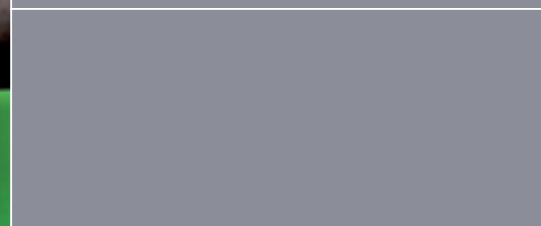
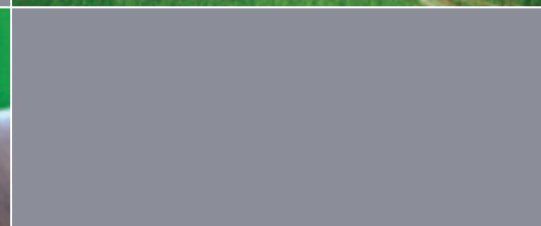
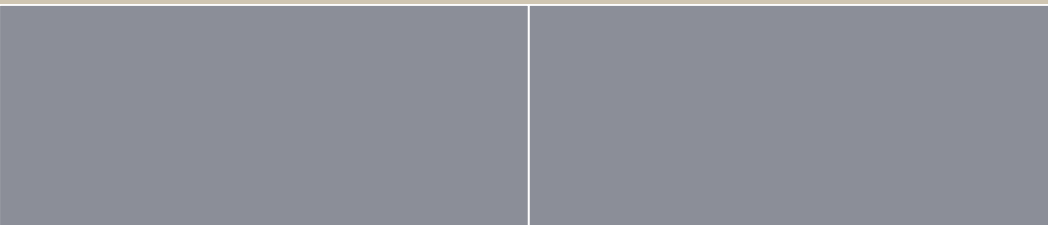




Evaluation of the International Organization for Migration and its Efforts to Combat Human Trafficking

Report 11/2010 – Evaluation

Annexes D-H Case Studies



Norad

Norwegian Agency for
Development Cooperation
P.O.Box 8034 Dep, NO-0030 Oslo
Ruseløkkveien 26, Oslo, Norway

Phone: +47 22 24 20 30

Fax: +47 22 24 20 31

Photos: Angola by Jørn Stjerneklar, Bangladesh by G.M.B Akash

Design: Agendum See Design

Print: 07 Xpress AS, Oslo

ISBN: 978-82-7548-549-4

ANNEX D-H Case studies

Evaluation of the International Organization for Migration and its Efforts to Combat Human Trafficking

Case studies by

Jacqueline Berman (Kyrgyz Republic)

Subuhi Asheer (Bangladesh)

Rebecca Miller (Nigeria)

Kate Halvorsen (Macedonia and Norway)

Contents

Annex D: Bangladesh Case Study	7
Annex E: Kyrgyz Republic Case Study	27
Annex F: Macedonia Case Study	36
Annex G: Nigeria Case Study	56
Annex H: Norway Case Study	71

Annexes



Annex D: Bangladesh Case Study

Evaluation of International Organization For Migration (IOM)

Case Study Write-up - Bangladesh

1 Background and Context

Over the past 40 years, several factors have converged to render the population of Bangladesh vulnerable to human trafficking. Among these are high levels of poverty (40 percent of the population lives below the poverty line)¹ and the lack of viable employment options. Other challenges include discrimination and violence against women and children, frequent natural disasters such as cyclones and flooding, as well as the lack of consistent and effective law enforcement to arrest and prosecute criminals who engage in trafficking.² Taken together, these factors create an environment in which traffickers can exploit at-risk and vulnerable groups with offers of jobs, income, food and shelter, both within Bangladesh and abroad, often in India, Pakistan and the Middle East.³

According to the United States' 2010 Trafficking in Persons (TIP) report, Bangladesh is a source and transit country for men, women, and children subjected to trafficking in persons, specifically forced labor and forced prostitution⁴. While interviews with NGO staff⁵ and earlier research conducted by IOM and others^{6,7} also suggest that trafficking is a significant problem in Bangladesh, as in other countries, the full scale of the problem remains largely unknown. As the Counter-trafficking Framework Report (CTFR) (submitted to Norad in 2003) points out, reasons for this include under-reporting due to the illicit, underground nature of the practice, inconsistent law enforcement and lack of adequate information sharing⁸. The 2010 TIP report placed Bangladesh on a Tier 2 watch list for the second year in a row, indicating that it does not meet the United States Government's minimum standards for the elimination of trafficking, especially in the areas of prosecution and protection⁹. Among other recommendations, the TIP Report specifically suggests that the Government of Bangladesh "draft and enact legislation criminalizing the forced labor of men; integrate anti-labor trafficking objectives into national anti-trafficking policies and programs" thereby expanding the existing legislation and definitions to

1 The World Bank – Governance and Public Sector Management in South Asia. Data and Statistics: Bangladesh at a Glance. From http://devdata.worldbank.org/AAG/bgd_aag.pdf. Accessed on November 12, 2010.

2 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004. Profulla C. Sarker and Pranab Kumar Panday. "Trafficking in Women and Children in Bangladesh: A National Issue in Global Perspective." *Asian Journal of Social Policy*, 2006, Vol. 2(2): pp. 1-13.

3 United States Department of State, Trafficking in Persons Report 2010 - Bangladesh, 14 June 2010, available at: <http://www.unhcr.org/refworld/docid/4c18840ac.html>. Accessed November 24, 2010.

4 Focus group with partner NGO staff, Dhaka, September 2010; Group Interview C, Dhaka, September 2010.

5 A.K.M Masud Ali – INCIDIN Bangladesh. "Rapid Assessment on Trafficking in Children for Exploitative Employment in Bangladesh." Submitted to International Labour Organization, International Programme on Elimination of Child Labour (ILO-IPEC), TICSAs Project, Dhaka, February 2002.

6 Shamim, Ishrat. "Mapping of missing, kidnapped and trafficked children and women: Bangladesh Perspective." International Organization of Migration: Dhaka, 2001.

7 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004.

8 United States Department of State, Trafficking in Persons Report 2010 - Bangladesh, 14 June 2010, available at: <http://www.unhcr.org/refworld/docid/4c18840ac.html>. Accessed November 24, 2010.

include labor and trafficking of men and young boys. Senior government officials at the Ministry level have also voiced the need for this course of action¹⁰.

As one senior Ministry official noted, the current system in place is not sufficiently robust to combat the problem efficiently.¹¹ The government of Bangladesh has created several national policies (some dating back to colonial rule), which address human trafficking in different ways, but have yet to enact what researchers, NGO representatives and IOM staff regard as cohesive and comprehensive legislation.^{12, 13} They find the current legislation too narrowly focused on prostitution and slavery, and would like it to be expanded to include trafficking of men, as well as trafficking for other forms of labor exploitation. According to a senior Government official, and in line with the TIP Report recommendation above, there is a substantial effort underway to review and revise the various counter-trafficking laws already in place and to draft comprehensive anti-trafficking legislation that would be both more enforceable and consistent with the internationally accepted treaties and definitions of trafficking. Study respondents expected this to be enacted (if approved by Parliament) by the end of 2010.¹⁴

In the last decade, the government has begun to engage with the issue of trafficking and how to best address it. In 2000, the Ministry of Women's and Children's Affairs (MWCA) and the Norwegian Agency for Development Cooperation (Norad) began a partnership to conduct the Coordinated Programme to Combat Child Trafficking (CPCCT) in 18 districts of Bangladesh. The activities of the project included training and building capacity of police, and border patrol units, and supporting the prevention, rescue, repatriation and integration of survivors of trafficking¹⁵. While the project was able to complete some awareness-raising activities in 14 districts (working with 10 partner NGOs), it was not able to meet its target goals for the rescue, repatriation, rehabilitation and reintegration of trafficking survivors. According to available reports (CTFR, 2003) and interviews with senior Ministry officials, the project experienced significant challenges in terms of bureaucratic delays as well as lack of relevant staff capacity based on skill level and training to accomplish the project activities and tasks.^{16, 17}

As a result of these challenges, Norad decided to commission a Review of CPCCT in order to identify lessons learned and recommend specific counter-trafficking programming needs in the country. IOM had been leading and facilitating counter-trafficking projects in Bangladesh since 1998 when it established its Regional Office in Dhaka, and began conducting research and programming to combat

10 Interviews with Ministry of Home Affairs and Ministry of Women's and Children's Affairs representatives, September 2010.

11 Group Interview C, Dhaka, September 2010.

12 Interview with IOM staff, Dhaka, September 2010; Group Interview C, Dhaka, September 2010.

13 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004. The Suppression of Immoral Traffic Act of 1933 involves penalties for detaining a girl against her will in a place of prostitution or for encouraging prostitution of a girl under 18; The Penal Code of 1860 includes provisions of criminal penalties for kidnapping, rape, prostitution, forced labor, wrongful confinement with punishments of 7 years or more; Women and Children Repression Prevention Act of 2000 (amended in 2003) established severe penalties (including life or death sentences) for many offenses against women and children including trafficking, kidnapping, crippling or disfiguring for beggary, as well as gender-based violence, and uses special tribunals to prosecute those arrested for some of these crimes (which can often result in bureaucratic delays in bringing such cases to trial); Factories Act of 1965 and Children (Pledging of Labor) Act of 1933 cover the protection of workers from abusive working conditions and child labor violations but are rarely enforced.

14 Interview with Government of Bangladesh, Ministry representative, Dhaka, September 2010.

15 One respondent indicated that it was also unusual for Norad to provide direct government to government funding because it can be challenging for a small embassy staff to manage and oversee such a project, especially when it requires mobilizing a large ministerial bureaucracy and holding it accountable.

16 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004.

17 Interview with Government of Bangladesh representative, Dhaka, September 2010.

human trafficking.¹⁸ According to IOM staff, counter-trafficking has been a critical component of IOM's work in Bangladesh since 1998.¹⁹

In September 2002, IOM took over a Bangladesh thematic work-group that had begun some years earlier. The work group focused on the "Development of Conceptual Framework and Mapping Out Intervention to Combat Trafficking,"²⁰ and involved representatives from various governmental agencies (e.g., MWCA, Ministry of Home Affairs, Police headquarters), donors (e.g., Save the Children Denmark, Norad, USAID, UNIFEM, ADB, CIDA), local NGOs (ATSEC, Ain-O-Salish, Rights Jessore, Incidin Bangladesh), academic institutions (Dhaka University) and the media. The workgroup led to a systematic process for reviewing and better defining the human trafficking paradigm in Bangladesh, and through regular meetings, developed a victim-centered flowchart or framework defining the trafficking experience (with all its possible outcomes) for victims in Bangladesh.^{21, 22}

IOM staff reported that through these and other projects with distinct but aligned objectives, IOM's stature and experience as an inter-governmental agency gave it added credibility to review the CPCCT project and identify major gaps, priorities and important next steps. Given a history of counter-trafficking work in Bangladesh, Norad commissioned IOM to conduct a Review, in collaboration with two independent consultants and an eleven-member Review team and produce a Counter-trafficking Framework Report [CTFR].^{23, 24} IOM then presented the report to donors, government officials, NGO representatives and civic leaders at a national consultation in February 2004. This report recommended mapping and assessment of existing counter-trafficking projects to identify gaps and avoid overlap, create greater ownership at the community and government level, increase involvement across the full spectrum of stakeholders, and align resource allocation with such needs as skills training and improved staffing at the Ministry level.²⁵ Additionally, the CTFR suggested that since some counter-trafficking issues come under the MWCA mandate (while others fall within the jurisdiction of other ministries), government agencies and other stakeholders need to develop a counter-trafficking programme strategy (CTPS) in order to better define roles and develop an operational framework of program implementation.

