



Evaluation Unit (EVAL)

- **Project Title:** Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia
- **TC/SYMBOL:** RER/08/02/EEC
- **Type of Evaluation:** Final
- **Country(ies):** Armenia, Azerbaijan and Georgia
- **Project End Date:** December 31, 2011
- **Evaluation Manager:** Irina Sinelina
- **Administrative Unit:** DWT/CO Moscow
- **ILO Technical Unit:** DECLARATION
- **Evaluation Team:** Ms. Sarah Stephens
- **Date Evaluation Completed:** December 2011
- **Key Words:** trafficking in human beings and forced labour; prevention of trafficking in human beings through labour market interventions ; anti-trafficking strategy

Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia: second phase

FINAL INDEPENDENT EVALUATION REPORT

November-December 2011



Lead organization: International Labour Organization - Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia

Project number: RER/08/02/EEC

Contracting authority: European Commission EuropeAid Cooperation Office

EC contract number: MIGR/2008/153-713

Project implementation period:

phase II – 1 May 2009 to 31 April 2011; no-cost extension to 31 December 2011
phase I – 13 Dec. 2008 to 31 April 2009

Action total cost, Phase II: Euro 2,379,932.52

European Commission financing: 80% of total eligible costs up to Euro 1,903,946.02

Intergovernmental organization partners: International Centre for Migration Policy Development (ICMPD), Organization for Security and Cooperation in Europe (OSCE), and the International Organization for Migration (IOM)

International consultant: Sarah Stephens

Assessment contract period: 21 November to 22 December 2011

Final report submitted: 20 December 2011; revised 18 January 2012.

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GLOSSARY OF ACRONYMS AND TERMS

ASK	National Confederation of Entrepreneurs' (Employers') Organization of Azerbaijan Republic
ATSRU	Anti-trafficking Support and Resource Unit (Armenia)
CIETT	International Confederation of Private Employment Agencies
CIS	Commonwealth of Independent States
CTA	Chief Technical Advisor
EU	European Union
FL	Forced labour
GEA	Georgian Employers' Association
GTUC	Georgian Trade Union Confederation
IAWG	Inter-Agency Working Group
ICMPD	International Centre for Migration Policy Development
ILO	International Labour Organization
IO	Intergovernmental organization
IOM	International Organization for Migration
MLSI	Ministry of Labour and Social Issues (Republic of Armenia)
MoFA	Ministry of Foreign Affairs
MoIA	Ministry of Internal Affairs
MoHLSA	Ministry of Health, Labour and Social Affairs
NAP	National Action Plans (to counter trafficking in persons)
NGO	nongovernmental organization
NRM	National Referral Mechanism (for VoTs)
NSC	National Steering Committee
RUEA	Republican Union of Employers of Armenia
SOPs	Standard Operating Procedures
THB	Trafficking of human beings (also referred to as trafficking in persons or TIP)
ToT	training of trainers
UAE	United Arab Emirates
VoT	Victim of trafficking – many practitioners prefer various designations that place greater emphasis on empowerment, such as survivor of trafficking. However, VoT remains the predominate parlance in most governmental and inter-governmental documentation and therefore is used in this report.

EXECUTIVE SUMMARY

BACKGROUND

Located at the nexus of Europe, the Russian Federation and Central Asia, the three countries of the South Caucasus – Georgia, Armenia and Azerbaijan – are economically, politically and geographically positioned to be source, transit and destination countries for trafficking of men, women and children for the purposes of labour and sexual exploitation. Each country has made significant efforts to establish sufficient legal frameworks, national action strategies, and national referral systems for victims, which serve as policy bases for seriously addressing the challenges of human trafficking and forced labour. However the number of identified cases remains under 100 men, women and children per country, per year. Much remains to be done to turn good counter-trafficking and forced labour legislation and policy frameworks into fully operational and effective systems throughout the South Caucasus.

In response to this need for capacity building, the International Labour Organization has been leading a consortium of intergovernmental agencies since 2007 including the International Organization for Migration (IOM), the International Centre for Migration Policy Development (ICMPD) and the Organization for Security and Cooperation in Europe (OSCE) in a coordinated and cooperative effort in Armenia, Georgia and Azerbaijan to combat human trafficking and forced labour and to better protect and assist the victims of such exploitation. The project title is *Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia*. This effort has been conducted in two phases, both financed by the European Community through the Commission of European Communities. This report assesses the second phase of the project, implemented from May 2009 through December 2011.

PROJECT PURPOSE AND OBJECTIVES

The purpose of the second phase of the project was “to address reduction of all forms of trafficking in human beings through capacity building and provision of protection and assistance to actual and potential victims” in Armenia, Azerbaijan and Georgia. The project design envisions this being accomplished through four key objectives:

- 1) to support the development of the national institutional framework in the respective countries to address trafficking in human beings (THB) and their practical implementation including victim-centered research, National Action Plan (NAP) evaluation and monitoring mechanisms;
- 2) to support prevention of THB through labour market interventions and addressing potential migrants;
- 3) to assist the respective Governments to detect, investigate and prosecute criminal activities pertinent to THB; and
- 4) to improve identification, referral, protection and assistance including reintegration of victims.

EVALUATION PURPOSE, SCOPE AND CLIENTS

The ILO engaged an international expert in counter-human trafficking to conduct an external assessment of the project. The purpose of the evaluation was to assess the relevance and quality of assistance provided by the lead implementing agency, the ILO, as well as the achievement of objectives (outcomes), the likelihood of comprehensive project impact, and its sustainability. The evaluation covers the second phase of the project, 2009-2011, in all the target countries. It serves the following - external and internal - clients groups:

- ILO tripartite constituents and project implementing partners in the target countries
- Target groups and final beneficiaries of the project – actual and potential victims of trafficking and candidates for migration; potential irregular migrants; government officials;

- law enforcement authorities; judges; public employment services; private employment agencies; NGOs
- The European Union as the donor
 - OECE, ICMPD and IOM as the co-implementing agencies of the project
 - ILO management, technical specialists and CTAs working in the subregion and the Headquarters; project staff

EVALUATION METHODOLOGY

The primary data gathering tool was on-site interviews of project staff and stakeholders and one focus group conducted by the consultant during a 12-day mission (22 November to 3 December 2011) to Georgia, Armenia and Azerbaijan.

The assessment was grounded in appreciative methodology. Interviews were conducted using open-ended questions that focused on identifying success, while acknowledging project gaps and weaknesses. Due to the timeframe of the assessment and the breadth of project activities, the consultant focused on broad questions of design, management and outcome for project activities. It was beyond the scope of the assessment to conduct a detailed assessment of the implementation of each component. The consultant did not see the project budget and was not asked to assess the management or efficient use of project funds.

KEY CONCLUSIONS, GOOD PRACTICES, LESSONS LEARNED AND RECOMMENDATIONS

All the components of the project were responsibly implemented, according to the Action Document. All of the objectives are relevant to building capacities of government, social partners and civil society to address all aspects of THB/FL in each of these countries. The greatest strengths of this project were in raising awareness across many sectors as to the dimension of forced labour within the construct of THB. In turn, this broadened the perceptions of various actors (governmental and nongovernmental) about what sectors have roles to play in prevention and protection of VoTs.

There was a clear logic for designation of the lead IO for different activity components, according to the mandate and expertise of each organization. This enabled each participating agency to contribute to the general comprehensive goal of the project and simultaneously meet organization and country objectives that further the work of each participating IO. However, the synergy between the components was not strongly evident. More depth of impact might have been achieved if the project had focused more intensely on one or two of the “three Ps”. This is consistent with the observation in the evaluation report for phase one of the project, which stated “the project had ambitious objectives/results and diverse target groups which have made such design a complicated task to implement. The more the project applies a focused approach, the [more] visible results are achieved.”¹ The design seemed to compile the individual activity streams of the participating IOs, but did not demonstrate substantial integrated thinking about those components between the implementing agencies.

Project management took a very positive and respectful approach to all project beneficiaries, which encouraged cooperation from many actors (governmental and nongovernmental). Project workshops and other events created opportunities for leaders from a breadth of national sectors related to counter-THB/FL to encounter one another and engage in constructive dialogue. This seems to have resulted in some significant shifts in attitude about the phenomenon of THB/FL but demonstrates less change in personal and institutional behavior that would result in improved identification and assistance for VoTs and practical prevention programs tailored for specific vulnerable populations.

¹ *Evaluation Report on Development of a comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia* (phase 1), Inna Bayda, 2009, page 25.

Good practices

1. National counter-THB/FL systems are enhanced with the inclusion of the labour ministries and social partners (e.g. employers associations, trade unions, recruiting agencies, etc.) as partners in THB/FL awareness raising, prevention and protection efforts. They should be included in inter-agency working groups on THB/FL and potentially in NRMs.
2. Labour inspectors can play important roles in identification and referral of suspected victims of THB/FL. They can also raise the awareness of employers about bad practices that can lead to forced labour conditions (e.g. holding identity documents to ensure compliance with labour contracts).
3. Use national experts to develop training materials and conduct trainings whenever possible. Adapt international training materials to reflect national 'realities' in order to bring the material closer to the experiences of those being trained. Use case studies from the local environment whenever possible.

Important lessons learned

1. The greatest strength of this project was the overt focus on forced labour along side (or as part of) the phenomenon and challenges of trafficking in human beings.
2. Ministries of Labour, particularly labour inspectors, realized new possibilities for their roles and responsibilities vis-a-vis counter-THB/FL. Their participation in workshops with other, more traditional, counter-THB/FL actors such as law enforcement and social services representatives, created new possibilities for them to be included as partners in these efforts.
3. Joint IO programs streamline the project management process for the donor.
4. Government, social sector and civil society actors do not clearly distinguish inputs from different IOs. They tend to attribute most inputs to whatever IO they have worked with most closely. This has little negative impact on delivery of information and activities, but it does not serve the branding priorities of the IOs within the target country well.
5. In the South Caucasus, regional programming creates efficiency of staffing and use of resources for donors and IOs, but it is not of a high priority to the national stakeholders.
6. National stakeholders place greater value on publications, manuals and training that are presented in their local languages and adapted to reflect their national 'realities'. They also prefer that local experts and trainers be used whenever possible.
7. Pre-departure migration information is sought by potential migrants more through personal encounters/conversations such as workshops or hotlines than via the internet.
8. Government actors in all three countries of the South Caucasus are generally skeptical that THB and forced labour effect large numbers of their citizens.

