 4) Prosecuting and investigating offenders: To increase investigation and prosecution of offenders of trafficking through due process, training of officials on victim identification, legal procedures, and referrals processes.</p>

Source: EQUIP Final Proposal, page 3

Interventions within the project included grass root awareness campaigns in migration hotspots, research to address knowledge gaps, improving the regulatory environment, training recruitment agents and intermediaries, mapping of potential business partners, use of technology against TIP, training Counselling Assistants (CAs) and Migration Development Officers (MDOs), capacity building support, legal advice and services, training justice sector actors and supporting the NAHTTF to improve existing processes. Refer Annex B for the full project map including objective, indicators and activities.

2. Evaluation Overview

2.1. Evaluation Purpose, Scope, Users and Objectives

Purpose

The main purpose of this final independent evaluation is to promote accountability to ILO key stakeholders and donor, and to enhance learning within the ILO and key stakeholders. The findings and lessons learnt will be used to improve the design and implementation of future relevant projects/programmes.

The main objective of the evaluation was to assess the extent to which the project objectives have been achieved (effectiveness) and to assess the impact of the project particularly on improving the status of the direct and indirect beneficiaries. It assessed the efficiency, strengths and weaknesses, opportunities and challenges and any external factors that have affected the achievement of desired outcomes. It also assessed other emerging impacts of the interventions (either positive or negative) and the sustainability of the project. The final evaluation identifies good practices and lessons learnt for possible similar future interventions. It also assesses the extent to which the project has responded to the recommendations of the 2019 mid-term reviews. Furthermore, the evaluation team assessed how the project conceived 'gender-

mainstreaming' and the extent to which the project mainstreamed gender throughout the project.

Scope

The final evaluation covered the interventions that are implemented both by ILO and the project partners. It also covered all the project outputs and outcomes mentioned in the logic framework. The evaluation encompassed all the activities from its design, inception, and implementation from the period 20th September 2017 to 31st July 2021.

The geographical scope of the evaluation concerns the entire project implementation areas at both the national and community levels. Although the evaluation looked at the project's contribution to the discourse on the issues related to TIP, the team gathered information from Colombo, Kandy, Kurunegala and Gampaha areas to identify the immediate outcomes of the project's initiatives.

Users of the Report

The primary users of this evaluation are the ILO, TAF and Helvetas project implementation teams and organization hierarchies; the donor; and national stakeholders involved in strengthening Sri Lanka's counter TIP effort.

2.2. Criteria and questions

The evaluation sought to answer the key evaluation questions listed in table 1 below, which were part of the evaluation terms of reference (TOR).

Table 1: Evaluation Questions

1. Relevance
<ul style="list-style-type: none"> ▪ Examine the extent to which the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities. ▪ How far project is impacted by the Covid-19 pandemic and what strategies have been taken by the project to remain relevant to the communities and other stakeholders.
2. Validity of intervention design
<ul style="list-style-type: none"> ▪ Are the intervention strategies, outcomes and assumption appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic and political environment? ▪ To what extent did the project effectively mainstream international labor standard, tripartite mechanism and social dialogue, gender and non-discrimination in project strategies and interventions? ▪ Were the risks and assumptions to achieve project objectives properly identified, assessed and managed?
3. Coherence
<ul style="list-style-type: none"> ▪ The extent to which other interventions and policies support or undermine the project interventions, and vice versa. ▪ The extent to which t the project has complemented and/or harmonized or well-coordinated with other actors working on human trafficking of Sri Lanka.

4. Effectiveness
<ul style="list-style-type: none"> ▪ What is the project progress towards achieving the overall objective, outputs and outcomes as measured using the project performance indicators? ▪ Identify both positive and negative factors affecting the achievement of project objectives and results. ▪ How effective was the project at stimulating interest and participation of project partners at the micro, meso and macro levels? To what extent were the constituents able to fulfil the roles expected in the project strategies? How did the project address the capacity challenges? ▪ How effective was the support provided to the programme team by the ILO, donors, and tripartite constituents in delivering results? What could have been done differently? ▪ To what extent was results-based management implemented in the programme? To what extent the lessons learned and monitored data fed into the decision-making process of project stakeholders, including USDOS and national partners?
5. Efficiency of resource use
<ul style="list-style-type: none"> ▪ How efficiently have resources (human resources, time, expertise, funds etc) been allocated and used to provide the necessary support and to achieve the broader project objectives and results? What aspects of the project could be done differently to cut costs while still delivering achievements and achieve outcomes? ▪ To what extent has the project leveraged partnerships and synergies (with constituents, national institutions, and other UNs and development agencies) that enhance the projects' relevance and effectiveness and that contribute to combatting human trafficking in Sri Lanka?
6. Impact
<ul style="list-style-type: none"> ▪ What are the impacts of the project (both intended and unintended)? ▪ To what extent have the relevant government institutions institutionalized strategies, policies, mechanism and capacities to combat human trafficking specifically within the migration sector? ▪ Which results appear likely to be sustained after the project and how? ▪ To what extent the project was able to change the lives of both men and women who are victims of trafficking or at a risk of being trafficked? ▪ Assess the level of operationalization of the project exit strategy and its effectiveness.
7. Gender equality and non-discrimination
<ul style="list-style-type: none"> ▪ What are so far the key achievements of the project on gender equality and women's empowerment? ▪ How far had the project mainstream gender and non-discrimination?

2.3. Evaluation Design and Data Collection Methods

The ILO's policy guidelines for evaluation (3rd edition, 2017) provides the basic framework. The evaluation will be carried out according to the ILO's standard policies and procedures, and comply with the United Nations Evaluation Group (UNEG) norms and standards and the OECD/DAC evaluation quality standards.

As the COVID 19 pandemic continues to persist, this evaluation is guided by ILO's *Implications of COVID-19 on evaluations in the ILO: An internal guide on adapting to the situation*.

The evaluation was conducted by a team of five, comprising the Lead Evaluator, Co-Evaluator, Gender Expert, Junior Researcher and Research Assistant, and was conducted over a four-month period starting from April 2021.

2.3.1. Document Review

As part of the desk review, the evaluation team undertook an analysis of the project design and strategy documents (PRODOC), as well as progress reports, mid-term reviews, communications, research and other relevant publications. This also included final reports/evaluation reports of the project partners (Helvetas and TAF) with due consideration to time limitations. Moreover, CEPA drew information and experiences from its previous similar studies and assessments, and upon its institutional knowledge, information and understanding on the subject. Although this activity commenced at the inception phase, it continued to be part of the data collection phase further refining the data collection process as well. The policy and institutional analysis conducted by the evaluation team as part of the secondary document review informed the context and relevance section of the evaluation report.

2.3.2. Sampling

A purposive sampling method was used to identify respondents. Thus, those who were directly involved in the project, ranging from project staff to government officials and representatives of other organisations involved, was selected to be interviewed (more details in section 2.2.5). The table below presents the numbers of interviews conducted for each category, disaggregated by sex.

Table 2: Sample Size

Group	Total	Male	Female
Government Institutions	15	7	8
Project Consultants	7	4	3
Not for Profit Organisations	2	1	1
Trade Unions	4	3	1
Research/Academia	1	0	1
ILO Project Team	3	1	2
Project Partners (TAF, Helvetas)	5	2	3
Donor	2	0	2
Community Members	3	1	2
Total	42	19	23

2.3.3. Developing Data Collection Tool

The evaluation questions were developed based on the key areas indicated in the TOR. The Evaluation Framework annexed to the report (refer Annex C) provides details on the methods of data collection and the data sources for each (sub) evaluation question. Specific outcome level indicators assessed under effectiveness section are consistent with the TOR. The source of quantifiable data required to assess each indicator given in the evaluation framework is presented as per the Monitoring and Evaluation Framework of EQUIP. In addition to the questions related to the overall project implementation, the evaluation also looked at specific questions focusing on project responses to minimise the effects of the COVID-19 pandemic among the beneficiaries in project implementation areas. These questions followed the protocol on collecting evaluative evidence referred to in ILO's COVID-19 response measures, through project and programme evaluations and, formed part of the inception report.

Refer Annex D for the fully compiled data collection tool.

2.3.4. Submission of Inception Report

The team submitted an inception report on the 5th of July 2021 with conceptual framework, refined evaluation methodology, evaluation design, detailed evaluation work plan, and draft data collection tool/s. In addition, the evaluation team consulted the project personnel to discuss and finalise the list of key stakeholders to be interviewed for this assignment.

2.3.5. Data Collection

Considering the latest development in the COVID-19 situation in Sri Lanka, the data collection for this evaluation was predominantly based on virtual tools/methods such as phone interviews, Zoom, etc. Given certain limitations of virtual field research, especially with difficulties in building rapport in virtual modes of data collection, the support of ILO and project partners was critical. The primary, qualitative data collected was used to substantiate the findings through the secondary data generated by the project.

The evaluation team conducted discussions and interviews with ILO project personnel, project partners, the donor, key stakeholders and beneficiaries to collect primary data. For this purpose, Focus Group Discussions (FGDs), Key Person Interviews (KPIs) and In-depth interviews were used as methods of data collection.

The EQUIP project document identifies two main types of beneficiaries. They are:

- a) The individual or collective change agents from government bodies, policymakers, businesses who can positively influence policy and practice to counter TIP. These are individuals who took part in formal trainings, workshops and awareness raising programmes conducted through the project's capacity development objective.
- b) Men and women that are TIP victims and/or those at risk of being trafficked.

Key Person Interviews (KPIs)

The team conducted KPIs with key actors and stakeholders of the project to understand the roles, experiences, perspectives, and expectations on the project. These interviews also helped the team to assess the aspects related to project design, delivery and exit strategy, as well as assess the willingness of the key stakeholders to sustain project activities beyond the project period. The KPIs covered a range of stakeholders who have directly worked or are currently working with the project. Refer section 2.2.2. on Sampling for the type of stakeholders interviewed.

Annex E provides a full list of KPIs conducted including disaggregation by type of organisation.

Focus Group Discussions

The evaluation team conducted virtual FGDs with the officials who received formal capacity enhancement and awareness trainings through the project, via virtual platforms such as Zoom. The FGD participants were grouped according to their designations and affiliation with relevant Ministries or Departments.

1. CAs at Divisional Secretariat levels
2. MDOs and trainers who took part in TOT at MFE

Each FGD was facilitated by an experienced CEPA staff member and documented by a note taker.

In-depth Interviews

The evaluation team conducted in-depth qualitative phone/virtual interviews with project beneficiaries, particularly community members who were beneficiaries of the awareness raising campaigns, who are also migrant workers who could be at risk of being trafficked. The in-depth interview were conducted to understand the results and impact of the project on the beneficiaries, TIP victims and/or those at risk of being trafficked. The individuals were selected to capture varied perspectives.

2.3.6. Validation and Reporting

Stakeholder Consultation Workshop - The evaluation team presented the preliminary findings to the key stakeholders at a half day workshop on the 16th of July 2021, virtually over Zoom. The purpose of the workshop was to triangulate and validate the key evaluation findings with project stakeholders and receive feedback for any further improvements. The workshop was organised by the evaluation team with the logistical support from the EQUIP project team.

Analysis and Writing - The evaluation team documented the primary data collected (KPIs, FGDs and In-depth Interviews) and thematically coded the data for analysis. Further, the information from secondary sources such as project documents, reviews, case-studies, and other quantifiable data was used for analysis as per the evaluation framework.

Given the gendered experience and outcomes of TIP, this evaluation paid particular attention to intersecting vulnerabilities of those who have been trafficked and are at risk of being trafficked. This approach was informed by the premise that women and men are not homogenous groups; their experiences and aspirations are shaped by intersecting identity categories such as ethnicity, religion, location, class, and caste.

The team structured the report based on the evaluation criteria used. The findings from the various tools and the literature review were used to validate the overall conclusions, lessons learnt, recommendations for moving forward and provided guidelines for replication. This report was submitted for peer review within CEPA to a senior researcher before submission to ILO.

2.3.7. Evaluation Limitations

Due to the challenges posed by COVID-19, the data collection for this evaluation was conducted entirely online using virtual methods such as phone interviews and online meetings. Although such methods were expected from the outset, challenges still prevailed, as more follow up was needed in ensuring that KPIs and FGDs were conducted within the given timeframe. However, the support received by ILO and project partners in making the initial introduction helped to a great extent in being able to conduct a majority of the KPI's planned. The evaluation team appreciates the initial introductions made by the ILO project team to stakeholders, which facilitated a relatively smooth implementation of the evaluation within the given short period of time.

However, the evaluation team did face challenges in organising the FGDs online. Firstly, it took a considerable amount of time to coordinate online meetings with government officers. Owing to the support by the MFE, State Ministry for Women and Social Services Department, and Helvetas, FGDs were conducted with MDOs, the TOT unit and CAs. Even after the meeting was coordinated successfully, not all participants logged in for the meeting, which meant that the evaluation team was only able to gather perceptions and feedback on key components from a small number of beneficiaries. FGDs with the HTSI Bureau, Legal Officers of the LAC, and prosecutors of the AG's Department did not take place as planned due to difficulties in connecting with participants during the pandemic situation. The evaluation team reached out multiple times to officers from these organizations to coordinate the FGDs, to no avail, as they were unresponsive. This was seen as a considerable limitation of the evaluation. In addition, two in-depth interviews each from the target districts were not conducted as planned, again due to the difficulty in reaching out to the respondents. However, the KPIs with high level officials of these institutions, and secondary data from the progress reports, mid-term evaluations, TAF Final Report and TAF Final Evaluation Report addressed this gap to a great extent.

Finally, challenges faced in gathering more quantitative data to measure certain indicators and corroborate data in official project reports, persisted due to offices of relevant institutions being closed during the pandemic restrictions. In most cases government officials did not have immediate access to the data needed. Thus, the evaluation team has relied on the reporting of the project by ILO and the project partners.

3. Evaluation Findings

3.1. Relevance

- *To what extent did the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities in countering TIP?*
- *To what extent did the COVID-19 pandemic impact the project and what strategies have been adopted by the project to remain relevant to the communities and other stakeholders while continuing the (key) project activities?*

3.1.1. Global Relevance – The TIP Discourse

The project was relevant in the global context where TIP is considered an organised crime and possibly originating and taking place in multiple countries and continents ; and especially so, since the project itself focussed on external TIP⁴ and labour migration. The global relevance of the project also comes from the reporting of Sri Lanka's treatment of TIP as a crime and highlighting of mitigation efforts on internationally published reports. The US TIP Report in specific is important for Sri Lanka in the sphere of international politics and internal stability, as it plays a part in Sri Lanka's efforts in addressing TIP. Refer National Overview (section 1.1.) for the US TIP Report's findings on Sri Lanka.

3.1.2. Country Relevance – Policies and Strategies

Sri Lanka, as a country, has taken several steps in addressing TIP as a crime, although the validity of such measures was constantly questioned and challenged by both beneficiaries and stakeholders alike, during this evaluation. In 2010, in partnership with the International Organisation for Migration (IOM) and the Ministry of Justice (MOJ) established the NAHTTF to deal with TIP related issues on a national level. The MOJ again in 2015, developed and published the Standard Operating Procedures (SOP) on Identification, Protection and Referral of Victims of Human Trafficking, with the aim of providing legal recourses to victims of TIP. However, it was revealed that, internal procedures to implement the SOPs were absent within government institutions and departments, rendering it ineffective. Although TIP was formally recognised as a crime through an Amendment – Section 360(C) – made to the Penal Code in 2006, a case would only be categorized as TIP after an indictment was filed on TIP charges by the AG's Department, once the prosecutors find enough proof of the elements of the crime. Until which a victim is considered a “potential victim of TIP” (The Asia Foundation, 2021). This indicates that it is not a straightforward crime in terms of definition and requires a comprehensive understanding of its elements to be investigated. An absence of internal procedures to implement the SOPs points to a lack of understanding on the government's part in properly identifying and providing protection to victims of TIP, although relevant measures were already in place on paper. At times, even implemented measures – by the government – proved to have exacerbated the

⁴ The trafficking of persons who migrate out of the country or the trafficking of persons from one country to another.

possibility and the rate at which one was trafficked. The introduction of the Family Background Report (FBR) in 2013 (ILO, 2018b) by SLBFE, put women at a disadvantage within the process of migration. The FBR, which the MDOs are supposed to provide before a committee at the Divisional Secretariat for approval for migration, deemed that women with children under the age of five were not allowed to migrate. This condition was only applied to women who migrated through licensed agencies. In order to circumvent this obstacle to migration, many women decide to migrate through irregular means, making them further vulnerable to TIP and other related issues. This discrimination against women within the labour migration sector, based on perceived and socially constructed gender roles, exclude many women from processes of safe migration.

A related gendered dimension of TIP, in terms of measures put in place prior to the project implementation, was the provision of shelter to victims of TIP. Although there were many private and state-run shelters, including *Sahana Piyasa*⁵, for victims of domestic abuse and TIP cases, overall, Sri Lanka does not have any specialized services/protection services for men. This was largely due to the fact that the probability of male victims coming forward about their experiences and seeking shelter was low. The inclusion of male TIP victims and victimisation largely began with the 2019 US TIP Report reporting on an alarming rate of male TIP victims (KPI, Project Partner). Even now with the given awareness – through EQUIP – on the need to provide shelter services for male TIP victims, government stakeholders still report the lack of reported cases regarding male victims who require shelter services.

Leading up to EQUIP's launch within the country, significant efforts were made by both SLBFE and the CID; in April of 2016, SLBFE launched a Counter Trafficking Unit, and in October of that same year, the CID established the HTSI Bureau (USDOS, 2017). While the project was in place, Special Notification of Gazette no. 2187/27 was issued in 2020, in which, Section 36A dealt with issues such as insurance schemes for migrant workers and monitoring and regulation of recruitment agencies. However, as pointed out by the interviewee, during a KPI, this gazette notification has not made any effort to include forced labour and fair recruitment, and TIP as concerns regarding migrant workers (KPI, Consultant). During one of the KPIs, it was also mentioned that, although TIP was not a policy priority for the Sri Lankan government, the threat of economic sanctions, vis a vis being downgraded to Tier 3 on the US TIP Report, compelled the government to support the efforts made through the project (KPI, Project Partner).

3.1.3. Relevance to Beneficiaries

The FGDs revealed that, prior to the project implementation, first responders to TIP cases, such as MDOs and CAs, lacked a clear understanding of TIP as a crime. They specifically had trouble

⁵ *Sahana Piyasa* is a transit shelter where female migrant workers registered with the SLBFE are housed temporarily.

with victim identification, the legal framework surrounding TIP, and the referral procedure. As one MDO explained,

“We cannot even look up the laws concerning TIP online. But this training taught us so much about that. We learnt how TIP happens, how people are victimised, and how the law works in Sri Lanka. We got to know about the amendment made to the Penal Code” – FGD, MDOs/TOT Unit

Apart from this lack of understanding of the crime, these officers have also worked within their own silos prior to the trainings they received. The links between first responders and other government officers, which were necessary for the processes of prosecution and protection, were absent. Although the MDOs and CAs receive basic training on TIP and related issues by their respective ministries (FGD, CAs; FGD, MDOs/TOT Unit), the inability of these officers to have dealt with the crime points to existing gaps within these trainings provided by these ministries. The CID officers on the other hand, do not receive any training on a departmental level; the trainings they receive are limited to general training sessions provided by the Police Academy and on-the-job-learning (KPI, Government Stakeholder). The training sessions were conducted by the project with the aim of addressing these capacity gaps and in strengthening the prevention, prosecution, and protection processes with regard to TIP and TIP related cases.

Prior to EQUIP and its activities on the ground level, the projects which were implemented on addressing TIP in partnership with development and civil society organisations had fairly neglected raising awareness on the ground level. This emphasises more the relevance of this project at the grassroots level.

Moreover, following ILO's long-standing acknowledgment of the need for incorporating recruitment agencies in the TIP supply chain, the project has placed equal importance on engaging with these agencies and in future projects of this nature as well.

3.1.4. The COVID-19 Pandemic and the Relevance of the Project

The pandemic had further aggravated trends of migration and TIP. The FGD with MDOs and the KPIs with stakeholders, revealed that the measures imposed by the government made potential migrant workers further vulnerable to the threat of TIP; As explained by one of the implementers, the project reached a stalemate during the pandemic due to the travel and gathering restrictions imposed by the government (KPI, Project Partner). Moreover, as a consultant to the project states:

“People are desperate now and this is fertile grounds for traffickers” – KPI, Consultant.

The pressing need to secure an income through migration and thereby employment, allow perpetrators to traffic victims both internally and externally, during the pandemic. As preventive measures, some government officers have made announcements on news on the dangers of *irregular* or “illegal” migration during the pandemic, as well as working closely with the community both in person and virtually (FGD, MDOs/TOT Unit).

The project has understood the relevance of TIP even during the changed context caused by the pandemic and leveraged the best possible resources and adapted innovative practices and changes to activities to continue its work albeit with some delays. This period had also been characterised by an influx of returnee migrants, to which the project then directed its attention; with the donor's approval, ILO had allocated funds to help these returnee migrants reintegrate into society economically with income generating activities⁶ (KPI, ILO). The project was able to repurpose its activities in a meaningful way and adapt to the environment created by the pandemic. The project also adapted to the pandemic through the use of virtual modes of training and capacity building.

Preliminary Conclusions:

REL1: The project is relevant to the global context as Sri Lanka has been on Tier 2 Watch List of the US TIP Report rating since 2013 and was upgraded to Tier 2 in 2017 and then downgraded to Tier 2 watch list again in 2019.

REL2: The project is relevant to the country context – although NAHTTF was active since 2010, and *Standard SOP on Identification, Protection and Referral of Victims of Human Trafficking* was in place since 2015, in practice it was ineffective. Similarly, a lack of understanding of the complexity of TIP at the higher policy making level needed addressing.

REL3: The lack of awareness specifically in relation to victim identification, the legal framework surrounding TIP, and the referral procedure at the first responder level made the project relevant to direct beneficiaries of the project.

REL4: At the grassroots TIP was normalised as migrant workers were not aware safe migration routes and relevant authorities that can help in the process of migration, and the absence of legal recourse rendered them vulnerable to the abuses they faced, thus reiterating the project's relevance in addressing the gaps at the grassroots level.

REL5: The COVID-19 pandemic further exacerbated the risk of TIP in the country, as migrant workers and returnee migrant workers would be more vulnerable due to the economic instability caused by the pandemic restrictions. The project remained relevant during this period.