To address some of these recommendations, IOM partnered with MWCA to draft and submit a proposal for a comprehensive counter-trafficking program to Norad and the Danish Ministry of Foreign Affairs [DANIDA], proposing to partner with NGOs [to be selected] and ten governmental agencies for project implementation.^{26, 27} Norad and DANIDA committed \$3.1 million to the resulting "Prevention and Protec-

18 Interview with IOM staff, Dhaka, September 2010.

19 Over the last 12 years, IOM has lead and facilitated such counter-trafficking projects in Bangladesh as: Enhancing Capacity of LEAs to Address Trafficking in Persons in Bangladesh (USAID), Capacity Building of District Police Anti-Trafficking Monitoring Cells to Manage an Effective Database and Combat Human Trafficking (USAID), and Jagoron Padajatra (Road March) to Build Mass Awareness (USAID, AUSAID, AED).

20 Revisiting the Human Trafficking Paradigm: The Bangladesh Perspective. Prepared for the Bangladesh Thematic Workgroup, 2003.

21 Separate child- and adult-centered paradigms were developed in 2003.

22 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004.

23 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004.

24 Interview with IOM staff, Dhaka, September 2010.

25 Government of Bangladesh, Ministry of Women's and Children's Affairs. Counter-trafficking Framework Report, February 2004.

26 International Organization for Migration. "Multi-sectoral project to address Trafficking in children, adolescent girls, and women." Prepared for the Ministry of Women's and Children's Affairs (Government of Bangladesh) and submitted to Royal Norwegian Embassy and Royal Danish Embassy, June 2005.

27 Interview with IOM staff, Dhaka, September 2010.

tion for Victims of Human Trafficking in Bangladesh (PPVHTB)” project, launched in February 2007 for three years. The goal was to provide a coordinated and integrated prevention, protection, prosecution and capacity-building/strengthening programme throughout 22 districts in Bangladesh. As one of the largest direct assistance projects supported by Norad in partnership with the IOM, the following provides an overview of PPVHTB, including a description of key project activities, challenges, and outputs.

2 IOM’s Norway-funded Counter-Trafficking Projects

PVHTB’s objective was to “address trafficking in children, adolescent girls and women through a coordinated and integrated approach.”²⁸ This goal arose from the findings and recommendations of IOM’s Counter-trafficking Framework Report (2004) as well as the 2002 Thematic Workgroup focusing on the need for a multi-sectoral programming strategy and increased coordination among key government, NGO and civil society stakeholders. Towards this end, IOM, Norad and DANIDA created a tripartite agreement to support the PPVHTB project which was designed to (1) prevent trafficking and protect victims by raising awareness and addressing some of the major ‘push’ factors such as economic vulnerability and discrimination against women; (2) build the capacity of the government and appropriate NGOs to prevent trafficking from taking place at the local level as well as protect vulnerable persons and communities; (3) expand their capacity and participation in the prosecution of traffickers, as appropriate; and (4) reintegrate and rehabilitate victims.

The project provided key roles for each of the major stakeholders: IOM, as the implementing agency, was responsible for planning, coordinating and facilitating the program; 11 partner NGOs would conduct the field-level implementation including awareness-building events and project activities with community members and beneficiaries;²⁹ the Ministry of Women’s and Children’s Affairs (MWCA) would serve as the lead government ministry to help support and facilitate capacity-building and training activities for government officials as well as locally elected representatives in collaboration with nine other ministries.³⁰ Procedural challenges related to program implementation, led to the Ministry of Home Affairs subsequently leading the project (rather than MWCA).

As part of PPVHTB, and on the recommendation of MWCA, IOM undertook a needs assessment and baseline risk-mapping exercise at the community level to identify the target groups (potential victims in risk-prone communities, and trafficking survivors) within 22 border districts. A local contractor (BARCIK) surveyed 4617 households (22068 respondents) and documented a number of variables including household characteristics (gender, age, literacy levels, employment status, etc.), seasonal labor movements and their relation to family income, extent of government support services, and the impact of natural disasters.³¹ The survey was used to identify vulnerable persons and trafficking victims, defined as persons who had been

28 A. K. M. Masud Ali, and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka, September 2009.

29 NGO selection process: IOM invited applications from 106 NGOs to which 76 responded. An initial 36 were shortlisted, followed by random field visits and in-depth assessments of programs, services, capacity and experience in counter-trafficking work. 11 NGOs were subsequently selected as partners for PPVHTB [Mid-term Review of PPVHTB, September 2009]. The nine ministries include the Ministry of Home Affairs, Ministry of Social Welfare, Ministry of Expatriate Affairs, Ministry of Information, Ministry of Youth, Ministry of Law and Justice, Ministry of Primary Education, Ministry of Health and Family Planning, and Ministry of Establishment.

30 International Organization of Migration. Project Implementation Strategy – PPVHTB. March 2007 – February 2009, Dhaka.

31 BARCIK Baseline survey: Trafficking Issues of the Project Implementation Sites. Submitted to IOM. 2009.

taken or lured away in a carefully executed manner.³² According to the PPVHTB yearly progress report (2009), IOM and its partner organizations developed selection criteria based on a Rapid Rural Appraisal or Participatory Rural Appraisal approach.³³ Staff collected the data using household surveys, focus group discussions with locally elected officials, and interviews with law enforcement representatives. Overall the baseline survey identified 82 victims of trafficking, and indicated that over 42 percent of respondents had no awareness of trafficking, and those who did, believed it was either an urban or an international problem (i.e., it did not affect them). The survey also found that residents were desperate for jobs and income, even if it meant leaving their communities, due to low-income levels of 1000-2000 Takas (\$15-25) a month and the impact of natural disasters in the target districts.

Based on this risk-assessment, IOM implemented their activities and programming for their primary target population: identified vulnerable adolescent girls and women (potential victims) and their families and survivors of trafficking, as well as the project's secondary targets: locally elected officials, community members, village elites, government staff, NGO staff, law enforcement and judicial representatives for the 22 districts.

2.1 Prevention and Protection for Victims of Human Trafficking in Bangladesh (PPVHTB) activities and components

The Prevention and Protection for Victims of Human Trafficking in Bangladesh (PPVHTB) project is currently in a 10-month, no-cost extension, with many activities slated to continue beyond the 3-year (February 2010) timeframe.³⁴ When the project began, it encountered some significant bureaucratic challenges (described later in the report), which led to initial delays in project implementation.³⁵ Based on the review of annual reports and the Mid-term review completed in 2009, IOM and its partner agencies documented project outputs using the following tracking mechanisms:^{36 37}

- Partner NGOs submitted monthly reports documenting key activities, number of individuals reached, number of events conducted, and other indicators. This includes attendance monitoring.
- Midterm review of the PPVHTB project, conducted by two external consultants in June 2009.
- Internal monitoring through pre-planned visits to project sites, unplanned visits to project sites (infrequent), regular phone and email communication with partner NGO staff, and coordination meetings with the partners.
- Partner NGO field staff member monthly visits with potential victims receiving livelihood support.

The PPVHTB's key project activities and their alignment with project goals to date are discussed below.

32 BARCIK Baseline survey: Trafficking Issues of the Project Implementation Sites. Submitted to IOM. 2009.

33 BARCIK Baseline Survey 2009. Criteria for selection of potential victims: Women aged 18-45, female-headed households; Not receiving any support (widow allowance, etc.) from the government; Families headed by widows, divorced or husband deserted (18-45); Families having one or more disabled persons; Victims of violence; Affected by natural disaster and without any economic recourse; Cannot afford at least 2 meals a day; No access to micro credit or other types of support; Women engaged in illegal trade of drugs or other such items.

34 Interview with IOM staff, Dhaka, September 2010.

35 Interview with IOM staff, Dhaka, September 2010.

36 A. K. M. Masud Ali, and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka, September 2009.,

37 Additionally, IOM is currently conducting a study of labor trafficking and is tracking police statistics and reports through its other work funded by USAID.

2.1a Prevention and Protection

According to the 2009 Mid-term Review, IOM and its eleven partner NGOs have conducted the following set of prevention and protection activities:

Livelihood support: The project gave a one-time asset transfer valued at Tk. 20,000 or \$300 to 1925 women identified at baseline (through the BARCIK baseline survey and field interviews) as at risk for trafficking.³⁸ Livelihood ministry staff provided training to the beneficiaries in one of six possible trades.³⁹ IOM and NGO partners provided monthly oversight and monitoring, as well as regular financial guidance and management of the program. According to the project's Progress Report, they had identified, trained, and supported 1925 women through this activity.⁴⁰ Evidence for this output included field observations and discussions with 15 livelihood support beneficiaries, monthly progress reports submitted by partner NGOs, and the Midterm Review conducted by external consultants in 2009.

Focus Group discussions (FGDs): Partner NGO staff and locally elected officials lead focus groups at the union and village levels.⁴¹ The purpose of these groups was to educate community members, village elders, and elected representatives about counter-trafficking; prevent further trafficking incidents; increase official reporting; encourage prosecution of traffickers; and identify, recover and reintegrate victims. According to the Mid-term Review, by May 2009, the project had completed 273 FGDs with locally elected officials (out of 330 planned by the end of the project), and 717 FGDs with teachers, CBO staff, village-elders in 22 districts (out of 990 planned by the project's completion).⁴² This output is based on data compiled from monthly progress reports, field interviews and discussions with partner NGO staff during the field visit.⁴³

Courtyard meetings: End beneficiaries (all vulnerable women) who were identified for livelihood support through the project met with NGO staff and union officials once a month or more to share their concerns, obtain guidance, and reinforce anti-trafficking messages and lessons. The meetings provided an opportunity for monitoring on the livelihood support activities, and answer any questions.⁴⁴ According to annual project reports and the external Mid-term Review, 528 courtyard meetings out of 660 planned had been held by May 2009.⁴⁵

Cultural events and Bazaars: One NGO project partner developed and adapted six local techniques for information dissemination⁴⁶ to the needs of 22 districts targeted in the project, to raise awareness of trafficking through creative perform-

38 BARCIK Baseline Survey 2009. Criteria for selection of potential victims: Women aged 18-45, female-headed households; Not receiving any support (widow allowance, etc.) from the government; Families headed by widows, divorced or husband deserted (18-45); Families having one or more disabled persons; Victims of violence; Affected by natural disaster and without any economic recourse; Cannot afford at least 2 meals a day; No access to micro credit or other types of support; Women engaged in illegal trade of drugs or other such items.

39 Choice of trades for livelihood support initiative: cow or goat-rearing, tailoring, grocery-selling/small business, agriculture, handicraft and beef fattening.

40 International Organization for Migration. Yearly Progress Report [Mar 2008- Feb 2009]. Submitted to Royal Norwegian Embassy, 2009.

41 Bangladesh governmental infrastructure: Villages - Wards - Unions - Upazillas - 64 Districts - 6 Divisions - Federal Ministry. From interview with Ministry of Home Affairs, Dhaka, September 2010.

42 A.K.M Masud Ali and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka: September 2009.

43 International Organization for Migration. "PPVHTB Yearly Report to the Government of Denmark and the Government of Norway." March 2008 - February 2009, and March 2009 - February 2010.