Main recommendations

1. Conduct an impact study 12 to 24 months after the conclusion of the project to document the sustainability of the systems and training inputs, and to measure information retention, use of codes of conduct, and application of skills training by project beneficiaries.
2. Provide monitoring and evaluation training that promotes a comprehensive systems management approach for counter-THB/FL work that uses data analysis and tools throughout the lifecycle of programs and projects, rather than primarily for the purposes of documenting activities and outputs at the conclusion of the program/project.
3. International capacity building projects need to hold implementers and stakeholders more accountable not only to improved standards and planning but also to demonstrated impact through behavioral change that results in more protection and prevention in the lives of

men, women and children who are victims of, or vulnerable to, human trafficking and forced labour.

4. Encourage replication of pre-departure migration information workshops by social partners and NGOs in all three countries. Support these agencies in becoming the lead implementers, with speaker and information support from the IOs.

THANKS

Many people contributed to the preparation and completion of this assessment assignment. At the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia in Moscow, Ms. Irina Sinelina, Regional Evaluation Officer and her colleague Ms. Irina Anderson, Project Assistant, ensured the development of the assessment TOR and recruitment of the consultant as well as all the related mission logistics.

In the South Caucasus, Mr. Zsolt Dudas, Chief Technical Advisor of the project, and his colleagues were cordial, transparent and cooperative in all ways with the consultant. Ms. Ekatrine Karchkhadze in the ILO Tbilisi office provided patient logistical support and substantive insights into the project and Georgian culture. Mr. Ramaz Mchedlidze, the driver and IT officer for that same office, provided transportation in both Georgia and Armenia. He proved to be not only an able and patient driver, but also was an enthusiastic, thoughtful and informative representative of the people of his country and region.

The ILO National Project Coordinators, Mr. Nver Sargsyan in Armenia and Mr. Elnur Nasibov in Azerbaijan, organized the interview schedules in their respective countries, and re-organized creatively as changes kept emerging. The consultant appreciated that all of the ILO staff were sensitive to the importance of not seeming to unduly influence the interviews or interpretations of the consultant. She appreciated that they were, however, willing to share their knowledge and perceptions when invited to do so. They all proved to be genuinely proud of their project's work and accomplishments while able to offer constructive self-critical observations.

Several interpreters enabled the consultant to have full access to interview participants. Many thanks to Ms. Maka Berozashvili in Tbilisi, Georgia; Ms. Magda Avetisyan in Yerevan, Armenia; and Mr. Parvis Isgandrov in Baku, Azerbaijan. Their good work enriched the mission tremendously.

Many other people were generous enough to allow the consultant to interview them. Their names are listed in Appendix I.

1. BACKGROUND AND PROJECT DESCRIPTION

Located at the nexus of Europe, the Russian Federation and Central Asia, the three countries of the South Caucasus – Georgia, Armenia and Azerbaijan – are economically, politically and geographically positioned to be source, transit and destination countries for trafficking of men, women and children for the purposes of labour and sexual exploitation. According to the U.S. Department of State *Trafficking in Persons Report 2010*, Georgians are exploited in Turkey, the United Arab Emirates (UAE) and Greece as well as the Russian Federation, Germany and Austria²; Armenians in the Russian Federation as well as Turkey and the UAE³; and Azerbaijanis in the UAE, Turkey, the Russian Federation and Iran⁴. The report asserts that Georgia is primarily a source country, Armenia both a source and destination country, and Azerbaijan a source, transit and destination country for human trafficking.

Georgia, Armenia and Azerbaijan have each made significant efforts to establish sufficient legal frameworks, national action strategies, and national referral systems for victims, which serve as policy bases for seriously addressing the challenges of human trafficking and forced labour. However in each country, the number of identified cases remains under 100 men, women and children per country, per year. This is in dramatic contrast to the volume of irregular migrants (who are the most vulnerable to severe forms of exploitation) from each of these countries, which number in the hundreds of thousands. The vast discrepancy between the relatively small numbers of identified cases of trafficked persons compared to the large numbers of vulnerable migrants signals that much remains to be done to turn good counter-trafficking and forced labour legislation and policy frameworks into fully operational and effective systems throughout the South Caucasus.

In response to this need for capacity building, the International Labour Organization has been leading a consortium of intergovernmental agencies since 2007 including the International Organization for Migration (IOM), the International Centre for Migration Policy Development (ICMPD) and the Organization for Security and Cooperation in Europe (OSCE) in a coordinated and cooperative effort in Armenia, Georgia and Azerbaijan to combat human trafficking and forced labour and to better protect and assist the victims of such exploitation. This effort has been conducted in two phases, both financed by the European Community through the Commission of European Communities. This report assesses the second phase of the project, implemented from May 2009 through December 2011.

The purpose of the second phase of the project was “to address reduction of all forms of trafficking in human beings through capacity building and provision of protection and assistance to actual and potential victims” in Armenia, Azerbaijan and Georgia. The project design envisions this being accomplished through four key objectives:

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- 3) to assist the respective Governments to detect, investigate and prosecute criminal activities pertinent to THB; and
- 4) to improve identification, referral, protection and assistance including reintegration of victims.

Representatives of the four participating intergovernmental organizations (IOs) cooperated to develop the project objectives and elaborate the specific activities designed to meet these outcomes, using a logical framework design. This is presented in detail in the Project Action Document found in Appendix IV of this report. The objectives and related activities are discussed further in the fourth chapter of this report, titled *Implementation of the project*.

² *Trafficking in Persons Report 2010*, U.S. Department of State, Washington, D.C., p. 154.

³ *Ibid.*, p. 65.

⁴ *Ibid.*, p. 70.

The project target groups as well as its final beneficiaries include: actual and potential victims of THB, potential (irregular) migrants, Government officials of various ministries (in particular Ministries of Interior and Labour), law enforcement authorities (e.g. police, labour inspectors, prosecutors), judges, NGOs, public employment services, private employment agencies, trade unions and employers' associations.

The second phase of the project was administered by the ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia in Moscow. It was managed by the ILO regional project coordinator based in Tbilisi, Georgia with ILO national project coordinators in each country. In addition, the ICMPD had a project coordinator based in Tbilisi who supported that organization's components in each country. The IOM had national project coordinators in Georgia and Azerbaijan. The OSCE had national project coordinators in Armenia and Azerbaijan.⁵

2. PURPOSE AND METHOD OF THE ASSESSMENT

The purpose of the evaluation is to assess the relevance and quality of assistance provided by the lead implementing agency, the ILO, as well as the comprehensive project impact achieved and its sustainability. The evaluation results will be used for improving further programming in the area of anti-trafficking, for informing the decision making process, and for ensuring accountability to the donor.

2.1 Assessment objectives

The objectives of the assessment⁶ are to:

- determine the extent to which the outcomes of the project have been achieved, what kind of changes were produced, and what are the intended or unintended effects of the project;
- obtain feedback from the national partners: what is working, what is not and why;
- provide recommendations to better target the next steps, future strategies and new areas of technical cooperation.

It will serve the following - external and internal - clients groups:

- ILO tripartite constituents and project implementing partners in the target countries;
- target groups and final beneficiaries of the project – actual and potential victims of trafficking and candidates for migration, potential irregular migrants; government officials, law enforcement authorities; judges, public employment services, private employment agencies, and NGOs;
- the European Union as the donor;
- OECE, ICMPD and IOM as the co-implementing agencies of the project;
- ILO management, technical specialists and CTAs working in the sub-region and the headquarters; and
- project staff.

2.2 Methodology

The ILO engaged an international expert in counter-human trafficking to conduct an external assessment of the project. The primary data gathering tool was on-site interviews of project staff and stakeholders conducted by the consultant during a 12-day mission (22 November to 3 December 2011) to Georgia, Armenia and Azerbaijan. Thanks to the cooperation of the IOM project coordinator in Georgia, one focused group was conducted in Tbilisi with pre-departure migrant information workshop participants. A complete list of people interviewed may be found in Appendix I.

⁵ The OSCE does not have a formal presence in Georgia and was not a project partner in that country. The IOM was not a project partner in Armenia.

⁶ The term *assessment* is used rather than *evaluation* in order to reflect more emphasis on the qualitative – rather than quantitative – focus of the consultant's report and conclusions.

The consultant conducted two-days of preparatory reading prior to the mission, focused on project contract, work plan and progress report documents.⁷ Additional materials acquired during the mission trip were reviewed during and after the mission trip. The full list of documents reviewed is included in Appendix II. The project report was drafted by the consultant, reviewed by ILO staff, and finalized during the three weeks immediately following the mission.

The assessment was grounded in appreciative methodology. Interviews were conducted using open-ended questions that focused on identifying success, while acknowledging project gaps and weaknesses. This helped to make the interview process an encouraging and energizing experience for staff and stakeholders.

Limitations of the assessment

Due to the timeframe of the assessment and the breadth of project activities, the consultant focused on broad questions of design, management and outcome for project activities. It was beyond the scope of the assessment to conduct a detailed assessment of the implementation of each component. The consultant did not see the project budget and was not asked to assess the management or efficient use of project funds.

The list of persons to be interviewed was developed by ILO field staff in each country. Apparently for reasons both of protocol and culture, this resulted, in most cases, in the consultant meeting with heads of departments and organizations/associations. While always knowledgeable about the purpose and general activities of the project, usually these senior representatives did not have direct participatory experience of training workshops and product development. Whenever possible, the consultant asked that other colleagues who had been directly involved in project implementation be brought into the interview. This was generally responded to as a constructive request.

Since the project was in the final month of implementation, there was not opportunity for the consultant to observe project activities being implemented.

The full terms of reference for the consultant are attached in Appendix III.

2.3 Key questions for the assessment

1. Relevance and Quality of Design

- How participatory was the approach used in the design of the project? Were both consortium organizations and project stakeholders consulted?
- Was there a fit between the project design and the beneficiaries' needs?
- Was intervention logic coherent and realistic to achieve the planned outcomes?
- Did the activities support the objectives?
- Were indicators useful to measure progress?
- What difference was there in design and outcome by emphasizing THB *and* Forced Labour as key phenomenon being combated through project objectives and activities?
- Was the design of the project appropriate in relation to the ILO's strategic and national policy frameworks?

2. Significance of inter-agency consortium and regional approach

- How well did the IO consortium function in the design and implementation of the project?
- What difference did this consortium approach make, and to whom?
- What were the strengths and weaknesses of designing and implementing the project as a regional (e.g. 3-country) project?