3.2. Validity of Intervention Design

- *What is the level of participation of stakeholders in intervention design?*

⁶ The Training Need Assessment (TNA) of 84 returnees (11F:73M) were conducted in 7 districts including EQUIP project districts to identify the potential beneficiaries for the different Self-Employment training categories – Start and Improve Your Business (SIYB) training. The cost of this component was shared with the ILO 'Skills & Employment' project (EQUIP Progress Report Jan-Mar 2021).

- *Are the intervention strategies, outcomes, and assumptions appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic, and political environment?*
- *To what extent did the project effectively mainstream international labour standard, tripartite mechanism and social dialogue, gender and non-discrimination in project strategies and interventions?*
- *Were the risks and assumptions to achieve project objectives properly identified, assessed, and managed?*

3.2.1. Level of Stakeholder Participation

TAF oversaw designing and carrying out objectives 3 and 4 under the Protection and Prosecution pillars (TAF, 2021). Before the inception of the project, TAF had already been planning on working on a TIP related project and had reached out to ILO with the idea. ILO in return as a UN agency, had prepared the project proposal and presented it to the US Department of State, alongside TAF (KPI, Project Partner). Apart from the trainings provided to the HTSI bureau of CID and Criminal Division of the AG's Department, TAF also developed resource materials; a Handbook on TIP for the Sri Lanka Police and three training videos focusing on Identification, Interviewing and Referral of victims of TIP in local languages, conducted an event and developed material for members of the NAHTTF to strengthen coordination, referral and case management (TAF, 2021). Helvetas was a sub grantee of TAF in this project, and although Helvetas did not design the overall project, they were involved in the project since its inception and had contributed to the formulation of the project proposal. TAF claimed that even though Helvetas was not signed as a project partner, they have contributed to the project's expansion (KPI, Project Partner). Helvetas carried out activities under objective 3 and one activity – training of MDOs attached to MFE on district and divisional levels – from objective 2. During the entirety of the project, Helvetas trained cadres from five government institutions on victim and potential victim identification and strengthening the care provided for identified victims. These institutions are namely, the State Ministry of Women and Child Affairs (SMWCA), Department of Social Services, SLBFE, MFE, and LAC (TAF, 2021).

Objectives 1 and 2 of the project fell under the purview of ILO. In order to implement activities and achieve their respective outputs, ILO “studied the complexities and dynamics of labour migration trends in Sri Lanka [and] referred to scoping studies on TIP and forced labour” (KPI, ILO). In order to scope and carry out ground level activities, from the outset of the project, ILO incorporated the input of a behavioural change and communications expert, with the objective of assessing the long-term impacts of the project activities and making sustainable changes. Their input was taken into consideration in the design and implementation of the street drama component, the production of resource materials such as leaflets, pamphlets, and booklets, and training sessions for officers to disseminate information effectively and sustainably. ILO worked with Community Development Services (CDS) in implementing the prevention pillar of the project, through awareness creation, and with the International Trade Union Confederation (ITUC) and its affiliates in Sri Lanka to implement the Migration Recruitment Advisor (MRA) system.

3.2.2. Consultation with National Stakeholders

ILO and project partners were able to design project activities in consultation with national stakeholders and identifying their needs. During the KPIs and FGDs, government stakeholders, i.e., officers who received trainings and representatives of ministries, revealed how their feedback was deemed valuable, and weaved into the project activities as it continued. Prior to the project being designed, project partners had consulted the MFE – the ministry involved in implementing the labour migration policy. The training interventions for government institutions were designed in consultation with the Steering and Advisory Committees, set up by TAF and Helvetas, comprising representatives from relevant government stakeholder institutions and subject experts.

The evaluation interviews and discussions also made evident that the project partners took a victim-centric approach in their design and implementation of the training interventions, as one CA claimed,

“The programmes were conducted by drawing experience from the CAs, everything we have faced in the field, and how we would counsel them. It was a very practical session” - FGD, CAs

Helvetas had also conducted a Knowledge, Attitude, and Practices (KAP) assessment. The findings were considered in designing and developing the capacity building programmes and activities for the shelter staff of SMWCA and SLBFE. Such measures were needed as shelter staff and SLBFE officers at the airport and the Counter TIP Unit had not received any comprehensive training on TIP prior to the project (TAF, 2021). Helvetas also had to change the approach they took with the LAC. The initial activity was to provide legal aid to victims; however, as Helvetas was building their relationship with the LAC, they realised that the LAC had no internal activities focussed on TIP. In order to bridge this gap, Helvetas conducted a research on *The Status of Legal Aid Assistance Available for Human Trafficking Victims in Sri Lanka*, and identified that LAC officers required capacity building initiatives regarding the amendment made to the Penal Code Ordinance in 2006 (TAF, 2021). The project partners' attempts at building relationships with government stakeholders from the outset of the project allowed them to identify existing gaps and design and develop initiatives to bridge them.

Stakeholder consultation also happened at ground level, especially, when developing and delivering the resource materials and the street drama. Further, in order to make the implementation of the project relevant and closer to the grassroots, ILO, along with Community Development Services (CDS) and Sense of Life, carried out a KAP survey and validated its findings with the community. This was done, before developing the activities intended for the community level. The language issue of the materials, which was highlighted by the community members, was taken into consideration when the resource materials were designed (KPI, Consultant). Apart from identifying stakeholder needs, ILO was also able to identify the target audience by adjusting the scale and scope of the way the activities were conducted. This included help and guidance in script development to ensure that the target audience was able to comprehend the plays and the content (KPI, Consultant).

A unique aspect of the project, (which the consultants of the market scan workshop identified) was the smooth transition from the project, Global Action to Improve the Recruitment Framework of Labour Migration (REFRAME)⁷ to the EQUIP project. The main message intended through both projects were about worker protection, and at the same time, influencing the government and recruitment agencies to guarantee safe jobs for workers in collaboration with other stakeholders:

“They were very creative about how they designed the projects. The projects had very similar objectives – the message of the two projects were really unified at the beginning. ILO was able to transition smoothly from one project to the other... The continuation of the objective was guaranteed because the boundaries were blurred and they flowed smoothly from one project to the other” - KPI, Consultant.

The strong collaborative design process between ILO and project partners also indicates how the project could be sustained to achieve long-term, transformative impacts it hopes to achieve. However, the involvement of government stakeholders in the project proposal design stage was not explicit, although they were involved in the pre-activity stage and giving input on the needs of the department and how to make the activities relevant to the officers.

3.2.3. Appropriateness of the Intervention Strategies and Assumptions

The three pillars and the four core objectives of EQUIP provide a sound foundation for addressing TIP related issues, as noted below. Attached to this, the pooling of resources, expertise and networks of the project partners had contributed towards creating synergistic impacts, in general.

“[The] four elements (objectives) [were] fantastically designed and very timely because a single agency cannot address all these issues. Not only government sector, it needs everyone’s participation, including the general public” (KPI, Consultant)

The discussions with ILO project personnel and project partners revealed the need for broadening the framing of TIP beyond labour migration overseas, to include aspects of the crime that take place within the country, in order to reach the overall project goals more comprehensively. More specifically, the need for a closer focus on activities of intermediaries in overseas migration for work and their potential linkages with TIP, and a focus on processes of TIP within the country especially in the commercial sex trade, domestic work, apparel sector and the informal sector were identified as areas to be further strengthened. The project focus

⁷ The REFRAME project is a European Union-funded global action aiming at preventing and reducing abusive and fraudulent recruitment practices and maximizing the protection of migrant workers in the recruitment process and their contribution to development. It was implemented from 15/01/2017 – 14/12/2021 (Retrieved from <https://www.ilo.org/global/topics/labour-migration/projects/reframe/lang--en/index.htm>).

on external labour migration had been based on available data and needs assessments at the time of design and the need for a broader focus was clearly identified by project partners.

As per the proposal, the risk analysis at the design stage had focused on assumptions on sustainability, development, implementation, and management. The main mitigation measures identified include ensuring continued close coordination with relevant government stakeholders, including NAHTTF and ensuring coverage of a wide range of stakeholders for capacity building activities. ILO and project partners had very successfully used their existing networks, expertise and reputation to foster stakeholder engagement in order to reach project results (explained in detail in the section 3.3 - Coherence and Synergy below).

In terms of the geographic focus, there is room for further consideration. The project chose four districts (Colombo, Kurunegala, Kandy, and Gampaha) to carry out its activities, for both government officers engaged in TIP and for the community level members. The reasoning behind this selection was that these areas were shown to have high rates of outbound migration (KPI, Project Partners). However, in evaluating the project, it was made evident that these four areas have high outbound migration rates due to them being transit migration points, i.e., the existence of a vast number of recruitment agencies within these four districts, especially in Kurunegala, which attracts potential migrant workers from around the country who then migrate via the said districts. Many stakeholders interviewed revealed that they too identified the need to address external migration which happens via other districts, especially in the Eastern province (FGD, CAs; FGD, MDOs; KPI, Project Partners). Some of the stakeholders involved in developing the project activities viewed the four-district aspect of the project as a constraint to achieving desired outcomes of the project (KPI, Consultant). While there is insufficient evidence to state that there was no flexibility to re-purpose target areas during the project time, ILO did state that the project could have added the Eastern districts to their list given recent trends in undocumented migration (KPI, ILO). KPIs with the project partners reveal that an island wide intervention would have been more effective, however, these four districts were selected with practical implications in mind. It should be noted, however, the geographic scope was only a constraint for certain activities such as training for CAs, SLBFE, LAC and MDO cadres and not a constraint for the AG's Department, the HTSI Bureau of CID and the NAHTTF (feedback on report received from project partner). As a countermeasure to the limitations posed by this approach, the project decided to develop a TOT unit amongst MDOs which would be able to train other officers in all Divisional Secretariats around the country (KPI, Project Partner). The project also implemented other measures later on to multiply its efforts across the country.

3.2.4. Timeframe of the Project

The timeframe of the project was seen as a limitation by most stakeholders. Many of the stakeholders who were involved in activity design, development, and delivery, cited the timeframe of the project as being too short to achieve many of the long-term and sustainable impacts envisaged. Similarly, the timeframe to carry out activities both on the ground level and with government officers, was seen as too short. The areas include the intervention strategies implemented in initiating behavioural and attitudinal changes within community level members

– regarding migration and TIP. These were seen as interventions which require at least five to ten years to bring about meaningful change (KPI, Consultant; ADB, 2011; ICAT, 2016).

In terms of the trainings given to government officers, the stakeholders who developed and delivered the trainings raised the concern that one or two programmes would not be enough to develop the skills of a Counselling Assistant who would be able to deal with a victim of TIP (KPI, Consultant). The stakeholders who conducted the market scan workshops for SLBFE and recruitment agents also claimed that the tight timeframe of the project was inadequate to create a lasting impact within the industry;

“If capacity building, raising awareness, and system building, especially in partnership with a government are to take place, and to look internally to see what needs to be changed or adjusted to ensure fair recruitment, it would take more time” – KPI, Consultant.

3.2.5. Mainstreaming International Labour Standards (ILS)

Amongst the legal instruments categorised under ILS by ILO, there are two main fundamental and governance conventions which are directly relevant to EQUIP; Tripartite Consultation and Forced Labour. The latter was ratified by GoSL in 2019 and the evaluation team recognised the role played by ILO in this initiative (refer section 3.7.1).

Apart from this, the project was able to create and sustain social dialogue in relation to the labour migration sector and TIP, through the mainstreaming of the Tripartite Consultation Convention. Social Dialogue is referred to as the inclusion of “all types of negotiation, consultation or simply exchange of information between, or among, representatives of governments, employers and workers, on issues of common interest relating to economic and social policy” (ILO, n.d.-c) There were barriers to effectively mainstreaming this convention within the country due to the nature of the labour migration sector. ILO expressed difficulty in convincing Trade Unions (TUs) to represent migrant workers as they are not considered as legally representative of migrant workers, thus could not be paying members of TUs. The low number of reported cases of TIP added to that difficulty (KPI, Project Partner). However, ILO was eventually able to work with three TUs who were affiliated with ITUC; Ceylon Workers Congress (CWC), Sri Lanka Nidahas Sevaka Sangamaya (SLNSS), and the National Trade Union Federation (NTUF) to launch the MRA website. The project also successfully incorporated the SLNSS and NTUF’s support in representing migrant workers and addressing their issues (KPI, Project Partner). The obstacle in including the employer – within the tripartite mechanism – aspect is somewhat mitigated through the MRA website.

While representatives of governments and workers were targeted through capacity building and awareness programmes, the intermediaries involved in the process of labour migration and government offices and departments which directly work with them, were targeted through the market scan study. The effectiveness of this activity could not be evaluated as it was still being conducted at the time of data collection. However, the consultants involved in conducting the activity emphasised the project’s focus on fair recruitment and safe migration through the said activity. This activity is also identified by the evaluation team as having mainstreamed Decent

Work and some features of the conventions of Migration for Employment (no.97) and Migrant Workers Convention (C143), through the project; as the activity was aimed at ensuring fair recruitment, fair wages, and working conditions, security in the workplace, and basic human rights of workers.

Preliminary Conclusions:

VID1: ILO and its project partners worked closely with other stakeholders in designing, developing, and implementing the project, whilst constantly consulting with government stakeholders which contributed to the well thought out design of the project.

VID2: The project carried out two KAP surveys, one which informed the training interventions and the other which validated findings from the community, and contributed to the design of the awareness raising component of the project. By doing so, the project was able to design its interventions to address the needs of the beneficiaries and grassroots.

VID3: By collaborating with other similar projects and ensuring a smooth transition through the design of the project indicates that the project could be sustained to achieve long-term, transformative impacts.

VID4: The geographic scope of the project mainly limited to four districts has constrained the wide scale impact that could have been achieved through this project; however, this gap was, to some extent, addressed later on in the project through the implementation of the TOT Unit within the MFE and putting in place measures in other government agencies/departments to multiply its efforts.

VID5: The timeframe of the project was inadequate to observe and measure many of the long-term and sustainable impacts envisaged. Project activities of this nature would generally require about 5-10 years, in combination with other factors and similar interventions, to affect sustainable changes.

VID6: Through its design of activities under the prevention pillar, the project has successfully included TUs in implementing key components of the project, thereby mainstreaming ILS and Social Dialogue. Decent work is addressed through capacity building and awareness programmes for government stakeholders, intermediaries, and community members.

3.3. Coherence and Synergy

- *To what extent do interventions and policies of other actors' support or undermine the project interventions, and vice versa?*
- *To what extent has the project complemented and/or harmonized or coordinated with other actors working on TIP of Sri Lanka?*

3.3.1. Policy Synergies

As briefly explained in the section above on national overview on TIP, a relatively conducive policy environment had been created by the time the project started, including the ratification of the Protocol in June 2015, the establishment of the NATTF, and the publication of the SOP for the Identification, Protection and Referral of Victims of Human Trafficking by the Ministry of Justice and Public Order in 2015. The project had worked with the main stakeholders that are identified in policies to combat TIP such as Ministry of Justice, SLBFE etc. The introduction of the FBR had exacerbated vulnerability to be trafficked and the project had recognised this trend and responded to it. As per the US State Department, the GoSL efforts remain inadequate in order to meet the minimum standards to counter TIP; hence the downgrading to tier 2 watch list in 2019, and therefore the project's efforts to counter trafficking created synergistic outcomes.

3.3.2. Coordination/Harmonising with Other Stakeholder and Agencies Working on TIP

The project partners have been successful in cooperating with other UN agencies, organisations, and CSOs, specifically in terms of materials and resource sharing, towards effective project delivery and sustainability of the project. For example, UNODC, as the main custodians of the TIP protocol, has been one of the main resources and in another instance, workshops and panel discussions on TIP related issues have been organised by the project partners and included members of the Development Partners Forum (DPF) and relevant government stakeholders (KPI, Project Partner).

The TAF initiated the Development Partner Forum in 2018 brought together organisations and donor groups working on TIP such as the US Embassy, IOM, British High Commission, Save the Children, Canadian Embassy, Swiss Embassy and UNODC. As per project partners, this forum achieved the objectives of assessing the needs in the field of TIP, information sharing in order to avoid overlap, and continuing the discourses and discussions on TIP (TAF, 2021). More specifically for EQUIP, the forum has provided an opportunity for the partners to share updates on the project, provide valuable insights on areas of intervention, and establish their TIP presence among the donor agencies. The project related documents and discussions with project partners revealed that this forum to a large extent ensured that overlap between projects was avoided/reduced.

3.3.3. Overlap

It was evident that there was repetition in some of the trainings conducted by other development partners; however, this could not be confirmed through corroboration:

“Some programmes were conducted at the divisional level and some of our officers received that training (training for MDOs) as well, so there was some duplication ” – KPI, Government Stakeholder.

However, even if there was repetition, in the case of TIP related issues, it is not necessarily seen as negative as periodic refreshment of knowledge and skills was seen as a positive aspect as the extract below shows.

“Even if it is duplicated, it’s okay. To some extent, capacity building and training has to be duplicated, because knowledge needs to be refreshed regularly” - KPI, Consultant.

Preliminary Conclusions

CS1: A relatively conducive policy environment was in place at the inception of the project, including the ratification of The Protocol in June 2015, the establishment of the NATTF, and the publication of the SOP in 2015.

CS2: Overlap of efforts in the overall project was avoided by effectively coordinating with other stakeholders, including development partners and CSOs, working towards countering TIP.

CS3: Although there may have been some repetition in training interventions for government stakeholders conducted by other projects, this is not seen a negative impact, as repetition may be needed in order to refresh and regenerate knowledge amongst beneficiaries.

3.4. Gender Mainstreaming and Non-Discrimination

Evaluation Questions:

- *What are the key achievements of the project on gender equality and women's empowerment?*
- *How far had the project mainstreamed gender and non-discrimination?*

3.4.1. Gender Equality and Women's Empowerment

An analysis of the beneficiary numbers of the different project activities shows a predominant focus on women. The KPIs with the stakeholders revealed that, at the design stage, the available data which showed a higher probability of female migrant workers being trafficked and the very feminisation of the labour migration sector itself, compelled them to address mostly women through the project. As a specific example, for lack of a comprehensive gendered analysis of TIP, the first instance of males being trafficked was reported explicitly in the TIP reports as recent as the year 2019.

However, in the project’s implementation, ILO and the project partners and project personnel tried to bridge this gap; the socially constructed gender roles and care responsibilities of the participants at training and awareness programmes were taken into consideration by the project partners. For instance, pregnant female officers and officers who had to bring their children to these programmes were provided with sufficient residential facilities.

Further, the study on Trafficking and Forced Labour (2018),⁸ commissioned by the EQUIP project, highlights the gendered aspects of TIP, including the practical challenges faced by MDOs in providing services to the male trafficked victims, as their approaching the first responders, including MDOs, remains ad-hoc in nature. Resource persons that were responsible for the design and delivery of the awareness campaign at the grassroots level confirmed the use of the study findings in designing campaign material. As a result, in the awareness programmes, which were held on the ground level, the conductors encouraged potential female migrant workers to bring their husbands to the programmes and include them in the migration process by giving them a sense of responsibility over family affairs and point towards the role of men in migrant decision-making processes. During the KPIs, it was revealed that potential male migrant workers took part in some project activities.

Further, the repurposed activities led by ILO, i.e., income generating activities for returnee migrants, were also helpful in addressing and mitigating the lack of incorporation of potential male victims in the project. As briefly mentioned in the Relevance section, during the COVID-19 pandemic, ILO noticed an influx of returnee migrants, the majority of whom were men. As they were already vulnerable, with no employment and income, to prevent them from further vulnerabilities and the threat of being trafficked and put into forced labour, ILO with the donor's approval, allocated funds for workshops for these returnee migrants. These workshops raised awareness of TIP while helping these returnee migrants to economically reintegrate themselves into society.

However, this inclusion does not necessarily address the deeper socio-cultural issues that shape migrant decision making, pushing them towards taking unsafe migration routes leading to victimisation. Further, gender sensitivity in identification of victims, both men and women, remains an area to be further strengthened.

3.4.2. Gender Mainstreaming

As reported in the project related documents and confirmed by the discussions with the project partners, the design stage of this project lacks an explicitly stated gender mainstreaming approach. More specifically, at the design stage, a separate gender analysis of causalities related to TIP, nor a substantive reflections of gender dimensions in the background section could be observed. There was also no explicit inclusion of a gendered approach to prevention, protection and prosecution of TIP. Further, the Mid-Term Review report for objectives 1 and 2 state shows no dedicated financial resources specifically allocated for mainstreaming gender equality in terms of staffing or interventions. This was also confirmed during consultations with the project partners of this evaluation.

⁸ Conducted by another CEPA team, independent to the evaluation team

Preliminary Conclusions

GEN1: The overall project design lacked a gender mainstreaming approach where explicit inclusion of a gendered approach to prevention, protection and prosecution of TIP could not be observed.

GEN2: The very nature of the feminisation of the labour migration sector has led the project to focus mainly on women when it came to specific activities, lacking an approach that considers the gendered realities of men in the TIP landscape. However, following the commissioned report Trafficking and Forced Labour (CEPA, 2018) specific measures were taken to include this approach in the awareness raising campaigns and the component on reintegration of migrant workers. Yet, there is space for improvement in addressing the deeper socio-cultural issues especially in relation to the prevention pillar of the project.

GEN3: During the implementation of the project special arrangements were made for women enabling their active participation in the project activities.

3.5. Effectiveness

3.5.1. Overall achievement

What is the project progress towards achieving the overall objective, outputs and outcomes as measured using the project performance indicators?

Objective 1- Research and awareness to inform regulations and practice: A favourable regulatory environment and practices in place to reduce forced labour and trafficking vulnerabilities through research and targeted awareness by 2020.

Demonstration of Knowledge on Forced Labour and TIP

It has been highlighted in both mid-term reviews and final reports compiled by ILO, independent consultants and project partners that it is difficult to quantitatively assess the percentage of policymakers, government officials and prospective migrant workers who demonstrate knowledge on forced labour and TIP, as not all the relevant stakeholders were evaluated on how much knowledge has changed as a result of the project.