44 Courtyard meeting discussion; Field visit to Taranagar Union, Keranigonj, September 2010.

45 A.K.M Masud Ali and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka: September 2009.

46 Known as cultural modalities, these represent a variety of ways of imparting messages such as song, dance, skits, role-play, theater, etc. which are especially popular and well-received in the various regions of Bangladesh.

ances. NGO staff identified local community and street performers based on their embedded-ness in local communities. In some cases, the performers were recovered trafficking victims themselves.⁴⁷ By May 2009, project annual reports and the mid-term review indicate that the NGO partners and implementing staff had held 258 cultural events toward their targeted goal of 660.⁴⁸ The Bazaars were also public education events with large banners, speakers, and materials distribution, held outdoors to attract large audiences. There were planned and facilitated by locally elected officials at the village level and the field staff of the NGO partners working in the district. Both types of events were held in public spaces and attended by men and children with lesser representation by women (due to cultural taboos).⁴⁹ Based on the Midterm Review, as of 2009, the NGO partners had held 884 of 1320 planned bazaars.^{50, 51}

Documentary production: IOM collaborated with a famous Bangladeshi folksinger, Momtaz Begum (reported by several NGO and IOM respondents to be a national icon), to produce a documentary called “Bonpora Horini”, using PPVHTB funds.⁵² The film dramatized and highlighted specific cases of trafficked women. NGOs and IOM reported using it widely in trainings, educational activities, and focus groups to emphasize the consequences and harm caused by trafficking. Staff also indicated that the DVD was disseminated to government ministries and local representatives in an attempt to spread awareness about the problem of trafficking.⁵³

Primary school curriculum on counter-trafficking: Between March 2008 and February 2009, IOM contracted with a local educational NGO to develop a curriculum (in Bangla) to raise awareness among students about the problem of trafficking.⁵⁴ An Advisory committee including representatives from the Ministry of Primary Education and primary school teachers worked with the NGO to draft the curriculum, which was shared at a national workshop in February 2009 in Bhaban Dhaka.⁵⁵ The NGO submitted the revised draft to the Ministry for approval August 2010. If approved, the Ministry will direct local primary schools to incorporate it into their primary school social studies curriculum.⁵⁶

Training and Victim Care: IOM, Dhaka produced a new Capacity-building and Victim Care manual, which was used in all of the project’s capacity-building trainings and discussions, and distributed to project partners, government stakeholders, and community-based organizations. The manual is designed to guide program staff and government stakeholders through a victim’s experience, their needs, and the best ways of caring and supporting them.⁵⁷ Professionals and academics trained in

47 Field visit to cultural event in Keranigonj, September 2010.

48 A.K.M Masud Ali and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka: September 2009.

49 A.K.M Masud Ali and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka: September 2009.

50 A.K.M Masud Ali and Sanjida Kasem. Mid-term Review of PPVHTB. Submitted to IOM, Dhaka: September 2009.

51 IOM has planned a structured awareness assessment in Fall 2010.

52 International Organization for Migration. “PPVHTB Yearly Report to the Government of Denmark and the Government of Norway.” March 2008 – February 2009.

53 Interview with IOM staff, Dhaka, September 2010.

54 International Organization for Migration. “PPVHTB Yearly Report to the Government of Denmark and the Government of Norway.” March 2008 – February 2009.

55 International Organization for Migration. “PPVHTB Yearly Report to the Government of Denmark and the Government of Norway.” March 2008 – February 2009.

56 Interview with IOM staff, Dhaka, September 2010.

57 International Organization of Migration. “Training Manual for Capacity-building and Victim Care.” 2009.

psychology as well key government and NGO stakeholders provided feedback on the manual before it was published and used.⁵⁸

Educational materials: IOM used PPVHTB funds to produce informational materials, including, for example, flyers and brochures with counter-trafficking information and mugs, t-shirts, pens, etc. with counter-trafficking messages. IOM and partner NGO staff reported having distributed some 150,000 of these items throughout the 22 target districts.^{59, 60} Many of these materials, such as the banners, flyers, posters, brochures, and billboards were in evidence during the study field visit.

2.1b Capacity Building

In addition to its prevention components, PPVHTB included activities designed to build the capacity of local and national institutions both to combat human trafficking and to foster sustainable development that can reduce vulnerabilities to trafficking for at-risk groups. These activities included:

Reactivation of the CTC's: IOM organized 22 workshops (one in each of the target districts), conducted over a five month period (February – June 2009) as part of a motivational training and review of the local counter-trafficking committees (CTC) at the District, Upazilla and Union levels.^{61, 62} The aim of the PPVHTB CTC workshops was to strengthen the CTCs and motivate them to address issues of human trafficking in their jurisdictions⁶³. In each workshop, IOM staff worked collaboratively with government administrative officials to review the TORs for the CTCs, examine their operating structure, assess their membership and composition, and identify gaps and areas for improvement. Participants included locally elected representatives from each level, NGO staff, and civil society stakeholders such as teachers, principals, village leaders. IOM recorded attendee information and took notes on the proceedings of each workshop. According to these documented proceedings, 640 participants attended the workshops, which included 309 government representatives from 10 ministries.⁶⁴ IOM and government partners reported that the proceedings of these workshops were documented and disseminated to the Ministry of Home Affairs and their local representatives so that the findings could be reviewed and recommendations could be acted upon. Ministry and IOM respondents also indicated the need for structured follow up on the work of the CTC's to monitor progress.

Restructuring of Regional NGO Networks: One regional network of NGOs, Action against Trafficking and Sexual Exploitation of Children (ATSEC) began operations in Bangladesh (with chapters in Pakistan and India) to create a set of community organizations and civil society actors committed to and capable of addressing trafficking, in close engagement with government activities.⁶⁵ The network began with 16 full members in Bangladesh (with an extended membership of 450 organi-

58 International Organization for Migration. "PPVHTB Yearly Report to the Government of Denmark and the Government of Norway." March 2008 – February 2009.

59 International Organization for Migration. "PPVHTB Yearly Report to the Government of Denmark and the Government of Norway." March 2008 – February 2009.

60 Partner NGOs documented the number and type of materials distributed in their monthly and annual progress reports to IOM during the project.

61 The CTC's were established by the government (Ministry of Home Affairs) several years ago, but had largely become inactive.

62 PPVHTB Project team. Counter-trafficking Committee (CTC) Workshop Proceedings. February – June 2009.

63 PPVHTB Project team. Counter-trafficking Committee (CTC) Workshop Proceedings. February – June 2009.

64 PPVHTB Project team. Counter-trafficking Committee (CTC) Workshop Proceedings. February – June 2009.

65 Group Interview A, Dhaka, September 2010.

zations), and established its presence in 20 districts in the 1990s⁶⁶. As a regional network of counter-trafficking NGOs, ATSEC members helped IOM identify and recruit the 11 partner NGOs for PPVHTB.⁶⁷

As part of PPVHTB's efforts to build the capacity of key stakeholders to cooperate and enhance the efficiency of their counter-trafficking efforts, IOM conducted a workshop with the network's founding members to review and build upon their operational structure and identify steps for improvement.⁶⁸ They together developed a strategic plan to accommodate an expansion in membership, implement refined goals, and make the network financially more self-reliant.⁶⁹ As of September 2010, network representatives reported that the organization had expanded to 46 paying members and reduced structural costs by having network offices rotate among the member NGOs.⁷⁰ According to IOM and network representatives, the restructuring process has included training for 600 NGO staff to improve their prevention and direct assistance efforts. They are also planning to establish an endowment fund to ensure the sustainability of the network.⁷¹

Training of Trainers: IOM contracted with the Legal Education Training Institute (LETI) to conduct training for 50 Master trainers from the judiciary to develop their capacity in prosecuting trafficking crimes⁷². The training utilized the "Training Manual for Lawyers in Combating Trafficking in Persons."⁷³ So far, the master trainers have trained an additional 148 divisional lawyers.⁷⁴ LETI also trained 50 government master trainers to help build the capacity and sensitize government officials at the local level. They sought to raise awareness, identify and report cases, help provide adequate support and recovery services to victims, and coordinate with local CBOs to implement counter-trafficking programs. According to IOM staff, 1222 government officials have been trained to date.⁷⁵

2.1c Victim Rehabilitation and Reintegration

Several Norway-funded IOM project activities have focused on the recovery and reintegration of victims of trafficking. In particular, these included two public-private partnerships with job placement components:

Kafe Mukti: IOM and partner NGOs recruited eight victims of trafficking on a pilot basis (from government-supported and NGO-run shelter homes) and provided them with training in customer service and financial management as well as psychosocial support and counseling to help them adjust to a regular working environment.^{76, 77} After the training, the women began working in four cafés located in strategically

66 The network was funded using USAID funds to provide TA and training to NGOs to do capacity building for anti-trafficking activities in rural communities.

67 Group Interview A, Dhaka, September 2010.

68 Group Interview A, Dhaka, September 2010.

69 Group Interview A, Dhaka, September 2010.

70 Group Interview A, Dhaka, September 2010.

71 Interview, Dhaka, September 2010.

72 Although one of the goals of the project was to conduct capacity-building on prosecution, the Mid-term Review in 2009 recommended that since no follow-up activities were planned to carry the prosecution work forward, it made more strategic sense for IOM to shift resources to continue and strengthen their other capacity-building and reintegration activities already being conducted.

73 International Organization for Migration. "PPVHTB Yearly Report to the Government of Denmark and the Government of Norway." March 2008 – February 2009.

74 A.K.M. Masud Ali et al. PPVHTB Mid-term Review. June 2009

75 Interview with IOM staff, Dhaka, September 2010.

76 Interview with IOM staff, Dhaka, September 2010

77 A.K.M. Masud Ali et al. PPVHTB Mid-term Review. June 2009

high-profile locations. Three of these spaces (donated by the government) are inside government buildings and one is located in a University. They earn a regular salary and are monitored and supported by a supervisor/manager appointed by a designated NGO partner to oversee the running of the café.⁷⁸

Garment factory job-placement and training: The garment sector in Bangladesh is facing a skilled labor shortage. In partnership with a national knitwear makers association, IOM launched a pilot initiative to train and place victims of trafficking into garment factory jobs to help them recover and reintegrate into society.⁷⁹ IOM conducted a two-day orientation training for trafficking victims selected from shelter homes (run by partner NGO's and the Ministry of Social Welfare),⁸⁰ on financial management, safety and security, adjusting to a new professional working environment, health and hygiene. Following the two-day training, the association conducted an extensive month-long training in a government owned facility on factory and knitwear work.⁸¹ Once the training was complete, the trainees were placed in jobs at a factory. IOM and the association shared costs for the training. The association also took responsibility for the wellbeing of the trainees, providing them with food, mental and medical health benefits, a financial stipend and transportation to and from the training site.

Through this initiative, IOM and the association have trained and placed 18 women in garment factory jobs.⁸² Their target goal was to place 120 women in jobs during the first year and according to association representatives, they have the capacity to train 100 women per month. So far they have been able to train only 18 because of the shortage in supply of women from the shelter homes.⁸³ While respondents knowledgeable about the recruiting process said that there is no shortage of viable candidates who would be interested in the work and who fit the criteria for the program, in order for the women to participate, there were several stages of paperwork to be completed which must be approved by the government. The same respondents identified these bureaucratic reasons for the shortage and delays, including long waits in receiving government clearance and authorization to release the women from the shelters so that they may enter the training program. IOM staff indicated that since the focus of the current PPVHTB project is women and children, the victims recruited for these initiatives are women. However, they would like for future initiatives to expand the activities to also include male victims of trafficking.

The project activities and outputs described above provide a broad overview of IOM's current efforts to implement a comprehensive counter-trafficking program to prevent and combat counter-trafficking in Bangladesh. Some of the most visible components of the PPVHTB project, such as the IGA and the job-placement initiatives, or the review and reactivation of the local counter-trafficking committees, are geared towards enhancing community ownership and participation, coordinating and partnering with key corporate and governmental stakeholders to build sustainable and long-term recovery and reintegration models, and engaging influential

78 Field visit to Kafe Mukti at Secretariat and Ministry of Women's and Children's Affairs, , September 2010.

79 Interview, Dhaka, September 2010.

80 Interview, Dhaka, September 2010.

81 Group Interview B, Dhaka, September 2010.

82 Interview with IOM staff, Dhaka, September 2010; Group Interview D, Dhaka, September 2010.

83 Interview with IOM staff, Dhaka, September 2010; Group Interview D, Dhaka, September 2010.

government ministries to create and strengthen institutional mechanisms for current and future counter-trafficking work. Interview respondents suggested that these and other components have enhanced local mechanisms to raise awareness about trafficking; helped create better processes for identifying and reporting on victims at the local level; and improved stakeholder partnerships, community-based networks, and infrastructure for sustaining these counter-trafficking activities.

2.2 Prevention and Protection for Victims of Human Trafficking in Bangladesh (PPVHTB) outputs and outcomes

The Prevention and Protection for Victims of Human Trafficking in Bangladesh (PPVHTB) project has implemented a number of prevention, protection and capacity-building activities since 2010. This section assesses the project's overall success in meeting its goals. According to project documentation discussed above, IOM has made progress towards meeting most of the goals of the PPVHTB project. Additionally and as described above, IOM has formed supplemental public-private partnerships to provide employment and reintegration services, an additional output aimed at assisting and reintegrating victims of trafficking.