⁷ The consultant already had a background knowledge of human trafficking and forced labour in the South Caucasus from two previous assessment and research projects specific to these countries, which were prepared for a governmental donor organization in late 2010 and early 2011.

3. Efficiency and implementation with respect to project outputs and activities

- Were the management arrangements effective?
- What were the key characteristics of the project management approach?
- Was the staffing adequate?
- How well did the project adapt to external factors during implementation?
- How were monitoring and evaluation techniques used to manage the project?

4. Effectiveness with respect to project outcomes

- What progress has the project made towards achieving its objectives and outcomes?
- How well did the project address the identified gaps and challenges of the first phase?
- How well were monitoring and evaluation techniques used to manage the project?
- How were monitoring and evaluation skills encouraged with project stakeholders?
- With major activities such as NAPs, NRMs, codes of conduct, pre-departure migrant information, databases and law enforcement training, what difference did the project activities make in the products?
- How directly can those products be attributed to the project activities?

5. Potential impact and sustainability

- What were the level of policy support provided and the responsiveness of the recipients?
- What learning is demonstrated by project beneficiaries as a result of their participation with the project?
- What behavioral and systems changes are demonstrated by project beneficiaries as a result of their participation with the project?
- How does the project contribute to long-term institutional and capacity building of project partners and constituents?
- What is the likelihood of sustainability of the outcomes after the end of the project?
- What is the likelihood that the project will produce long-term impact?

6. Lessons learned and good practices

- What are the main lessons learned, good practices, innovations?
- Are there any areas where difficulties were experienced? What are the reasons?
- Are there any alternative strategies which would have been more effective?

A detailed analysis of the key aspects of the project with reference to the above evaluation questions is divided into two main chapters below, whereby overall management issues, including design, relevance, management setup, inter-agency cooperation and monitoring framework, are addressed in chapter 3 (Project management), while discussion of the achievement of project's outcomes (key objectives) is presented in chapter 4. (Implementation and outcomes). This analysis concludes with the presentation of lessons, good practices and recommendations in chapter 5.

3. PROJECT MANAGEMENT

All indications from the desktop review as well as interview data point to a well-managed project. Start-up of new activities for the second phase was conducted on schedule. Interim progress reports were thorough and delivered in a timely fashion. These reports tracked the progress of each objective and corresponding activities, with country-specific information that demonstrated the consistency of project efforts through the region while explaining nuances of approach and product in response to the environment and stakeholder concerns in each country. Reasonable modifications of the project work plan to overcome challenges and obstacles were anticipated and presented to the donor for approval in a timely fashion.

There was a clear logic for designation of the lead IO for different activity components, according to the mandate and expertise of each organization. This enabled each participating agency to contribute to the general comprehensive goal of the project and simultaneously meet organization and country objectives that further the work of each participating IO.

Government, social and civil society partners generally expressed appreciation for the ways they were consulted throughout the design and implementation of the project. In several cases, this

included specific examples of adjustments or additions made to the project in response to specific requests and suggestions proposed by these stakeholders. Similarly, people interviewed commented often that they felt the quality of project products and workshops was very good.⁸

A number of key management qualities of the project, and particularly the regional project Chief Technical Advisor (CTA), were identified as important characteristics that contributed to the general success of the project. These include: participatory, inclusive, good listening, practical, positive attitudes, team approach / cooperation, consultative, technical competency, and decisive management leadership when needed.

Even well-managed projects have room for improvement. Observations noted in the following areas are presented to suggest ways this good project could have been further enhanced.

3.1 Project design

All of the project objectives and components were relevant to capacity building to reduce all forms of trafficking in human beings and forced labour. However, stronger synergies could have been built between project activities to promote greater operational application of the information and tools provided through the four streams of activities. The cumulative outcomes of the project remained compartmentalized by sectors. For example, employers associations and trade unions adopted codes of conduct opposing THB that can contribute to awareness raising and possibly prevention. But in interviews, representatives of these ILO social partners did not convey the impression that they saw their organizations as having roles in the process of identification and referral for victims nor for the implementation of NAPs.

The project goals and objectives of the project are consistent with the tripartite Decent Work Country Programs adopted in Armenia and Azerbaijan in partnership with the ILO. This project particularly furthered the inclusion of recruiting agencies as partners in the tripartite approach to addressing THB and forced labour in those countries.

3.2 Project management

The consistency of understanding about the goal, objectives and activities of the project among the ILO regional project CTA, ILO national project coordinators and the other intergovernmental organization focal point staff demonstrated that clear communication was conducted with the key project staff throughout the project. The IOM and ICMPD staff particularly expressed appreciation for the way they were included by the regional project coordinator at the design phase of the project. This sentiment was echoed by several key Ministry officials as well as leaders of the trade union confederations and employers' associations in all three countries. The project staff also appreciated that the regional project coordinator was accessible for consultation and participated frequently in the project events being held in each of their countries, offering substantial technical expertise.

Project staff and several stakeholders mentioned that they appreciated the flexibility, support and cooperation of both the donor representative and the regional project coordinator when proposals for design modifications or timing of delivery of activities and products were proposed.

⁸ Since the project staff selected the stakeholder entities and people to be interviewed, there is the possibility that the consultant did not have the opportunity to hear criticism from stakeholders who were not satisfied about this process. However, the consultant does not believe that this possibility is great enough to significantly bias the conclusions in this report.

3.3 Addressing human trafficking and forced labour comprehensively

The greatest strength of this project was the overt focus on forced labour along side (or as part of) the phenomenon and challenges of trafficking in human beings. Although most counter-human trafficking experts are clear that there is widespread trafficking of men, women and children for labour as well as sexual exploitation, this understanding was not as clearly appropriated in national legislation much less by government officials, social partners, civil society actors, media or the general public in any of the three countries of the South Caucasus. The consistency of message among the implementing IOs about the inclusion of labour exploitation as one of the potential conditions and consequences of human trafficking significantly expanded the awareness of leaders and middle managers in all the stakeholder entities (governmental and nongovernmental). This was also reflected in the expansion of definitions, terminology and target populations for the National Action Plans and National Referral Mechanisms – at least ‘on paper’.

Prior to this ILO-led effort, combating human trafficking in the South Caucasus was perceived to be primarily the purview of Ministries of Interior and Social Affairs, and NGOs concerned with issues of women, children and human rights. The inclusion of expansion of focus to include forced labour created a clearer point of entry through which to engage the traditional social partners of the ILO – employers and labour unions – in prevention of THB and identification/assistance for its victims. It also raised the awareness of the Ministries of Labour and their labour inspectors in Armenia and Azerbaijan that they have roles and responsibilities in identification and prevention of all forms of human trafficking.

A significant gap remains, however, at the operational level. While senior and middle-managers in Ministries, social partners and civil society entities demonstrated significant learning about the breadth of human trafficking in theory, it was seldom evident in interviews conducted in each of the three countries that they are persuaded that any forms of human trafficking are substantially manifest in their countries or being perpetrated against their countries’ citizens when they migrate to other lands. In Azerbaijan and Armenia, gaps in the legal and/or administrative framework also discourage labour inspectors from being able to apply what they learned in project trainings.

3.4 Inter-agency approach

The cooperation of these four IOs was a strength of the project. Collaborative development of the project design and regular information sharing among the project coordinators of the four agencies ensured minimal duplication of activities and maximized a common set of messages to government, social and civil society partners. All of the project staff demonstrated cordial and appreciative attitudes towards their colleagues in other agencies and countries.

Combining several IO inputs in one contract, administered through one agency office is a more efficient mechanism for the donor.

Project stakeholders generally were less aware of the interagency nature of the project. In Georgia (where ILO, ICMPD and IOM all had project staff), government partners tended to attribute activities carried out under the leadership of different partner IOs all to the IO which is their traditional partner (e.g. the Georgia Union of Employers Associations and the Georgia Union of Trade Unions perceived it as an ILO project, the head of the State Fund for Victims of Trafficking perceived it as an IOM project, etc.) In Armenia and Azerbaijan, the ILO National Project Coordinators tended to act as the face of most project components, and most stakeholders described the project as an ILO project. These perceptions persist despite the evidence that all of the implementing agencies consistently included their counterparts as presenters at the trainings and workshops convened by each other’s organizations.

All the project staff reported having opportunities several times each year to share with each other information about their project components. However, it was not evident that these opportunities were used to discuss and consolidate analysis or to debate techniques and strategies between the agencies, which might have provided useful lessons learned for all the agencies and promoted “on the ground” reflection on the commonalities and differences among the agencies with regard to combating human trafficking.

3.5 Regional approach

Incorporating three countries into one project creates efficiencies for the donor agency as well as for the implementing IOs since it streamlines financial and implementation reporting and can decrease labour costs by employing some project staff to support components in all three countries. It also creates the potential for sharing good practices between the countries of the regions.

The regional approach is challenging in the South Caucasus context. Each country has quite distinct political, economic and cultural characteristics. Ethnic identity and nationalism are important factors that undergird attitudes in each country that their situation is unique and different or exceptional. These somewhat isolating attitudes are compounded by the effects of several major conflicts in both recent and older history that undermine intergovernmental cooperation in the region. This is most evident with regard to Azerbaijan and Armenia, which remain in an official state of war and unable to carry out normal international relations between their two countries. In Azerbaijan, the sensitivities about this are so strong that the project is presented under the title *Strengthening of comprehensive anti-trafficking responses in the South Caucasus* rather than with the names of each of the three target countries.

However, there are great similarities in the migration patterns of the citizens of each of these countries as well as the characteristics that create vulnerability to human trafficking. These factors point to the desirability of promoting regional analysis, policies and diplomatic efforts vis-a-vis the migration/THB destination countries of the South Caucasus nations.

Although Russian is widely understood through the South Caucasus, each country has its own unique national language. Therefore, all project materials – even those that were reproductions of existing international publications – had to be translated into at least three local languages. It also was preferred that international publications, and particularly training materials, be adapted for each national context. This complicated the process of providing project publications since it necessitated engaging local experts to introduce local case examples, photos and graphics as well as to translate the publication text. However, this effort was repeatedly highlighted as a factor by the stakeholders who expressed appreciation for the quality of the project’s publications and training materials. Similarly, the project gave priority to engaging local experts and consultants whenever possible. This factor was also emphasized by government, social partner and civil society stakeholders as a valuable characteristic of this project.

