



Evaluation Summary



International
Labour
Office

Evaluation Unit

Strengthening of comprehensive anti-trafficking responses in Armenia, Azerbaijan and Georgia (Phase II)

Quick Facts

Countries: Armenia, Azerbaijan, Georgia

Final Evaluation: December 2011

Mode of Evaluation: independent

Technical Area: Forced Labour

Evaluation Management: DWT/CO Moscow

Evaluation Team: Ms. Sarah Stephens

Project Start: May 2009 (2d phase)

Project End: December 2011

Project Code: RER/08/02/EEC

Donor: European Commission
(US\$ 2,733,515)

Keywords: trafficking in human beings and forced labour; prevention of trafficking in human beings through labour market interventions; anti-trafficking strategy

Background & Context

Summary of the project purpose, logic and structure

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. This effort has been conducted in two phases, both financed by the European Community.

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.

Purpose, scope and clients of the evaluation

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 working in the subregion and the Headquarters; project staff

Methodology of evaluation

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.

Main Findings & 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 victims of trafficking.

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.

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

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 Victims of Trafficking and practical prevention programs tailored for specific vulnerable populations.

Recommendations & Lessons Learned

Main recommendations and follow-up

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.

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 sceptical that THB and forced labour effect large numbers of their citizens.

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.