IOM staff, NGO partners, and government ministry respondents all reported that they regard PPVHTB diverse project components and specific activities as a shift towards a victim-centered approach in counter-trafficking programming in Bangladesh. Staff feel that direct assistance beneficiaries have more ownership and control over the interventions designed to help them. In the livelihood support activities, for example, program participants' the skills and interests are taken into consideration and they are involved in selecting the type of training they will receive toward becoming self-sufficient. Two respondents referred to this as 'the second generation of programming,' which, according to respondents, focuses on a victim's rights. The project helps potential victims develop the skills and expertise necessary to make decisions about their own economic future.⁸⁴ IOM is also working with social welfare officers and the police to build their capacity and incorporate the understanding and awareness of victim rights into their work.^{85, 86} This victim-centered approach informs project activities and anecdotally, has led to a shift in governmental attitudes toward the problem of human trafficking.⁸⁷ As one respondent noted, "the government is also recognizing society's responsibility to address this issue [trafficking]."⁸⁸ The government has donated prime space for four cafés staffed by trafficking victims to help them recover and reintegrate into society, which the respondent viewed as emblematic of this shift.

It appeared that IOM and its local partners' counter-trafficking activities were associated with the following outcomes: 1) establishing and strengthening local mechanisms to raise awareness about trafficking of women and girls; 2) enhancing government engagement in counter-trafficking efforts; 3) building public-private partnerships to reintegrate victims; and 4) developing local networks to support vulnerable women and victims.⁸⁹

84 Group Interviews, Dhaka, September 2010.

85 Interview with IOM staff, Dhaka, September 2010.

86 Focus Group Discussion with Partner NGO staff, Dhaka, September 2010.

87 Group Interview, September 2010; Interview with governmental respondent, September 2010.

88 Interview, Dhaka, September 2010.

89 Mid-term Review June 2009; Annual Project Reports (2008-2009, 2009-2010); FGD with NGO partner staff (Dhaka, 9.20.10); Interview with IOM staff (Dhaka, September 2010); Field visit observations (Keranigonj, 09.21.10); Interview with BKMEA Board (Dhaka, September 2010); Group Interview C (Dhaka, September 2010).

I. Respondents from multiple sources reported that the emphasis on strengthening local mechanisms has helped raise awareness about trafficking of women and girls.

IOM believes that increasing knowledge of and awareness about human trafficking and its harmful consequences can help prevent trafficking. While the impact of these measures has yet to be rigorously tested, the PPVHTB project focused its efforts on several activities designed to enhance the local monitoring and reporting infrastructure and raise awareness about human trafficking. Through large-scale cultural events, bazaars, as well as the more intimate courtyard meetings with potential victims, and focus groups with village elites, the project and partner NGO field staff emphasized anti-trafficking messaging, and provided education on local mechanisms to prevent trafficking. Respondents from focus groups with locally elected officials and community members, as well as courtyard meetings with participants, all reported a higher level of awareness about trafficking in their communities. They pointed to better communication and information-sharing between women in the villages and local village elders, and a clearer understanding of the steps that should be taken to report any possible cases of trafficking.⁹⁰ One focus group respondent identified some key changes between the start of the project and how things work in her village now: “The villagers are more vigilant and careful now. They understand the nature of individuals who recruit illegally and are aware that they can use the district office, union office or the district magistrate (DMO) to check the credentials of any potential trafficker. Now if they hear of someone trying to recruit women for work abroad, they report it to the union chairman or the district chairman’s office first.” These data suggest an increase in awareness of what trafficking is and how to report it to other community members.

NGO staff respondents also reported the training of traveling cultural performers as helping to empower the communities to which they belong. According to the same respondents as well as staff responsible for conducting this activity, the trained troupes will likely be able to continue performing and travelling throughout the country even after the project ends, thereby ensuring that the message and information remains alive. In order to better assess the outcomes of these activities, IOM plans to conduct a structured awareness assessment in Fall 2010.

Respondent data thus suggest that IOM and partner organization awareness-raising activities had been able to increase knowledge about human trafficking among participants and anecdotally, among larger communities of people connected to participants.

II. A majority of respondents reported increased government engagement in counter-trafficking efforts

Respondent data suggested that both local and national government engagement with the issue of human trafficking had increased during IOM project activities. IOM helped develop an ‘alliance of ministries’ and increased the engagement of many

⁹⁰ Focus group discussion, Keranigonj, September 2010.

locally elected bodies, law enforcement agencies and district officers with trafficking. IOM staff indicated that the involvement of the MoHA in particular had helped them to implement awareness raising, capacity-building and training activities at the local level.

Based on interviews with NGO partners, senior Ministry respondents, and IOM staff, there has been a reported shift from reactive and reactionary approaches to trafficking by government agencies to being more proactive in their counter-trafficking activities.⁹¹ MoHA also worked closely with IOM to animate previously inactive local counter-trafficking committees and train them in victim identification, care and support. MoHA also continues to work with IOM to act on the findings and recommendations of the CTC workshops.⁹² According to one government respondent, this level of partnership is unprecedented and an indicator of potential sustainability and institutionalization of counter-trafficking measures. The donated governmental space for four cafes as well as the training institute all suggest the commitment of the government partners to working with civil society and international actors to combat trafficking. At the same time, however, respondents indicated a continued need to monitor and document CTC work to ensure that they remain engaged and are responsive to the counter-trafficking needs in their communities.

III. The project has been able to launch two pilot public-private partnerships to provide financially sustainable opportunities to victims and help raise the profile of counter-trafficking efforts in the country

Responding to the needs for financial support and sustainable development initiative, IOM has expanded the original implementation plan to provide economic and social support to identified victims of trafficking through job placement and rehabilitation services. By providing them with training, targeted jobs in a safe environment, as well counseling and mental health support, the project has launched two models that are potentially replicable models of rehabilitation and reintegration services to victims. Government representatives praised the ability of these kinds of activities to help victims recover and reintegrate into their communities. Specifically, they said that these initiatives “help create better employees, encourage retention and maintain employer interest.”⁹³

According to IOM staff, the initiative has gained a lot of momentum and visibility for the project due to the high profile locations of the cafes. They report that this in turn raises awareness about trafficking and what can and should be done to help victims reintegrate. One respondent pointed to how governmental and business participation helped de-stigmatize the issue. According to the 2009 Mid-term Review and IOM staff reports, some of the café’s are now financially independent and sustain themselves on the income from their sales. Based on interviews with IOM staff, there is a plan to work with local corporate and governmental partners to obtain funding and in-kind support to establish a foundation to sustain and expand these cafes and provide employment opportunities for additional victims of traffick-

91 Interview with ATSEC representatives, September 2010; Interview with Government of Bangladesh, Ministry representative, September 2010.

92 Interview with Government of Bangladesh, Ministry representative, Dhaka, September 2010.

93 Interview with Government of Bangladesh, Ministry representative, Dhaka, September 2010.

ing. Partner NGO field staff also emphasized the benefit of livelihood support activities because they sought to support women who did not have any other income generating alternatives such as micro-credit ventures.

IV. All respondents agreed that the activities of the PPVHTB project are helping to raise the capacity of local networks and strengthen existing mechanisms to identify and rescue victims. However further research is needed to assess the impact of these activities and determine whether these efforts have been sustainable.

As discussed, many of the project's activities have sought to build the capacity of local actors and institutions, empower the local community, and increase project sustainability. Key project outputs include the reconvening of counter-trafficking committees; review and restructuring of an association to strengthen referral mechanisms; and training on how to provide victims of trafficking care and support for reportedly 600 NGO staff.

The effort by IOM to work collaboratively with the MoHA to strengthen the local committees illustrates how one local mechanism for counter-trafficking was targeted. According to a Ministry representative, the MoHA is leading the effort to ensure that the CTCs (both national and local) and their operations will continue even after PPVHTB funding ends. Additionally, association member NGOs who received capacity-building training also serve as a link between the district or village level, and the national policy infrastructure. Many association members are active on the national counter-trafficking committee and can leverage their knowledge of the field to better inform actors on the national scale.

Partner NGO staff also highlighted the importance of grassroots and locally driven efforts on the part of many beneficiaries to support other women like themselves. In some villages, livelihood support beneficiaries have set up a system whereby they save a little each month from their earnings and use the collected funds to help a new beneficiary purchase her own small business asset, which thereby improves sustainability of the activity.

These data suggest that the PPVHTB project has, through its planned prevention and protection activities, capacity-building and engagement of government officials at both the local and national level, made progress towards its goals to enhance build and local networks, and provide direct assistance to victims of trafficking. Increased monitoring and follow-up research are needed to assess the degree to which its awareness-building and capacity-building efforts have sustainably improved counter-trafficking practices at the local level.

3 Discussion of IOM's Counter-Trafficking Projects and Analysis

Government representatives, association representatives, and locally-elected officials described IOM as "driving" the counter-trafficking programming in Bangladesh through its previous and current counter-trafficking projects.

Respondents familiar with IOM's policy work (government ministry officials and NGO partners) positively characterized IOM's efforts in helping to review and revise the country's counter-trafficking legislation (with non-MFA funding, in partnership with local partners and government agencies) and broaden the definition of trafficking currently being used as part of its legal framework.⁹⁴ In combination with the agency's work with regional partners to examine and propose new and more comprehensive language for SAARC, efforts such as these have increased IOM's credibility in helping to define the counter-trafficking agenda in Bangladesh.

IOM also acts as an important mediator in the relationship between NGOs and the Bangladeshi government. A regional network of NGOs was developed as a counter-acting network to address and fight traffickers who use the local culture and networks to recruit, marginalize and exploit their victims. However, its relationship with the government has run a delicate and sometimes contentious course⁹⁵. Even though the network was not designed necessarily in opposition to the formal apparatus of governance but rather aims to function as a complementary force, NGO staff said that it is often viewed as a 'critic'⁹⁶. In the past the government and NGO sector often disagreed on the scale of the trafficking problem, and NGOs alone have found it challenging to engage the full cooperation of senior officials⁹⁷. In this regard, representatives of the NGO network report that IOM has played a key role in bringing the government to the table through PPVHTB and developing important dialogue between all stakeholders involved. As one NGO respondent said, "IOM acted as a gateway for the network to build a stronger relationship with the government. This access will continue even after the project ends because it has been institutionalized⁹⁸."

As demonstrated by the views described in this section, IOM's plays an key role not just as a program implementer and manager, but also as an advocate for coordinated counter-trafficking programming and increased stakeholder engagement and cooperation to ensure the sustainability of any CT efforts in Bangladesh.

3.1 Challenges

Stakeholders also highlighted a few key challenges, which affected PPVHTB and counter-trafficking work in the country overall:

First, Bangladesh has a slow-moving bureaucratic government apparatus that can sometimes hinder efficient implementation of a project with limited time and resources. For example, when PPVHTB began the Ministry of Women's and Children's Affairs (MWCA) was the lead ministry. However as IOM began to implement the project, the project experienced ongoing delays in obtaining approval for the partner NGOs selection and the MWCA leadership at the time was not able to be as responsive as the project required. There was a nearly 9-month delay in project implementation. As a result, and in response to recommendations made at the time of the Mid-term Review, IOM worked with government officials to develop an

94 Interview with ATSEC representatives, September 2010; Interview with Government of Bangladesh, Ministry representative, September 2010.

95 Group Interview C, September 2010.

96 Group Interview C, September 2010.

97 Group Interview C, September 2010.

98 Group Interview C, September 2010.

“alliance” of Ministries, which included MWCA but was now led by the Ministry of Home Affairs (MoHA) as the lead ministry. MoHA has since been a very strong partner and proved integral to the project’s successes so far. The leadership of MWCA has now changed and IOM is continuing to work closely with them to implement various aspects of the project, utilizing their representatives in the field to raise awareness, identify victims and provide support.