3.6 Monitoring and evaluation

The monitoring structure for the project is driven primarily by targets of activities conducted, publication products translated and distributed, and activities conducted. These are all worthy indicators of responsible implementation of the project. But this fails to challenge all the implementers and stakeholder to focus on the larger questions of what learning and behavioral changes are sought through the provision of these inputs.

The comprehensive goal of the project was to address reduction of all forms of human trafficking through increased capacities of government, social partner and civil society actors and provision of protection and assistance to actual and potential victims of trafficking. Reduction in the volume of VoTs is the most important purpose of counter-trafficking activities. However as noted on page 8 in section 1.7 of the Project Action Document, insufficient

identification of VoTs in all three countries of the region give cause to measure the impact of the project more by the *increase* in identified VoTs rather than a reduced number. Increased numbers of VoTs in the near to mid-term are the best indicator of increased capacities to combat THB and forced labour. If measured by this very high standard, this project cannot be credited with great impact. However, the project should be considered successful from the perspective of shifts in perceptions; willingness by governmental, social partner and civil society actors to incorporate concerns for prevention, protection and prosecution of THB and forced labour in their mandates; and more elaborated action plans, databases and operating procedures.

Various international mechanisms including Council of Europe standards, ILO conventions and standards, and the US Department of State annual *Trafficking in Persons Report* have caused many governments to give more priority to enhancing their counter-human trafficking frameworks and systems to be more in line with international standards. But across many countries – including those of the South Caucasus – the gap between good legislation and policies, on the one hand, and political will and technical capacity to implement those frameworks, on the other hand, remains vast. International capacity building projects need to hold implementers and stakeholders more accountable not only to improved standards and planning but also to demonstrated impact through behavioral change that results in more protection and prevention in the lives of men, women and children who are victims of, or vulnerable to, human trafficking and forced labour.

4. IMPLEMENTATION AND OUTCOMES OF PROJECT

The greatest achievement of the project is the extent to which all stakeholders have broadened their understanding about forced labour as one of the forms of exploitation for which victims have the right to protection and assistance, and for which the perpetrators should be prosecuted. Consequently, the Ministries of Labour and Social Affairs are recognizing that assistance schemes including shelter, medical, psychological and employment support need to be designed to serve males as well as females. A similar shift in attitude is emerging in the NGOs that cooperate in the NRMs. However, the institutions providing such services remain under-resourced and need further skills development for their staff.

A large number of publications were delivered to a breadth of beneficiaries during the life of the project. These include:

- Training Manual on counter-THB/FL for law enforcement
- ILO Handbook for Labour Inspectors against THB/FL
- ILO Handbook for employers on action against THB/FL
- ILO Handbook for trade unions on protection of migrant workers
- IOM Handbook for direct assistance for VoTs
- Update/revised country guides for migrants
- National handbooks on data collection/analysis
- Peer-education manual on THB for youth
- Toolkit on Corporate Social Responsibility

In addition to distribution to project beneficiaries, most of these materials were also requested by faculties of national universities for inclusion in their libraries and as resources for future curriculum development.

4.1 Objective 1 – Enhance institutional framework

National Action Plans to combat THB and National Referral Mechanisms are the two key coordination tools to enable comprehensive, multi-disciplinary, inter-ministerial action to address the “three Ps” of prevention of THB, protection of victims and people vulnerable to becoming trafficked and exploited, and prosecution of the perpetrators of the crimes of trafficking and severe exploitation. All three countries had established at least one initial NAP, but these efforts remain in need of further international expertise and support; so too with the NRMs. Therefore, it is important that this project included capacity building for NAPs and NRMs as an objective. The involvement of the ILO brought the additional dimension of extensive technical expertise concerning forced labour, which is reflected in the design of activities as well as the outcomes in the new NAPs and the elaboration of the NRMs.

The ICMPD, Council of Europe and other international institutions have strongly encouraged that monitoring and evaluation (M&E) be an inherent component, particularly of the NAPs. Data collection and analysis is an essential component of any M&E plan. Therefore the inclusion of database design had logic in the project.

4.1.a Support revision of NAPs

The ICMPD conducted participatory workshops in each of the three countries concerning updating and monitoring NAPs. Project staff, particularly in Armenia, were enthusiastic about the substantive participation of government and nongovernment partners who attended the workshops.

In Armenia, the resulting 2010-2012 NAP incorporates issues of forced labour and irregular migration as well as the more traditional focus on sexual exploitation. It includes specific activity areas with assigned lead agency responsibilities, funding sources, evaluation criteria and expected outcomes. The Azerbaijan NAP makes reference to labour exploitation. This NAP conflates activities and results, creating a weak monitoring mechanism. It also lacks indications of resource commitments to achieve the activities related to each objective. Three NAP/M&E workshops were convened by the project in Georgia, which resulted in a finalized version of the 2011-2012 NAP being adopted in March 2011.

4.1.b Support elaboration NRMs

The OSCE in Armenia was the lead agency to support elaboration of that country's NRM. In cooperation with the ILO, the idea of State Labour Inspectors being incorporated into the NRM was introduced and the Department of Labour Inspectors as well as social workers and police representatives participated in a National Forum on the NRM, organized by OSCE in December 2010. The OSCE project coordinator participated in the Inter-Agency Working Group (IAWG) for the NRM and encouraged the IAWG to move towards developing Standard Operating Procedures for the NRM. However, the IAWG determined that it was not timely to do so. At the request of the Ministry of Labour and Social Issues (MLSI), the OSCE organized a study tour to Poland and the Czech Republic for representatives from the MLSI and national NGOs with experience relevant to the NRM.

In Georgia, the project provided a national consultant to assist the State Interagency Coordination Council on Combating THB to develop Standard Operating Procedures (SOPs) for that country's NRM. After being circulated for comment among stakeholders, the SOPs were adopted along with the NAP in March 2011.

In Azerbaijan, the President approved the NRM in September 2009. Consequently, the ILO and OSCE were approached by the Ministry of the Interior and its partner organizations with specific questions about implementation and international practices related to the NRM. In response, the OSCE provided a study tour to Poland in February 2011 for members of the interagency working group. The Chief of the Anti-trafficking Unit at the Ministry of the Interior expressed particular appreciation for this tour during his interview with the consultant.

4.1.c Support databases on THB/FL

The victim and traffickers databases component of the project presented particular technical as well as implementation challenges. While the project design planned for the database to be developed by an IT consultant in Vienna in English with the plan that it then be translated into each of the country's national languages. However, each national partner had somewhat different desires about the technical structure of the database, which made it difficult to create one database for translation into three languages. In addition, most of the offices were using some form of database already (although some of this was simply retaining data in the form of Excel spreadsheets) and extensive discussions were needed to determine whether the databases being proposed by the project would be welcomed. It may have been more efficient to have used local database designers in each country; this also would increase the potential for maintenance and design modifications being supported locally to prolong the life of the database investments.

In Georgia, it was agreed that a victim database would be lodged with the State Fund on Assistance to Victims of Trafficking and the trafficker database with the Ministry of Justice. Although the victim database was provided in both Georgian and English, the director of the State Fund stated that her staff preferred to maintain the English-language version. She also noted that the database was quite similar to that which they had already been using. It appeared that the database is used for reporting purposes but not understood as a monitoring tool.

The databases for Azerbaijan were in the process of being finalized at the time of the consultant's mission. They are scheduled to be delivered before the close of the project in December 2011.

4.1.d Increasing THB/FL monitoring and evaluation capacities

IOs staff and consultants made a concerted effort to promote the concepts and tools of monitoring and evaluation as part of their capacity building work, especially with government partners in the three countries. Yet there were many signals that government entities resist establishing effective M&E systems for their counter-THB/FL work. For example, in Armenia the government is reluctant to appoint a national anti-THB/FL coordinator (a practice widely followed in other nations). A research study produced during the project on irregular migration patterns from that country also was not accepted for use as an analytical tool to assess the state of THB/FL.

While the inclusion of indicators and results in the NAPs as well as willingness to accept the ICMPD-designed databases indicates some progress in M&E, in all three countries this work remains at the level of reporting activities and successes, rather than demonstrated usage of the data for management purposes of program design, confirming impact and analyzing trends. The M&E inputs from this project need to be followed on with more in-depth training in use of these framework and data tools.

4.2 Objective 2 – Prevention of THB

The most likely direct prevention impact of the activities conducted under this object came through the pre-departure workshops and related information sharing tools. Focus group participants stated that they had changed their thinking about migration options, and would be reluctant or at least more cautious about pursuing irregular avenues for migration. They also expressed clear understanding of the nature and mechanisms of THB.

Outreach to trade unions, employers associations and recruitment agencies increased awareness about THB/FL among key leaders in these sectors. The adoption of codes of conduct in these sectors demonstrates institutional will to contribute towards the prevention of THB/FL. One employer association leader also affirmed the importance of association members providing employment opportunities for VoTs in the reintegration process. While this is an important expression of principle, it was not clear how many actual jobs had been offered to date. Trade union outreach to vulnerable target populations, even though they may not be trade union members, is an important expansion of the prevention network in these countries.

4.2.a Pre-departure workshops & web portals for potential migrants

Pre-departure informed migration workshops were offered for women and men considering seeking work outside their countries. The most common source of migration information in all three countries is the informal family and friendship network. Often this may lead to insufficient or inaccurate information. These workshops were intended to provide clear, precise and reliable information about procedures to seek regular work contracts in other countries, employment conditions by sector, as well as false or coercive recruiting techniques and other hindrances to safe migration.

In Georgia the IOM took the lead in presenting these workshops. In a focus group with four workshop participants conducted by the consultant, it was evident that participants found the workshops to be extremely useful. They preferred the workshops that were organized according to destination country. They appreciated the combination of technical information presented along with a panel member who had previous experience as a migrant worker in the country being discussed.

In Azerbaijan, the ILO cooperated with member unions of the Confederation of Trade Unions to convene approximately 30 workshops. Workshops were held in Baku and four other regions of the country.

In Armenia, the ILO worked with local trade unions to present workshops in four regions of the country outside the capital.

Web portals for informed migration were developed for Azerbaijan (www.informedmigration.az) and Georgia (www.informedmigration.ge). Focus group participants in Tbilisi said they found the Georgian portal useful. One participant emphasized how important it is to learn how to use and analyze internet sites as tools for making decisions about migration. However, usage of both country portals has been low, for reasons that remain unclear. The sites seem to be a valuable investment of effort, worth maintaining. Further research should be conducted to determine how increase use of these sites can be achieved.