However, the evaluation found substantial qualitative evidence of increase in knowledge of government officers who received capacity development trainings on victim identification and the referral process. For instance, the increase in knowledge among these government officers has contributed to the overall quality in the areas of victim identification, quality of case notes, referrals, providing legal aid, and protection. Helvetas trained the CAs attached to the SMWCAs and Department of Social Services, the Conciliation officers and staff of the Counter TIP Unit of the SLBFE Colombo, Kandy, Gampaha and Kurunegala regional offices, Airport staff and Sahana

Piyasa shelter staff of SLBFE, MDOs of the MFE, and lawyers attached to the LAC. TAF trained the police officers attached to the HTSI Bureau of CID including police officers stationed at the Airport CID unit, and Prosecutors of the AG's Department. (ILO, 2018c; TAF, 2021:10). A detailed breakdown of knowledge change derived from available quantitative data is presented in Annex F for Counselling Assistants, MDOs, SLBFE officers, and police officers of the HTSI Bureau.

These trainings were commended for drawing a holistic picture for identifying victims and clearly outlining key roles played by related stakeholders in referring and reporting cases. It was also made evident through FGDs with the MDOs, TOT Unit and CAs that this was the first training specifically dedicated to understanding TIP for most government officials specially at the sub-national level. In this regard, officers were made aware of the basic concept of TIP and its distinction from and connection to other civil cases. For a detailed account on how the improvement in knowledge has led to improved services, refer impact orientation and sustainability section of this report (section 3.7).

Following the MTR conducted by TAF, the project partners have acknowledged the need for regular revisions or engagements to improve retention of content learnt, as it is difficult to retain knowledge of this nature, with specific technical aspects such as legal implications, if not practically applied. Therefore, Helvetas completed seven advanced training sessions, for 120 CAs and five refresher trainings for 189 MDOs (Helvetas, 2020), and TAF completed a two-day refresher training workshop for the HTSI Bureau, CID (Project Progress Report, July-Sep 2020).

Effectiveness of Research

ILO commissioned CEPA⁹ to conduct a scoping exercise to understand the presence and the nature of trafficking and forced labour in four identified districts, and in turn use the findings to create targeted awareness strategies and the design of the campaign material. This was utilised in informing the Behaviour Change Communication (BCC) awareness programmes and the street drama performances.

In addition, the project team planned to conduct a study on recruitment fees, by incorporating a support survey in the labour force survey conducted by the Department of Census and Statistics (DCS). This component underwent a series of changes due to logistical delays and other projects such as REFRAME obtaining similar information on recruitment costs. Alternatively, the project went on to focus on fair recruitment principles for SLBFE senior management and ALFEA and strategies, and the use of these principles for market diversification, by way of virtual workshops, led by the Fair Hiring Initiative. As such, it is noteworthy that this component is unlike what the project initially planned for and as such, would derive other outcomes. The evaluation team is unable to assess the effectiveness of the adjusted component as these activities were ongoing during the time of data collection for this evaluation.

⁹ Conducted by another CEPA team, independent to the evaluation team

Another component planned for supporting the GoSL's ratification of the Forced Labour Protocol was the Situation and Gap Analysis Report on the ILO Protocol of 2014 on Forced Labour, which was successfully submitted to the Ministry of Labour March 2018, and subsequently handed to the AG's Department. The project effectively provided technical support to initiate the ratification process. Protocol 29 was ratified in April 2019, thus the project did not conduct the remaining campaign activities for its ratification.

Effectiveness of Campaign Strategy

From the in-depth interviews, which were conducted with returnee migrants and individuals engaged in raising awareness on the community level, it was evident that elements of forced labour/TIP were considered as part of the 'process' and 'normal' in their view. These respondents cited the lack of knowledge and awareness on safe migration and relevant authorities; the lack of involvement of government officers in the process of migration; and the absence of legal recourse as having rendered them vulnerable to abuse. This process of normalising TIP within the labour migration sector had perpetuated a cycle of victimisation and the belief that it was normal to be trafficked. This, made the process of raising awareness and convincing people of the benefits of safe migration difficult.

"Initially, there was a reluctance from the public's side to be aware of TIP and forced labour because they think it is normal for people to be trafficked as a migrant worker – they think of it as a part of the process" – KPI, Project Partner Thus, a significant addition to the campaign strategy was the KAP survey¹⁰ conducted to understand ground realities when designing BCC awareness programmes and the street dramas. Sense of Life conducted the KAP study with the logistical support by CDS. The objective of this KAP survey was to understand behavioural patterns in relation to knowledge, attitude, and practices of migrant workers at all stages of the migration cycle for Social Behaviour Change Communication intervention on safe migration (ILO, 2019). The KAP Survey provides further insight into the process of migration among community members, their primary sources of information, pre-departure training and travel, risks associated with migrating, and motivation for remigration. However, the project was unable to effectively utilize the findings of the survey in its current implementation phase due to time and contextual limitations. Therefore, the effectiveness of the KAP survey as a campaign strategy¹¹ is lacking. What the project attempted to do was to link the findings of the KAP survey to the BCC awareness programmes conducted, by developing campaign materials.

The BCC awareness programmes were conducted for prospective migrants, returnees, and family members, to firstly address practice changes detected through the KAP survey, and secondly to monitor the behaviour change in target communities throughout the campaign. These programmes were conducted after the street drama in order to draw in themes from the drama into the discussion. It must be noted that the CSO implementing it recognized that it would

¹⁰ The KAP Survey collected data from 202 respondents (157 female and 45 male) (Community Development Services, 2019)

¹¹ Refer Annex F for a breakdown on the campaign activity and the reach of awareness campaign

have been more effective if these were conducted as separate activities. Furthermore, the awareness programmes were only conducted in Sinhala, as highlighted by a community member who functioned as the translator for the programmes, bringing its effectiveness further into question.

The street drama has been commended for its creative and innovative approach in creating awareness: veering away from traditional means of education, the street drama adopted the entertainment aspect for effective communication. The performative aspect was much simpler to grasp and demanded more attention, compared to a formal seminar or lecture, which made it more effective (KPI, Consultant). Following each performance, audience members were given the opportunity to engage in a Q&A session moderated by officers from ILO and CDS. Leaflets were also distributed while the drama was being performed, to create more awareness. The novel approach to awareness and information dissemination was commended in most KPIs:

“(the street drama was a) very bold decision taken by ILO to educate the masses this way rather than through formal lectures and seminars. People identify themselves in these characters. People were emotionally connected to it, some were crying. It made a very good impact in the target audience, in a small way.” – KPI, Consultant

The attention paid to the reach of the drama performance must also be commended. The organizers recognized that a larger audience from sporadic performances would not be effective. It was also acknowledged that not many would stand on the side of the road to watch a drama performance. Instead, target audiences were gathered in venues such as the SLBFE, youth camps, community halls, and institutions.

However, stakeholders and potential/returnee migrant workers stated that the full effectiveness of such awareness creation is challenged when potential migrants are ‘desperate’ to leave the country, despite being knowledgeable about risks and dangers associated with TIP, as they sometimes opt to not pay attention to implications of taking unsafe and irregular migration routes. Therefore, it must be noted that the effectiveness of these campaigns is dependent on individual contexts and situations of the potential migrants, returnees, youth, and their family members. Furthermore, it is evident that the campaign reached mostly female participants. An in-depth interview conducted with a community member also revealed that when the performances took place on a weekday, most men would be at work at the time and were not able to view it.

Awareness trainings on TIP and safe labour migration was conducted by the Migrant Workers Front (MWF) for members and constituents from 13 worker organizations and three civil society organizations, to “build the capacity of worker organization constituents on the topics of Fair Recruitment, MRA, Forced Labour and Human Trafficking, with the objective of developing a fundamental knowledge, to make the worker organization constituents ready with the required

knowledge, to organize, advocate and assist migrant workers.¹² These trainings were also able to address the changing nature of migrant workers being included in the traditional worker organization constituency. It cemented the role played by worker organizations in countering TIP in Sri Lanka, by creating another mode in which migrant workers could obtain information.

Objective 2- Ensuring fair and ethical business recruitment practices: Recruitment agents, MDOs and migrant workers are better equipped to conform to ethical and fair recruitment principles and guidelines by 2020.

Commitment to Fair Recruitment Principles, Guidelines and Practices

Recruitment Agents

Due to the ongoing COVID-19 pandemic, 30 programme activities targeted towards recruitment agents were not implemented as scheduled but is currently ongoing. Due to this, and the inability to capture knowledge changes quantitatively among the agents, has left little to report.¹³ However, a market scan of destination countries was conducted, with consultation of attached recruitment agents, for agencies to gain an understanding of how the government regulates, monitors, and protects recruitment practices in a way which benefits the agents and the workers, which also provides potential for agents to adopt fair recruitment practices (KPI, Consultant).

Migrant Workers and Trade Unions

The implementation of the Migrant Recruitment Advisor (MRA) in Sri Lanka through the project is another notable achievement. The MRA functions as a web platform for migrant workers which provides peer to peer reviews of recruitment agencies in their country of origin and destination.¹⁴ Its implementation was executed by the ITUC, through three national affiliates, namely, SLNSS, CWC and NTUF. The purpose of the MRA is to collate worker reviews of destination experiences and also accept complaints of migrant workers, if any. Its operation is now solely being managed by SLNSS. A key benefit of its implementation, and the trainings that were attached to it on technical operations, fair recruitment, and safe migration, is the increased levels of interest among worker organizations in TIP related issues, which was not given due attention or high priority prior to the project (KPI, Trade Union).

However, the evaluators assessed that there are a few shortcomings in the implementation and maintenance of the MRA in Sri Lanka. It is clear that engagement levels are low and the MRA needs to be further popularized among workers (check Annex F for details). It must also be noted that although ITUC will continue to monitor and provide trainings to SLNSS for managing the MRA until 2022, whether SLNSS has the capacity in terms of technological infrastructure to

¹² Report on Training on MRA and TIP with TU Members (ILO, 2020)

¹³ ILO follow up meeting

¹⁴ Retrieved from <https://www.ituc-csi.org/ituc-launches-migrant-worker>

carry on this work is a point of contention. In addition to this, as was made evident in the KPI consultations, whether workers fully comprehend the benefits or purpose of the MRA is questionable, as awareness raising programmes seem to be too few and far between for it to be effective (KPI, Trade Union). Moreover, whether workers have the necessary access, in terms of language and digital literacy to engage with the system effectively must also be questioned. While the website is available in Sinhala and Tamil, the complaints form itself can only be accessed in English. Similarly, when complaints are made through the MRA, the SLBFE will only address the complaints of those who used regular forms of migration, with some exceptions. Considering this, whether workers will voluntarily engage with the MRA to submit reviews of their experiences remains to be seen.

Reporting and Referrals by Trained MDOs A qualitative assessment of the trainings received by the MDOs, and their consequent change in reporting can be noticed. Helvetas conducted two rounds of training to 414 MDOs from the four target districts, which covered aspects of victim identification and referrals. Additionally, a follow up training was conducted by ILO on further strengthening the skills associated with identification, intervention, and referral making (TAF, 2021). Through the FGD conducted with the MDOs, it was revealed that the trainings increased knowledge and awareness which translated to increased problem-solving skills. In addition to this, MDOs were also taught the legal aspects related to TIP. An example of its effectiveness is stated by a participant of the FGD:

“We got to know about the amendment made to the Penal Code. Since we now know about the legal side of the issue, we can even confront recruitment agencies with confidence”
- FGD, MDOs

Participants, however, stated that they have not been able to practically apply their learnings for everyday work due to the pandemic restrictions, therefore, the data to support whether this training has led to an increase in the percentage of TIP cases reported is lacking. However, it was understood by the evaluators that the training received was effective and the first of its kind to be given to the MDOs.

Some areas of improvement were seen in their request for a basic training on counselling skills. A consultant to the project stated,

“Even MDOs recognize the importance of counselling skills such as nonverbal communication, confidentiality related programmes, emotional engagement and relationships in tackling the issues faced through TIP” - KPI, Consultant

While this acknowledgement of the importance of psychosocial support by the MDOs itself is an achievement, it should be noted that professional counselling skills are not required as there are two trained counsellors at each DS office. Therefore, the basic psychological first aid training module that was included in the project for TIP victim identification and referral will suffice as MDOs are one of the first responders met by victims.

Setting Up Training of Trainers (TOT) Group

One of the activities which can greatly benefit the beneficiaries of the project is the setting up of the TOT Unit of the MFE. Through the activity, the project was able to train 35 development officers selected through an application process from all districts beyond the target districts of the project. In terms of areas covered, a participant of the FGD conducted for the MDOs and TOTs stated,

“We learnt about teaching and assessing learning. (How to) Plan and prepare learning were next. We learnt how to assess learning and deliver outcomes as trainers too. In the practical one, we learnt how to deliver our training to an audience and getting close to them, doing presentations and whatnot. It covered a huge area.” – FGD, MDOs

Considering the feedback of the participants, it is evident that the training of trainers and setting up of the TOT unit was effective. According to the FGD conducted with the MDOs, it was evident that the TOT unit is itself in its inception stages and making a concrete assessment on its effectiveness is not possible at this time. The unit functioning as a sustainable exit strategy is discussed in section 3.7.3. However, whether this training should have been given to more officers from other ministries and agencies, was brought to the attention of the evaluators, as this is one of the main activities which ensure sustainability of the project.

Reintegration Efforts for Returnee Migrant Workers ILO and project partners created many alternatives to existing project activities to best suit the country context. One such activity introduced beyond the originally planned activities is the reintegration efforts for returnee migrant workers who were affected by the pandemic, implemented by ILO. Following a thorough screening process, 400 of 1300 returnees who were interested in self-employment were identified. With the support of “Skills and Employment of Returnees” project¹⁵ and EQUIP, a Training Need Assessment was conducted with 84¹⁶ workers, so that appropriate self-employment tools could be used among the workers (ILO, 2021). However, as this is an ongoing activity during the data collection period, the evaluation team is not able to assess its effective contribution to the EQUIP project as a whole.

Objective 3 - Protection services for identified victims: To improve protection services to ensure identified victims, including men and children, receive specialized care services.

Counselling Assistance

The project capacitated 120 CAs from SMWCA and Department of Social Services from Colombo, Gampaha, Kandy and Kurunegala (TAF, 2021). These trainings were focused on victim

¹⁵ The project conducted Training Need Assessment among 84 returnees to identify specific self-employment support under the comprehensive “Self Employment” programme for suitable returned developed in consultation with government counterparts (Jan-Mar 2021 Progress Report).

¹⁶ 11 female, 73 male (Jan-Mar 2021 Progress Report)

identification, understanding the concept of TIP, and understanding the type of service required by victims and practical methods in which CAs could support their clients (TAF, 2021). As mentioned previously, there was a significant knowledge change in the CAs who attended the training. They were also provided with training materials which can be “beneficial in training new recruits”, as stated by an FGD participant. Following is a statement which speaks to the effectiveness of the trainings:

“I really did not know about TIP back then [prior to the training]. We [CAs] did come across victims of TIP, but we did not know how to identify victims, talk to them, and help them.”
- FGD, CAs

Participants also learned about the referral process and the role played by other stakeholders in handling cases. For example, CAs stated that they were able to strongly link with the MDOs through the project. Furthermore, they stated,

“We did not know about SLBFE’s involvement in this issue, the legal and human rights aspect of TIP, and about building up their mental health. But now, we know how to tell them that they are victims of TIP.” - FGD, CAs

This is a significant accomplishment of the project.

The evaluators were unable to gather data which reflect the level of satisfaction of identified victims on counselling services, as data does not exist. It was identified as a non-feasible indicator by ILO and the project partners due to the lack of an existing system to identify and record trafficked victims. The evaluation team agree with the non-feasibility of tracking this, given the lack of a system in place to record this information. Instead, a proxy indicator was introduced to measure the number of CAs trained, their perception of satisfaction in providing services for clients, and the services they referred the client to, as this was considered by project partners as more pragmatic indicators to measure the outcome of this activity. According to the Progress Report (Jul-Sep 2020), 61 CAs were able to identify and refer 161 potential TIP victims to services. Out of 66 CAs, 52 percent were ‘very satisfied’ with the service they had provided, and 48 percent were ‘satisfied to some extent’.

Shelter Services

On the other hand, a component that did not prove to be successful is the provision of shelter services to victims of TIP. It is reported in the USDOS TIP report (2018; 2020) that the percentage of identified victims in shelters as being zero. This is because the shelter dedicated to TIP victims no longer houses any victims and has now been amalgamated to the shelter for victims of domestic violence. The effectiveness of capacity building for shelter staff of SMWCA and SLBFE could not be evaluated as it was not possible to interview the said staff. However, a much-needed additional output was produced by Helvetas which was a recommendation document for an internal circular on referrals of potential victims of TIP for the SLBFE for a more efficient

internal referral process for potential TIP victims (TAF, 2021). Additionally, following the KAP survey conducted by Helvetas of SLBFE staff attached to Sahana Piyasa and the shelter for female TIP victims by the Women's Ministry, the project was able to identify and fill an important gap and provided training for 85 officers with technical advice from TAF. However, there was no pre-post test data available to comment about the effectiveness and knowledge increase of the shelter staff, although according to the 'Impact and Lessons Learnt Study' document prepared by Helvetas over 95% of Sahana Piyasa staff have noted positive changes in knowledge regarding TIP (2020).

Moreover, the current plight of shelter homes for TIP victims was revealed through this evaluation. As stated by a Government Stakeholder,

"Shelter homes need more resources, and there is a need for long-term shelter homes until the court hearing is complete, including for facilities to host foreign victims of trafficking." – KPI, Government Stakeholder

Thus, there is also a growing demand for shelter services among TIP victims especially additional services which provide shelter for victims' children.

Legal Aid for Victims

The project also intended to increase the number of individuals from low income or marginalized communities who may receive legal aid in relation to TIP. This was intended to be achieved by capacitating the LAC. This activity included capacity building workshops for 25 officers attached to LAC centres from the target districts. The workshops updated and provided the officers with knowledge on TIP, local and international context of TIP, current trends, identification of TIP victims etc. (TAF, 2021). According to the KPI conducted with the LAC, TIP was not a priority for the LAC prior to these trainings; thus, it has opened opportunities for legal aid for victims of TIP (KPI, Government Stakeholder), although the full effectiveness of this is yet to be seen, as only one victim has received legal aid since the inception of the project. Similarly, as identified in the TAF Final Evaluation Report (2021) victims from marginalised background or rural areas may not seek out the services of the LAC unless referred to by a first responder. Thus, it has been recommended that capacitating community-based legal aid provided would have been a more effective.

Objective 4 – Prosecuting and investigating offenders: To increase investigation and prosecution of offenders of trafficking through due process, training of officials on victim identification, legal procedures, and referrals processes.

Investigations

In terms of the percentage change in investigation of TIP cases since 2017, there has been a 43 percent increase as of January 8th, 2021. A notable project activity was the trainings conducted for the HTSI Bureau of the CID. The unit was trained on victim-centric approaches, investigation

techniques, and referral procedures specifically for TIP related matters. It was the first training of this nature for this unit:

“I worked with the police closely at different capacities. The moment you say TIP, most of them wonder what it is. Everyone used to think it was human smuggling... giving them a clear understanding is also an achievement.” - KPI, Consultant

As for the number of government and international reports recording these increased investigations, prosecutions, and convictions in TIP cases, the USDOS TIP Report, the Global TIP Report by UNODC 2018, and the Global Slavery Index by the Walk Free Foundation report for 2018 reflect these numbers (TAF, 2021).

Prosecutions

There has been a 31 percent increase of the prosecution of TIP cases since the year 2017 (USDOS, 2017; 2020). However, it is difficult to fully attribute this change to the capacity building of prosecutors through the project. The reasons for this were emphasised through data collection; as the cases go through an extensive process to be categorized as a TIP case by the AG's department (KPI, Consultant). Additionally, a consultant of the project revealed that,

“Sometimes the cases come up once in 3 months, so by that time victims are discouraged. Also, the project goes on for 2 years, real work was started about 7 months in, and skill knowledge is transferrable, so the number of cases prosecuted in that time is not reflective of how successful the project is. An investigation takes time” – KPI, Consultant.

Trainings were held for 29 officers from the Criminal Division of the AG's Department, who attended a two-day workshop. The training focused on introducing the officers to a holistic understanding of TIP, the legal complexities and the impact of a victim-centred approach which would support and strengthen a case (TAF, 2021). A government stakeholder commended the training received through this project, comparing it to the lacklustre training received prior to this. However, one gap identified was the disconnect between international resource persons and their knowledge of the local context and legal framework, in understanding the practical application of the law in Sri Lanka. Furthermore, a simulation workshop was proposed to practically apply learnings, however it was not physically implemented due to COVID-19 and instead held virtually. This caused challenges to the success of the workshop as attendance and participation were limited and engagement was low due to the impracticality of conducting it online.

Supporting the NAHTTF

A key component of the project was to support the NAHTTF. The mandate of the task force is to “look into all TIP and related matters... and keep all stakeholder agencies together, (and) improve coordination and collaboration between stakeholders” (KPI, Government Stakeholder).

The project partners had to face considerable challenges in achieving this objective of the project. The relationship between the project and the NAHTTF, was somewhat problematic, as the task force was “not welcoming of certain components of EQUIP support” (ILO, 2021). The project emphasised on creating a discourse and awareness on “aspects related to effective coordination and referral of TIP such as importance of reporting, reporting procedures, case management and referral” (ILO, 2021). According to KPIs, project partners had trouble coordinating and maintaining an active relationship with the NAHTTF. However, it was made clear that the strategy to approaching and engaging the NAHTTF in project activities could not have been improved further, suggesting that project partners had utilized all means necessary. The initial plan was to “ensure the more effective coordination of the various anti-trafficking activities underway at the national, district and divisional levels, under the collective guidance and purview of the NAHTTF” (TAF, 2021:11).¹⁷ However, as NAHTTF focused mainly on responding to the USDOS TIP report, the project partners refocused their activities to focus on holistic issues of TIP and highlight the importance of reporting. This was done through a panel discussion titled “Trends and Practices in Reporting on Trafficking in Persons”. Despite the NAHTTF indicating that project’s support was not required (Project Progress Report, October- December 2019), TAF continued to engage with the AG’s Department and Sri Lanka Police who are key members of the NAHTTF. This strategy adopted to ensure continuous engagement with the NAHTTF despite the obstacles faced, is commended by the evaluation team. The success of the first discussion led to the second seminar on ‘Coordination and Referral Processes on Trafficking’ which was scheduled to be held virtually but was postponed due to the pandemic. Instead, it has been repurposed into issue briefs (TAF, 2021).