A second challenge identified by several respondents, including IOM staff and government Ministry representatives, is that the reporting and documentation of cases of trafficking and victims remains difficult⁹⁹. The numbers are unreliable and the scale is not very accurate. Often field partners will ‘enhance’ the numbers and scale of the problem without concrete basis. According to one respondent: “they promise us one number but when we go out to the field and meet the beneficiaries or the local staff that number is often not a reality¹⁰⁰.” IOM representatives indicated that is why they conducted the needs assessment survey early on in the project because it provided a more accurate picture of the numbers they would be dealing with. The respondent emphasized: “It is something we have to continue to assess and streamline to obtain valid statistics to document the scale of the problem and design targeted interventions.”

Lastly, one specific concern highlighted by project staff is the ‘projectized’ nature of IOM operations, where IOM has no core funds for counter-trafficking activities and as such, they must be supported on a project by project basis.¹⁰¹ IOM field offices are completely financially independent from the Central office in terms of funding. Each field office is responsible for raising funds at the local level, which is often time-consuming and challenging and can lead to an end to project activities before actual results are realized¹⁰².

3.2 Suggestions for improvement

A number of government stakeholders suggested that IOM as well as other organizations can improve their work in counter-trafficking in Bangladesh in three key ways:

First, they argued for documentation of baseline characteristics and scale of human trafficking, as well as the processes in place for dealing with the problem. Senior government officials as well as NGO partners cited this lack of credible and validated documentation as a challenge when attempting to design and implement effective programs in the field.¹⁰³ While IOM has taken steps to deal with this problem by conducting the BARCIK baseline survey as part of the PPVHTB project, this was only conducted in the project’s targeted 22 districts. Additional funding and research is needed in the remaining 42 districts, as well as overall improvement in reporting, monitoring, and documenting mechanisms at the local level that can feed into determining the scale of the problem in the country. A government official also recommended scaling up the linkages between organizations doing counter-traffick-

99 Interview with IOM staff, September, 2010.

100 Interview with IOM staff, September 2010.

101 Interview with IOM staff, Dhaka, September 2010.

102 Interview with IOM staff, Dhaka, September 2010.

103 Interview with ATSEC representatives, September 2010; Interview with Government of Bangladesh, Ministry representative, September 2010.

ing work in Bangladesh and international trafficking monitoring bodies, to facilitate greater information-sharing and communication with partners and with agencies around the world.

Secondly, government respondents highlighted the need for IOM to expand their direct assistance efforts to provide economic support to more victims of trafficking. One senior official suggested that the scope of the PPVHTB project could be broadened and more logistical support could be provided to victims of trafficking to train them, and help them find and retain jobs through corporate and governmental partnerships like those formed through the Kafe Mukti or association initiatives. These could be supported through similar partnerships with other industries so as to expand available choices and jobs for the victims. This would both offer alternatives to migration to potential victims and recovery and reintegration assistance to survivors. All NGO and Government respondents agreed that the Kafe Mukti initiative is a successful model, but that more avenues must be explored to conduct job-placement for trafficked persons.¹⁰⁴ Another ministry representative suggested that IOM expand its target population to working with other vulnerable groups in shelters such as disabled and orphaned girls.

Finally, one of the key outputs of this project has been IOM's efforts to reactivate and build the capacity of the CTCs in 22 districts. Ministry representatives as well as NGO staff agreed that the work of the project to do institutional development through the CTC's is critical because these will directly affect how well counter-trafficking laws and programs are implemented at the local level. According to government respondents, there is a danger that the discussion of trafficking could become routine or perfunctory for the CTCs. One ministry respondent emphasized that the goal is to avoid complacency: "it is not just about the numbers and reporting." For him and for others involved in the process, it was important that the CTCs work to address the root causes of trafficking, and examine the 'why and how' of the crime as well. Government and NGO staff respondents suggested that IOM should conduct research on the workings of the CTCs, document their progress and define how to continue improving and building on this important system that has now been activated for the purpose of addressing trafficking at the local level.

4 Conclusions

4.1 Achievements

Relevance

Norad and IOM have worked to ensure the relevance of project activities to the situation in Bangladesh by working closely with government counterparts and basing activities on information generated from past evaluations, lessons learned, and needs assessments. The current PPVHTB project evolved from an assessment of counter-trafficking work in Bangladesh and the development of a counter-trafficking framework work based on widespread consultation. IOM then undertook a needs assessment and baseline risk-mapping exercise at the community level to identify the target groups (potential victims in risk-prone communities, and trafficking survivors) within 22 border districts.

¹⁰⁴ Interview with Government of Bangladesh, Ministry Representative, September 2010.

There was agreement among both government and non-government stakeholders that project activities were relevant and necessary. IOM's work to expand employment opportunities for victims, including through cooperation with the private sector is a particularly strong example of addressing a priority need. The activities of IOM in Bangladesh are also in line with Norwegian policy on combating human trafficking, particularly with regard to prevention.¹⁰⁵

Effectiveness

IOM has strong reporting of outputs in Bangladesh, documenting the numbers of materials produced and distributed, the numbers of vulnerable people assisted, the numbers of people reached by training activities, among other key products of projects. However, gaps remain in linking these outputs to outcomes. As highlighted in the main report, IOM does not appear to routinely link outputs to intended outcomes. For example, while the documentary 'Bonpora Horini' has been shown widely to raise awareness about trafficking in Bangladesh and is reportedly very popular, IOM has not clearly defined the purpose of this documentary in relation to known vulnerabilities to trafficking and how specifically it intends to use the documentary to address them. Other awareness raising activities also appear to contain unsubstantiated assumptions as to the links between increased awareness and reduced vulnerability to trafficking. One stakeholder expressed the view that villagers were more vigilant and more likely to report suspicious recruitment cases to local authorities. It was not yet clear, however, how effectively this had reduced incidence of trafficking.

Respondents emphasized that IOM had a strong relationship with government and had been very effective in building relationships within government and between government and NGOs. Several stakeholders expressed the view that IOM activities had led to a more victim centered approach and cited examples of this including their participation in decisions affecting their lives and better treatment by policy makers. The programme did not appear, however, to obtain more direct feedback from victims to verify this assessment.

Based on based on staff and stakeholder reports, the effectiveness of the PPVHTB project in supporting job placement for victims of trafficking has been mixed. All NGO and Government respondents agreed that the Kafe Mukti initiative was a successful model, not only providing sustainable options for victims but also having a number of secondary benefits. However, the garment factory employment initiative has so far been able to fill only 18 out of a potential 120 slots, even though there are currently more than sufficient numbers of possible candidates in shelters. Despite their continued efforts, IOM's strong relationship with government had not yet succeeded in clearing bureaucratic hurdles to improve placement rates.

Efficiency

Without a clear picture of outcomes, it is difficult to measure efficiency. However, the PPVHTB has made a number of efforts to ensure efficient use of resources. This includes work with both government and non-government actors to coordinate

¹⁰⁵ The Norwegian national action plan on trafficking in human beings: Norwegian Government (2006) Stopp Menneskehandelen. Regjeringens handlingsplan mot menneskehandel (2006-2009), Oslo: Ministry of Justice and Police.

anti-trafficking efforts, as well as work to involve the private sector. The Norwegian government has also contributed to increased efficiency through entering into a partnership with DANIDA, ensuring that donor inputs are coordinated.

Sustainability

The PPVHTB appears to be strongly promoting sustainable approaches on a range of levels. In particular, IOM has worked to support the development and enhancement of networks and other structures that are potentially sustainable following the completion of the project. One stakeholder described the collaboration that IOM fostered between the government and NGO as ‘institutionalized.’ In addition, IOM has provided assistance to the NGO network ATSEC to overcome its dependence on donor funding. The project has also supported counter-trafficking committees at local levels with a view toward local ownership and eventually, local sustainability. However, there has not been on-going monitoring and research on whether and how effectively these committees are able to continue their work without external funding or technical assistance.

In terms of prevention, NGO staff respondents noted that the training of traveling cultural performers has created a resource important to the communities to which they belong. With regard to victim support, one or more of the cafés run by victims are now financially independent and sustain themselves on the income from their sales. The garment placement program also has the potential to become self-reliant once capacity is increased and it is fully functional. These indicate developing sustainability among many of the counter-trafficking initiatives.

4.2 Next steps

Based on interviews with key stakeholders and the progress made by the PPVHTB project to date, the following are suggested ways in which funders and implementing agencies can effectively build on counter-trafficking programming in Bangladesh:

1) Funding and support are needed to continue monitoring and working with local officials to ensure that the CTCs are strengthened and improved, in terms of their infrastructure, staffing and institutional mechanisms. Government officials who were interviewed as well as elected members at the union level believe that if the CTC’s continue to operate successfully, this will serve as an important measure of sustainability and institutionalization.

2) The demand for skilled workers is much higher than the number of victims currently being recruited and trained for job placement through PPVHTB. According to Ministry representatives and IOM staff, since the project’s public private partnership model for job creation, more so than many of the other aspects of the project, represents a direct, tangible and immediate positive outcome for trafficking victims, greater efforts should be made to expand the program to provide these services to more victims. Based on IOM staff and government stakeholder feedback, there is no dearth of possible recruits in the shelter homes. The government alone lacks the capacity to assist and reintegrate them all. However, at the moment the government-run process for identifying the victims and then approving their application for training (i.e., the government has to approve or give authorization for their participa-

tion) is slow and cumbersome. Respondents also suggested expanding this initiative to additional private sector partners so that women with different skill-sets could be placed in settings suited to their experiences and backgrounds. Work on identifying and meeting the needs of populations in the shelter homes needs to be strengthened, including an emphasis on assessing their skills and vocational aspirations so that a suitable and efficient system for job placement can be created for them.

3) At least five NGO staff specifically cited the need for a longer monitoring period because in order to understand the true benefit for beneficiaries, impact needs to be assessed over a longer period of time¹⁰⁶. From their perspective, the project is just starting to show results and it will be over before it can truly make a difference.

4) Respondents across the board emphasized the need for further funding and continuation of project services, specifically the livelihood support component and awareness-building activities. While village residents participating in a local focus group said they recognized a moral imperative in continuing awareness building and education against trafficking even if the project funding was no longer in place, they see a growing need for income generation services in their communities. Greater awareness has also led to more demand for support from families who are vulnerable. Additionally while this project only supported particular targeted villages, there are at-risk populations all over the country who need assistance and information about countering trafficking in their communities.

5) New funding, if available, should particularly focus on creating mechanisms for beneficiaries/victims to cooperate and work with each other as they have already started to do at a grassroots level in a non-systematic way. Right now there are informal cooperatives at the victim level – however, these should be formalized so there is cooperation not just among stakeholders and community elites, but also at the victim level.

6) While donors have generally been supportive of IOM's counter-trafficking programming, the type of projects being funded need to be expanded and broadened to include related topics, such as safe migration for instance (as an important and linked area). Respondents at IOM indicated significant interest and concrete plans for partnering with the Ministry of Social Welfare and the country's national training facilities to help vulnerable women and victims of trafficking find employment abroad in a safe manner. A tripartite agreement has been signed between IOM, the MSW, and the training facility to recruit, train and place women in jobs outside Bangladesh to promote safe migration as a viable alternative.¹⁰⁷

¹⁰⁶ Focus Group Discussion with Partner NGO staff, Dhaka, September 2010.

¹⁰⁷ Interview with IOM staff, September 2010 ; Interview with Government of Bangladesh Ministry representative, Dhaka, September 2010

Annex E: Kyrgyz Republic Case Study

Evaluation of International Organization For Migration (IOM)

Case Study Write-up – Kyrgyz Republic

Scope

IOM field staff referred to IOM's "survey and research group" that has data on trafficking. The survey and research group shared figures with field staff about the scope of trafficking in the region, which appeared to field staff to be "huge," even if it is "hard to determine what the annual figures are."