The Director of the State Fund for Victims of Trafficking in Georgia, which provides a hotline on THB/FL, noted that there has been a significant increase in the number of calls received that are inquires for pre-departure migration information. This may be, in part, a consequence of the pre-departure information efforts conducted during this project.

4.2.b Workshops and code of conduct for trade unions

Trade unions, also social partners in the tripartite system of the ILO, were also new targets in these countries for THB/FL awareness raising. Through awareness raising workshops, trade unions in these countries also learned about the phenomenon of THB/FL and related international and national law, standards and mechanisms. In discussions about the phenomenon, trade union leaders and members concluded that vulnerable migrant laborers, even if they are not trade union members, need outreach from trade unions in order to be better informed about how to make migration choices and how to protect themselves from labour and trafficking exploitation. Representatives of trade unions were also included in workshops related to the NAP, which introduced them to opportunities to cooperate also with the sectors of law enforcement and social services in counter-THB/FL efforts. After participating in these multi-sectoral activities, the CTU of Armenia accepted an invitation to join the Inter-Agency Working Group on THB, led by the Ministry of the Interior.

In Azerbaijan, the CTU has begun collecting data on complaints it receives about alleged cases of THB/FL. This may provide a useful data source for monitoring the implementation of counter-THB/FL procedures in that country.

4.2.c Workshops, codes of conduct & CSR for employers' associations

The project made significant strides in raising the awareness of employer associations and their members about the phenomenon of THB/FL and the international and national law, standards and mechanisms to address them. These ILO social partners are not traditional partners in the efforts to combat THB, so this work reached out to a relevant new sector that can contribute to prevention, protection and victim reintegration. Each of the three countries' employers associations reviewed, adapted and adopted the Code of Conduct on preventing THB and forced labour, which was introduced to them by the ILO. In cooperation with the ILO, they conducted awareness raising workshop in the process of adopting the code and then pursued further awareness raising outreach and solicited additional signatures to the Code.

Creating such private sector initiatives is consistent with, and further supports, the goals and objectives of the NAPs. In Georgia, with its highly deregulated business environment, this is particularly significant. Representatives of employers associations were also included in workshops related to the NAP, which introduced them to opportunities to cooperate also with the sectors of law enforcement and social services in counter-THB/FL efforts.

The Deputy Director of the RUEA in Armenia described enthusiastically the Association's cooperation with the ILO in translating and adapting the ILO handbook for employers on countering THB/FL. After conducting introductory workshops using this handbook, member businesses report they are using the material to review their health, safety and human resources practices to bring their corporate practices in line with the standards presented in the handbook.

There is a particular role for employers in the reintegration of VoTs. The Secretary General of the Employers Association in Azerbaijan observed that human trafficking is a very sensitive topic for his society. This is all the more reason, he explained why it is a social responsibility of employers to provide employment for its victims.

4.2.d Workshops and code of conduct for recruitment agencies

Recruitment agencies for domestic and international employment are an emerging area of business in all three countries. This new sector is not well regulated and the agencies themselves are taking the lead in developing industry standards. In Armenia a Business Association of Recruitment Agencies was established under the umbrella of the Employers Association (RUEA). The Georgia Employment Agency Association was established 29 September 2011. Steps are underway in Azerbaijan to create a similar association.

In Armenia, the RUEA built on its experience developing a Code of Conduct for employers and supported its new member – the association of recruitment agencies – to develop a Code of Conduct on THB/FL specific to that association’s sector.

4.3 Objective 3 – Investigate and prosecute THB activities

This component provided specific and targeted training for law enforcement actors including police, prosecutors and judges. By including labour inspectors in some of these trainings, the more traditional law enforcement actors were encouraged to consider what roles labour inspectors can play in preventing THB/FL and identify suspected VoTs for referral and assistance.

4.3.a Revise training curriculum & train law enforcement on THB/FL

Revised and expanded training manuals for law enforcement concerning THB/FL were delivered in all three countries. National and international trainers conducted case-based training for law enforcement, prosecutors and judges. In some cases, labour inspectors were also included. The manuals were developed concurrently with initial training workshops so that feedback from the workshops could be used to inform the development of the manuals.

In Armenia, national experts created an Anti-trafficking Manual for Law Enforcement Agencies. It is intended for use in training prosecutors, police, judges, border guards and labour inspectors. A training methodology was developed and tested to accompany the manual. A training of trainers was conducted for future trainers representing the Armenian Police Academy. The ILO national coordinator reported that his office has received numerous requests for this manual. Stakeholders tell him that it is particularly valued because it was developed by national experts and reflects ‘Armenian realities’. It is written in a useful format and focuses more on practical rather than theoretical material.

In Azerbaijan, the IOM project coordinator stated that the law enforcement manual developed by the project was the most significant output in that country. He has confidence that it will have continued use beyond the life of the project.

Paul Holmes, an international expert in police training on THB/FL conducted multi-day training workshops, using a case study methodology, in Azerbaijan and Georgia. These technical trainings were targeted to investigative law enforcement officers.

The Chief of the Anti-Trafficking Unit at the Ministry of the Interior in Azerbaijan expressed great appreciation for the support of the IOs in training his team, and asked that it be noted in this report that he urges the internationals to continue to support his Unit with training and other technical inputs.

The Ministry of Internal Affairs in Georgia did not support the development of a ToT component in that country, noting that it already has trainers sufficiently competent in THB/FL.

4.3.b Translate ILO handbook on THB/FL & train labour inspectors

The ILO handbook for labour inspectors on Forced Labour and Human Trafficking was translated into Armenian and Azerbaijan. It was not translated into Georgian because that country does not have labour inspectors.

In Azerbaijan and Armenia, the departments of the labour inspectorates appreciated being introduced to the material and having this publication available in their own languages for continuing reference and training of new inspectors. This publication was also distributed to other project stakeholders, serving as an awareness raising tool to emphasize the role that labour inspectors can play in prevention, protection and prosecution. However, the departments of labour inspectors acknowledged that these roles are not being widely adopted

yet by their staff, due to various factors such as insufficient legal framework, resources and political will.

4.4 Objective 4 – Improve VOT identification, assistance and reintegration

The fourth objective of the project was “to improve identification, referral, protection and assistance including reintegration of victims.” The Action Document goes on to explain that “the project seeks to address the special needs of women, men and child victims of THB through the support of NGO and trade union outreach activities as well as provisions of reintegration measures based on a proper understanding of labour market dynamics in the country.”

The interviews conducted by consultant elicited only limited information about this objective and its activities. Effective NRMs are complex and necessitate detailed inquiry to establish the extent to which they are operational. Such in-depth interviewing was beyond the scope of the TOR for this assessment.

Two elements of this set of activities stand out as new elements that supplement the more traditional activities familiar to the IOM and OSCE, which are lead in capacity building for this sector.

- In Armenia, the OSCE supported the Anti-trafficking Support and Resource Unit (ATSRU) of the Ministry of Labour and Social Issues to create a training module on human trafficking issues for the State institute that trains civil servants. The module was approved by the Civil Servants Council and was included in the institute curriculum as of September 2011.
- After training from this project on THB/FL, trade union focal points in Armenia, Azerbaijan and Georgia provided legal and advisory services to potential and actual VoTs. This is a new outreach and information point that expands the prevention outreach in each country with practical, individualized advice.

4.4.a Capacity building of NRM actors

The IOM Manual for Direct Assistance to VoTs was translated into Azerbaijani and Georgian. Plans for trainings based on the manual were described on page 12 of the first interim project progress report. No further information was found on this training. This should be addressed in the end of project report.

The project progress report notes that the IOM Azerbaijan developed a manual entitled “Operating Guidelines for the Hotline Services in the Context of Human Trafficking” and drafted a training curriculum based on the manual. A representative of the Ministry of Labour and Social Protection Victim Assistance Center confirmed that staff at the Center had received training through the project, but was not specific about the nature of the training. The Director of the State Fund for VoTs in Georgia noted that her staff appreciated the training on hotline work.

The OSCE in Armenia cooperated with the ATSRU to provide a number of trainings on THB/FL for different target groups including lawyers and staff of various departments at the level of regional government (*marze*). It is important that these trainings were made available to actors beyond the capital city. The training of civil servants was previously described in the introduction to this section of the report.

The second interim project progress report indicates that the IOM in Azerbaijan planned to provide training in the second half of 2011 for the staff of the Center for Assistance to VoTs, based on the manual on direct assistance noted previously. Similar plans for training of service providers in Georgia are also noted for the second half of 2011.

4.4.b Case management for VoTs

As national capacities for victim assistance are in the process of developing, IOM continues to be the pivotal agency that ensures assistance and reintegration support for VoTs in all three countries. This function should eventually become primarily the role and responsibilities of national actors, but until such time, it is essential to continue to provide financial support for this essential work conducted by the IOM offices in all three countries. See the project progress and end of project report on details about numbers of cases assisted and the nature of that assistance.

5. CONCLUSIONS

All the components of the project were responsibly implemented, according to the Action Document. All of the objectives are relevant to building capacities of government, social partners and civil society to address all aspects of THB/FL in each of these countries. The greatest strengths of this project were in raising awareness across many sectors as to the dimension of forced labour within the construct of THB. In turn, this broadened the perceptions of various actors (governmental and nongovernmental) about what sectors have roles to play in prevention and protection of VoTs.

However, the synergy between the components was not strongly evident. More depth of impact might have been achieved if the project had focused more intensely on one or two of the “three Ps”. This is consistent with the observation in the evaluation report for phase one of the project, which stated “the project had ambitious objectives/results and diverse target groups which have made such design a complicated task to implement. The more the project applies a focused approach, the [more] visible results are achieved.”⁹ The design seemed to compile the individual activity streams of the participating IOs, but did not demonstrate substantial integrated thinking about those components between the implementing agencies.

Project management took a very positive and respectful approach to all project beneficiaries, which encouraged cooperation from many actors (governmental and nongovernmental). Project workshops and other events created opportunities for leaders from a breadth of national sectors related to counter-THB/FL to encounter one another and engaged in constructive dialogue. This seems to have resulted in some significant shifts in attitude about the phenomenon of THB/FL but demonstrates less change in personal and institutional behavior that would result in improved identification and assistance for VoTs and practical prevention programs tailored for specific vulnerable populations.