While there has been some engagement with the NAHTTF by project partners, the evaluation revealed that there exists a few inherent gaps and shortcomings in its operation. Firstly, while initially the meetings were attended by high-level officers of stakeholder organizations, later was only attended by mid-level officers, who sometimes fail to report back on its proceedings and discussions, creating a communication gap in smooth proceedings (KPI, Consultant). In addition to this, the NAHTTF would not engage in activities that go beyond addressing the TIP report. Whether the project activity itself required more focus to cater to the complexity of the situation is a point of contention. In fact, as stated by a consultant in response to the project and the task force,

“The project activities are what we need, not because the policy maker has a clear understanding of the issue but because the project developers are addressing the gaps and concerns that we have been struggling with for the last 10 years.” – KPI, Consultant

¹⁷ The planned outputs of the component was 12 Quarterly meetings, 4 seminars and a web-based mechanism to disseminate meeting decisions among stakeholders including police, prosecutors and labour migration officials (TAF, 2021:44)

3.5.2. Impact of the External Environment, Management Conditions and Implementation of Results-Based Management

- *How has the external environment affected the project (positively and negatively)?*
- *Did the project put in place suitable management conditions to ensure the project was implemented effectively?*
- *To what extent was results-based management implemented in the programme? Were the monitoring tools and their use adequate to ensure a good qualitative and quantitative monitoring of the project? To what extent were the lessons learned and monitored data fed into the decision-making process of project stakeholders, including USDOS and national partners?*

External Environment

A risk analysis was conducted by ILO and the project partners at the design stage taking into consideration risks related to the government's commitment and political will in affecting changes anticipated by the project and was able to navigate through those risks and challenges. However, what the project could not possibly foresee were other external shocks that took place during the project's lifecycle, from a constitutional crisis to a terrorist attack and finally culminating in an unprecedented pandemic situation.

The project found most of its initially planned activities altered by the pandemic. The project was initially planned to end in March 2020, but some activities were disrupted due to the curfew and mobility restrictions caused by the pandemic. While some activities could not take place entirely, the project partners were able to adopt a hybrid or virtual method of execution for other activities. While most respondents concede that physical trainings and workshops would have been more effective, especially when discussing sensitive matters related to TIP, great efforts were taken to redesign activities, such as making arrangements for completing activities as planned, specifically when it came to implementing activities in physical locations. One of the consultants of the project stated,

“We had restrictions in gathering. But Helvetas did a fantastic job in coordination and organizing with the ministry and figuring out capacities” – KPI, Consultant

Thus, the evaluators commend the implementers' ability to pivot and navigate their way through the COVID-19 pandemic, including obtaining project extensions in consultation with the donor.

The delays caused by the pandemic to the Leahy vetting process of 290 police officers who were supposed to be trained under objective 4, could not take place as planned, and the funds were reallocated to produce training resources for Sri Lanka Police shared with HTSI Bureau for future trainings on TIP..

Management Conditions

The management structure of EQUIP had been put in place allocating roles to specific partners based on their strengths and expertise. However, in order to achieve the rather ambitious

overall aim of the project, the partners were required not only to ensure quality delivery of their own project activities, but also be aware of where required sync with activities in other pillars.

A downside identified in the effective management of the project was the lack of communication with other stakeholders regarding other aspects of the project. For example, some consultants who worked with the project on a one-off basis or may only work in delivering a certain activity were not aware of other aspects of the project. The gap in knowledge regarding the other pillars/objectives of the project could negatively affect the delivery of their own components, as they do not have a holistic picture of the interventions of the project. Similarly, there seemed to be no follow up with consultants once activities were completed. Some consultants were not aware of the outcome of the components they contributed to and if the other connecting parts have taken place. Thus, a better flow of communication would have created a sense of ownership and thereby continuous engagement from stakeholders, strengthening the projects intended and unintended outcomes further.

The reporting lines established through the project set up as part of the project management, could have prevented better integration of the project activities of the three pillars and a sense of strong partnership between ILO and the project partners, towards better coordination of project activities leading towards achieving the overall goal, at an organisational level. For example, while meetings between ILO, TAF, and Helvetas had taken place at certain points, as per project partners, these meetings could have been more regular and systematic, with discussions recorded and shared. Further, the Mid Term Review for Objectives 3 and 4 (page 23) states the need for a strengthened relationship between ILO and the project partners, specifically in relation to budget allocations and progress of activities. During data collection for this evaluation, lack of information sharing in certain instances was also observed. As a specific example, at the evaluation findings sharing workshop¹⁸ it was revealed that TAF was not fully aware of the justification for the utilisation of funds in another pillar lead by ILO, specifically in repurposing the remaining funds. The lack of a structured consultation processes throughout the project period, will lead to perceptions of power hierarchies, undermine the 'spirit of partnership' and contribute towards weak synergistic linkages across project components.

Results-Based Management and Use of Monitoring Data

The Project's quarterly progress reports indicates high quality qualitative and quantitative reporting, although the quantitative reporting of data relating to indicators may have been affected due to the complex nature of some indicators, and in some cases the immeasurability of some others. However, the project is commended for its flexibility to change indicators to reflect the ground realities. The project partners had several discussions with regards to the

¹⁸ A separate session was organized with relevant TAF project staff, as they were not available to be part of the generic stakeholder workshop, due to scheduling issues.

log-frame and suggestions were made for changes mid-way through the project, which was duly accepted by ILO. The grounds on which the indicators were changed differed. The project partners' acknowledgement of introducing the gendered nature of TIP is reflected in the addition of indicator 1.2. A.¹⁹ There was also a recognition of the inadequacies posed by quantitative measures such as the quantity of training materials, which was later changed to "effectiveness of campaign material" as opposed to the number of campaign materials developed. An assessment of behavioural changes following trainings among recipients was also added. For example, both indicators 2.1.A²⁰ and 2.5.A²¹ were added in to reflect the value of trainings beyond numbers reached. Other indicators to assess the effectiveness of trainings were also added, such as, indicator 3.2. A.²² and 3.3. A.²³, in addition to the numbers reached.

Similarly, the data collected by monitoring the progress of activities while keeping tabs on the external environment and political dynamics within the government, has effectively fed into the decision-making process of the project. Moreover, when gaps were identified during project implementation, the project's flexibility in adding new activities and components have been recognized. For example, adding a training component for the LAC was not initially envisaged, but was included to address the gaps identified through that aspect. Moreover, the cost savings due to the currency gains, and the inability to complete the activity with recruitment agents, led to the inclusion of the activity on reintegration of migrant workers who returned due to the pandemic. Although this does not directly fit into the scope of the project, it indirectly addresses the issue of TIP, as returning migrant workers may be at risk of TIP and was identified as a timely intervention. The KAP Survey for the BCC awareness programme was another activity that was added later to understand the needs of the ground before designing and rolling out the awareness campaigns.

3.5.3. Project Partners, Strategies and Capacity Challenges

How effective was the project at stimulating interest and participation of project partners at the micro, meso and macro levels? To what extent were the constituents able to fulfil the roles expected in the project strategies? How did the project address the capacity challenges of project personnel, partners, and stakeholders?

Building Synergies across Projects Managed by ILO and Project Partners

The project partners have gone beyond a simple project mentality/approach to TIP and approached the project related activity delivery as part of an overall attempt to mitigate TIP in

¹⁹ Availability of gender sensitive study on status of trafficking in migrant workers

²⁰ Percentage of targeted Migration Development Officers and migrant workers that are applying fair recruitment principles and guidelines in to their work and migration.

²¹ Percentage of recruitment agents adopting fair recruitment Practices.

²² Changes in skills of counselling to trafficking victims of the counselling assistants

²³ Changes in know-how of counselling to trafficking victims by the Ministry of Women's Affairs (MWA) and Sahana Piyasa staff

Sri Lanka. TAF has three main projects funded by the USDOS on TIP: 'Building an Effective Trafficking-in-Persons Data and Information Collection and Reporting System in Sri Lanka' (JTIP Database project), EQUIP, and a research project on 'Optimizing Screening and Support Services for Gender Based Violence and Trafficking in Persons'. Personnel and resources were shared across the projects, successfully (KPI, Project Partners). For example, the screening checklist developed by the NAHTTF in collaboration with TAF through the JTIP Database project was also shared with the CAs at the training workshops organised via EQUIP (TAF, 2021).

Another example of such resource sharing is provided below, in this instance resources being shared beyond the direct project partners:

“An important collaboration to note, was that the Training Resource book on Victim, Identification, Protection and Referral Procedures on Human Trafficking developed by Helvetas for government officers was used to develop a training handbook for Civil Society Organizations (CSOs) by the Women and Media Collective as part of their capacity building initiative for the CSOs under the JTIP Database project” - TAF Final Report, p.5 (refer footnote 36).

Similarly, ILO had pooled resources and coordinated between the REFRAME and EQUIP projects, and in certain instances, the resource persons engaged by these two projects stated that they were unaware of the resource boundaries between the two projects given that they merged seamlessly in providing support for project delivery. Certain activities such as the engagement with TUs and ITUC is building on the partnerships and initiatives of the REFRAME project, as highlighted below:

“Before this project, the ITUC did not have much work in SL, with the three affiliates. It has definitely given them the opportunity to pay more focus on unions in SL and their priorities.” The initiative to connect ITUC came from the REFRAME project - KPI, Consultant

Further, as discussed at the evaluation findings discussion organised with TAF, ILO had repurposed the financial resources that were unspent, for an activity on supporting self-employment among returnee migrants;

“ILO was already working on another project on self-employment. With the donor's approval, we allocated some money to help these returnee migrants. We helped them with their income and at the same time, we raised awareness on TIP. We trained around 200 people, and we are already working on another training project for them” (KPI, ILO).

Synergy between ILO and the Project Partners

Different strengths in terms of partnerships and linkages with stakeholders the project partners brought in allowed the maintenance of coherence and synergy within the project itself and at different levels in terms of government stakeholders. For example, relationship building with government stakeholders through similar past projects has helped ILO and the project partners

during EQUIP. Further, the project partners' relationship building with government institution allowed for cohesion on a national level, especially, the partnership with NAHTTF, although this partnership did prove to be challenging (KPI, Project Partners).

As briefly mentioned above, instances of lack of strong communication channels, to communicate certain project related changes and decisions became apparent during the evaluation findings sharing workshop and data collection, especially in relation to repurposing of project funds. TAF was not aware of the rationale for repurposing of funds by ILO. Both project partners stated that the progress meetings among the partners and ILO were not consistent throughout the project duration. Further the TAF Final Report notes that 'misunderstandings resulting from miscommunication or irregular communication were seen in the relationship between ILO and TAF. Despite being one of the principal partners of the Project, the tendency of TAF to seek regular guidance from ILO which ILO found challenging to manage was adverse to the relationship between the two organizations' (p44).

Addressing Capacity Challenges

Employing the Behavioural Change Specialist: As mentioned in the Validity of Intervention Design section (section 3.2) , given the aim of facilitating sustainable changes to the project by changing attitudes and views within migrant workers on TIP, and the resulting need for clear messaging, ILO incorporated the input of a behavioural change and communications expert who informed the design and implementation of the street drama component, the production of resource materials such as leaflets, pamphlets, and booklets, and training sessions for officers.

Development of the training manuals: TAF and Helvetas, in designing this activity, had placed importance on ensuring that the government focal points are included in the initial discussions, along with the contracted resource person. The setting up of the Technical Committee to advise the manual development and the close collaboration of the relevant knowledgeable and experienced government officials had resulted in a strong and useful training programme with clear impacts identified in the sections below. Therefore, while obtaining technical expertise and support from external experts, with an understanding of the overall legal, policy and practice of the relevant topic had been done, this had been complemented successfully with local buy-in and expertise.

The project partners recognized the gap in access to technology amongst beneficiaries, specifically government officials, which hindered the ability to successfully conduct activities online. For example, the provision of prepaid mobile data cards for participants who attended trainings virtually would have enabled better engagement. However, as raised by a project partner,

"The project was not flexible enough to fund infrastructure to enable online learning, especially considering that it was not foreseen." – KPI, Project Partner

Although a survey conducted by Helevetas suggested that participants preferred trainings to take place physically (Project Progress Report, April-June 2020) and infrastructure expenses

were not possible under this grant, this is an area that could have been improved in better navigating through the changes caused by the pandemic to successfully complete project activities. This would have also contributed to the effectiveness of the project in areas such as participation and engagement rates in the training carried out virtually for the AGs Department, for example.

Moreover, to address capacity gaps regarding the ratification of the protocol, technical expertise was provided by ILO regional experts, especially by reviewing the gap analysis report.

3.5.4. Effectiveness of the Support Provided

How effective was the support provided to the programme team by the ILO, donors, and tripartite constituents in delivering results? What could have been done differently?

Coordination of the TUs

One of the major delays was seen in the roll out of the trainings held for the MRA. There were initial problems with regard to coordination between ITUC's worker organization affiliates in Sri Lanka, as ILO had to address certain issues stemming from its inherent political dynamics of the TUs in order to get them to sit at the same table. As a consultant to the project states,

"It's mainly because when starting the MRA in Sri Lanka [it was] with a team of unions that were still struggling to coordinate between themselves first of all. [Therefore] it hasn't allowed many activities under the MRA, such as reaching out to the migrant workers. Maintaining the peaceful nature between the affiliates was challenging." – KPI, Consultant

However, this would not affect the functioning and operationalization of the MRA as it is currently managed by one TU.

Flexibility of the Donor

It must be noted that the donor was helpful and flexible in the repurposing of the funds, as long as it did not expand beyond the initial scope of the project (KPI, Project Partners).

Preliminary Conclusions

EFT1: Objective 1 – The project was able to create awareness regarding forced labour and TIP, which in turn informed regulations and practice. Similarly, the project has been able to capacitate those in the regulatory framework thereby strengthening its effectiveness. This was achieved at three levels:

EFT1.1: Government officers working as first responders, and who contribute to investigation and prosecution have been capacitated through the project and has demonstrated an overall increase in knowledge on forced labour and TIP.

EFT1.2: Through campaign material such as street dramas and BCC Awareness Programme, the project was able to create awareness at the grassroots regarding the dangers of irregular migration and the vulnerabilities that lead to TIP. However, the effectiveness of the campaign in changing mindsets of potential migrants has been recognised as a gap.

EFT1.3: Awareness training programmes were conducted by MFW targeting worker organizations and families of migrant workers, which has equipped worker organization constituents with the required knowledge, to organize, advocate and assist migrant workers.

EFT2: Objective 2 – This objective indicates the least achievement as not all activities were completed, and some activities were delayed. Therefore, the effectiveness of this aspect in ensuring fair and ethical business recruitment practices amongst recruitment agents has not been seen. However, MDOs have been better equipped to conform to ethical and fair recruitment principles and guidelines.

EFT2.1: Implementing the Migrant Recruitment Advisor (MRA) in Sri Lanka through the project is a notable achievement, as it not only has the potential to prevent TIP and help victims of TIP but has also included TUs as core partners of the project, in turn ensuring the prioritisation of countering TIP amongst TUs in the country. However, migrant workers engagement with the MRA is low, thus the effectiveness of this aspect has not reached its potential as expected by the project.

EFT2.2: A qualitative improvement of change in reporting by MDOs has been noticed and can be attributed to the capacity building programmes conducted through this project. Although MDOs have not been able to put knowledge into practices as expected due to the pandemic restrictions and other external factors, the trainings were highly commended, despite minor areas of improvement that were raised.

EFT3: Objective 3 – The objective to improve protection services to ensure identified victims, including men and children, receive specialized care services, was partly achieved through the capacity building programmes.

EFT3.1: Counselling assistants have improved their knowledge and awareness regarding TIP and more specifically on how to effectively identify and refer victims of TIP, thereby ensuring the protection available for victims.

EFT3.2: Currently no identified victims are receiving shelter services as the specialised shelter for TIP victims no longer operates. Thus, this has been an aspect that did not prove to be successful although the project implemented the capacity building component for shelter staff, the results of this intervention are yet to be seen, due to external challenges and limitations.

EFT3.3: The number of individuals from low income or marginalized communities who received legal aid or victim's assistance from the LAC has seen a low rate of achievement. Although, capacity building programmes were conducted and for the first time ensured that the LAC focuses on TIP is a notable achievement of the project.

EFT4: Objective 4 – The project's interventions may have contributed to the increase in investigation and prosecution of offenders of TIP, owing to the training of officials on victim identification, legal procedures, and referrals processes. Although it is difficult to make full attribution of the increase in prosecutions and investigations entirely to the project, the capacity building components have definitely contributed towards the knowledge and skill development of prosecutors, police officers, and legal officers.

EFT4.1: There has been a 31% increase of prosecutions of TIP cases since 2017. Although there were some minor setbacks due to the pandemic restrictions, the training programmes have been commended for introducing the officers to a holistic understanding of TIP, the legal complexities, and the impact of a victim-centred approach.

EFT4.2: There has been a 43% increase in investigation of TIP cases since January 2021. Although there were some setbacks in providing training to police officers due to for the delays in Leahy Vetting due to the pandemic, officers of the HTSI Bureau were trained further, possibly contributing to the number of investigations taking place.

EFT4.3: A challenging aspect of the project was supporting NAHTFF in improving the coordination of counter TIP efforts at a nationally as expected. However, the project should be commended for using all means possible and shifting strategies in order to maintain a positive engagement with the NAHTFF, despite the pushback. Since the NAHTFF's focus was on reporting for the USDOS TIP Report, the project emphasised issues of TIP holistically and highlighted the importance of reporting through the two seminars conducted.

EFT5: The results-based management of the project is commended for its flexibility to change indicators and activities to adapt to the ground realities, including but not limited to the COVID-19 pandemic. Suggestions were also made for changes mid-way through the project, on the basis of gender inclusivity, inadequacies posed by quantitative measures and the need to assess behavioral changes.

EFT6: The thorough qualitative and quantitative reporting has fed into the decision-making process of the project which has yielded effective results. Despite drawbacks in communication and coordination between ILO and project partners the monitoring mechanism of the project contributed to the tracking of outcome level achievements.

EFT7: The project was able to effectively navigate through the pandemic although it altered project activities drastically, compared to what was initially envisioned, especially in relation to working with recruitment agents. There was, however, a gap in access to technology among beneficiaries which hindered the effectiveness of project activities during the pandemic.

EFT8: The project also created synergies across other project managed by partners, leading to resource sharing and coordination, which in turn benefited the effective roll-out of project activities. Partners also recognized existing capacity challenges and employed a BCC expert, and set up a technical committee for the development of training manuals and modules.

EFT9: The overall flexibility and support provided by the donor, and by ILO to project partners and other stakeholders ensured the smooth implementation of project activities.

3.6. Efficiency

- *How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives and results? What aspects of the project could be done differently to cut costs while still delivering achievements and achieve outcomes?*
- *What is the distribution and use of funds among project partners? To what extent has the project leveraged partnerships and synergies (with constituents, national institutions, and other UNs and development agencies) that enhance the projects' relevance and effectiveness and that contribute to combatting TIP in Sri Lanka?*

3.6.1. The Efficient Use of Funding

To analyse the cost-efficiency of this project the evaluators have considered the total budget against actual spending. The project has allocated 67 percent of the total cost towards programme cost and 33 percent towards personnel costs (see Table 3 for breakdown). Whilst this is a sufficient cost-efficiency ratio to achieve the project's objective, it has been noted and highlighted in the TAF Final Evaluation Report that, staffing and estimations of project staff were inadequate and may have affected the timely delivery of project activities. In addition to this, the technical backstopping's work-time contribution provided by the Decent Work Team New Delhi, as well as the ILO's director's and other ILO employees' time contribution was not charged from the donor funding. This suggests that ILO and the project partners have contributed beyond their respective financial allocation of the project for personnel time.

Table 3: Cost Allocation - Derived from the ILO Project Financial Report based on Actual Spending as of 1st July 2021

Type of Cost	Amount (USD)	As a Percentage of Total Costs (%)
Programme Cost	708,268.49	67
Personnel Cost	344,738.43	33
Total	1,053,006.92	

All stakeholders agreed that the resources available to them in developing and implementing the programme activities were sufficient. The stakeholders who were involved in developing resource materials and street drama for the ground level activities and the TOT for the training of officers, displayed satisfaction in terms of receiving necessary monetary, technical, and human resources to design and develop their activities;

“The project was willing to negotiate to the last cent to make everything efficient and productive” – KPI, Consultant

In this regard, the evaluators have concluded that due attention was given to budget allocation and finance management.

In terms of cost-effective activities, the street drama component is lauded for being the most cost effective as regional partners were able to conduct the drama at a negligible cost (KPI, CSO).

Overall, the project has made use of 89 percent²⁴ of the total budgeted funds. This is indeed credible given the number of external shocks that prevented some activities from taking place. Similarly, due to the pandemic, some activities conducted by TAF and Helvetas were scaled down and financial resources were repurposed for additional activities.

As outlined in the initial project plan, TAF was in charge of training 300 police officers; however, this had to change due to unavoidable circumstances (see section 3.5.1. for more details). Instead, only 21 officers of the HTSI Bureau were trained. Another challenge was the Leahy Vetting process which was a requirement of the donor, and the difficulty in obtaining personal details of officers for this purpose. As earlier mentioned, TAF developed and handed over training materials to the CID, and such materials were disseminated beyond the project's geographic scope.

There were also cost implications due to COVID-19. With restrictions in place, it was not possible to host large crowds of persons at a venue. Considering this, the project held trainings for small groups with multiple trainings at a time for both CAs and legal officers. This increased the cost of conducting these trainings; although the cost savings from other aspects managed this well. Although this type of grant does not allow for infrastructure, more could have been done through the project in providing technological infrastructure to carry on project activities online.

Furthermore, due to the depreciation of the rupee, and the conversion networks between donor and ILO, there were savings to the project funds. These savings were repurposed and reallocated to create other activities. One such example is the programme conducted for migrant returnees. It must be noted that the donor was helpful and flexible in the repurposing of the funds, as long as it did not expand beyond the initial scope of the project (KPI, ILO).

3.6.2. The Timely Delivery of Project Activities

The project experienced multiple contextual changes due to exogenous events throughout its lifecycle. Two such events being the Easter Sunday attacks in April 2019 and the COVID-19 pandemic from March 2020 onwards [the impacts of COVID-19 and project responses are discussed in detail in the relevance (3.1.) and effectiveness sections (3.5)]. Despite these events, as discussed in the previous sections, the project was able to navigate through with slight delays. According to the donor, two no cost extensions were granted, one of which was due to

²⁴ EQUIP Financial Report as of 1st July 2021

exchange rate savings and the other due to the aforementioned events. The project was granted an extension until July 2021, when it was initially meant to end in March 2020.