Political Situation

Two IOM respondents and three INGO respondents explained that they regard it as very difficult to address trafficking in the Central Asian region because of the political situation. It is challenging even to publish data on the scope of the problem, especially in Uzbekistan, Turkmenistan and the Kyrgyz Republic. One field respondent explained that IOM had printed a summary of their research on trafficking in the region and circulated it to donors and close partners but had not published these data as an IOM product because they could not predict the political reaction of the governments of Turkmenistan or Uzbekistan. IOM and NGO respondents reported that these governments are closing counter-trafficking organizations if they publish research about the existence of trafficking. Especially in Turkmenistan and Uzbekistan, two IOM staff discussed how difficult it is to explain to these governments that their research in Kyrgyz Republic alone suggests the presence of some 70,000 victims of trafficking in the region. Staff were careful to note that this figure is a projection based on cases seen – "a trend" based on IOM's own data collection. The methodology for producing this trend was not, however, documented in documents reviewed for this study. These governments get angry "because they [IOM] have extrapolated from the data what the trend is in terms of the scope of the problem." These governments regard these figures as a criticism of them.

The CTM documented the following number of cases in the Kyrgyz Republic in the period 1999 – 2009:

Table 2: Kyrgyzstan¹⁰⁸

Case Study x: Kyrgyzstan (N=278 victims originating from Kyrgyzstan)		
	n	%
Gender		
Female	197	70.9
Male	81	29.1
Age		
Less than 15	15	5.5
15-17	20	7.4
18-24	108	39.7
25-30	40	14.7
Greater than 31	89	32.7
Destination Region		
United States, Canada, Latin America, and the Caribbean	0	0.0
European Union and Turkey	69	25.1
Gulf States and the Middle East	3	1.1
Russian Federation, Caucasus, and Central Asia	190	69.1
Southeastern Europe	11	4.0
North and Sub-Saharan Africa	1	0.4
South Asia and Southeast Asia	1	0.4
East Asia	0	0.0
Type of Trafficking		
In Country	104	41.4
Transnational	147	58.6
Industry Trafficked Into*		
Sexual Exploitation	106	38.1
Forced Labor	115	41.4
Low-level Criminal Activities	0	0.0

Source: Counter Trafficking Module Database (CTM) provided by the International Organization of Migration (IOM)

Note: Numbers may not add up to total n due to missing data.

*Categories are not mutually exclusive.

108 Countries of Destination

United States, Canada, Latin America, and the Caribbean: Argentina, Bolivia, Brazil, Columbia, Dominican Republic, Ecuador, Honduras, El Salvador, Paraguay, Uruguay, Peru, Mexico, Netherlands Antilles, Aruba, Bahamas, Canada, Chile, Guatemala, Jamaica, United States Venezuela

European Union and Turkey: Italy, Poland, Latvia Lithuania, Hungary, Romania, Estonia, Slovakia, Czech Republic, Slovenia, Austria, Belgium, Switzerland, Cyprus, Germany, Spain, France, United Kingdom, Greece, Ireland, Netherlands, Malta, Norway, Portugal, Sweden, Turkey

Gulf States and the Middle East: Lebanon, Islamic Republic of Iran, Iraq, United Arab Emirates, Bahrain, Israel, Jordan, Qatar, Saudi Arabia, Syrian Arab Republic

Russian Federation, Caucasus, and Central Asia: Russian Federation, Ukraine, Belarus, Armenia, Azerbaijan, Georgia, Kyrgyzstan, Uzbekistan, Turkmenistan, Tajikistan, Kazakhstan

Southeastern Europe: Albania, Bosnia and Herzegovina, Bulgaria, Croatia, the Former Yugoslav Republic of Macedonia, Kosovo, Serbia, Montenegro, Republic of Moldova

North and Sub-Saharan Africa: Egypt, Tunisia, Morocco, Angola, Burkina Faso, The Democratic Republic of the Congo Cote d'Ivoire, Cameroon, Ethiopia, Benin, Ghana, Guinea-Bissau, Guinea, Zimbabwe, Togo, Swaziland, Senegal, Sierra Leone, Seychelles, Rwanda, South Africa, Uganda, Mali, Kenya, Nigeria, Mozambique, Mauritania, Djibouti, Algeria, Liberia, Libyan Arab Jamahiriya, United Republic of Tanzania, Zambia

South Asia and Southeast Asia: Sri Lanka, India, Lao People's Democratic Republic, Thailand, Cambodia, Indonesia, Vietnam, Philippines, Myanmar, Malaysia, Singapore, East Timor

East Asia: China, Hong Kong, Japan, Republic of Korea.

In 2000 (approximately), IOM conducted a survey in Central Asia aimed at documenting the existence and identifying the scope of human trafficking in the region, including Kazakhstan, the Kyrgyz Republic, Tajikistan, Turkmenistan, and Uzbekistan.

Trafficking Trends

As is the case more globally, the precise scope and nature of human trafficking from and through the Kyrgyz Republic remains undocumented. Key trends and trafficking modalities have, however, emerged from IOM and other organizations' experience with victims and projects to combat it. For example, nearly every IOM, NGO, INGO, IGO, and governmental respondent recounted extensive labor migration from the Kyrgyz Republic to Kazakhstan and the Russian Federation. In the post-Soviet period, the Kyrgyz Republic has suffered from a weak economy, a lack of natural resources, and political unrest especially in the South and the Ferghana Valley that have stymied economic development and led to an outflow of labor migrants to neighboring Kazakhstan and Russia.

IOM and IGO respondents noted how migration is a complex issue in Central Asia. They explained that during the Soviet period, one had to be registered in the place or residence in order to access schools, health care, and other government programs. After independence from the Soviet Union, people started to move freely around the country without registration. One respondent explained that the government continues to require citizens to register to access services (even though the Constitution says they no longer have to). If one is not registered, one cannot go to the hospital, school, or get a legal job. One INGO project provides information about how to become registered, which seems like a targeted means of reducing the vulnerability of migrants not in operation in IOM projects.

Despite the dangers and vulnerabilities, the opportunities presented by the agricultural industry in Kazakhstan, especially in tobacco and cotton, and the construction industry in Russia, especially around Sochi where facilities for the 2014 Winter Olympics and for the Russia Formula 1 Grand Prix (2014-2020) are under construction, continue to attract draw migrant Kyrgyz labor, according to one government respondent. Three government, two IOM, two NGO staff, and NGO focus group respondents also cited semi-apocryphal stories of trafficking for the purposes of sexual exploitation to the UAE, Turkey and other "Arab" destinations. It should be noted that some of these respondents work at shelters for female victims of trafficking and may have worked with more victims of sexual exploitation than with victims of other forms of labor exploitation. One government respondent noted the presence of "tourist companies that take people from the Kyrgyz Republic to 'Arab' countries" for exploitation. While these multiple respondents discussed at length the prevalence of trafficking to "Arab" countries, the CTM documents only 3 cases (or 1.1 percent of Kyrgyz victims in the CTM) of trafficking to the Middle East. It was not possible to further verify how prevalent trafficking to "Arab" destinations was in practice.

Two IOM and NGO focus group participants noted that the Kyrgyz Republic is increasingly becoming a country of transit. They explained that it is very easy to get

a visa to enter. For example, it is easy to get a visa for the Kyrgyz Republic in India, Sri Lanka and Bangladesh and travel through the country to Kazakhstan or to Russia and onto Europe. The Kyrgyz Republic also serves as a country of transit for human trafficking. Respondents reported, for example, cases of trafficking in ethnic Tajiks through the Kyrgyz Republic to Russia and Europe. Recently, smugglers left 50 Bangladeshis in the Kyrgyz Republic on their way to Europe because they ran out of money. IOM offered this group voluntarily return home but only two accepted it. The other 48 wanted to stay in the country and refused voluntary return. They wanted “to be left alone to work it out themselves.” If migrants do not accept voluntary return, IOM field staff explained, the state will deport them without any assistance (if they catch them). Generally, however, the Kyrgyz state does not have the resources to deport undocumented foreign migrants and “no one will know what will happen to them.” One respondent explained that the government has made a practice of letting undocumented migrants transiting through the country move on to Kazakhstan by bus rather than arrest them, as they lack the resources to deal with them.

One government respondent cited the following figures on IOM: “In 2010, IOM has identified 162 victims of trafficking – 70 percent were victims of labor exploitation and the others were victims of trafficking for sexual exploitation.” This 70 percent figure was repeated by NGO focus group respondents, IOM field staff, and hotline staff. The CTM documents 106 victims of trafficking for the purposes of sexual exploitation (38 percent) and 115 of forced labor (41 percent).

Traffickers

Four separate NGO staff from different organizations suggested that most Kyrgyz are “trafficked by local people who have themselves traveled” and worked abroad and possibly had been exploited themselves. They also claimed that many Kyrgyz traffickers live outside the Kyrgyz Republic and thus national law enforcement cannot do anything about them. Others identified “Arabs and Turks” as traffickers. In greater detail, one respondent noted, “Mostly local people are doing they trafficking. They recruit local people and move them outside of the country and hand them off to someone else over the border to traffic them further on. There is a chain of people where one person recruits the victims then someone else provides the documents and someone else moves them across the border and someone else moves them further on.”

Political Corruption

Another dominant theme among respondents involved significant levels of corruption throughout the country, especially on the border and in the police and judiciary. Corruption was frequently cited as a major detriment to developing a culture of counter-trafficking. Border guards are frequently subject to bribes and allow people to cross the border without inspecting their ‘cargo’ as long as the price is right. Further, large numbers of Kyrgyz cross the border daily seeking work or to sell goods and return later the same day. Those on foot are rarely stopped if they provide a ‘fee.’ Indeed, crossing from Kazakhstan to the Kyrgyz Republic, in a 30-minute period, I witnessed nine virtually public exchanges of money between people driving cars loaded down with various kinds of goods and border guards both Kyrgyz and

Kazakh. As one respondent put it, “It is easy to bribe officials in the Kyrgyz Republic, Kazakhstan, and Russia to traffic or smuggle people.”

In other words, there appeared to be insufficient monitoring of the border, which may facilitate trafficking if people and vehicles are allowed to proceed unchecked.

One government and one IGO respondent mentioned corrupt judges whom traffickers can bribe and thus prevent from issuing sentences.

B. Description of IOM Norway-funded CT projects

Prevention Projects

According to hotline staff respondents, IOM’s hotline project started in May 2006. In 2006, IOM had a regional training in Osh for all hotline workers to teach them how to provide legal consultation for migrants going abroad to work. They focused in particular on those going to Kazakhstan and Russia to work. In the training, they learned what documents Russia requires and what the legislation, laws and rules are that govern legal migration. They also learned about what services for labor migrants are available in Russia so that if something were to happen to the migrant, the hotline worker could advise the migrant who calls the hotline where to go and who to call to get help. They were also trained in how to explain the difference between legal and illegal migration to the migrants and the consequences of illegal migration.

Through the hotline, they also provide special consultations to women who are migrating by themselves to make them aware of concerns they should have when traveling alone. They provide these consultations on the phone and in-person. If any of the relevant laws change, hotline staff receive new information about them from the Ministry, and can then provide the new information to those who call.

Rehabilitation and Reintegration Projects and Processes

According to shelter staff, in 2003, a local NGO in partnership with IOM opened a shelter for victims of human trafficking. Originally located in a private house, IOM and the NGO formed a partnership with the Mayor’s office to provide a public building to house the shelter and now have a central location in the middle of the city. The Mayor’s office also pays the utilities for the building. This shelter can house ten to twelve people and is reserved for women who have been victims of human trafficking. The NGO staff run the shelter and IOM provides various supports. For example, IOM provided them with beds and other furniture as well as sewing machines to help teach the women sewing skills. The NGO staff refer to IOM as their “main funder.” They have two psychologists, two social workers, and five volunteers who run the shelter. They receive the victims through IOM. Most of the women they have housed have been in Turkey, Russia, Kazakhstan or the UAE. Many cases have involved cases of internal trafficking. They provide a rehabilitation and reintegration program. When someone is returning from another country, they go to the airport to pick him or her up and bring him or her to the shelter. Sometimes relatives will pick them up and bring them to the shelter. Most of the women they assist come to the shelter for consultations. Some they are in very bad condi-

tion and have suffered a lot. It takes a lot of time to help them and they require extensive psychological counseling.

