



# Evaluation Summaries

## Elimination of human trafficking from Moldova and Ukraine through labour market-based measures (External Evaluation)

### Quick Facts

**Countries:** Moldova - Ukraine

**Final Evaluation:** May 2009

**Mode of Evaluation:** External, Independent

**Technical Area:** Human Trafficking

**Evaluation Management:** SRO-Budapest, DECLARATION

**Evaluation Team:** Blanka Hancilova, lead evaluator; Senior Partner of Apreco Group; Stephen Rogers, local evaluator Ukraine, Angelina Zaporozhan, local evaluator Moldova

**Project Start:** November 2006

**Project End:** February 2009

**Project Code:** RER/06/04/EEC

**Donor:** EEC (EUR 748,492 )

**Keywords:** Human trafficking

### Background & Context

#### Summary of the project purpose, logic and structure

Since the collapse of the Soviet Union, migration has been an important strategy for men and women from Moldova and Ukraine to cover the basic needs of their families. The minimum estimated number of labour migrants is 2 million for Ukraine and 370,000 to 600,000 for Moldova. The overwhelming majority of migrants end up in an irregular employment situation in major destination countries, such as the Russian Federation, Turkey, and various EU countries. They are employed in labour intensive sectors such as construction, agriculture, restaurants and

catering, domestic service and in entertainment. Despite the demand for flexible and cheap labour in destination countries, legal migration channels are limited. There is also a lack of reliable information in Ukraine and Moldova about working conditions abroad. This situation exacerbates the vulnerability of migrants to smuggling and trafficking networks and unscrupulous employers. Some migrant workers thus end up trapped in situations of forced labour.

The project was based on a two-pronged strategy of: (1) strengthening national legal and policy frameworks to combat trafficking in human beings/irregular migration and bolstering national actors' capacity to implement them, (2) awareness raising campaigns for potential migrants about legal migration channels and trafficking in human beings/labour exploitation and/or direct assistance to actual and likely victims of trafficking.

*Overall objective:* The project aimed to contribute to the progressive elimination of irregular migration, in particular trafficking in persons, from Ukraine and Moldova.

*Specific objective 1:* To improve policy and legal frameworks to promote legal migration and combat trafficking in persons for sexual and labour exploitation in Ukraine and Moldova.

*Specific objective 2:* To strengthen the capacity of national stakeholders to detect criminal activities related to irregular migration and to prevent trafficking in human beings.

*Specific objective 3:* To enable potential migrants and trafficking victims to make more informed decisions about migration for employment abroad.

*Specific objective 4:* To improve access of trafficking victims to assistance, including socio-economic reintegration measures tailored to their needs.

ILOs partners in this project were the International Centre for Migration Policy Development, the Ministry of Labour and Social Affairs Ukraine, and the Ministry of Economy and Trade Moldova.

The project was technically backstopped by ILO's Special Action Programme to combat Forced Labour (SAP-FL) in Geneva and administration was decentralized to the Sub-Regional Office in Budapest. Project activities have been implemented in coordination with ILO Social Finance Programme (EMP/SFU), Skills and Employability Department (EMP/SKILLS), Boosting Employment through Small Enterprise Development (EMP/SEED), International Labour Standards (NORMES), International Programme on the Elimination of Child Labour (IPEC) and ILO AIDS. It was administered on a daily basis by Project teams in Moldova and Ukraine.

### **Purpose, scope and clients of the Evaluation**

The independent final evaluation of the project "Elimination of human trafficking from Moldova and Ukraine through labour market based measures" was carried out from 12 January to 5 February 2009. The evaluation was intended to provide an external perspective on the project's achievements in both countries.

The lead evaluator was an international independent consultant, and was supported by two national evaluators who carried out interviews with national stakeholders in Moldova and Ukraine.

The project was evaluated in terms of DAC evaluation criteria of relevance, efficiency, effectiveness, impact and sustainability defined as follows:

- Relevance – the extent to which the objectives and the activities are in line with the local and national priorities and needs;
- Effectiveness – the extent to which the project (1) can be said to have contributed to the development objectives and the immediate objectives and (2) whether the stated outputs have been achieved satisfactorily;
- Efficiency – the productivity of the project implementation process taken as a measure of the extent to which the outputs achieved are

derived from an efficient use of financial, material and human resources;

- Impact – positive and negative changes and effects caused by the project at the local, provincial and national levels, i.e. the impact achieved with project partners and various implementing partner organizations;
- Sustainability – the extent to which adequate capacity building of project partners has taken place to ensure that mechanisms are in place to sustain activities and thus are likely to be maintained beyond project completion.