The restrictions caused by the pandemic exacerbated the delays in implementing the MRA. This is specifically in relation to outreach programmes that could not be completed due to the lockdown, which has severely impacted the reach and engagement of the MRA by migrant workers. Similarly, the technical training programmes were being conducted online. Moreover, the activity planned for engaging with recruitment agents was delayed due to the uncertainties caused by the pandemic.

On the other hand, the coherence and synergy between project partners and government stakeholders contributed to the efficiency and timely delivery of the capacity building activities. Furthermore, resource persons from a variety of skilled backgrounds were brought in for this project, to cover its extensive number of activities. Combinations of resource persons with complementary backgrounds was a strength seen in the project, for it ensured efficient delivery of trainings. For instance, a consultant to the project stated that while she was unable to provide input on TIP directly, her counterpart was able to do so. Conversely, while her counterpart was not from a counselling background, she was able to provide insight into how the CAs worked.

Leveraging resources from other ongoing projects or projects that were phasing out was another factor which contributed to the efficiency of the project. For instance, the link between REFRAME and EQUIP was drawn in order to transfer results achieved through one project on to the next one by maximizing the grants available to them, as was made evident by a consultant to the project. There was also a sharing of resources from other UN agency related projects. One respondent stated,

“We worked with ILO Nepal on developing a toolkit for recruitment agents. It was not a template, but examples on the protection of women, ensuring all jobs are communicated between the destination and origin countries, and protecting all the other aspects of labour migration. We shared this with the project (EQUIP).” – KPI, Consultant

Moreover, the project shared technical resources with TAF's other USDOS funded project - JTIP Database project. This sharing of resources greatly benefitted the efficiency of the project.

Preliminary Conclusions

EFF1: 67 percent of the budget has been allocated for programme costs which is an efficient ratio to carry out project activities and contributed towards achieving project objectives.

EFF2: The project has made use of 89 percent of the project funds as of 1st July 2021, which is credible given the number of external shocks that prevented some activities from taking place or been scaled down.

EFF3: Exchange rate gains and savings in other areas have been efficiently repurposed to carry new activities, contributing to achieving project objectives.

EFF4: Cost implications caused by COVID-19 was managed well by reallocating savings to cover additional costs, however the project could have been more flexible in providing technological infrastructure to carry out activities effectively during the pandemic.

EFF5: The project received two no cost extensions and were able to complete activities within the given time frame, albeit with some delays due to challenges caused by the external environment.

3.7. Impact Orientation and Sustainability

- *What are the intended and unintended impacts of the project?*
- *To what extent have the relevant government institutions institutionalized strategies, policies, mechanisms, and capacities to combat TIP specifically within the migration sector?*
- *Did project have an exit strategy? How was it operationalised? And how effective was the operationalisation of exit strategy right throughout the project?*
- *Which results appear likely to be sustained after the project and how?*
- *To what extent was the project able to change the lives of both men and women who are victims of TIP or at a risk of being trafficked?*

3.7.1 Intended and Unintended Impacts of the Project

One of the main direct impacts of the project, high in visibility, was the ratification of the Forced Labour Protocol described in annex G. Capacitating and enhancing knowledge, attitudes and practices of relevant government stakeholders, on TIP and fair recruitment had taken place successfully within the target districts and plans are under-way to disseminate these among the other districts as well. Providing better clarity on the referral systems can also be identified as an intended project impact, followed by strengthened TIP investigations and reporting (details are provided in sections below).

Facilitating better coordination among government stakeholders at different levels, from national level to first responder level at the Divisional Secretariat level, was not specifically identified as an intended outcome of the project. However, the aim of creating better linkages among relevant government and non-government stakeholders was evident in the project enabling project sustainability and meaningful change for victims or potential victims of trafficking. However, coordination can be further strengthened by linking up with CBOs at the grassroots level and relevant government officials. Certain activities and outcomes of the project have identified gaps which has been responded to. For example, going beyond the project's initial objectives, the LAC is now capacitated to play a pivotal role in also helping internal victims of TIP. The project partners have indicated that they are keen to continue supporting the LAC, especially with regard to "creating policy level changes to ensure access to legal aid for victims of TIP, whether they be foreign nationals or Sri Lankan citizens" - (TAF, 2021, p.10)

3.7.2. Government Institutions Institutionalizing Strategies, Policies, Mechanisms, and Capacities to Combat TIP

Strengthened Linkages between Government Actors Working on Anti-Human Trafficking

The project was clever in including the NAHTTF as a focus in its efforts. By doing so, the project was able to strengthen the link among high-level government officials representing the various authorities working towards countering TIP. One example regarding a high-profile TIP case was highlighted in the TAF Final Report reiterating the impact created through these linkages.

“The NAHTTF focal points from the Attorney General’s Department, Department of Immigration and Emigration and the HTSI Bureau... reached out to each other for support and to the Foundation for support for the victims as well. The case is being prosecuted under procurement charges and continues to be heard in the Negombo High Courts due to the delays caused by the pandemic.” – (TAF,2021, p.13).

Similarly, NAHTTF officials have also mentioned how having a strong link through the Task Force means they know who is to be reached for immediate solutions. However, there are still challenges pertaining to coordination through the NAHTTF that needs to be addressed. An example of a missed opportunity due to this is the failure to provide adequate shelters that could have housed and protected victims of TIP. Although an opportunity to create a direct impact was presented, the external environment and internal challenges pertaining to the process prevented it. The example of the 30 Nepali and Indian migrants who had to be housed at the Negombo Prison due to the lack of a shelter speaks to this negative impact.

On the other hand, the project has been able to create inter-agency and inter-ministerial linkages between mid-level and junior level government officers specifically amongst MDOs, CAs and SLBFE Officers. Some officers have been in touch with officers outside their departments for the first time due to the interventions of the project. Moreover, through mixed cadre trainings, officers were able to better understand the importance of their role in countering TIP, specifically by understanding the holistic picture and the pieces that come together to complete the puzzle. This has created better coordination amongst MDOs, CAs, and SLBFE officers.

“MDOs have now realised that they can work with CAs. That link between CAs and MDOs was created through this project” – FGD, CAs.

However, since the trainings were only limited to the four districts, the impact of this is only seen in the four districts and yet to be seen across the country.

Moreover, the trained officers have been able to go beyond their scope and make referrals to other service providers not targeted through the project, as well to other divisions within their own agencies/ministries that they can now identify as points of contact because of the increased knowledge and awareness regarding TIP.

“If they need physical help, we refer them to a doctor. If they seem like they have mental health issues, we refer them to a psychiatrist. Our district secretariat has multiple divisions, starting from early childhood care to migration development. So, if needed, we refer them to these divisions. The divisions here help each other.” – FGD, CAs

However, concerns have been shared by CAs that creating the link between MDOs and CAs may not suffice unless it is strictly enforced through the SOP for proper referrals to consistently take place.

“Creating that link is not enough. You have to enforce it too... Sometimes, I wonder whether the MDOs themselves do the counselling and not refer them to the CAs” – FGD, CAs.

The project worked with CBOs and grassroots level collectives to a certain extent during the awareness campaign design and implementation, and with returnee migrant workers during in-depth interviews. It is felt that, these linkages between community based civil society actors and government stakeholders, can be strengthened in future programming especially in providing information and services, including protection,

The Capacity Building Programme specific to the Prosecutors of the AGD and officers of the HTSI Bureau of the CID

These activities have seen an improvement in the quality of case notes, which leads to more investigations and prosecutions. Higher level officials of both the AG’s Department and HTSI Bureau have highlighted that the victim statements reflected what was taught at the training sessions.

“When I went through the notes, I could clearly see that they have asked the relevant questions, background details to identify vulnerability factors, etc. Prior to the training session, officers did not know (these), and this was apparent when compared to the other case files prior to the training.” – KPI, Government Stakeholder

The unit received specific trainings on recording statements. The quality of victim statements has improved considerably according to a representative of the HTSI Bureau. For instance, IOM referred a case to the unit on an Uzbek victim: “they praised our statement recording for that case.” – KPI, Government Stakeholder

Although quantitatively there has not been a big increase in case numbers in the immediate term, the qualitative improvement in case notes can lead to a positive impact in the long term. To be able to sustain this effort and continuing capacity development in the future would be beneficial.

3.7.3. Exit Strategies and Sustainability of Impacts beyond the Project Cycle

Certain exit strategies have been put in place to ensure knowledge retention and regeneration. One such strategy is the provision of training manuals and material to the relevant agencies and

ministries. This includes sufficient printed material for all the staff, including for those from other districts not included in the project design. It was positive to note the interest shown by the SMWCA, Department of Social Services, MFE, the HTSI Bureau, and the AG's Department in institutionalizing the training packages provided through this project.

Not only were material distributed as exit strategies, in certain aspects, trainings were provided on the content of the material and on dissemination strategies among the intended audiences as well. For example, MDOs were capacitated to disseminate grassroots awareness raising messaging through campaign material including knowledge on overall objective of behavioural change (conducted in Aug-Sep 2020) in collaboration with Helvetas as the main TIP training focal point. Further, the SLBFE TIP unit, and via them, SLBFE training centres, and overseas missions would receive it. All materials include government endorsement carrying the SLBFE logo.

As earlier mentioned, TAF developed and handed over training materials to the Training Division of Sri Lanka Police and HTSI Bureau of CID, as well as a computer to host the material, through a different project. This material will not only ensure the sustainability of the effort, but also the impact would be multiplied when extended to other divisions as well. The evaluation team has informed that a new Counter Trafficking Division is being established with 800 officers who will be stationed at various ports across the country. Therefore, the training material will become extremely useful in extending the knowledge and awareness to this new division too. Rolling out the training was also identified as a key priority area in the HTSI Bureau's action plan and was also included in the NAHTTF's Strategic Action Plan for the next four years (TAF, 2021). However, the training has not yet commenced internally, mainly due to COVID-19.

Another exit strategy, that is much more sustainable, is the establishment of the TOT Unit of the MFE. The evaluation team considers the TOT unit as one of the key aspects that can ensure sustainability of the capacity development component of the project. The inability to roll out the capacity building programmes to other districts and officers was identified as a major gap by the ministry; thus, the TOT Unit was set up in collaboration with the REFRAME project. An application process was put in place to select the trainers of the TOT Unit. Applications were received from 900 development officers and through a screening process, a cadre of 35 was selected. They were trained on how to be trainers and resource persons.

The TOT unit currently has a pool of 34 trainers who are certified from City and Guilds. The TOT unit is in the process of designing future training programmes beyond TIP, and plan to train all 900 MDOs in the country. Subject-specific training will be provided supported by the ministry and other development projects.

“We used to rely on resource persons for trainings. But now, they have been able to make a capable TOT unit which consists of our own officers, and it has already been successful.” – FGD, MDOs and TOT Unit

The TOT unit also plans to go beyond training MDOs to raising awareness about TIP within the communities they work with.

“We are looking into creative ways raise awareness on these issues and deliver the training equally to the community and divisional levels. We are thinking of using plays, dramas, songs, short films, and stories to raise awareness on TIP.” – FGD, MDOs and TOT Unit

Whilst this aspect is seemingly sustainable, the unit also depends on other projects to finance their activities. As per project Progress Report Jan-March 2021, the Safe Labour Migration Project funded by Swiss Agency for Development Cooperation (SDC) has responded positively to the request by MFE to provide further support to enhance the TOT unit in the future with the overall agreement that once the unit is set up, the government will ensure the functioning of the unit within the budget allocation for training for MFE.

Development Partners Forum (DPF)

The DPF initiated by TAF gathers once every 2-3 months to discuss about each project they are working on, COVID related issues, and develops strategies in countering TIP. This forum not only ensures coherence and synergy of efforts in combatting TIP, but also ensures the longevity and continuation of anti-human trafficking efforts beyond this project's lifecycle.

Trade Unions Prioritising Anti-Human Trafficking

By including TUs in the project to play a key role in implementing the MRA, the project has created an impact that can be sustained in the future, i.e., creating interest amongst TUs in Sri Lanka which has led them to prioritising the issue of TIP in their advocacy and lobbying.

“The success of the project implementation in Sri Lanka has triggered the conversations of effort from the unions to tackle human trafficking, which was not a priority before” – KPI, Stakeholder

However, the impact expected from the MRA is yet to be seen, as the MRA component of the project was implemented towards the latter part of the project (at the end of 2020). Much needs to be done to create awareness about the MRA to have more engagement from migrant workers. On the other hand, a positive outcome is the link created between the TUs and the government authorities in combatting TIP. Since July 2021, ILO handed over the monitoring part of the website to SLNSS, who has a permanent member monitoring messages and complaints, and giving solutions whenever possible. If they are unable to address certain issues, they consult SLBFE. Although the SLBFE only handles cases of workers who have registered with them prior to departure, the TUs also have in place regional partnerships with South Asian Regional Trade Union Council (SARTUC) that can help migrant workers who did not register with SLBFE (which account to about 68.35%) (SLBFE, 2018) and are at risk of being trafficked (KPI, Trade Union).

The long-standing partnership between ITUC and ILO also meant that TUs will continue to be capacitated and involved in future projects relating to TIP. MRA itself being a website does not require much effort and is less costly to sustain. Through this project, the TUs are also capacitated to continue monitoring and responding to complaints that come through the MRA.

This in turn can help more migrant workers who are at risk of being trafficked. Similarly, the effort will continue beyond the project as ITUC has already secured funding to continue MRA up to 2022. The technical training of MRA is ongoing and there will be 18 trainers overall who will organise regional meetings and also conduct trainings for these trainers across the country. A possible unintended result is that the inclusion of TUs will enhance their knowledge on TIP and this would, in the long-term, help them focus on internal TIP especially in relation to forced labour.

3.7.4. Impact on Victims or Potential Victims

Improved Knowledge of First Responders Leading to Improved Services in Relation to TIP

This project has placed great emphasis on engaging with and capacitating the first responders by introducing the TIP discourse for the first time to the selected group of government officers at district and sub-district levels (details in section 3.5). This knowledge has equipped government officers to create a positive impact by identifying more victims²⁵ and making more referrals to authorities in charge of protecting victims and prosecuting offenders. As a specific example, as aforementioned, the CAs are now capable of referring victims to other relevant authorities and resource persons. The MDOs too are feeding in the knowledge gained through the capacity development efforts to identify and help families and prevent TIP. However, a greater impact could have been created if first responders from other sectors, specifically the health sector, was capacitated as they may be the first contact point for some victims who need medical attention.

Similarly, by engaging with the LAC, the project has leveraged the LAC's untapped potential to provide legal aid for victims of TIP, and further increase its potential protect those from marginalized backgrounds who cannot afford private legal services.

“TIP lawyers also levy heavy fees. They will only come to us as a last resort... we handle domestic violence cases, child rights, bail applications, etc.” - KPI, Government Stakeholder

Prior to receiving the trainings, it was possible that victims of TIP would have been categorised as ‘Miscellaneous’, ‘Bail’, ‘Criminal Victims’ and ‘Domestic Violence’ (TAF, 2021). However, due to the trainings provided through the project the legal officers have the knowledge to identify TIP victims and categorise as such, thus giving them correct support and legal advise needed.

In general, the close engagement of the project with a wide range of government stakeholders that deal with TIP had already facilitated increased reporting, referrals, coordination, investigations, and prosecutions of TIP. While designed to increase coordination among

²⁵ Twenty TIP victims have been identified out of 56 potential victims screened during the reporting period. This is an increase of 43 potential victims compared to the previous reporting period (USDOS, 2021).

government and non-government stakeholders as explained above, the project also sought to bring TIP services closer to the victims or potential victims. As a specific example, the training for counselling assistants included a component on building trust through basic counselling skills, which is important to ensure continuous engagement of victims or potential victims with relevant government officers. The following quote by a CA reiterates the importance of this aspect further:

“We have been able to identify clients before as well, but this training really taught us how to deal with victims and provide them with legal support... and about building up their mental health... now, we know how to tell them that they are victims of TIP.” – FGD, CAs

Further, the training included a component titled ‘Look, Listen, Link’ (LLL) part of the mixed cadre training on Psychological First Aid, which trained CAs and MDOs on ‘looking’ for signs of distress and signs that differentiate a TIP victim from victims of other forms of violence. ‘Listen’ included active listening skills that can help build trust with victims so that they may open up to the service provider, which in turn can allow the service provider to help them find the right solution. Through ‘Linking’, the victim will be referred to the next step, i.e., receiving protection and in the best case leading up to the prosecution of the offender. This is crucial because in most cases, when the service provider does not know the correct referral process, victims can “lose hope and feel abandoned” (KPI, Consultant). However, the potential positive impact of this component is not fully felt for multiple reasons. Service providers have mentioned that due to the pandemic and other exogenous factors they have not had the opportunity of putting the skills and new knowledge fully into practice, and of more concern, there are still barriers from the senior layers in the chain, who do not take the process forward to completion, either due to unawareness of the TIP issue, or due to lack of political will. This has been identified by first responders and consultants alike as a factor blocking the fruition of full impact of this effort.

Creation of Awareness and Conversations about TIP at the Grassroots Through Street Dramas

The awareness creation campaign was one of the few project activities that directly targeted victims and potential victims of TIP. Street dramas were introduced as an innovative method to create awareness regarding TIP and the dangers of irregular migration at the grassroots (see section 3.5. for details regarding the street drama component). Education entertainment, as it is called, is intended to create a greater impact, as the audience can form emotional connections to the story unfolding and relate it to their own lives (KPI, CSO).

“Many people started talking after seeing the performances, otherwise they would not. The audience wanted more performances because they realized the importance of it after watching it.” – KPI, CSO.

Around 28 dramas were performed across four districts and they reached about 4000 people. ILO noted that people do not usually stop and watch random street dramas as they used to in the past – this was also due to the security issues post East Sunday attacks in 2019 – Similarly, to be able to make the most meaningful impact in a short period of time, ILO predetermined the

target audience through a KAP study. The drama was performed at target locations and was able to reach a wide variety of audiences from technical colleges, youth corps, officers in Divisional Secretariats, Women leaders in Women committees, and to remote village communities (CDS, 2019). Although this method of spreading awareness is more effective than most traditional methods, there are structural constraints that still may not deter potential migrant workers from taking unsafe and irregular routes to migrate. This example illustrates this gap further:

“When we were doing ground level evaluations, there was a lady in Kandy who said the drama was good, but there are still people leaving their children under 5 years, and not going through legal channels. These are people who saw the drama. Then you question, they have the knowledge, but they still go through dangerous channels. So, awareness programmes may not deter you, if you are adamant on leaving.” - KPI, CSO

However, the implementers were also able to target the youth which was a first step towards addressing this issue. It is deemed that targeting awareness programmes at adolescents (who are still paving their way and making decisions regarding careers and livelihoods) may be more impactful in creating a change in mindset, and instilling the importance of safe labour migration.

Twelve BCC awareness programmes were also conducted, and they reached a total of 502 community members, specifically prospective migrant workers, returnees, and members of their families.

By coordinating activities with government officers, the messages intended from the awareness programmes may reach community members. An example of a government officer who recreated the drama with her community²⁶ illustrates the potential of this programme’s message reaching other communities, which could also in return, sustain the efforts of the programme.

Another project activity that directly engaged with victims or potential TIP victims was the ‘Effective Reintegration of Returning Migrant Workers affected by the COVID-19 Pandemic’, to reduce forced labour and trafficking vulnerabilities’ as a repurposed activity. At the time of the data collection for this evaluation, this activity was still on-going and the latest progress report records that a training need assessment of 84 returnees were conducted in 7 districts including EQUIP project districts (Progress Report Jan-March 2021-page 15). However, since the activities were still on-going, the evaluation team is unable to provide an assessment of the impact of this activity.

3.7.5. Overall Challenges to Creating Impact and Sustaining Efforts

Generally, timelines of development project of this nature are not adequate to initiate the desired social change (ADB, 2011; ICAT, 2016). There needs to be constant engagement with the community and continuation of the efforts of the project to begin to see change happen. Whilst

²⁶ Feedback from Stakeholder Consultation Workshop conducted by CEPA for EQUIP/ILO – 16th July 2021

this project brought in resources to create an impact and made strong ties with stakeholders and beneficiaries, the implementers are leaving this project at its peak.

“MDOs still have issues in dealing with TIP and they still get in touch with us to ask for help in moving forward” - KPI, Consultant.

The project partners have identified this issue and were in the process of designing a continuation of certain activities, building on learning from EQUIP (KPI, Project Partners). However, with the changes in donor priorities (KPI, Donor), the design process was not continued.

Preliminary Conclusions

Impact

IMP1: The ratification of The Protocol, which was influenced through project activities ensures Sri Lankan government commitment to anti-human trafficking.

IMP2: This project placed great emphasis on engaging with and capacitating the first responders who have direct contact with victims of TIP, and those at risk of being trafficked, which has led to an improved quality in service provision, mainly in relation to identification and referral of victims. However, the full impact of this effort is yet to be seen as service providers have not been able to put their skills in use due to the pandemic restrictions.

IMP3: By capacitating the legal officers, victims – specially, from marginalised backgrounds – have the opportunity to receive legal aid and due recourse for the crime of TIP, although whether they will seek the services of the LAC due to impracticalities has been raised as a challenge to the impact the LAC can have.

IMP4: The challenges affecting coordination of national TIP efforts through NAHTTF have led to many missed opportunities that has severely impacted the full achievement of some project objectives.

IMP5: The inter-agency and inter-ministerial linkages created through the project has led to better coordination amongst MDOs with the CAs and SLBFE officers. However, since the trainings were only limited to the four districts, the impact of this is only seen in the four districts and yet to be seen across the country.

IMP6: Education entertainment introduced through the project for creating awareness at the grassroots have had a positive impact in cautioning communities/potential migrant workers about the dangers of irregular routes of migration. The messages conveyed through the street dramas have reached about 4000 targeted community members. However, there are still structural constraints that still may not deter potential migrant workers from taking unsafe and irregular routes to migrate.

Sustainability

SUS1: The project partners' continuous engagement with key government stakeholders ensures the continuation and sustainability of the project's efforts.