In cases where they meet someone at the airport, the woman has to fill out a form saying that they are voluntarily accepting return and reintegration is not willing to accept services. The woman then signs a contract with the shelter that describes her rights in the program.

After a victim has begun recover, they develop a reintegration plan for her that includes providing her with basic necessities including clothing, medical exams and whatever else she might need. They have cases where a woman needed an eye replaced after being exploited in Kazakhstan, which IOM paid for. They have also had a case where a woman was pregnant and had attempted to abort the pregnancy on her own; doctors had to assess the situation. Their goal with both internal and external victims of trafficking is to identify the needs of each woman, provide her with services, and then give her some vocational training, e.g., hair dressing, sewing, construction and actual assistance in finding a job.

Reintegration involves returning to the community, finding a job, and living with your family. They spend time preparing victims of trafficking psychologically to work, take skills training courses, find a job and get in touch with relatives.

If a woman does not want to return home, she can stay in the city and they help her to find an apartment and a job. They encourage the rehabilitation process because they feel that rehabilitation is needed for reintegration to success. They noted that they cannot just “free a person to return to their community because rehabilitation is needed for reintegration to succeed.”

If a person rejects all assistance all together, they can give her some information on how to contact them later and she then must sign a declaration rejecting all services and help. In some cases, they have seen women call them later and ask for help.

They have cases where a victim of trafficking will say that they have not been trafficked – that this is not what happened to them.

Network Building

IOM used the findings of from the 2000 Central Asia survey to convene a workshop for local Kyrgyz NGOs to which they also involved NGO staff from Moldova and the Ukraine who had partnered with IOM in these countries on counter-trafficking projects. The purpose of this meeting was to raise awareness of the problem and to identify potential local partners for IOM to involve in counter-trafficking projects in the Kyrgyz Republic. From this and other IOM workshops and convenings emerged a network of 35 NGO partners throughout the Kyrgyz Republic.

The purpose of this network is to provide various counter-trafficking projects related primarily to the prevention of trafficking and to providing shelter, rehabilitation, and reintegration services to victims of human trafficking. Among the prevention

projects is IOM's a three-digit hotline available throughout large swaths (but not the entire) country aimed at providing accurate information to potential migrants about how to migrate legally and avoid trafficking and migrant labor exploitation. The government provides the space that houses the hotline but IOM trains the NGO staff who work the hotline and pays for the phone costs associated with the hotline. Another INGO also works with a network of NGOs on labor migration, They also run a three-digit hotline in the Kyrgyz Republic for a very similar purpose (to provide information about safe migration and assistance to migrants in trouble, including those who have been trafficked), IOM and this INGO do not, however, collaborate on these efforts. Some INGO respondents noted that they had repeatedly "reached out" to IOM to partner and collaborate on counter-trafficking and other efforts aimed at safe migration, only to be rebuffed entirely or in some cases, invited to a single meeting after which there was no follow up or attempts at collaboration or joint efforts.

Governmental and NGO respondents noted that the government does not have the resources to provide such hotlines on its own or even to help support the return of people who may call this hotline seeking assistance. Migrants cannot call from abroad but in-country family members have called it seeking assistance in locating missing family members or getting assistance for someone in trouble abroad. These respondents expressed their appreciation for IOM's support of this expansive hotline. At the same time, their amazement and reliance on IOM to provide what they regard to be a helpful support was notable. Government and NGO partners implied that IOM had initiated, designed and established the terms of the project and that they had joined because these were the only resources available for addressing what they perceive to be a considerable trafficking problem in the country.

Legal Reform

According to a government respondent, the set of criminal laws, the criminal code that judges use to make decisions about trafficking cases includes an article on trafficking in persons that indicates that they are to punish those who are guilty of human trafficking and exploitation including sexual exploitation. This is article 142 of the criminal code. Article 204 deals with illegal migration; article 260 deals with those who have been involved with prostitution; Article 261 indicates punishment for those running a brothel. The respondent noted that they need to conduct some analysis of the judicial practices as well as to train judges, investigators and prosecutors on how to deal with trafficking cases. Kyrgyz officials have identified cases but very few traffickers are ever investigated or prosecuted. The respondent implied that this is because these officials do not know what it is or how to identify, investigate or prosecute it. The respondent also implied that this is also because there is so much corruption and so there is a lack of will to do so.

The respondent noted that the only current provision in the criminal code that says trafficking should be punished does not specify what trafficking is and who should be punished or how they should be punished. It lacks definitions and sentencing guidelines. It indicates that a trafficker should get three to eight years in prison for trafficking but the "Soviet style" of the courts encourages corruption. If traffickers

pay, they only get three years. Traffickers tend to be wealthy and bribe judges so that cases are never tried and they get out of any jail time at all.

The National Plan of Action and National Projects

The Ministry of Labor, Migration and Employment, according to two government respondents, runs a state committee on migration. The Ministry of Foreign Affairs has a unit on migration but cooperation started in 2000 after IOM conducted the aforementioned survey on the trafficking and labor exploitation in migration in the region. One government respondent explained that after the survey, IOM initiated a working group that included border enforcement, national security, MFA, and migration services. They then produced a National Plan of Action on Trafficking in Human Beings. The Kyrgyz President then issued a decree on trafficking in 2001 and developed an action plan for 2002 through 2011. IOM and OSCE supported the process of producing the National Plan of Action. The Plan will be updated in 2011.

According to one government respondent, the Kyrgyz government established a Center for Labor Migrants at the beginning of 2010. This is the only government agency that deals with legal migration and the migration of Kyrgyz citizens abroad. "IOM helped the government to establish this Center. There are 15 private agencies that send Kyrgyz citizens to work abroad but theirs is the only public agency available to assist labor migrants. Only about 10 percent of migrants contact either the private companies or the government Center – 90 percent migrate on their own and go by themselves. These are the ones who are vulnerable to trafficking and this is why they wanted to establish this Center. Most people who migrate for work are poor and cannot afford the services of the private companies. By establishing this Center in cooperation with IOM, they can reach more people who want to migrate." The respondent made clear that IOM developed and designed this Center and initiated contact with the government about it. It was not clear if the respondent felt if this Center was an appropriate or needed response to migrant needs.

Other Programs for Trafficked Persons and Exploited Migrants

INGO staff helped start a program two years ago on Central Asian labor migration. They helped develop a network throughout the region to address the needs of labor migrants. IOM is not a partner to this project. The project focused on Kyrgyz Republic, Kazakhstan, Uzbekistan and Tajikistan and officially started May 2009. The goal of the program is to improve the status of labor migrants regardless of their legal status, including victims of human trafficking. Migration issues are a priority for this INGO. They regard potential migrants as a vulnerable group who become more vulnerable once they migrate. Right now, there is an information crisis in the Kyrgyz Republic for migrants about how to apply to migrate legally. They do not know how to migrate legally and they are not aware of the risks they face when they migrate illegally, or even legally. Illegal migration is very prevalent in Kyrgyz Republic. This was an issue IOM was also seeking to address through its hotline and information campaigns, especially their production and dissemination of "passport" pamphlets that list the necessary steps required for legal migration to Russia and to Kazakhstan. They hand these out at train stations and in labor ministry offices devoted to migration issues.

The aforementioned INGO provides two information centers and a three digit hotline for migrants – one in Osh and one in Bishkek. The South Center also has three mobile teams. Migrants can come to the center and the mobile units go and visit rural communities and provide information to potential migrants about safe migration. They cover some 20 rural communities including, for example, Jalal-Abad, Batken and Kara-Suu. They provide information and supplement the governmental programs. They conduct trainings and consultations in local communities.

The INGO also developed two duty manuals on consultation that includes information about the rights of migrants, departure laws, where to register, who to contact for help, health issues including HIV, malaria prevention among other diseases. They also make referrals to other organizations providing services to migrants. They conduct trainings to potential migrants about local employment opportunities and work with employers and the government to provide job fairs and information about open positions and maintain lists of job openings as alternatives to migration.

The INGO respondents explained that they take a community based approach to this work and provide peer-to-peer volunteer trainers who have migrated and returned. The peers can provide and disseminate information about safe, legal migration with credibility. This appeared to be a practice not undertaken by IOM but worth considering as a potentially effective means of disseminating information about safe migration and thus preventing trafficking.

IGOs and INGOs have included trafficking in persons information in their program materials and in one case, an entire module on trafficking in their migration manuals. One INGO invited a specialist to develop a training on trafficking. They focus on training migrants in safe migration and regard their model as very flexible, able to provide from short ten-minute trainings to three-day comprehensive trainings. They modify it based on the needs of the group of migrants with whom they are working.

This INGO has also worked in the schools to provide informational campaigns and mobile cinemas to conduct trainings and information campaigns. The trainers and mobile cinemas go into local and remote communities to show movies and tell the stories of migrants. The movies include both documentaries and fictional accounts. IOM worked with them to help with the mobile cinemas. They provided the actual films and help distribute them to rural communities. They sent a local trainer to show the film and to facilitate a discussion after the film in order to help potential migrants understand how to avoid dangerous situations.

They also collect feedback from potential migrants about their needs, an important mechanism not evident in IOM's prevention activities. Additionally, they disseminate information about how to access government-funded skills training and job search programs, how to find jobs in Kyrgyz Republic, how to prepare a CV, how to behave in an interview, how to represent oneself to a potential employer, how to start a business, and other employment-related services and programs.

Annex F:

Macedonia Case Study

Evaluation of International Organization For Migration (IOM)

Case Study Report: Macedonia

1 Background and Context

This case study report on Macedonia forms part of the evaluation of the International Organization for Migration (IOM), commissioned by the Norwegian Agency for Development Cooperation (Norad).

In 2005, the European Union (EU) classified Macedonia as an accession country. Since that time, migration flows, already on the rise since the fall of the Soviet Union, have continued to increase. With increasing numbers of people on the move, vulnerabilities of migrants seeking employment abroad to human trafficking have also increased. Since about 2000, Macedonia has largely been a country of transit and destination for migrants and trafficked persons. More recently, there has been a shift to it being a source and transit country. While Macedonia has experienced a decrease in the number of identified and registered victims of trafficking in the country itself, there has also been an overall rise in the number of asylum-seekers and other arriving foreigners.¹⁰⁹

Over the past twenty years, the majority of persons identified as victims of trafficking were mainly women or girls from Eastern Europe who had been trafficked for sexual exploitation. During the period 2000-2007, the Republic of Moldova and Romania counted for 590 out of 783 registered cases of trafficking, out of which 593 were for sexual exploitation.¹¹⁰ According to the latest official data, there were 11 victims of trafficking from Macedonia in 2008 of whom nine were children, and in 2009 there were eight victims of whom seven were children. In 2008 there were 25 perpetrators registered and 17 in 2009. As these data suggest, there has been a decrease both in numbers of perpetrators and victims over the past three-four years.¹¹¹ There has been a decrease in cases of foreign victims of trafficking and an increase in domestic cases of trafficking, most often from the eastern rural areas to the urban centers in the western part of the country. Currently there is a higher incidence of victims, both national and foreign, being trafficked for forced labor and begging rather than sexual exploitation.¹¹² Victims also now tend to be younger and more often males, as well as from new countries of origin such as China and the Dominican Republic. There also appears to be a shift in traffickers' practices,

109 IOM briefing and key Government informants.

110 Halvorsen, Kate and Hugo Stokke (2009) *Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human beings*. Oslo: Norad

111 Todorovski, Kiro (2009) *Trafficking in Human Beings. Smuggling of Migrants. Illegal Migration. First Report of the National Rapporteur on Human Trafficking*, Skopje: Government of Macedonia

112 According to IOM briefing notes.

including less severe physical abuse of victims, more involvement of family members in the process, and small incentives like money paid to the victims.¹¹³

IOM established a presence in Macedonia in 1999 by opening an office in Skopje to assist the country in implementing the Stabilization and Association Agreement¹¹⁴ with particular focus on migration management. Between 2000 and 2003, IOM helped facilitate the assisted voluntary return of Kosovar refugees to Kosovo, implemented direct assistance activities and capacity building, as well as a confidence building initiative which aimed at reducing tensions and mitigating multi-ethnic conflicts through community-based interaction among different ethnic groups and the provision of material and social assistance to different vulnerable groups. None of these projects had human trafficking components. The main donors for IOM for these projects included the EU, USAID, the Swedish Government, Norwegian Government, and the Government of Germany.