In addition to these criteria, the evaluation focused on gender issues, knowledge-sharing and particular attention was paid to lessons learned and implications for future design and implementation of interventions.

### **Methodology of the Evaluation**

The evaluation report findings are based on:

(A) Desk study of relevant project documents from each country, ILO SAP-FL in Geneva and ILO Sub-Regional Office in Budapest, such as the Project document, logical framework and work plans, summary records of review meetings, annual activities reports, selected mission reports, selected research reports, lists of participants from seminars etc.

(B) Semi-structured face-to-face or phone interviews and consultations with project stakeholders in Moldova and Ukraine. The interviews focused on how well the project was tailored to national priorities, the clarity of each party's responsibilities within the project, the responsiveness of ILO project staff and headquarters, the main achievements of the project, and areas for improvement or future work.

(C) Semi-structured face-to-face or phone interviews and consultations with project staff (national project coordinators and project assistants in Ukraine and Moldova, ILO project manager, ILO administrative assistant Budapest, ICMPD project manager).

(D) Direct observation and information from participants in a one-day evaluation workshop held on 5<sup>th</sup> February in Chisinau for project participants from Moldova and Ukraine and from a meeting of the project team and evaluators held on 6<sup>th</sup> February in Chisinau.

## **Main Findings & Conclusions**

The evaluated project has been relevant to the needs of Moldova and Ukraine. The project concept and design was sound and collaboratively developed with the governments of Moldova and Ukraine. It recognized existing and planned projects being conducted domestically and regionally by other agencies/ entities (e.g. IOM, OSCE) and avoided duplication of interventions. The project added value to existing anti-trafficking activities owing to its comprehensive approach to trafficking prevention and the involvement of social partners.

The two-pronged strategy of (1) strengthening national legal and policy frameworks to combat trafficking in human beings/irregular migration and bolstering national actors' capacity to implement them and (2) awareness raising campaigns about legal migration channels and trafficking in human beings/labour exploitation for potential migrants and/or direct assistance to actual and likely victims of trafficking applied by the project has been a good choice.

It has enabled the ILO and its partners to build on their specific know-how and expertise in order to support the development of comprehensive anti-trafficking strategies with a focus on capacity building of policy makers and institutions, advocacy and input for the development of policies and awareness-raising among potential victims of trafficking in human beings. Some stakeholders mentioned that the greatest achievement of the project lies in the fact that it has familiarized them with the complexity of the issue and prepared them to engage in dialogue with the government.

Integration into the ILO Decent Work Country Programme framework enhanced synergies among related ILO projects and provided a unifying theme ("decent work for all") for the involved partners.

The project teams and wider ILO expertise were instrumental in helping partners with fundamentally different constituents recognize their role in addressing trafficking in human beings. The project provided numerous opportunities for exchange of views and for identification of common interests between different actors, thus preparing the ground for future coalition building and joint advocacy for shared goals.

A critical moment of the project was overly ambitious planning. Fortunately, this was to a large degree off-set by the combination of the project design's flexibility and by the professionalism, extraordinary dedication and the ability of the project team to identify and make use of synergies with related ILO interventions and other anti-

trafficking interventions implemented by other actors. For most part of the implementation, the project teams' resources have been relatively thinly spread. The project document foresaw the implementation of a number of distinctive activities with a large number of various stakeholders. In practice this meant that with some stakeholders the quantity and depth of implemented activities may not have been sufficient to ensure that the stakeholders will be able to initiate or continue activities to address the issue of trafficking in human beings.

### **Relevance**

The issues of trafficking in human beings and irregular migration from Ukraine and Moldova continue to be pertinent and the overall objective the project to contribute to the progressive elimination of irregular migration, in particular trafficking in persons, from Ukraine and Moldova was and continues to be relevant. The project activities were in line with the national priorities and consistent with the requirements of various target groups, ILO priorities and the EC policies. The project was coherent with current initiatives of the ILO as well as other actors in the anti-trafficking field (both international and national). The project results and impact are likely to mutually reinforce one another, without duplicating or conflicting with each other.