SUS2: Knowledge retention and continued skills development has been ensured by exit strategies put in place, such as the provision of training material to government partners and the establishment of the TOT unit at the MFE, with immediate resource allocation committed by SDC. However, limitations of material and financial resources of the government can affect the sustainability of these efforts.

SUS3: Including TUs in the project and creating interest amongst worker organizations in Sri Lanka has led to TUs prioritising the issue of TIP in their advocacy and lobbying and has created an impact that can be sustained in the future, given the continued support given to TUs through similar projects.

SUS4: The Development Partners Forum, initiated by the project partners, can further sustain the efforts of countering-TIP beyond the project's lifecycle.

SUS5: Whilst this project brought in resources to create an impact and made strong ties with stakeholders and beneficiaries, the timeline of the project is not adequate to affect lasting changes that can be sustained in the long run. ,

4. Conclusions

The project set out with a theory of change that assumes that to “steer a course for Sri Lanka absent of trafficking” interventions that “result in an improved set of policies and practices to counter trafficking in persons” is critical. Thus, the project proposed a set of interventions with the four core objectives of raising awareness, ensuring fair and ethical business recruitment practices, improving protection services for identified victims, and to increase investigation and prosecution of offenders. The evaluation concludes that the project has effectively put in place the core measures needed to get a step closer to “a Sri Lanka absent of trafficking” (ILO, 2017), albeit with some limitations and gaps that could be addressed in future interventions, as detailed in the report and highlighted from the concluding points below. Please refer to preliminary conclusions under each evaluation criteria for more detailed and specific conclusions. The relevant preliminary conclusions will be presented in brackets for reference.

1. The project was conceived in a highly relevant context where the TIP discourse was picking up globally, and Sri Lanka was spotlighted in US TIP Reports since 2013 (REL1). Similarly, it was a timely intervention to the national context as there was a general lack of understanding of TIP at the higher policymaking level (REL2), and measures were weak at the operational levels (REL3). More concerningly, TIP was normalised at the grassroots due to lack of awareness of the composite nature of the crime (REL4). The project remained relevant even during the height of the COVID-19 pandemic (REL5).

2. ILO and the project partners were able to design a robust project with space to manoeuvre changes to adapt to the ground realities (VID1). The project is highly commended for the flexibility in changing and adapting activities and indicators to adapt the external changes and to cater to the specific needs of all stakeholders involved (VID2; VID6). This in turn ensured the successful implementation of the project, despite minor gaps (VID4; VID5) that could be addressed in future intervention designs. The overall project design lacked a gender mainstreaming approach (GEN1); however, this was to a certain extent addressed throughout project implementation (GEN2; GEN3).
3. The project effectively coordinated with other actors working on TIP and not limited to direct stakeholders of the project (CS1). Similarly, the project has drawn on strengths and synergised across other projects implemented by the project partners (EFT8). This has ensured that the project outcomes have successfully reached beneficiaries ().
4. The project has made positive progress towards achieving the overall objective, outputs and outcomes as measured using the project performance indicators (EFT1; EFT2; EFT3; EFT4). Although there was several challenges and delays caused by the external environment (EFT7), the project was able to navigate through these to effectively implement project activities. To be able to do this, the project had in place suitable management conditions and a robust monitoring mechanism that fed into the effectiveness of decisions made throughout the project lifecycle (EFT5). Thus, despite some activities not being completed, the project was able to achieve outcomes by adding new activities (EFT5) and findings alternative methods to complete existing activities.
5. The project has efficiently allocated resources (EFF1), including human resources, time, expertise, and funds, to provide the necessary support and achieve the broader project objectives. The project had an overall cost savings (EFF2) which was repurposed to implement new activities that further contributed to achieving of project objectives (EFF3; EFF4). Despite setbacks in completing certain activities, the project was able to ensure a timely delivery of other activities within the given time frame (EFF4). Moreover, the project has successfully leveraged partnerships and synergies with constituents, national institutions, and UNODC and development agencies represented in the Development Partners Forum, to enhance the projects' relevance and effectiveness and contribute to countering TIP in Sri Lanka.
6. Although this project has not yielded immediate impacts, the evaluation was able to identify specific examples of how the project has positively impacted the Sri Lankan context in relation to TIP. These range from creating awareness of TIP at the grassroots (IMP6; SUS4) to contributing to increase of knowledge that has resulted in improved quality in service provision to victims of TIP and migrant workers (IMP2; IMP3) who are at risk of being trafficked and creating inter-agency and inter-ministerial linkages that have ensured an effective referral process (IMP5). It has also increased the number of cases investigated and prosecuted. Although a key achievement of the project is the ratification of The Protocol by

the GoSL (IMP1), there have been many missed opportunities in relation effective coordination of national TIP efforts, mainly due to the challenges faced in engaging with the NAHTTF (IMP4).

- The project had many measures in place to ensure the sustainability of its efforts, especially in relation to knowledge transfer and continued capacity development (SUS2). However, the capacity of the government to do so without the project's support may be challenging. Despite this, the project partners' consistent engagement with government stakeholders (SUS1) and other development partners (SUS4) can ensure that countering TIP is prioritised even beyond the project's lifecycle.

5. Recommendations

This section first provides a set of specific recommendations closely aligned with the EQUIP project, including actors responsible, timeframe and resource implications.

Recommendation 1: Supporting and follow up on the implementation of the Forced Labour Protocol.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO and Ministry of Labour	High	Long term	Donor funding

Recommendation 2: Including health sector workers and Grama Niladhari who often act as first responders as a target group for increasing awareness, knowledge and skills on TIP and providing information on referrals.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF, Helvetas	Medium	Short term	Requires donor support

Recommendation 3: Continue and build on synergies created by the development partner meetings that include agencies with extensive prior work experience on TIP such as IOM and UNODC in order to sustain EQUIP impacts.

Responsible unit(s)	Priority	Time implication	Resource implication
TAF, ILO and Helvetas, via Development Partner Forum on TIP	High	Short term	Limited

Recommendation 4: Those activities that could not take place as planned due to COVID-19 related travel restrictions and other externalities should be considered for future project design and shared with the other stakeholders working in the area of TIP for future implementation.

More specifically these would include, the mock-trial based case simulation exercise targeting prosecutors at the AG's department and training of police officers as first responders.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF with the support from relevant government agencies	Medium	Long term	Requires donor support

Recommendation 5: Creating a database of all project stakeholders including resource persons and consultants and share brief project updates at suitable time intervals.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF, Helvetas	High	Short term	Limited

Recommendation 6: Incorporating consistent and structured communication channels among ILO and project partners.

Responsible unit(s)	Priority	Time implication	Resource implication
ILO	High	Long term	Limited

Recommendation 7:

Incorporating a gender mainstreaming approach to trafficking in persons at the design phase, cutting across all three pillars of prevention, protection and prosecution. .

Responsible unit(s)	Priority	Time implication	Resource implication
ILO, TAF, Helvetas	High	Long term	Requires donor support

6. Good Practices and Lessons Learned

The evaluation team recognized two good practices within the project. Firstly, the KAP survey conducted by Helvetas to identify the skill development needs, and plan training programmes for the staff of Sahana Piyasa Shelter run by SLBFE, and the Shelter for TIP victims run by the Women's Ministry. It was identified through the KAP survey that the existing knowledge of the shelter staff, was lacking. The findings of the survey were then used to tailor and design the training interventions, which resulted in a 95% change in knowledge among the beneficiaries (Helvetas, 2020). This practice could be replicated by ILO and project partners, and other development agencies, in order to assess the awareness/education of beneficiaries prior to the commencement of project activities, especially in terms of training/capacity building components. Secondly, the project also consulted with government stakeholders, specifically

with Ministerial level officials before designing the training interventions. This has ensured that the trainings done have been highly relevant and addressed the exact gaps of the relevant government institutions in countering TIP. By addressing the exact needs of government institutions in countering TIP, first responders demonstrated a positive knowledge change. This can be replicated by ILO and project partners, and other development agencies who carry out capacity building programmes for government (beyond TIP). It would require buy in and transparency from the relevant ministries and authorities in feeding in useful information to project partners from the onset.

In terms of lessons learned, the street drama itself was lauded as an effective project activity by many stakeholders. Under the 'Prevention' pillar of the project, the street drama component played a key role in raising awareness regarding TIP at the grassroots by using innovating and creative ways of communicating the message to aspiring migrant workers and potential victims of TIP. People are able to emotionally connect to this form of communication and receive the message more effectively. However, the awareness created among the general public seems limited. Initially the audience was not as large as expected by the implementers, as many people would not stand on the side of the road or stop to watch a drama performance. Therefore, target audiences were gathered in venues such as the SLBFE, youth camps, community halls, and institutions. The total reach of the street drama was about 4000 across Colombo, Kandy, Kurunegala and Gampaha. Similarly, the extent to which this approach can deter potential migrant workers from using unsafe or irregular means is challenged, as out of desperation they sometimes opt to not pay attention to implications of taking unsafe and irregular migration route despite being knowledgeable about risks and dangers associated with TIP.

In addition to this, another lesson learnt is the inclusion workers and employment organisations (TUs) in project activities. Recognizing that TU's engagement with TIP was minimal, the project incorporated three TUs affiliated with the ITUC to launch the MRA website in Sri Lanka. Moreover, MWF was recruited to conduct awareness raising programmes for members and constituents. These programmes built the capacity of TU constituents on the topics of Fair Recruitment, MRA, Forced Labour and TIP, and to equip TU constituents with the required knowledge, to organize, advocate and assist migrant workers. It cemented the role played by TUs in countering TIP in Sri Lanka, by creating another mode in which migrant workers could obtain information. However, the political landscape surrounding these TUs proved it challenging for the timely implementation of the MRA, and for smoother operations between the TUs and ILO. Whilst these challenges were addressed there were delays in raising awareness regarding MRA, thus this has implicated the effective use of the website by migrant workers. The reach and awareness regarding the MRA is low, thus reducing the impact such a system could have created in countering TIP.

Further details regarding good practices and lessons learned is discussed in Annex H.

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Annexes

Annex A. Background and Contextual Framework (Cont.)

Global and Regional Overview of TIP

Internationally, TIP is defined as “the recruitment, transportation, transfer, harbouring or receipt of persons, by means of a threat or use of force or other forms of coercion, of abduction, of fraud, of deception, of the abuse of power or of a position of vulnerability or of the giving or receiving of payments or benefits to achieve the consent of a person having control over another person, for the purpose of exploitation” (United Nations Office on Drugs and Crime, 2020, p.23). According to this definition, in the context of TIP of adults, at least one of these “means” must be employed in order to constitute the offence of TIP. However, when the victim is a child, the act of TIP for the purpose of exploitation alone is enough to constitute the crime of TIP (UNODC, 2020).

The USDOS defines TIP as those involving both sex trafficking and forced labour. Accordingly, the Trafficking Victims Protection Act of 2000 (TVPA), divides TIP into three categories. (1) *Sex trafficking* identifies factors such as force, threats of force, fraud, coercion or a combination of such means to denote that a victim has been trafficked; (2) *forced labour and labour trafficking* defines recruitment through the use of force or physical threats, psychological coercion, abuse of the legal process, deception, or other coercive means to compel someone to work; (3) *the unlawful recruitment and use of child soldiers* focuses on the illegal recruitment of children through force, fraud, or coercion, to act as either combatants or in different forms of labour (USDOS, 2021). Thus, forced labour conditions are considered a subset within TIP (ILO, 2018a).

Traffickers use various means during the different phases of the TIP process. UNODC (2020) has recorded 534 different TIP flows. A “flow” has been defined as “a combination of one origin country and one destination where at least five victims were detected during the period considered”. Accordingly, more than 120 countries reported having detected victims from more than 140 different countries of origin. However, the dispersal of TIP may be more complex, and it is likely that some flows have not been detected by national authorities. Moreover, victims are usually trafficked within geographically close areas, and globally, most detected victims are citizens of the countries where they are detected (UNODC, 2020).

Female victims continue to be particularly affected by TIP. In 2018, for every 10 victims detected globally, about five were adult women and two were girls. About one third of the overall detected victims were children, both girls and boys, while 20 percent were adult men. When it comes to children, the share of boys detected has risen significantly in comparison to girls (UNODC, 2020). The profile of victims can also change in different parts of the world. There are various forms of exploitation as discussed above and different victim profiles are trafficked for different purposes. In 2018, most women were trafficked for sexual exploitation, whereas men were mainly trafficked for forced labour. However, a significant share of men was trafficked for sexual exploitation or for other forms of exploitation, as well. Similarly, approximately 14 percent of women were trafficked for forced labour (UNODC, 2020). Apart from being trafficked for sexual exploitation and forced labour, victims are also trafficked for criminal activity, exploitative begging, forced marriage, baby selling and illegal adoption, organ removal, and for mixed forms of exploitation albeit in smaller numbers (UNODC, 2020).

Offenders of TIP can be divided into two broad categories: (1) groups that meet the definition of organized criminal groups, and (2) opportunistic traffickers that operate alone or in cooperation with one or other traffickers (UNODC, 2020). 60 percent of offenders who are investigated, arrested, prosecuted, and/or convicted are male, and 36 percent of those prosecuted for TIP were female (as of 2018). The share of females is slightly higher for those convicted and slightly lower for those coming into first contact with the police (investigated or arrested for TIP) when compared to males. Eastern Europe and Central Asia continues to convict far more females than males (around 80 percent), while in Central America and in East Asia, males and females were convicted equally in 2018 (UNODC, 2020). The differences in the gender of individuals convicted reflect different factors, including the operational activities of the TIP networks. Studies show that women traffickers may be particularly active in the recruitment phase of TIP; hence, significant differences in the gender profiles of offenders in origin and destination countries at all stages of criminal proceedings (UNODC, 2018).

There are two main institutional responses to TIP. First, implementing the appropriate legislation nationally. As of August 2020, 169 countries among the 181 assessed by UNODC have had legislation in place that criminalizes TIP, broadly in line with the United Nations Trafficking in Persons Protocol. Secondly, the nature of the criminal justice response; the weak criminal justice actions taken by national authorities to combat TIP is demonstrated by the limited number of convictions for TIP reported by countries. However, over the years, the conviction rate for TIP has increased, which can be attributed to the broader adoption of the offence of TIP in national legislations (UNODC, 2020).

The detection of cases of TIP has seen a continuous increase in the past few years, and this can be attributed to a number of changes, including an actual increase in the TIP of national victims, and an increase in the awareness and priority of national authorities and/or an evolution of national jurisprudence. Greater detection can also be attributed to increased awareness due to better training of service providers, law enforcement, health care workers and the public to identify victims (Kiss & Zimmerman, 2019). Similarly, growing public awareness, which is influenced by media portrayal of victims, may impact bystander recognition and reporting of victims (Bishop et al., 2013).

In the South Asian Region, a majority of detected victims are women, with a large share of children, both girls and boys. In fact, South Asia records the highest share of children among total victims detected, second only to Sub-Saharan Africa. Victims trafficked for forced labour make up more than half the share of victims. Other purposes of TIP include for forced marriage (recorded as a main form of exploitation), sexual exploitation and forced labour, whilst TIP for exploitative begging and forced criminal activity have also been reported (UNODC, 2020).

It has been noted that South Asia is an origin area for TIP to the rest of the world. The main destinations are the Middle East, East Asia, and the Pacific, Western and Southern Europe and North America. South Asian victims were also detected in East and Southern Africa, albeit in limited numbers (UNODC, 2020). However, the focus has also been on TIP to India and Pakistan from its neighbours, especially from Nepal and Bangladesh (Ali, 2005).

Annex B. Project framework

EQUIP: Equipping Sri Lanka to Counter Trafficking in Persons

Aim: To reduce human trafficking in Sri Lanka by intervening via:

Prevention
Protection
Prosecution

3Ps

Research and awareness (obj. 1 & 2)
Improving protection services (obj. 3)
Prosecuting and investigation offenders (obj. 4)

Objective 1 Research and Awareness		Objective 2 Ensuring fair and ethical business recruitment practices	Objective 3 Protection services for identified victims	Objective 4 Prosecuting and investigating offenders		
Outcome 1.1 Evidence-based policy and better-informed decision making	Outcome 1.2 Sensitization to benefits, challenges and pathway to ratifying the FLP	Outcome 2 Conform to ethical and fair recruitment principles and guidelines by 2020	Outcome 3 Improve protection services to ensure identified victims, including men and children, receive specialized care services	Outcome 4.1 Investigations, prosecutions and convictions	Outcome 4.2 Trained officials conduct more investigations of trafficking cases	Outcome 4.3 satisfaction on investigation, prosecution and conviction
Outputs 1.1.1 Report detailing knowledge and perceptions towards migration and trafficking available and used to inform awareness campaign	Outputs 1.2.1 Opportunities and Impediments to ratification of ILO Forced Labour Convention identified	Outputs 2.1.1.A. Business case built through MRM 2.1.2. Manual and resource pack on FL and TIP 2.1.3. ToT group of 25 2.1.4. Training program for MDOs to identify and report situations of forced labor and TIP, and develop preventive community responses	Outputs 3.1.1. Four training programs, four advanced training programs, four meetings of Counselling Assistants 3.1.2. Capacity assessment, design and implementation of coordination system and law enforcement/justice system 3.1.3. Legal advice and legal aid for trafficking victims - six court cases	Outputs 4.1.1. Manual on prosecuting crimes of trafficking by international expert; 4 training programs by international experts	Outputs 4.2.1. Manual on crimes of trafficking, victim identification, investigation; 6 Police training programs 4.2.2 Trained SLBFE officers identify trafficking victims and refer cases to Police and AG	Outputs 4.3.1 Enhanced coordination amongst the members of the NAHTFF
Indicators 1.1. (%) who demonstrate knowledge on FL and TIP by project interventions 1.2. No. reached through awareness campaign 1.2.A. Availability of gender sensitive study 1.3. (%) of stakeholders who are knowledgeable on ratifying FLP 1.3.A. GAR on 2014 ILO protocol is available 1.4. (%) of stakeholders committed to lobbying for the ratification of FLP 1.5.A. Effectiveness of campaign material 1.6. Level of progress made against ratification 1.7. Extent of progress made on campaign	Indicators 2.1. (%) of recruitment agents, MDOs, and migrant workers that commit to applying fair recruitment principles and guidelines 2.1.A. (%) of MDOs and migrant workers that are applying fair recruitment principles and guidelines 2.2. No. of licensed recruitment agents trained on fair recruitment by the project 2.3. No. of intermediaries trained 2.4. No. of MDOs trained 2.5.A. (%) of recruitment agents adopting fair recruitment practices 2.6. (%) of trafficking cases reported by MDOs 2.7. Level of progress made on establishing MRA	Indicators 3.1. (%) of identified victims of TIP who demonstrate level of satisfaction on counselling services 3.2. No. of trained counselling assistants 3.2.A. (%) of counselling assistants changes their knowledge in identification of TIP victims 3.3. No. of MWA and Sahana Piyasa staff trained 3.3.A. (%) of shelter staff changes in knowledge of victims identification, linking to the referral system 3.4. (%) of identified victims receiving shelter services	Indicators 4.1. (%) of prosecutions of trafficking cases owing to trained prosecutors, which leads to reductions in TIP 4.2. (%) change in investigation of TIP cases by the police 4.3. No. of government and international reports recording increased investigations, prosecutions and convictions in TIP cases 4.3.A. Support provide by the project for NAHTFF 4.4. No. of judicial personnel prosecutors trained with USG assistance 4.5. No. from low income or marginalized communities who received legal aid or victim's assistance with USG support 4.6. No. of police officers trained 4.7. No. of SLBFE staff trained on crime and victim identification and referrals	Indicators		
Activities • Scoping exercises for and bespoke grassroots awareness campaign • Study on recruitment fees and related costs • Propose guidelines for safe, regular migration and recruitment fees and costs • Gap analysis of FLP • 5 workshops on FLP and role of constituents in ratification process • Development and implementation of materials for the 50 for Freedom Campaign	Activities • Training RAs on fair recruitment principles • Mapping of sectors and corridors for business case • Implementation, training, monitoring of web-based MRM • 10 training programs on MRM • Monitor and document MRA-generated feedback on recruitment costs, complaints, productivity • Develop training manual, conduct training, and support MDOs on fair recruitment principles, FL and TIP, and develop preventive community responses	Activities • Training of Counselling Assistants • Capacity building support for MWA, staff of shelters for TIP victims and the shelter, based on an assessment of their services, with specific focus on victims of trafficking • Legal advice and legal aid for victims	Activities • Background work and training for first responders (police, prosecutors, and SLBFE staff) on handling TIP cases, victim identification, and referrals • Enhancing the unharnessed potential for impact and sustainability, through partnerships via the NAHTFF			

Annex C. Evaluation Framework

Evaluation Area/theme	Indicator/Key questions	Methods	Data sources
1. Relevance	To what extent did the intervention objectives and design respond to beneficiaries', global, country, and partner/institution needs, policies, and priorities in countering TIP?	Document and literature review, policy, and institutional analysis, KPIs and FGDs	Project Proposal, TIP Publications, KPIs with stakeholders, in-depth interviews and, FGDs with beneficiaries
	To what extent did the COVID-19 pandemic impact the project and what strategies have been adopted by the project to remain relevant to the communities and other stakeholders while continuing the (key) project activities?	Document review, KPIs	Progress reports, KPIs with stakeholders, project staff and project partners
2. Validity of intervention design	What is the level of participation of stakeholders in intervention design?	KPIs	KPIs with project personnel and implementing partners (IPs)
	Are the intervention strategies, outcomes, and assumptions appropriate for achieving the planned results and the stated purpose within the given timeframe, resources available and the social, economic, and political environment?	Document review KPIs	Project proposal, progress reports, KPIs with project staff and project partners
	To what extent did the project effectively mainstream international labour standard, tripartite mechanism and social dialogue, gender and non-discrimination in project strategies and interventions?		