5.1 Good practices

1. National counter-THB/FL systems are enhanced with the inclusion of the labour ministries and social partners (e.g. employers associations, trade unions, recruiting agencies, etc.) as partners in THB/FL awareness raising, prevention and protection efforts. They should be included in inter-agency working groups on THB/FL and potentially in NRMs.
2. Labour inspectors can play important roles in identification and referral of suspected victims of THB/FL. They can also raise the awareness of employers about bad practices that can lead to forced labour conditions (e.g. holding identity documents to ensure compliance with labour contracts).
3. Use national experts to develop training materials and conduct trainings whenever possible. Adapt international training materials to reflect national ‘realities’ in order to bring the material closer to the experiences of those being trained. Use case studies from the local environment whenever possible.

⁹ *Evaluation Report on Development of a comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia* (phase 1), Lisa Wong, 2009, page 25.

5.2 Lessons learned

1. There are great similarities in the migration patterns of the citizens of each of these three countries as well as the characteristics that create vulnerability to human trafficking.
2. The greatest strength of this project was the overt focus on forced labour along side (or as part of) the phenomenon and challenges of trafficking in human beings.
3. This expanded focus created a clearer point of entry through which to engage the traditional social partners of the ILO – employers and labour unions – in prevention of THB and identification/assistance for its victims.
4. Ministries of Labour, particularly labour inspectors, realized new possibilities for their roles and responsibilities vis-a-vis counter-THB/FL. Their participation in workshops with other, more traditional, counter-THB/FL actors such as law enforcement and social services representatives, created new possibilities for them to be included as partners in these efforts.
5. Joint IO programs streamline the project management process for the donor.
6. Joint IO programs help decrease parallel or duplicative inputs from different international agencies working with the same or similar stakeholders in the national context.
7. Government, social sector and civil society actors do not clearly distinguish inputs from different IOs. They tend to attribute most inputs to whatever IO they have worked with most closely. This has little negative impact on delivery of information and activities, but it does not serve the branding priorities of the IOs within the target country well.
8. In the South Caucasus, regional programming creates efficiency of staffing and use of resources for donors and IOs, but it is not of a high priority to the national stakeholders.
9. National stakeholders appreciate opportunities for study tours to encounter their peers and learn from their experiences in Western and Central Europe.
10. National stakeholders place greater value on publications, manuals and training that are presented in their local languages and adapted to reflect their national ‘realities’. They also prefer that local experts and trainers be used whenever possible.
11. Men and women considering migration for employment appreciate opportunities to get comprehensive information about labour laws, employment opportunities and contract mechanisms in the specific countries to which they are considering migrating. Presentations from fellow citizens with previous migration experiences in those countries were particularly valued.
12. Pre-departure migration information is sought by potential migrants more through personal encounters/conversations such as workshops or hotlines than via the internet.
13. Assistance schemes including shelter, medical, psychological and employment support need to be designed to serve males as well as females. The institutions providing such services remain under-resourced and need more skills development for their staff.
14. Government actors in all three countries of the South Caucasus are generally skeptical that THB and forced labour affect large numbers of their citizens.

5.3 Recommendations

1. Conduct an impact study 12 to 24 months after the conclusion of the project to document the sustainability of the systems and training inputs, and to measure information retention, use of codes of conduct, and application of skills training by project beneficiaries.
2. Provide monitoring and evaluation training that promotes a comprehensive systems management approach for counter-THB/FL work that uses data analysis and tools throughout the lifecycle of programs and projects, rather than primarily for the purposes of documenting activities and outputs at the conclusion of the program/project.
3. Build more integrated synergies between project activities to create more in-depth and targeted impact and to promote greater operational application of the information and tools provided in project streams of activities.
4. Provide staff management skills development for IO staff in order to enable them to enhance synergies between their agencies' inputs in joint programs.
5. International capacity building projects need to hold implementers and stakeholders more accountable not only to improved standards and planning but also to demonstrated impact through behavioral change that results in more protection and prevention in the lives of men, women and children who are victims of, or vulnerable to, human trafficking and forced labour.
6. Enhance efforts to understand the reasons for skepticism about THB/FL by government officials and target data gathering and presentation to better address these perceptions.
7. Encourage replication of pre-departure migration information workshops by social partners and NGOs in all three countries. Support these agencies in becoming the lead implementers, with speaker and information support from the IOs.
8. Web portals for informed migrations are a valuable investment and worth maintaining. Research should be conducted to determine how to increase use of these sites. The hosting IO should ensure maintenance of these websites after the project closes. Invite Ministries of Foreign Affairs and Labour to provide links to these portals on their websites.

PROJECT STAFF AND STAKEHOLDERS INTERVIEWED

Tbilisi, Georgia

	Date	Time	Person(s) interviewed
1.	Wednesday 23 Nov.	14:00-17:00	Mr. Zsolt Dudas, ILO project Chief Technical Advisor
2.	Thursday, 24 Nov.	10:00-11:00	Ms. Ia Dadunashvili, UNODC, National Project Coordinator
3.		11:00-12:00	Mr. Zurab Korganashvili, ICMPD, National Project Coordinator
4.		12:30-13:30	Ms. Marine Meskhi, Director, State Fund for Protection and Assistance to the Victims of Trafficking
5.		14:00-15:00	Ms. Raisa Liparteliani, Georgia Trade Union Confederation
6.		15:00-16:00	Mr. Gocha Aleksandria, ILO National Project Coordinator for Migration project
7.		16:30-17:30	Mr. Misha Kordzakhia, Executive Director, Georgian Employers' Association, Ms. Ekaterine Makharashvili, Head of International Department, and Mr. Konstantine Nanobashvili, Executive Director, Georgian Employers' Association
8.	Friday, 25 Nov.	11:00-12:00	Ms. Ekaterine Karchkhadze, ILO Project Assistant
9.		12:30-13:30	Mr. Marc Hulst, Project Coordinator, IOM
10.		13:30-15:00	Focus group with IOM pre-departure safe migration workshop participants: Ms. Lali Gabinashvili, Mr. Kakha GigacefiGigauri, Mr. Shalva Kartoziya, Ms. Nino Eristavi
11.		15:00-16:00	Site visit to beneficiary of IOM victim assistance reintegration support to establish small business
12.		20:30-22:00	Ms. Ketik Khutsishvili, Project Manager, EU Delegation and former chairperson of the GoG Inter-Agency Working Group to Combat Human Trafficking
	Saturday, 26 Nov.		Travel by car from Tbilisi, Georgia to Yerevan, Armenia

Yerevan, Armenia

	Date	Time	Person(s) interviewed
13.	Sunday, 27 Nov.	10:00-11:30	Mr. Nver Sargsyan, ILO Project Coordinator
14.		11:30-12:30	Ms Nazeli Asriyan, Former Coordinator, Anti-Trafficking Support and Resource Unit Project
15.	Monday, 28 Nov.	10:00-11:00	Shushanik Barseghyan, Deputy Director of Republican Union of Employers of Armenia
16.		11:30-12:30	Ms. Elen Manaseryan of Confederation of Trade Unions of Armenia
17.		12:30-13:30	Mr. Emil Avagyan, Deputy Head, State Labour Inspectorate of the Republic of Armenia
18.		13.30-15.00	Discussion with Mr. Peter Van Hauwermeiren, international trainer for labour inspectors, Director of Social Inspectorate in Belgium
19.		16:00-17:30	Mr. Yenok Shatvoryan, President of "Hope and Help" NGO and Ms. Hasmik Edilyan, Programme Manager of "Democracy Today" NGO
20.		17:30-19:00	Ms. Ovsanna Babayan, National Coordinator of OSCE Democratization Programme
	Tuesday, 29 Nov.		Travel by car from Yerevan, Armenia to Tbilisi, Georgia Travel to Baku, Azerbaijan (by plane)

Baku, Azerbaijan

	Date	Time	Person(s) interviewed
21.	Wednesday 30 Nov.	14:00-16:00	Mr. Elnur Nasibov, National Project Coordinator
22.		16:00-17:00	Mrs Tarana Bagirova, Project Coordinator, OSCE
23.	Thursday, 1 Dec.	09:30-10:30	Mr. Rashad Farajov, National Project Coordinator, Migration Project, ILO Azerbaijan
24.		11:00-13:00	Mr Elnur Sultanov, Head of Social Protection Policy Department, Ms. Nezaket Khudiyeva, Senior Consultant, Mr. Rajabov Tale Amraddin, Deputy Chief of State Labour Inspectorate, and Mr. Nizami Ahmadov, Head of Division, State Labour Inspectorate, all divisions of the Ministry of Labour and Social Protection of Population of the Republic of Azerbaijan
25.		14:00-15:00	Mr Namig Huseynov, focal point, Azerbaijan Trade Unions Confederation
27.		15:00-16:00	Ms. Matanat Rajimovol, Inspector, Victim Assistance Center, Ministry of Labour and Social Protection of Population
28.		16:00-16:30	Ms. Mehriban Zeynalova, Director, "Clean World" NGO
29.		17:00-18:30	Mr. Elnur Nasibov, National Project Coordinator, debriefing
30.		Friday, 2 Dec.	10:00-11:30
31.	12:00-13:00		Dr. Mahmudov Matlab, Executive Director, National Association Center and Recruitment Agencies
32.	14:30-15:30		Mr. Serhan Aktoprak, focal point, IOM Azerbaijan
33.	16:00-17:30		Mr. Javad Shikhaliyev, Chief, Mr. Imran Najafov, Deputy Chief, and Mr. Tahir Aslanov, Head of Information and Analytical Department for the Anti-trafficking unit, Ministry of the Interior

Corbonod, France

	Date	Time	Person(s) interviewed
34.	Thursday, 9 Dec.	11:10-12:30	Mr. Paul Holmes, Project Consultant – Counter-Trafficking & Law Enforcement Training (<i>Interview via Skype</i>)

DOCUMENTS REVIEWED FOR ASSESSMENT

1. *Policy and strategic framework for evaluation at the ILO*, November 2005.
2. *DAC Criteria for Evaluating Development Assistance*, OECD.
3. *European Community Contribution Agreement with ILO MIGR/2008/153-713 with Project Action Document annex 1*.
4. 1st *Interim Narrative Report, May 2009-April 2010 on “Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia”* RER/08/02/EEC - MIGR/2008/153-713.
5. 2nd *Interim Narrative Report, May 2010-April 2011 on “Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia”* RER/08/02/EEC - MIGR/2008/153-713.
6. *Flash Report on Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia* MIGR/2008/153-713, 01/05/2010 to 31/10/2010.
7. *Evaluation report “Development of a comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia”* (phase I), MIGR/19.0203/2006/12 072-17, Dec. 2009.
8. *Conference Conclusions: Regional Conference in Tbilisi, Georgia on Building partnership to combat human trafficking and forced labour*, 19 May 2011, ILO/IOM/ICMPD/OSCE.
9. CIETT Code of Practice.
10. *Forced Labour and Human Trafficking: Handbook for Labour Inspectors*, ILO Special Action Programme to Combat Forced Labour 2008.
11. *Code of Practice Preventing Forced Labour and Trafficking in Persons*, China Enterprise Confederation and ILO.
12. *The Recruitment industries in the Caucasus: rapid assessments from Armenia, Azerbaijan and Georgia*, ILO/ICMPD/OSCE/IOM/European Union (published in phase I of the ILO-led consortium project).