### **Effectiveness**

Stakeholders' understanding of trafficking in human beings and their capacity to address it has increased as a result of project interventions. Various stakeholders (public employment services, private employers, trade unions, local and state authorities) are now more aware about the issue of trafficking in human beings and their respective contribution to addressing this issue. The project skilfully facilitated contact and communication between stakeholders who have in the past either not communicated at all or whose communication patterns have been burdened by negative stereotypes and expectations.

### **Efficiency**

The quality of day-to-day management in operational work planning and implementation (input delivery, activity management and delivery of outputs) was generally high and the costs of the project have been justified by the benefits. Technical assistance provided helped to develop local capacities to produce results.

The project has established and nurtured effective relations and coordination with local authorities, institutions, beneficiaries and other donors. This has in general prevented the duplication of efforts and facilitated the savvy use of opportunities that have resulted in synergies between related ILO projects and activities of other organizations.

### **Impact**

The evaluated project has contributed to addressing trafficking in human beings in several key aspects: (1) it has sensitized stakeholders to the issues of labour exploitation and male victims of trafficking in human beings and (2) it has emphasized the importance of supply and demand for exploitable labour and has 'brought in' labour market actors to address trafficking in human beings from this particular perspective.

The effects of the project have been greatly facilitated by related ILO projects and by other interventions in the anti-trafficking field, especially the 5-year ILO-led Technical Cooperation Project "Employment, vocational training opportunities and migration policy measures to prevent and reduce trafficking in women in Albania, Moldova and Ukraine, and from other ILO technical cooperation assistance provided in the framework of the Decent Work Country Programmes).

The project has contributed to economic and social development and it has made a positive difference in terms of cross-cutting issues like gender equality and good governance.

### **Sustainability**

At the end of the project, there was a high degree of local and national ownership of the project results. This was reflected by the consensus among a broad range of stakeholders about the need to continue addressing trafficking in human beings and about the role of labour market and its actors in this area. This level of understanding and consensus is a clear testament to the achievements of the project: At the time of the evaluation, the stakeholders maintained that the project results continue to influence the way they formulate and implement various policies and mandates to address the issue of trafficking in human beings.

However, national stakeholders also pointed to continuing needs for capacity building and spreading of knowledge they have acquired in seminars organized by the ILO. Although the project contributed to the creation of an enabling environment and to developing the capacity of local partners, their capacity is not yet sufficiently high to guarantee sustainability in either of the

countries. In some cases the relevant national and regional budgetary policies and priorities are affecting the project results adversely, i.e. the anti-trafficking policies continue to suffer from under-funding and the project was not in a position to address this systemic issue.

## **Recommendations & Lessons Learned**

### **Consider a continuation (second phase) of the project**

The main needs that prompted the formulation of the project continue. A second phase project would enhance sustainability of project achievements, building on already existing infrastructures (project teams, established relations with national stakeholders). Numerous stakeholders indicated that they would welcome an extended involvement of ILO so that they can transform acquired skills and knowledge into a lasting impact. The second phase project, if and when implemented, should pay greater attention to delineating and differentiating between the issues of trafficking and irregular migration. The project should be fully embedded in the ILO Decent Work Country Programme framework. It should provide for appropriate human resources for the implementation of the project (an increase in number of project staff when compared to the 1st phase) and for their professional development in various areas relevant to the project (both content and process oriented). The second phase of the project should focus on a limited number of key stakeholders rather than targeting many actors with thinly-spread interventions. Alternatively, the intervention should be conceptualized as a mid-term, minimum 5 year involvement, with sufficiently scaled-up resources.

### **Improve project planning, especially the use of logical framework approach and integrate better monitoring and evaluation**

The evaluation found that the overall project strategy and design were sound and that the activities were executed skilfully and efficiently. This has contrasted with the overly ambitious project planning (as captured for example by the logical framework). The project plan did not make appropriate provisions for monitoring and evaluation, hindering the evaluability of its achievements.