	Were the risks and assumptions to achieve project objectives properly identified, assessed, and managed?		
3. Coherence and synergy	To what extent do interventions and policies of other actors support or undermine the project interventions, and vice versa?	Document review, KPIs	Progress reports, MTRs, KPIs with stakeholders, project staff and project partners
	To what extent has the project complemented and/or harmonized or coordinated with other actors working on TIP of Sri Lanka?	Document review, KPIs	Progress reports, MTRs, KPIs with stakeholders, project staff and project partners
4. Effectiveness	What is the project progress towards achieving the overall objective, outputs and outcomes as measured using the project performance indicators?	Document review, KPIs and FGDs	Baseline data, progress reports, MTRs, end-project report, KPIs with project personnel and partners, FGDs and in-depth interviews with beneficiaries
	How has the external environment affected the project (positively and negatively)?	Document review, KPIs	Progress reports, MTRs, end-project report, KPIs with stakeholders, project staff and IPs
	Did the project put in place suitable management conditions to ensure the project was implemented effectively?	Document review, KPIs	Project proposal, MTRs, and end-project report, KPIs with project personnel and partners
	How effective was the project at stimulating interest and participation of project partners at the micro, meso and macro levels? To what extent were the constituents able to fulfil the roles expected in the project strategies? How did the project address the capacity challenges of project personnel, partners, and stakeholders?	Document review, KPIs and FGDs	Project personnel and partners, project proposal, progress reports, MTRs, end-project report, KPIs, FGDs and in-depth interviews with beneficiaries

	How effective was the support provided to the programme team by the ILO, donors, and tripartite constituents in delivering results? What could have been done differently?	KPIs	KPIs with project staff and IPs
	To what extent was results-based management implemented in the programme? Were the monitoring tools and their use adequate to ensure a good qualitative and quantitative monitoring of the project? To what extent were the lessons learned and monitored data fed into the decision-making process of project stakeholders, including USDOS and national partners?	Document review, KPIs	Progress reports, MTRs, KPIs with project staff and IPs
Objectives	Outcome Level Indicators, as per ToR		
Objective 1	1.1 Percentage of policymakers, government officials and prospective migrant workers who demonstrate knowledge on forced labour and TIP	Document review, KPIs, FGDs and In-depth interviews	KPIs with key government stakeholders, FGDs with those received trainings, In-depth interviews with prospective migrant workers, Progress reports
	1.5.A Effectiveness of campaign materials developed	Document review, KPIs, In-depth interviews	Review material against developed score, In-depth interviews, KPIs
Objective 2	2.1 Percentage of targeted recruitment agents, Migration Development Officers (MDO), and migrant workers that commit to applying fair recruitment principles and guidelines in their work	Document review, KPIs and FGDs	FGDs with MDOs, KPIs with recruitment agents, post-evaluation of trainings and workshops
	2.5.A Percentage of recruitment agents adopting fair recruitment practices	Document review, KPIs	KPIs with recruitment agents, Sample interview survey by EQUIP
	2.6 Percentage of TIP cases reported by MDOs	Document review, FGDs	Focus Group Discussions with MDOs.

Objective 3	3.1 Percentage of identified victims who demonstrate level of satisfaction on counselling services	Document review, FGDs	FGDs with Counselling Assistants and MDOs, Sample interview survey
	3.4 Percentage of identified victims receiving shelter services	Document review FGDs, In-depth Interviews	FGDs with MDOs, In-depth interviews with service recipients, Progress reports, Records of shelter services
Objective 4	4.1 Percentage of prosecutions of TIP cases owing to trained prosecutors, which leads to reductions in TIP	Document review, KPI	Review prosecution data TIP report, KPI with Deputy Solicitor General
	4.2 Percentage change in investigation of TIP cases	Document review, KPIs and FGDs	KPI with CID, FGD with CID Trafficking Unit, TIP report, Review police grave crimes statistics
	4.3 Number of government and international reports recording increased investigations, prosecutions, and convictions in TIP cases	Document review	Project reports (progress, MTR, and end project report)
	4.3.A Support provide by the project for NAHTTF	Document review, KPIs	Progress reports, MTRs for objectives 3 and 4, KPIs with members of NAHTTF
	4.5 Number of individuals from low income or marginalized communities who received legal aid or victim's assistance with Unites States Government (USG) support	Document review	Progress reports, Review quarterly progress meeting minutes
6. Efficiency	How efficiently have resources (human resources, time, expertise, funds etc.) been allocated and used to provide the necessary support and to achieve the broader project objectives and results? What aspects of the project could be done differently to cut costs while still delivering achievements and achieve outcomes?	Document review, KPIs and FGDs	Project proposal, financial proposal, end-project financial report, KPIs with project staff and IPs, FGDs with beneficiaries

	What is the distribution and use of funds among project partners? To what extent has the project leveraged partnerships and synergies (with constituents, national institutions, and other UNs and development agencies) that enhance the projects' relevance and effectiveness and that contribute to combatting TIP in Sri Lanka?	Document review, KPIs	Financial reports, financial proposal, KPIs with stakeholders, project staff and IPs
7. Impact orientation and sustainability	What are the intended and unintended impacts of the project?	KPIs, FGDs, Document review	Project proposal, MTRs, progress reports, end-project report, KPIs with stakeholders, project staff and IPs, FGD and in-depth interviews with beneficiaries
	To what extent have the relevant government institutions institutionalized strategies, policies, mechanisms, and capacities to combat TIP specifically within the migration sector?	Document review, KPIs	Progress reports, end-project report, KPIs with stakeholders, project staff and IPs
	Did project have an exit strategy? How was it operationalised? And how effective was the operationalisation of exit strategy right throughout the project?	Document review, KPIs	Project proposal, MTRs, end-project report, KPIs with stakeholders, project staff and IPs
	Which results appear likely to be sustained after the project and how?	Document review, KPIs, FGDs	Project proposal, MTRs, end-project report, KPIs with stakeholders, project staff and IPs, FGDs with training recipients
	To what extent was the project able to change the lives of both men and women who are victims of TIP or at a risk of being trafficked?	Document review, KPIs, FGDs	Progress reports, end-project report, KPIs with stakeholders, project staff and IPs, FGDs and in-depth interviews with beneficiaries
8. Gender equality and	What are the key achievements of the project on gender equality and women's empowerment?	Document review, KPIs, FGDs	Study reports, progress reports, end-project reports, KPIs with stakeholders, project staff

non-discrimination			and IPs, FGDs and in-depth interviews with beneficiaries
	How far had the project mainstreamed gender and non-discrimination?	Document review, KPIs, FGDs	Study reports, project proposal, progress reports, end-project reports, KPIs with stakeholders, project staff and IPs, FGDs and in-depth interviews with beneficiaries

Annex D. Data Collection Tool

Key Person Interviews

Relevance

1. Did the project align with the policies of the government of Sri Lanka regarding TIP?
2. Do you think the project was a timely intervention for the country?
3. Was anti-human trafficking still a priority when the pandemic hit? Why?
4. Did the project partners still carry-on implementing activities during the pandemic and how did they adjust to the situation?

Validity of Intervention Design

1. Were you (or anyone from your ministry/organisation) consulted by ILO before the project was designed? In what capacity?
2. Do you think the policy/strategic environment was conducive to achieve the projects objectives?
3. At the outset do you think the project design took into consideration gender equality and non- discrimination? Did it have a gender mainstreaming strategy?

Coherence and Synergy

1. Do you/organisation that you represent directly or indirectly work on anti-human trafficking? Did the project support your ongoing work on anti-human trafficking? How?
2. Do you know of other projects on anti-human trafficking? If so, did this project complement those projects or duplicate it?
3. Can you tell me a bit about how the National Anti-Human Trafficking Task Force (NAHTTF) work?
4. Was it effective as a coordination body for the government?

Effectiveness

1. How effective is the Migrant Recruitment Monitor (MRM)?
 - a. What is the level of usage of the system by government and victims/potential victims?
2. How effective were the training programmes conducted by TAF and Helvetas?
 - a. Were there any tangible changes that were noticed amongst your employees/officers after the training?
 - b. Are there any specific knowledge and skills gap areas that you would like to highlight?
3. Do you think the project was able to achieve its objectives? Why?
4. What were some of the areas you think could have been improvement?
5. Do you think the project interventions/activities were effective in engaging with government officials working on anti-human trafficking?
6. Do you think the project interventions were effective in addressing the needs of the victims and potential victims of human trafficking?

7. How did the COVID-19 pandemic affect the project activities, and do you think the project was able to bounce back from it? How?

Efficiency of Resource Use

1. How timely was the delivery of the project's objectives and results?
 - a. Could it have been improved?
2. Were the resources allocated (including technical expertise and human resources) sufficient to achieving the objectives of this project?

Impact Orientation and Sustainability

1. How did the project impact the Sri Lankan context in relation to human trafficking?
2. To what extent the project was able to change the lives of both men and women who are victims of trafficking or at a risk of being trafficked?
3. Were there any policies implemented as a result of this project?
4. Do you think the Sri Lankan government has the resources to carry out the work after the end of the project/ without the support of the ILO and implementing partners?

Gender Equality and Non-Discrimination

1. What do you think are the key achievements of the project on gender equality and womens' empowerment?

Focus Group Discussions

Guiding questions

1. What are the key issues related to human trafficking in your area?
2. What are your main tasks/responsibilities/mandate?
3. What are the main challenges that you face in the delivery of your duties/services?
4. Have you heard about the EQUIP project? If, yes, how did you get to know? what do you know?

Relevance, Validity of Design and Coherence and Synergy

1. Who are the other actors/organisations working on TIP? Do you know how the EQUIP project engaged and coordinated with these other organisations and actors? How?
2. Do you think the project design suits the priorities of your work when it comes to TIP? How?
3. What was your level of participation in intervention design? what was the process followed?
4. What were the strategies used to ensure participation in the project?
5. Did the project allow space for both men and women to participate? How did they accommodate the requirements of men and women to effectively engage in project activities?
6. How relevant were the trainings received to your routine work?

7. Was there equal representation of men and women in the training programmes? If not, why do you think that is?
8. Did the project consider work and family commitments of men and women when a decision is made with regard to the date, time, and venue of the activities? Were there facilities given for women/men to manage care responsibilities while taking part in project activities? If so, what were they?
9. What were the key challenges related to the participation? How did the project address it? What can be improved?
10. How did participation in these trainings affect your routine work? How did you manage?
11. What aspect of forced migration and human trafficking were relevant for your routine work? Did the trainings cover those?

Effectiveness

1. Have you had any engagement with the project or project activities in the past? What were your engagements?
2. If yes, to what extent did the project stimulate your participation? Which activities?
3. What were the benefits of being part of the project activities?
4. Did the training help you understand:
 - a. human trafficking and forced migration issues better? How?
 - b. the gendered diversity in migration?
 - c. What are the main elements of the training that increased your awareness of these issues?
5. Are you aware of the management structure that was put in place for this project? (ex- steering committees, technical committees etc.)? Were they effective?
6. How has the external environment affected the project?
 - a. How did the project manage the impact of external environment?
7. What were the implications of COVID-19 on the project?
 - a. Which activities were affected the most?
8. Did the project have sufficient capacity to deliver the activities at the different levels (national and local)?
 - a. What do you think are the key strengths and key capacity related concerns that can affect the activities of the project?

Efficiency

1. How timely was the delivery of the project's objectives and results?
 - a. Could it have been improved?

2. Did the project work with other relevant organisations such as other UN bodies, national institutions, NGOs, and development agencies to create synergy?
3. Did you think the facilitators who delivered the training were up to standard and/or could there have been more resource people to support the trainings?

Impact and Sustainability

1. To what extent was the project able to bring change in yours/your community members' lives? Do you think these changes will last beyond the project period?
2. Did project personnel discuss the exit strategy with you? At what point? What was the discussion?
3. What do you think about the continuity of the project if the donor funding ends? Who do you think would be the main actors in taking the activities forward (at local, regional, or national level)?

In-Depth Interviews

Migration Experience and Work History

1. Have you been a migrant worker?
 - a. Please describe your migration for work history for us.
 - b. How many times have you migrated? To where? What was your experience like?
2. Do/did you face any challenges in relation to migration for work? What and why? How did you overcome these challenges? Who supported you?
3. In instances where you need any further information about the migration process who would you go to? For what? How was this experience like?
4. In instances where you need any help about the migration process, who would you go to? For what? How was this experience like?
5. During your migration experience, roughly how many times have you met with the MDOs, Divisional Secretariat, Counselling Officers, Grame Niladharis, SLBFE officers for migration related work/tasks/issues? How were these experiences like in general?

Increasing Awareness

1. Have you been to any awareness sessions/trainings/discussions or seen any leaflets/posters on forced labour or TIP?
 - a. If yes, do you know who organised them? Where were they held? What do you think about these sessions or information you received? Was it useful for you in anyway?
2. What does 'Forced labour' mean to you?
 - a. What does 'Trafficking in persons' mean to you?
 - b. Did you hear about these anywhere? Where? What? How?

Counselling Services

1. Have you been in touch with the Migration officers at the DS level? For what?
2. Have you been in touch with the Counselling officers at the DS level? For what?
3. Have you been to any counselling services offered by the government or non-government, in relation to your migration experience? If yes, how was this experience like? What should change?

Legal Aid

1. Have you ever sought legal assistance in relation to your migration for work? What? From whom? How was this experience like?

Police Assistance

1. Have you ever gone to the police with a complaint regarding forced labour or trafficking for other purposes?
 - a. What was their response?
 - b. What was the process?
 - c. How did it end? Were you satisfied with the service provided?

Shelters

1. Have you visited or sought refuge at a government sponsored shelter for victims of trafficking?
 - a. What was your experience with this service?

Gender Considerations

1. Did project allow space for men and women to participate? How did they accommodate the requirements of men and women to effectively engage in project activities?
2. What were the key challenges related to the participation? How did the project address it? What can be improved?
3. Did you feel comfortable in these trainings/awareness sessions?

Annex E. List of Key Persons Interviewed

Organization/ Ministry	Title	Name	Designation	Interview Date
Government Institutions				
Ministry of Justice	Ms.	Piyumanthi Peiris	Additional Secretary	25th June 2021
Attorney General's Department	Ms.	Lakmali Karunanayake	Deputy Solicitor General	24 th June 2021
Ministry of Skills Development, Employment and Labour Relations	Ms.	Yamuna Perera	Additional Secretary (Foreign Employment)	1st July 2021
	Mr.	S. Arumeinayagam	Secretary	
	Mr.	K. Nikarilkanth	Assistant Secretary (Development)	
Sri Lanka Bureau of Foreign Employment (SLBFE)	Mr.	L. M. K. Muthukumarana	Deputy General Manager (Legal)	14th June 2021
Legal Aid Commission	Mr.	Rohan Sahabandu PC	Chairman	14th June 2021
Criminal Investigation Department, Sri Lanka Police	Mr.	Sugath Amarasinghe	OIC - Human Trafficking and Smuggling Investigation Bureau	1st July 2021
Ministry of Women and Child Affairs and Social Security (MWCASS)	Ms.	Champa Upasena	Director, Women's Bureau	5th July 2021
Consultants				
United Nations Office on Drugs and Crime	Ms.	Anusha Munasinghe	National Program Officer, Global Programme Against	22 nd June 2021

			Trafficking in Persons	
University of Colombo	Dr.	Nilanga Abeysinghe	Clinical Psychologist Postgraduate Unit, University of Colombo	9th July 2021
University of Colombo	Ms.	Roshan Dammapala	Clinical Psychologist/Lecturer, Faculty of Graduate Studies, University of Colombo	23 rd June 2021
Forced Labour and Fair Recruitment	Mr.	Vajira Perera	Specialist Trainer	25th June 2021
LIFE Consultancy	Mr.	Subodha Malawaarachchi	Independent Consultant and Trainer (LIFE Consultancy)	17th June 2021
Private Consultancy Companies				
Sense of Life	Dr.	Dayanath Ranatunga	Executive Director	21st June 2021
Fair Hiring Initiative	Ms.	Marie Apostol		28 th June 2021
Not for Profit Organizations				
Lanka Childrens' and Youth Theatre	Dr.	Chandana Aluthge	Artistic Director	28th June 2021
Community Development Services	Ms.	Januka Thilakaratne		29th June 2021
Trade Unions				
Migrant Workers Front	Mr.	Velayutham Ruthiradeepan		12th July 2021
	Mr.	Methsiri		

Sri Lanka Nidahas Sevaka Sangamaya	Mr.	Leslie Devendra	Secretary	5th July 2021
International Trade Union Confederation	Ms.	Ira Rachmawati		9 th July 2021
Research and Academia				
Centre for Poverty Analysis	Ms.	Chandima Arambepola	Lead Researcher (Trafficking and Forced Labour Scoping Study)	8 th June 2021
Project Staff				
Project Team - ILO	Ms.	Thilini Fernando	ILO - National Project Coordinator	11 th May 2021
	Ms.	Dilki Palliyeguruge	M&E Officer	
	Mr.	Raj Pradeep	Admin and Finance Assistant	
IP - TAF	Dr.	Ramani Jayasundere	Director, Gender and Justice	12 th May 2021
	Ms.	Chaithri Ranatunge	Program Manager	
	Ms.	Umanga Settinayake	Senior Program Officer	
IP - Helvetas	Mr.	Indraka Ubeysekara	Project Manager	13 th May 2021
	Mr.	Saahithiyanan Ganeshanthan	Project Officer	
Donor				
Bureau of South and Central Asian Affairs (SCA)	Ms.	Homann, Jacqueline A	Senior Program Manager	7th July 2021
	Ms.	Gaia Self		

Interviews not conducted				
Ministry of Women and Child Affairs and Social Security (MWCASS)	Mr.	P. L. Pathmakumara	Director, Counselling	Had left the ministry by the time of interview
Ministry of Skills Development, Employment and Labour Relations	Mr.	B. Vasanthan		No response
Sri Lanka Bureau of Foreign Employment (SLBFE)	Mr.	M. R. C. B. Ekanayake		No response
	Mr.	Mangala Randeniya		No response
Association of Licensed Foreign Employment Agencies (ALFEA)	Mr.	Arshad	Secretary	No response after initial correspondence

Annex F. Additional Details from 'Effectiveness'

The numbers reflect that there has been an overall increase in knowledge regarding forced labour and TIP amongst first responders.

First Responder Group	Change in Knowledge (%)	Female (%)	Male (%)	NOTE
Counselling Assistants	87	87.3	84.6	
Migration Development Officers	89.1	91.1	82.6	
SLBFE Officers	77.7	81	66.6	
Prosecutors at the AG Department	48.2	-	-	While the progress report provides information on the number of training participants disaggregated by sex, it does not disaggregate knowledge change among participants by sex. There is not enough data (i.e. number of males/females who took the pre-post evaluations) to make calculations.
CID Officers	0	-	-	

The table below highlights the breakdown of the numbers reached through the BCC awareness programs and the street drama

Campaign Activity	Total Number Reached	Male	Female
BCC Awareness Programs	502	84	418
Street Drama	3929	-	-

The MRA

The ITUC has appointed the SLNSS to manage and monitor the operations of the MRA in Sri Lanka. The evaluators were able to obtain the following statistics pertaining to the MRA, from the time period after the SLNSS was appointed.

MRA System	
Questions asked from users of the site	96
Questions responded to	16

It must be noted that there was no distinction made about the users submitting the questions. It was made evident that questions are submitted by current and potential migrant workers, however, this disaggregated data is not available. There is a trained individual at the SLNSS, tasked with responding to the questions submitted. If they are unable to respond, the user is referred to the SLBFE or vocational training institutions. Furthermore, as stated in the follow up interview with SLNSS, the review forms were physically handed out at the campaign events, filled out by attendees, collated and submitted back to the ILO, indicating that reviews have not been virtually submitted by users.

Annex G. Ratification of the Forced Labour Protocol

Ratification of the Forced Labour Protocol Ensuring Government Commitment to Anti-Human Trafficking

A significant impact is the ratification of The Protocol by the GoSL in April 2019. Through the ratification of The Protocol it ensures Sri Lankan government commitment to anti-human trafficking. Similarly, Sri Lanka was the first state in South Asia to ratify The Protocol (Progress Report, Jan-March 2019), which is an achievement that can be attributed to this project.

The project's continuous push and support over two years led to the ratification. Most planned activities did not have to take place because the project's initial interventions, such as the sensitising workshops for stakeholders and the implementation of the '50 for Freedom' campaign, ensured GoSL's commitment and the ratification took place sooner than expected.

However, the efforts towards anti-human trafficking does not stop with the ratification or with the end of the project. As the international body overseeing the ratification of The Protocol, ILO continues to engage with stakeholders to ensure that measures are put in place to curtail TIP, guaranteeing the sustainability of the efforts through this project. Similarly, implementing partners of the project have maintained and continue to maintain formal communication with the head of each institution regarding meetings and key decisions. This too can ensure stronger commitment and buy-in from the government towards the counter-TIP efforts.