GEORGIA

13. Workshop agendas: *Workshop for Georgian Employers Association* 11 November 2011; *Seminar on Reintegration Assistance Programmes for Trafficked Persons and other Vulnerable Migrants* 2 December 2011.
14. *Programme for Grass-roots Capacity Building of GTUC Regional Structures on Regional Development of Modern Trade Unionism and Forced Labour*, ILO & GTUC.
15. *Code of Conduct (Prevention of Human Trafficking and Forced Labour)*, Georgian Employers' Association (draft, March 2010).
16. *Labour Force Migration Survey Results*, ILO Tbilisi, Georgia 2008.

ARMENIA

17. *The Decent Work Country Programme for the Republic of Armenia 2007-2011*, Ministry of Labour and Social Issues of the Republic of Armenia, Manufacturers and Businessmen of Armenia, Confederation of Trade Unions of Armenia, and ILO.
18. *2010 – 2012 National Anti-trafficking Response in the Republic of Armenia*, Council to Combat Trafficking in Human Beings, Republic of Armenia.
19. *Republic of Armenia Prime Minister's Decree on Creation of an Inter-Agency Commission N. 591-1*, 14 October 2002.

20. *Working Procedure of the Working Group at the Anti-trafficking Council of the Republic of Armenia*, 26 December 2007.
21. *Terms of Reference for National Experts/Consultants to design and conduct Training of Trainers for Law Enforcement Agencies involved in combating trafficking in Armenia*, 15 September 2010; issued by OSCE in framework of the ILO-led consortium project.
22. *Completion report on the Manual for Trainers “Legal Basis for Combating Trafficking and Exploitation of Human Beings in the Republic of Armenia”*, 10 June 2011, A. Yeremyan, Working Group Coordinator.

AZERBAIJAN

23. *The Decent Work Country Programme for the Republic of Azerbaijan 2006-2009*, Ministry of Labour and Social Protection of Population of the Republic of Azerbaijan, National Confederation of Entrepreneurs' Organizations of Azerbaijan, Trade Unions Confederation of Azerbaijan, and ILO.
24. *Project workshop agendas*: Code of Conduct training for AEC 30 June 2011; Code of Conduct training for Construction Sector 24 November 2011; Labour Inspectors Training 29 June 2011; NAP Review Workshop 2-3 June 2010; Labour Inspectors Training 23 November 2011; Labour Inspector's Handbook Presentation 16 February 2011; Trade Union Role in Migration seminar 27-28 April 2011.
25. *Law of the Republic of Azerbaijan on Trafficking in Persons* 2005.
26. *National Action Plan for Azerbaijan Republic to Combat Human Trafficking (2009-2013)*, approved by the President of the Azerbaijan Republic 6 February 2009.
27. *Rules of the National Referral Mechanism on victims of human trafficking*, approved by the Cabinet of Ministers of the Republic of Azerbaijan 11 August 2009.
28. *Rules for identification of victims of human trafficking (indicators)*, approved by the Cabinet of Ministers of the Republic of Azerbaijan 3 September 2009.
29. *Regulations of returning the human trafficking victims to special police agency on struggling against human trafficking crime*, provided by the Ministry of Internal Affairs of the Republic of Azerbaijan.
30. *About determining the sum's of the allowance paid to the persons who are victims of human trafficking in reintegration period*, decision of the Cabinet of Ministers of the Republic of Azerbaijan 17 June 2006.
31. *Regulations on social rehabilitation for victims of human trafficking*, resolution of the Cabinet of Ministers of the Republic of Azerbaijan 6 March 2006 and approved by the Prime Minister of the Republic of Azerbaijan.
32. *General information on activities carried out for combating human trafficking in the Republic of Azerbaijan in 2004-2010 and past period of 2011*, Ministry of Internal Affairs of the Republic of Azerbaijan.

TERMS OF REFERENCE FOR CONSULTANT

TERMS OF REFERENCE
FINAL INDEPENDENT EVALUATION OF THE PROJECT

Project Title:	Strengthening the comprehensive anti-trafficking response in Armenia, Azerbaijan and Georgia: second phase (RER/08/02/EEC)
Sub-region:	Eastern Europe and Central Asia
Lead Office:	ILO Decent Work Technical Support Team and Country Office for Eastern Europe and Central Asia (formerly called ILO Sub-regional Office for Eastern Europe and Central Asia)
Duration:	December 13, 2008 – December 31, 2011
Target countries:	Armenia, Azerbaijan and Georgia
Donor agency:	European Commission
Budget:	2,733,515 \$ (80% of the overall costs)
Partners:	International Centre for Migration Policy Development (ICMPD), Organization for Security and Cooperation in Europe (OSCE), International Organization for Migration (IOM)

National Counterparts: Ministries of Interior and Labour, law enforcement authorities (police, labour inspections, prosecutors), judges, NGOs, public employment services (PES), private employment agencies (PEA), trade unions and employers' organizations in Armenia, Azerbaijan and Georgia

I. INTRODUCTION AND RATIONALE FOR EVALUATION

The final independent evaluation of the project is undertaken in accordance with the ILO Evaluation Policy adopted by the Governing Body in November 2005, which provides for systematic evaluation of programmes and projects in order to improve quality, accountability, transparency of the ILO's work, strengthen the decision-making and support constituents in forwarding decent work and social justice.

II. BRIEF BACKGROUND ON PROJECT AND CONTEXT

This is the second phase of the project, which started in December 2006. The first phase was completed on 18 December 2009. The first phase was aimed to:

1. Revise and enhance National Action Plans (NAP) against THB in all three countries as well as to establish a supporting framework necessary for their implementation, including regional and international cooperation.
2. Prevent THB through awareness raising and the involvement of labour market institutions in preventive action.
3. Increase the capacity of national authorities to detect criminal activities linked to THB based on a victim-centered approach of investigation and prosecution.
4. Improve identification, protection and assistance, including socio-economic reintegration measures, of victims trafficked for the purpose of sexual as well as labour exploitation

The second phase of the project was based on the progress made during the first phase, aiming to consolidate its achievements, address identified challenges and gaps (i.e. through the independent evaluation), and bring the overall agenda forward in line with the changing realities and in order to make it strongly integrated in the work of relevant national mechanisms and policy agendas. In two countries (Armenia and Azerbaijan) the project contributed to the achievement of outcomes of the relevant Decent Work Country Programs (DWCPs), while in Georgia, which does not have a DWCP, the project contributed towards reaching the agreed country outcomes.

Development objective of the project

The project seeks to address reduction of all forms of trafficking in human beings through capacity building and provision of protection and assistance to actual and potential victims.

The immediate objectives of the project envisage:

- To support the development of the national institutional framework in the respective countries to address Trafficking in Human Beings (further referred to as THB) and their practical implementation including victim-centered research, National Action Plan (NAP) evaluation and monitoring mechanisms. Although all three countries have adopted and/or revised their national action plans, they are still lacking longer-term comprehensive anti-trafficking strategies. On the other hand, Anti-trafficking Strategy and Action plan alone is not sufficient to guarantee an efficient anti-trafficking response. The institutional and administrative structures - the so called “supporting framework” - necessary for a successful implementation of the NAP though are not any more neglected in the three countries, but need substantial support and capacity building. Thus the project seeks to continue supporting the governments with the amendment and update of the existing strategies and action plans and with the capacity building of the organizational-administrative components of the supporting framework. This includes an optimization of co-ordination structures, the set up of appropriate structures for future monitoring, evaluation and revision, information management and budget mobilization.
- To support prevention of THB through labour market interventions and addressing potential migrants. The activities to reach this objective will be carried out as a follow up of the outputs of the labour market interventions carried out in 2007-2008. The present efforts build on the success, as well as limitations of the previous ones. Experience from previous anti-trafficking action has shown that information dissemination to (potential) migrant workers as well as developing viable alternatives to irregular migration will help reducing trafficking in the long run. Labour market institutions, in particular public employment services, trade unions and private recruitment agencies have central role to play in this alongside NGOs and other civil society actors.
- To assist the respective Governments to detect, investigate and prosecute criminal activities pertinent to THB. The implementing organizations in their efforts to support the respective governmental agencies in combating trafficking in human beings will follow up on the recommendations of the multi-agency assessment of 2007-2008 in this area. Law enforcement officials will receive training in monitoring recruitment agencies, preservation of evidence and proactive investigations. Training modules on the detection of trafficking will be introduced to the national training curricula of law enforcement, based on the law enforcement training needs assessment conducted in 2007-2008 in the countries.
- To improve identification, referral, protection and assistance including reintegration of victims. As the consortium of implementing organizations (ILO, ICMPD, OSCE in Armenia) was joined by IOM, the efforts for identification, referral and assistance to the victims of trafficking will be enriched by the IOM experience in this field and their know-how. The project seeks to address the special needs of women, men and child victims of THB through the support of NGO and trade union outreach activities as well as provision of reintegration measures based on a proper understanding of labour market dynamics in the country.