Annex H. Good Practices and Lessons Learned

Good Practices

ILO Emerging Good Practice	
Project Title: Equipping Sri Lanka to Counter Trafficking in Persons (EQUIP) Project TC/Symbol: LKA/17/01/USA Name of Evaluator: Centre for Poverty Analysis Date: July 2021	
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	The Knowledge Attitudes and Practices (KAP) Survey conducted by Helvetas to identify the development needs of shelter staff of Sahana Piyasa Shelter run by SLBFE and Shelter for TIP victims run by the Women's Ministry to develop a suitable skill development training program for them. A key part of the 'protection' pillar of the project is the provision of shelter services to victims of TIP and the increase in knowledge of shelter staff for identifying and referring victims of TIP. It was identified from the KAP survey the knowledge on TIP amongst shelter staff was a major gap. Therefore, the findings were used in designing the relevant and appropriate training for shelter staff. This, while capacitating shelter staff, also can trickle down to positive impact on victims – when they are giving the necessary support needed when seeking shelter.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	A fully functioning shelter with adequate staff, and subject experts/trainers with knowledge of local context is required to effectively design and conduct training interventions based on the findings.
Establish a clear cause-effect relationship	The KAP survey was able to understand the context which existed prior to project implementation and the gap in knowledge of shelter staff, and was able to effectively tailor and design the trainings interventions to be relevant to beneficiaries.
Indicate measurable impact and targeted beneficiaries	Target beneficiaries were the shelter staff. 95% of Sahana Piyasa staff have noted positive changes in knowledge regarding TIP.
Potential for replication and by whom	Could be replicated by ILO and project partners, and other development agencies for other projects that have training/capacity building components.
Upward links to higher ILO Goals (DWCPs, Country	

Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	

ILO Emerging Good Practice	
Project Title: Equipping Sri Lanka to Counter Trafficking in Persons (EQUIP)Project TC/Symbol: LKA/17/01/USA Name of Evaluator: Centre for Poverty Analysis Date: July 2021	
The following emerging good practice has been identified during the course of the evaluation. Further text can be found in the full evaluation report.	
GP Element	Text
Brief summary of the good practice (link to project goal or specific deliverable, background, purpose, etc.)	Consulting with government stakeholders, specifically with Ministerial level officials before designing the training interventions has ensured that the trainings done has been highly relevant and addressed the exact gaps of the relevant government institutions in countering TIP. Capacity building programmes were carried out for relevant officers who are considered first responders of the Ministry of Foreign Employment, Sri Lanka Bureau of Foreign Employment, State Ministry for Women, Human Trafficking and Smuggling Investigations Bureau of the Criminal Investigations Department of the Sri Lanka Police, Prosecutors of the Attorney General's Department and Legal Officers of the Legal Aid Commission.
Relevant conditions and Context: limitations or advice in terms of applicability and replicability	There needs to be buy in and transparency from the relevant ministries and authorities in feeding in useful information to project partners from the onset. This would require the project partners to already have established relationships with relevant institutions so that there is trust amongst government officials and project partners.
Establish a clear cause-effect relationship	By identifying the exact needs of the government institutions in countering TIP the project partners have designed and carried out training interventions effectively and contributed to the positive change in knowledge and practice of first responders.
Indicate measurable impact and targeted beneficiaries	There has been an overall increase in knowledge amongst those who underwent the training programmes, and has contributed to how they carry out work in countering TIP at the ground level. Available data on knowledge increase: <ul style="list-style-type: none"> • <u>Counselling Assistants</u>: Overall 87%; Female 87.3%; Male 84.6% • <u>MDOs</u>: Overall 89.1%; Female 91.1%; Male 82.6% • <u>SLBFE Officers</u> : Overall 77.7%; Female 81%; Male 66.6% • Prosecutors at the AG Department - Overall 48.2%

Potential for replication and by whom	Can be replicated by ILO and project partners, and other development agencies who carry out capacity building programmes for government (beyond TIP)
Upward links to higher ILO Goals (DWCPs, Country Programme Outcomes or ILO's Strategic Programme Framework)	
Other documents or relevant comments	

Lessons Learned

<p>Project Title: Equipping Sri Lanka to Counter Trafficking in Persons Project</p> <p>Project TC/SYMBOL: LKA/17/01/USA</p> <p>Name of Evaluator: Centre for Poverty Analysis</p> <p>Date: July 2021</p> <p>The following lesson learned has been identified during the evaluation. Further text explaining the lesson may be included in the full evaluation report.</p>	
LL Element	Text
Brief description of lesson learned (link to specific action or task)	At the grassroots TIP was normalised as migrant workers were not aware of safe migration routes and relevant authorities that can help in the process of migration, and the absence of legal recourse rendered them vulnerable to being trafficked. Therefore, awareness raising through entertainment communication i.e., street dramas was an creative way in which the message regarding safe labour migration was conveyed to potential migrant workers with the aim of preventing TIP. However, whether this should also be targeted at an adolescent age group to effectively change mindsets in time is a lesson that could be learnt.
Context and any related preconditions	Experienced and professional theatre group to work with subject experts in developing the script, professional actors to effectively communicate the message, and stage set up where large crowds gather to pass the message to a wider audience.

Targeted users / Beneficiaries	Victims and potential victims of TIP and general public
Challenges /negative lessons - Causal factors	Initially the audience was not as large as expected as many people would not stand on the side of the road or stop to watch a drama performance. Therefore, target audiences were gathered in venues such as the SLBFE, youth camps, community halls, and institutions. The total reach of the street drama was about 4000 across Colombo, Kandy, Kurunegala and Gampaha. Similarly, the extent to which this approach can deter potential migrant workers from using unsafe or irregular means is challenged, as if they are 'desperate' to leave the country they sometimes opt to not pay attention to implications of taking unsafe and irregular migration route despite being knowledgeable about risks and dangers associated with TIP.
Success / Positive Issues - Causal factors	Under the 'Prevention' pillar of the project, the street drama component played a key role in raising awareness regarding the TIP at the grassroots by using innovating and creative ways of communicating the message to aspiring migrant workers and potential victims of TIP. People are able to emotionally connect to this form of communication and receive the message more effectively.
ILO Administrative Issues (staff, resources, design, implementation)	None

Project Title: Equipping Sri Lanka to Counter Trafficking in Persons Project	
Project TC/SYMBOL: LKA/17/01/USA	
Name of Evaluator: Centre for Poverty Analysis	
Date: July 2021	
The following lesson learned has been identified during the evaluation. Further text explaining the lesson may be included in the full evaluation report.	
LL Element	Text

Brief description of lesson learned (link to specific action or task)	Including workers and employment organisations/worker organizations (TUs) in project activities has equipped TU constituents with the required knowledge, to organize, advocate and assist migrant workers regarding TIP It has also contributed to TUs prioritising TIP in their mandate.
Context and any related preconditions	Prior to the project TUs engagement with TIP related issues was minimal. ILO also expressed difficulty in convincing TUs to represent migrant workers as the TUs had an issue with the migrant workers' membership as they are not considered as legally representative of migrant workers. However, ILO was eventually able to work with three TUs who were affiliated with the International Trade Union Confederation (ITUC); Ceylon Workers Congress (CWC), Sri Lanka Nidahas Sevaka Sangamaya (SLNSS), and the National Trade Union Federation (NTUF) to launch the Migrant Recruitment Adviser (MRA) website. And also worked with Migrant Workers Front (MWF) to conduct awareness raising programmes for members and constituents from 13 worker organizations and three civil society organizations. Therefore, having a amicable working relationship amongst TUs selected for the project will prevent delays in implementing activities.
Targeted users / Beneficiaries	Workers and employment organisations/worker organizations
Challenges /negative lessons - Causal factors	The component on implementing the MRA commenced late due to challenges in getting TUs to work together as there were political dynamics at play in the engagement within TUs, which ILO had to overcome. Whilst these challenges were addressed there were delays in raising awareness regarding MRA, thus this has implicated the effective use of the website by migrant workers. The reach and awareness regarding the MRA is low, thus reducing the impact such a system could have created in countering TIP.
Success / Positive Issues - Causal factors	The awareness training programmes were able to build the capacity of TU constituents on the topics of Fair Recruitment, MRA, Forced Labour and TIP, and to equip TU constituents with the required knowledge, to organize, advocate and assist migrant

	workers (ILO.2020). These trainings were also able to address the changing nature of migrant workers being included in the traditional worker organization constituency. It cemented the role played by worker organizations in countering TIP in Sri Lanka, by creating another mode in which migrant workers could obtain information.
ILO Administrative Issues (staff, resources, design, implementation)	Having in place contingency plans to address the political dynamics within TUs in the country prior to implementing the activities could have ensured timely and effective implementation.

Annex I. Performance Indicators and Status of Targets Achieved

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
Objective 1 - Research and awareness to inform regulations and practice					
1.1. Percentage of policymakers, government officials and prospective migrant workers who demonstrate knowledge on forced labour and trafficking interventions	80%	Achieved.	<p>Cannot give full picture as data is available only to measure demonstration of knowledge of government officials who received capacity building through the project.</p> <p><u>Government officers</u> who took part in capacity building has demonstrated an increase in knowledge. Also demonstrated through FGDs conducted with MDOs and CAs.</p> <ul style="list-style-type: none"> • <u>Counselling Assistants</u>: Overall 87%; Female 87.3%; Male 84.6% • <u>MDOs</u>: Overall 89.1%; Female 91.1%; Male 82.6% • <u>SLBFE Officers</u> : Overall 77.7%; Female 81%; Male 66.6% • Prosecutors at the AG Department - Overall 48.2% • CID officers: 0% <p>Data unavailable to assess knowledge of policymakers and migrant workers. However, a few interviews conducted</p>	<p>Pre-Post Test Data of Capacity Building Workshops for government officials</p> <p>KPIs, In-Depth Interviews and FGDs.</p>	<p>Government Officers - can be attributed to project</p> <p>Policymakers and migrant workers - difficult to directly attribute to project.</p>

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
			<p>with policymakers and community members/migrant workers have also demonstrated knowledge of TIP. .</p> <p>Overall, high level government officials (<u>policymakers</u>) interviewed demonstrated knowledge regarding forced labour and TIP.</p> <p><u>Migrant workers</u> interviewed demonstrated basic knowledge regarding forced labour and TIP.</p>		
1.2. Number of people reached through awareness campaign	30,000 (60% women)	Achieved beyond the target	40,000 persons reached directly and indirectly (70% women)	EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project
1.2.A. Availability of gender sensitive study on status of trafficking in migrant workers	Yes	Achieved	The study is titled “Scoping Study to Identify the Presence of Human Trafficking and Forced Labour in Four Identified Districts in Sri Lankaa”	EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
1.3 % stakeholders who demonstrate knowledge on benefits, challenges, and pathway to ratifying Forced Labor Protocol.	80%	Achieved beyond the target	100% (of all participants)	EQUIP Progress Report (Jan-Mar 2021)	Cannot be directly attributed to project
1.3.A. Gap Analysis Report on 2014 ILO protocol is available	Yes	Achieved	Report is available		Can be attributed to project
1.4. % targeted stakeholders committed to lobbying for the ratification of the Forced Labour Protocol	80%	Achieved beyond the target	100% (of all targeted stakeholders committed to the ratification of FLP)	EQUIP Progress Report (Jan-Mar 2021)	Cannot be directly attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
1.5 - Number of campaign materials developed	18 (8 sinhala, 8 tamil materials, 2 tools)	Achieved	Street drama (30), BCC awareness sessions (12), 3 Comic books - stories of trafficked victims (Sinhala 100, Tamil 100), TIP booklet - 2100 (Sinhala), 2100 (Tamil), TIP short story - 2500 (Sinhala), 2500 (Tamil), Leaflet (No Force Labour) - 300 (All 3 languages), Poster - TIP Info - 500 (Sinhala), 500 (Tamil), Poster - TIP indicators - 500 (Sinhala), 500 (Tamil) -MRA leaflet	EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project
1.5.A. Effectiveness of campaign material	N/A	Achieved	<p>Evaluators assessed the campaign material and it was evident that material such as the street drama was effective given its novel approach of utilising visual learning, as opposed to a formal seminar or lecture, it was remembered by participants, as mentioned in in-depth interviews.</p> <p>Furthermore, awareness trainings on TIP and safe labour migration conducted by the MWF were also effective in cementing the role played by TU's in the labour migration process.</p>	KPIs, In-Depth Interviews and FGDs.	Can be attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
1.6. Level of progress made against ratification	ILO protocol on forced labour is ratified	Achieved	The project contributed to the ratification in April 2019.		Cannot be directly attributed to project
1.7. Extent of progress made on campaign	N/A	Achieved	<p>Most planned activities did not have to take place because the project's initial interventions, such as the sensitising workshops for stakeholders and the implementation of the '50 for Freedom' campaign, ensured GoSL's commitment and the ratification took place sooner than expected.</p> <p>Project developed promotional materials and organized a march on Human Trafficking Day to raise awareness on the Trafficking in Sri Lanka. Following the campaign work and because of the utmost commitment of the government to ratify the P29. The ratification took place on 10th April 2019.</p>	EQUIP Progress Report (Apr-Jun 19)	Cannot be directly attributed to project
Objective 2 - Ensuring Fair and Ethical Business Recruitment Practices					

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
2.1. % targeted recruitment agents, Migration Development Officers, and migrant workers that commit to applying fair recruitment Principles and guidelines in their work.	80% (Recruitment agencies and SLBFE officers)	Party achieved (can be said for MDOs) No data available for migrant workers and recruitment agents.	Details in 2.1.A and 2.2	Details in 2.1.A and 2.2	N/A
2.1.A. A % of targeted Migration Development Officers and migrant workers that are applying fair recruitment principles and guidelines into their work and migration.	60%	Partly achieved	There is no quantitative data to indicate that MDOs are applying fair recruitment practices to their work. However, The project developed a targeted training manual and curriculum for MDOs on fair recruitment principles, forced labour and trafficking in persons. From FGDs it was evident that MDOs are aware and committed to applying fair recruitment practices, although they have not been able to put it into practice due to COVID-19 restrictions.	EQUIP Progress Report (Jan-Mar 2021) FGDs	Cannot be directly attributed

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
2.2. Number of licensed recruitment agents trained on fair recruitment by the project	50	Not achieved 0 (dormant since Q3 of 2020)	30 program activities targeted towards recruitment agents were not implemented as initially planned, due to COVID-19. ILO is currently working on an intervention for SLBFE and recruitment agency representatives, but as it is an ongoing project, no report is available yet.	EQUIP Progress Report (Jan-Mar 2021) ILO Follow up interview	N/A
2.3. Number of intermediaries trained	50	Not achieved 0 (dormant since Q3 of 2020)	Intermediaries have not been trained due to the challenges caused by the pandemic.	EQUIP Progress Report (Jan-Mar 2021)	N/A
Number of returnee migrant workers (who returned to Sri Lanka due to COVID-19 and expressed willingness for self employment) are supported to	150	Not achieved	The project conducted Training Need Assessment among 84 (11F: 23M) returnees to identify specific self-employment support under the comprehensive "Self Employment" programme for suitable returned developed in consultation with government counterparts. The project is still ongoing. As stated in the latest progress report by ILO, it	EQUIP Progress Report (Jan-Mar 2021)	N/A

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
establish self-employment business			<p>was conducted in 7 districts, including EQUIP project districts to identify the potential beneficiaries for the different Self-Employment training categories – Start and Improve Your Business (SIYB) training. (cost shared between ILO ‘Skills& Employment” project)</p> <p>Along with the National Institute of Occupational Safety and Health (NIOSH), Occupational Health and safety assessment of the returnees was conducted. There was also the distribution of Personal Protective Equipment (PPE) distribution list and OSH training among the selected returnees. In addition to this, they were also given virtual TIP awareness programmes.</p>		
2.4. Number of MDOs trained	228	Achieved 228 (169M:52F)		EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project
2.5.A. (%) of recruitment agents adopting	60%	Not achieved	The project deemed it not feasible to achieve this indicator during the	EQUIP Progress	N/A

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
fair recruitment practices			project timeline due to prevailing conditions	Report (Jan-Mar 2021)	
2.6. (%) of trafficking cases reported by MDOs	Target not set as there was no mechanism for tracking data	Unable to report	No mechanism for tracking data (in 2020, during an FGD with 106 DOs, it was revealed that they handled 256 TIP related cases and referred 96 of them to Police and SLBFE; however, no data tracking mechanism was in place to verify this)	EQUIP Progress Report (Jan-Mar 2021)	N/A
2.7. Level of progress made on establishing MRA	Establish MRA for Sri Lanka	Achieved	In operation and available in Sinhala and Tamil; minor glitches, not very user friendly, and the complaint forms are only available in English	KPI with Tus MRA website	Can be attributed to project
Objective 3 - Protection Services for Identified Victims					
3.1. (%) of identified victims who demonstrate	-	Indicator 3.1 was not feasible to assess. A proxy indicator was introduced: the level of satisfaction of the Counseling		EQUIP Progress Report (Jul-Sep 2020)	Cannot be directly attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
level of satisfaction on counselling services		Assistants in the services they provided the client along with the type of other protection services the clients were referred to- No target to assess proxy indicator against	Out of 66 CAs 52% were 'very satisfied' with the service they had provided and 48% were 'satisfied to some extent'	TAF Final Report	
3.2. Number of trained counselling assistants	120	Achieved	Preliminary workshops completed by Q1 of 2020: Colombo: 27, Kandy: 32, Gampaha: 19, Kurunegala: 40 = Total 118 ----- Advanced workshops completed by Q3 of 2020: Colombo: 29, Kandy: 31, Gampaha: 14, Kurunegala: 46 = Total 120	EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project
3.2. A. (%) of counselling assistants with changes their knowledge in identification of TIP victims	80% of participants	Achieved	Total knowledge change - 87% Female - 87.3% Male - 84.6%	Pre-Post Test Data of Capacity Building Workshops for government officials	Can be attributed to project
3.3. Number of MWA and Sahana	83	Achieved	It is important to note that at the planning stage, this particular target	Helvetas Lessons	Can be attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
Piyasa staff trained			<p>was 115, and was later changed to 83, due to changes in the existing shelters</p> <p>SMWCA Shelter Staff: 02 and SLBFE Sahana Piyasa staff inclusive of BIA Airport staff: 83. Total = 85</p>	<p>Learnt Report</p> <p>TAF Final Report</p> <p>EQUIP Progress Report (Jan-Mar 2021)</p>	
3.3.A. (%) of shelter staff changes in knowledge of victim's identification, linking to the referral system	80%	Unable to report	Evaluation team was unable to conduct interviews with the shelter staff as scheduled. However, the Helvetas Lessons Learnt report states that 95% of shelter staff trained have noted changes in knowledge to identify trafficking victims and ability to refer to referral system		Can be attributed to project
3.4. (%) of identified victims receiving shelter services	N/A	0	Currently no identified victims are receiving shelter services as the specialised shelter for TIP victims no longer operates.	US DOS TIP Report (2018;2020)	N/A

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
				KPIs and FGDs	
Objective 4 - Prosecuting and Investigating Offenders					
4.1. % prosecutions of trafficking cases owing to trained prosecutors, which leads to reductions in trafficking.	10%	Achieved beyond the target	.31% increase (Prosecutions in 2017 - 35, prosecutions in 2020 - 46)	US TIP Report (2017;2020)	Cannot be directly attributed to project
4.2. % change in investigation of trafficking cases.	7 new cases handled	Achieved beyond the target	43% increase (Investigations in 2017 - 7, investigations in 2020 - 10, investigations in 2021 as of January 8th - 10)	US TIP Report (2017;2020); 2021 investigations - unpublished from HTSI Bureau, CID	Cannot be directly attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
4.3. Number of government and international reports recording increased investigations, prosecutions, and convictions in TIP cases	3	Achieved	3 - The USDOS TIP Report, Global TIP Report by UNODC 2018, and Global Slavery Index by the Walk Free Foundation reports 2018	TAF Final Report	Cannot be attributed
4.3.A. Support provided by the project for NAHTFF	N/A	Partially Achieved	The project intended to hold 12 Quarterly meetings, 4 seminars and a web-based mechanism to disseminate meeting decisions among stakeholders including police, prosecutors and labour migration officials' (TAF, 2021:44). However, the project partners had to face considerable challenges in coordinating and maintaining an active relationship with the task force to successfully achieve this objective of the project, due to NAHTTF not being welcoming of certain components of EQUIP support. Therefore one seminar was conducted on "Trends and	EQUIP Progress Report (Jan-Mar 2021) TAF Final Report Written feedback from TAF KPIs	Can be attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
			Practices in Reporting on Trafficking in Persons”.		
4.4. Number of prosecutors trained with USG assistance	100	Partially achieved	<p>29 Prosecutors were trained (M:15 and F:14)</p> <p>The initial target of this indicator was brought down to 80, to only include state and senior counsels who handle TIP cases.</p> <p>A physical two-day workshop was completed for the Prosecutors from the Criminal Division of the Attorney General's Department from February 8-9 at the Galle Face Hotel in 2020.</p> <p>Following which the digitized training content from the Simulated TIP Trial Workshop was presented to the Attorney General's Department and a</p>	<p>EQUIP Progress Report</p> <p>TAF Final Report</p>	Can be attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
			virtual session was held on December 18, 2020.		
4.5. Number from low income or marginalized communities who received legal aid or victim's assistance with USG support	6	Not achieved	<p>LAC had not handled, recorded or reported TIP cases so far.</p> <p>However, during a KPI with LAC it was noted that one TIP victim received legal aid. No data was available to corroborate this.</p> <p>LAC has filed 372 cases under "Miscellaneous" category in 2019 and 84 cases were filed between January/June 2020. A Legal Officer from Kaduwela Legal Center, who participated in the workshop noted that she had represented one of the Uzbek victims of TIP at a bail hearing prior to being identified as victim of TIP.</p>	<p>EQUIP Progress Report (Jan-Mar 2021)</p> <p>KPI</p> <p>TAF Final Report</p>	N/A
4.6. Number of women and men police officers trained	360 police officers (around	Partially achieved (5.8% Achievement rate)	Target not achieved due to 249 applications from the Leahy vetting being withdrawn due to delays in processing with the pandemic situation.	EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
	10% female)	Directly trained: 21 officers of the HTSI Bureau of CID	<p>The adapted approach - 50 copies of the TIP Handbook and other training material developed for the Sri Lanka Police, including the three training videos in local languages, were handed over to the Director, CID for the use of the HTSI Bureau for future training of police officers as stipulated in the strategic action plan. Soft versions of the training material have also been installed in the computer provided to the HTSI Bureau through an internal project of the Foundation to strengthen capacity for investigations.</p> <p>The balance 400 copies of the Handbook and the training videos have been forwarded to the DIG Training division.</p> <p>Potential reach of adapted approach: 450</p>	TAF Final Report	

Indicators	Target	Level of Achievement	Justification	Source of Data	Attribution
4.7. Number of SLBFE staff trained on crime and victim identification and referrals	115	Achieved 120 officers	120 officers (44M: 76F) of SLBFE based in targeted districts, officers stationed at the airport arrival and departure counters, Sahana Piyasa, and MWCASS shelter were trained on TIP, its key components, its legal framework, TIP identification, and the local context pertaining to TIP.	EQUIP Progress Report (Jan-Mar 2021)	Can be attributed to project

Annex J. Document Checklist

	Project Documents	Date Received
1.	Proposal	16/10/2020
2.	Log frame (M&E Indicators)	16/10/2020
3.	Revisions to M&E Indicators	16/10/2020
1.	Project Reports	16/10/2020
2.	EQUIP Progress Reports	16/10/2020
3.	TAF Final Report	16/06/2021
4.	Final Financial Report	01/07/2021
5.	Mid Term Review	16/10/2020
6.	Annexures from Progress Reports	12/05/2021
Additional Documentation/Lists		
1.	Contact Information - Stakeholders	16/10/2020
2.	Contact Information - Partner Organisations	16/10/2020
3.	Contact Information - Beneficiaries	30/06/2021
4.	Document - Different Interventions	16/10/2020
5.	Baselines/End Line Survey Results	Not Available
6.	Post-Workshop/Training Evaluations	01/07/2021
7.	CDS Final Report	29/06/2021
8.	Campaign process doc as at 25.10.2019 (Street drama stats)	16/07/2021
9.	Training and Campaign Information - 2018	01/07/2021

Annex K. Evaluation Terms of Reference

See separate file.