Some of the main results of the project to date are as follows:

Armenia

- A new National Action Plan 2010-2012 to combat trafficking with M&E indicators was adopted by the Government of Armenia
- National Referral Mechanism (NRM) for victim assistance was adopted, established and revised in March 2011
- Data collection mechanism strengthened, DELPHI methodology is introduced

- Forced Labour survey carried out
- Code of Conduct on THB and FL for employers has been ratified and adopted
- Code of Conduct on THB and FL for Private Employment Agencies (started with ILO THB project and taken over by the ILO Migration project) has been ratified and adopted in June 2011
- A Business Association of PrEAs has been established as a RUEA branch
- Law Enforcement agencies' capacity to detect, investigate and prosecute criminal activities in THB strengthened
- Criminal Code is amended in 2011

Azerbaijan

- A National Action Plan 2009-2013 to combat trafficking was adopted by the Government of Azerbaijan, coordination in NAP implementation between member agencies has been improved
- Data collection mechanism developed and strengthened
- Code of Conduct on THB and FL for employers has been adopted
- Victims assistance centre established under the Minister of Labour to facilitate social integration of victims
- Law Enforcement agencies' capacity to detect, investigate and prosecute criminal activities in THB strengthened
- Study on the impact of the assistance provided to victims of trafficking to be conducted by the end of September 2011
- 114 former victims of trafficking or labour exploitation have been provided with various forms of assistance

Georgia

- A new National Action Plan 2011-2012 was adopted by the Government of Georgia in March 2011
- The Standard Operating Procedures of the NRM is developed and available in English
- Data collection mechanism developed and strengthened
- Code of Conduct on THB and FL for employers has been signed
- Law Enforcement agencies' capacity to detect, investigate and prosecute criminal activities in THB strengthened
- Survey on success of the rehabilitation and reintegration assistance to women trafficked in Georgia will be conducted till the end of 2011 by IOM
- 8 victims of trafficking have been provided with various forms of IOM assistance

III. PURPOSE, SCOPE AND CLIENTS OF THE EVALUATION

The purpose of the evaluation is to assess the relevance and quality of assistance provided by the implementing agency - the ILO, as well as the impact achieved and its sustainability. The evaluation results will be used for improving further programming in the area of anti-trafficking, for informing the decision making process, and for ensuring accountability to the donor.

The objectives of the evaluation are to:

- Determine the extent to which the outcomes of the project have been achieved, what kind of changes produced, what are the intended or unintended effects of the project;
- Obtain feedback from the national partners: what is working, what is not and why;
- Provide recommendations to better target the next steps, future strategies and new areas of technical cooperation.

The evaluation covers the second phase of the project, 2009-2011, in all the target countries.

It will serve the following - external and internal - clients groups:

- ILO tripartite constituents and project implementing partners in the target countries
- Target groups and final beneficiaries of the project – actual and potential victims of trafficking and candidates for migration; potential irregular migrants; government officials; law enforcement authorities; judges; public employment services; private employment agencies; NGOs
- The European Union as the donor

- OECE, ICMPD and IOM as the co-implementing agencies of the project
- ILO management, technical specialists and CTAs working in the subregion and the Headquarters
- Project staff

IV. EVALUATION QUESTIONS

Evaluation will address the following aspects of the project:

7. Relevance and Quality of Design

Is there a fit between the project design and the beneficiaries' needs? How well does it complement other ILO projects in the countries and/or other donors' activities? Is the design of the project appropriate in relation to the ILO's strategic and national policy frameworks? Is intervention logic coherent and realistic to achieve the planned outcomes? Are the activities supporting objectives (strategies)? Are indicators useful to measure progress?

8. Efficiency and implementation with respect to project outputs and activities

Have the resources been used in an efficient manner? Are the management arrangements effective? Has the project received adequate technical and administrative support from the ILO and partners? Is staffing adequate? How well has the project adapted to external factors during implementation?

9. Effectiveness with respect to project outcomes

What progress has the project made towards achieving its objectives and outcomes? Did it establish synergies with national initiatives, other ILO and donor supported projects and activities? How well did the project address the identified gaps and challenges of the first phase?

10. Potential impact and sustainability

What is the level of policy support provided and the responsiveness of the recipients? How is the project contributing to long-term institutional and capacity building of project partners and constituents? What is the likelihood of sustainability of the outcomes after the end of the project? What is the likelihood that the project will produce long-term impact?

11. Lessons learned and good practices

What are the main lessons learned, good practices, innovations? To what extent are the good practices documented and shared with the broader community? Are there any areas where difficulties have been experienced? What are the reasons? Are there any alternative strategies which would have been more effective?

12. Recommendations

Are there any suggestions, recommendations for the follow up activities? What would be the most appropriate next steps?

Note: A more detailed list of evaluation questions will be prepared by the external evaluator based on document review. OECD/DAC Criteria for Evaluating Development Assistance (www.oecd.org/dac/evaluation) will be used to interpret the answers to the evaluation questions.

V. METHODOLOGY

Document Review: The evaluator will review project background materials before conducting any interviews or trips to the region:

- Project Document
- Final independent evaluation report on the first phase of the project (December 2009)
- ILO Decent Work Country Programmes in Armenia, Azerbaijan
- National policy documents
- Work plans

- TORs
- Progress reports
- Mission reports
- Reports on specific activities
- Research, studies, analytical papers produced
- Training tools produced
- Publications and promo materials
- Policies, regulations, management systems developed as a result of project interventions
- Report of the independent evaluation on the impact of the labour and circular migration projects funded through AENEAS and the Thematic Programme on Migration and Asylum, commissioned by the EC and performed in May – June 2011.

Pre-mission Briefing: The evaluator will have a pre-mission briefing with the ILO representatives and project team. The objective of the briefing is to reach a common understanding regarding the status of the project, key evaluation questions and priorities, available data sources and data collection instruments, and an outline of the final assessment report. The following topics will be also covered: status of logistical arrangements, schedule of meetings, project background and materials, roles and responsibilities of the assessment team.

Observation: If scheduling permits, the evaluator will attend and assess an activity of the project.

Individual Interviews and/or Group Interviews: Individual (structured and/or semi-structured) interviews and group interviews will be conducted with the following stakeholders:

- a. Project CTA, Project Staff, ILO DWT CO Moscow specialists, ILO National Coordinators in Armenia and Azerbaijan
- b. EU Delegation representatives in the project countries
- c. Representatives from the following groups:
 - ILO Headquarters technical department – DECLARATION (phone interview)
 - Project Advisory Groups members
 - Government staff who have worked with the project
 - Employers' groups, unions, NGO's, individual experts who have received training or otherwise worked with the project
 - ICMPD, OECE, IOM, UN agencies
 - Where pertinent - workers and their families who have benefited from the project

Field Visits: The evaluator will visit Georgia, Armenia and Azerbaijan. Meetings and interviews will be scheduled in advance of the field visits by the ILO project staff, in accordance with the evaluator's requests and consistent with these Terms of Reference.

Debrief in the Field: Upon completion of the field research, the evaluator will present preliminary findings and conclusions to the constituents and the ILO field staff. Partners will be provided with an opportunity to have a briefing meeting to discuss and validate the findings. The draft report will subsequently be shared with the ILO field staff and constituents for comments, as well as with the EU Delegation in Moscow.

Post-Trip Debriefing: Upon completion of the report, the evaluator will provide a debriefing to the ILO team on the evaluation findings, conclusions and recommendations (teleconference).

VI. MAIN OUTPUTS (DELIVERABLES)

- A. Initial Draft Report in English (in electronic format);
- B. Final Report in English (in electronic format);

SUGGESTED REPORT FORMAT

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

1. Title page
2. Table of Contents
3. Acronyms

4. Executive Summary¹⁰
5. Background and Project Description
6. Purpose of Evaluation
7. Evaluation Methodology and Evaluation Questions
8. Status of outcomes
9. Overall findings, conclusions and recommendations
10. Annexes (list of interviews, meetings' notes, relevant country information, policies, regulations or any other documents demonstrating the impact of the project)

VII. MANAGEMENT ARRANGEMENTS

EVALUATION TEAM

The evaluation team will be comprised of one External Evaluator (the team leader). Representatives of the European Commission will be invited to participate in the evaluation mission

Interpretation for the evaluation team will be organized by the project during the mission to the target countries, as necessary.

REQUIREMENTS

The External Evaluator will have experience in the evaluation of development or social interventions, expertise in the subject matter of trafficking and forced labour, an understanding of the ILO's approach and tripartite culture, and knowledge of the region. The evaluator should also possess a wider perspective and knowledge of various international organizations in counter-human trafficking area. The evaluation will be guided by high ethical and professional standards in accordance with the guiding principles of the UN Evaluation Group (UNEG) Code of Conduct for Evaluation in the UN System <http://www.unevaluation.org/uneqcodeofconduct>

The External Evaluator should have an advanced degree in international development or social sciences, and training on evaluation methods. Full command of English will be required. Working knowledge of Russian and/or other national languages will be an asset.

The final selection of the evaluator will be done by the Director of the ILO/Moscow based on a short list of candidates from the Evaluation Manager, prepared in consultations with the ILO technical specialists, including the DECLARATION department at the ILO/HQ.

The final selection is subject to approval by the Regional Evaluation Focal Point, ILO/EUROPE.

ROLES AND RESPONSIBILITIES

The External Evaluator is responsible for conducting the evaluation according to the terms of reference (TOR). He/she will:

- Review the TOR and provide input, propose any refinements to assessment questions, as necessary.
- Review project background materials (e.g., project document, progress reports).
- Conduct preparatory consultations with the ILO prior to the assessment mission.
- Develop and implement the assessment methodology (i.e., prepare an interview guide, including a detailed list of evaluation questions, conduct interviews, review documents) to answer the assessment questions.
- Prepare an initial draft of the assessment report.
- Conduct briefing on findings, conclusions and recommendation of the assessment.
- Prepare the final report with due consideration of the feedback and comments on the initial draft report.

¹⁰ In accordance with EVAL guidelines the **Executive Summary should include**: a brief description of the subject being evaluated; the context, present situation, and description of the subject vis-à-vis other related matters; the purpose of the evaluation; the objectives of the evaluation; the intended audience of the report; a short description of methodology, including rationale for choice of methodology, data sources used, data collection and analysis methods used, and major limitations; the most important findings and conclusions; main recommendations.

The ILO Moscow Evaluation Manager is responsible for:

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

The Project Manager (Chief Technical Advisor) is responsible for:

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

TIMEFRAME

The following is a tentative schedule of tasks and anticipated duration of each:

Tasks	Work Days	Travel Days
Preparatory Research & Consultations	2	Before trip
Field Research	8	
Travel days (TBD depending on residence)		3
Initial Draft Report	7	After trip
Finalization of the report	2	
Total:	19 + travel	

Overall duration: 4 weeks, starting on November 22, 2011

PROJECT ACTION DOCUMENT