The Norwegian Government started funding IOM in Macedonia in 2002 with the Program for the Transit Center Management, co-funded by USAID. As of 2010, the Norwegian Government had funded nine projects of around 12 months' duration each, of which two have been co-funded with the Council of Europe. The projects include two direct assistance projects, support to a regional network of prosecutorial structures, capacity-building of lawyers and students, and five different prevention projects aimed at the Roma ethnic minority as well as women considered vulnerable to trafficking. IOM is currently implementing five projects in Macedonia, of which one is funded by the Norwegian Government. IOM also undertakes awareness raising, capacity building, networking and advocacy at the central level related to the project activities. See Annex 6.2 for complete list of Norwegian funded counter-trafficking projects between 2000 and 2010 in Macedonia. The main focus of this case report is on the more recent prevention projects, the two latest ones in particular.

This report is based on primary data from semi-structured interviews with key informants in Macedonia, testimonies from project participants, observations of project activities and secondary data from document reviews. The data are primarily from 2010 but data collected on three of the nine projects in 2008 are also utilized.¹¹⁵

2 Project Activities

IOM did not undertake a comprehensive needs assessment or situation analysis at the start of their operation in Macedonia, but rather has done more limited and informal needs assessment and situation analyses in the planning of each individual project. Based on observations and experiences of on-going project activities, target group needs assessment, current trends, national and international policies, and donor priorities, IOM staff get ideas for project activities which they then discuss

¹¹³ *ibid*

¹¹⁴ "The Stabilisation and Association Agreement constitutes the framework of relations between the European Union and the Western Balkan countries for implementation of the stabilisation and association process. The agreements are adapted to the specific situation of each partner country while establishing common political, economic and commercial objectives and encouraging regional co-operation. In the context of accession to the European Union, the agreement serves as the basis for implementation of the accession process." European Commission Enlargement website.

¹¹⁵ Halvorsen, Kate and Hugo Stokke (2009) *Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings*. Oslo: Norad.

with the relevant Government partner(s) and proceed in collaboration with the relevant authorities with the initiative.¹¹⁶ Early on, the initiatives were based on the situation with the Kosovo crisis, subsequently on the fact that there was a significant number of women being trafficked for sexual exploitation from Eastern Europe and more recently on the shift to more internal trafficking and the focus on vulnerable groups such as the Roma and women in some areas of the country.

2.1 Description of Activities and Outputs

IOM and its partners have implemented a number of different activities through the counter-trafficking interventions. For the direct assistance project and continuing involvement with individual cases the main partners are the Border Police at the Reception Center for Foreigners, the Unit for Combating Trafficking and Smuggling of Migrants, the NGO Happy Childhood, the National Referral Mechanism in the Ministry of Labor and Social Policy and UNHCR. The Border Police actually run the Center and is thus one of the implementing partners. Happy Childhood has been running a psychosocial program at the Reception Center for victims of trafficking, but at present there are no victims of trafficking and therefore Happy Childhood is not active. The National Referral Mechanism ensures the referral of all the individual cases and UNHCR liaises with IOM in cases of asylum seekers and refugees who might be victims of trafficking.

The **direct assistance projects** were implemented in several phases between 2000 and 2007, and before 2004 were funded by Sida, USAID, CIDA, Italy and Norway. The activities included pre-departure counseling and medical screening, legal counseling and representation, education and vocational training at the Reception Center for Foreigners, travel assistance services, safe return and activities for reintegration in the home country. A total of 778 victims of trafficking benefitted from these projects from 2000 to the end of 2007. From 2004 through 2007 the direct assistance projects were funded by Norway. Between April 2005 through December 2007, IOM planned to assist a total of 55 victims of trafficking, but the result was only 36 victims of trafficking, 30 of whom were foreigners and six Macedonians.¹¹⁷ According to IOM, the shortfall of 19 was due to a smaller number of victims of trafficking in the Reception Center for Foreigners during that period than expected.¹¹⁸

IOM's **capacity building project** (May 2006 through January 2007) offered training on the issue of trafficking and combating trafficking to law practitioners and students. In order to implement this project IOM staff first established a technical working group (TWG) of five experts¹¹⁹ that met three times to plan and organize the training. The TWG met first on 22 May 2006 to identify training needs of the participants, propose topics and experts to deliver the training lectures for two different training modules, one for lawyers and one for postgraduate and graduate students. The second TWG meeting was held on 19 July and focused on the

¹¹⁶ Interview with IOM staff, 2010.

¹¹⁷ Halvorsen, Kate and Hugo Stokke (2009) *Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human beings*. Oslo: Norad

¹¹⁸ Interview with IOM staff, 2010.

¹¹⁹ The Technical Working Group consisted of the Head of the Human Rights Department at the Ministry of Justice, the Head of the Department of EU Integration and International Cooperation, a representative of the NGO TEMIS, a judge from the Supreme Court, Head of the Anti Organized Crime Department in the Public Prosecutor Office, IOM and donor representatives. IOM (2007) Final Report to the Government of Norway. Skopje: IOM

training curricula and again on the training needs and topics. Based on bilateral discussions with the relevant stakeholders IOM staff developed a list of subjects to be taken into consideration for the two training modules.¹²⁰ The TWG further refined these topics in accordance with the trainees' needs. Next, the TWG selected experts to act as trainers at the two courses. They were all professionals from the Ministry of Justice, Ministry of Interior, Border Police, Public Prosecutor's Office, National Commission for Combating Human Trafficking and Illegal Migration, university professors, awarded journalists, representatives from relevant NGOs, as well as international experts from Belgium, Italy, the UK and Switzerland. Two different questionnaires were prepared for the selection of the participants, one for the lawyers and one for the students. Based on the questionnaires the TWG selected participants who had profiles that fitted the topics and purpose of the training seminars.

Training seminars were organized in four different time-periods, as described in the following. One training seminar, "Specialized Training on Victim Advocacy", was held on 6-7 July 2006 in Skopje attended by 20 lawyers. Members of the Macedonian women jurists' association, TEMIS, were especially selected for this training. The training focused on human trafficking issues with an introduction to EU legislation and standards, as well as the activities of national authorities, international organizations and NGOs in combating trafficking. Next, a series of specialized lectures on Fundamentals of THB and Irregular Migration were held during 5 days from 4 to 13 September for 20 postgraduate and graduate students from the Faculty of Law in Skopje. The participants were introduced to fundamentals of human trafficking and irregular migration, an overview of the national criminal procedure, and the EU perspective of human trafficking and migration. A second round of the same lectures was held 8 to 10 December in Tetovo, but this time compressed into three days, for 18 students at the University of Tetovo (SEEU). A case management training seminar for 23 lawyers from TEMIS was organized on 23 and 24 November in Skopje called "The Practical Experiences in Combating Trafficking in Human Beings and Smuggling of Migrants." Case examples were used to discuss the various issues related to combating human trafficking in Macedonia. Training evaluations and reports were made of all the four training seminars/lecture series.¹²¹

In addition to the training, IOM donated 59 copies of 11 different IOM publications on human trafficking to the Faculty of Law library at the university in Tetovo (SEEU) to make relevant literature available to students. 500 CDs were made of the "Comparative Analysis of International Instruments and Macedonian Legislation on Counter-Trafficking and Illegal Migration."

In relation to prosecution issues as well as policy-making, networking and advocacy, the **main partners** are the National Commission for Combating Trafficking and Illegal Migration, the Public Prosecution Office for prosecuting organized crime and corruption cases, and the Unit for Combating Trafficking and Smuggling Migrants within the Ministry of Interior. They are in contact with IOM two-three times a week

120 IOM (2007) Final Report to the Government of Norway. Skopje: IOM. Page 5-6

121 IOM (2007) Final Report to the Government of Norway. Skopje: IOM

related to individual cases or roughly bi-monthly in relation to policy development and networking. There was frequent contact, almost daily, while developing the national strategy and action plan.¹²²

Through the **support to the regional network of prosecutorial structures** in Macedonia, Albania, Serbia and Montenegro a series of exchange visits were made between the Macedonian Office of the General Public Prosecutor to other countries in the region to learn about the situations there and for establishing memoranda of understanding and cooperation agreements (June 2006 through August 2007). IOM project staff first held regular meetings with the representatives from the Macedonian Association of Public Prosecutors and the office of the General Public Prosecutor presenting the project plan and activities, which resulted in their agreement to participate in the implementation of the activities. Four exchange visits were made to Serbia (11-14 November 2006), to Montenegro (21-23 March 2007), Albania (28-30 March 2007) and Bosnia and Herzegovina (01-04 April 2007). The purpose of the visits was to strengthen the bilateral cooperation and working relations in combating organized crime including human trafficking. At the meetings the participants analyzed their respective country's national criminal legislation, the role and competences of the public prosecutors in the criminal procedure, analyzed trafficking and smuggling cases, discussed best practices, identified gaps in the current mutual cooperation and made recommendations to improve the collaboration.

One outcome of these visits which was not foreseen by IOM was the initiative taken by the Macedonian Association of Public Prosecutors to formalize the mutual cooperation between these four national associations by in the region preparing and signing an Agreement of Cooperation, which was done during the exchange visit to Serbia. On 29-31 May 2007 IOM facilitated the signing of four bilateral Memorandums of Understanding to strengthen bilateral cooperation to combat organized crime, including human trafficking. In August 2007, IOM funded the publication of the General Public Prosecutor called "Penalty and Legal Regulation and Analysis of Cases of Trafficking in Human Beings and Migrants from Macedonia, Serbia, Albania, Montenegro and Bosnia and Herzegovina." The purpose of this publication was to offer an overview of both the positive and negative experiences of prosecution and conviction of traffickers and smugglers. A total of 40 copies, 40 CDs and 40 posters were distributed through IOM Skopje to the Prosecution Offices in the four countries and 850 copies were distributed by the Association of Public Prosecutors to relevant counterparts in Macedonia.

Finally, an exchange visit was organized to Spain 29 July to 01 August 2007 for a delegation of Macedonian Public Prosecutors. The purpose was to learn how Spain, as an EU country, supported the EU actions against organized crime including human trafficking, and in particular focus on the Spanish criminal law, prosecutorial and judicial institutional structure. An outcome was an exchange of best practices

¹²² Interview with IOM and government staff, 2010. National Strategy for Combatting Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia; National Action Plan for Combatting Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia. Action Plan for Combatting Trafficking in Children in the Republic of Macedonia.

in combating different types of organized crime and of results achieved in Macedonia and Spain.¹²³¹²⁴

Between 2005 and 2010, IOM staff in Macedonia implemented five **prevention programs**. These included two projects targeting vulnerable women in border communities, known as the ESS projects, and three projects targeting Roma people.¹²⁵ The main partners for the ESS and the Roma project are the Ministry of Labor and Social Policy centrally and locally, the Government Employment Service Agency and NGO implementing partners (see paragraph below). Within the Ministry of Labor and Social Policy at the central level the Sector for Coordination and Technical Assistance of the Minister is responsible for coordinating the National Decade for Roma which started in 2005. IOM coordinated all activities targeting Roma with the Head of this Sector. At the local level, the staff of local offices are involved in the selection of participants and the implementation of the project. IOM coordinates with the Employment Service Agency to get the participants registered as job seekers and also for official certificates needed and information regarding the employment market.

The aim of **ESS** was to reduce the risk of trafficking among vulnerable groups of women in urban border municipalities. It started in Tetovo and Kriva Palanka in the eastern part of the country, and then was replicated (i.e. a second project) in Kumanovo in the north and Bitola in the south. These towns were targeted because they had been identified by IOM in collaboration with government partners as areas of highest risk. IOM sought to provide women in these regions with an opportunity to establish a micro-business. The implementation procedure was the same for both projects, as described below.

Based on an NGO mapping and profile exercise undertaken by IOM in 2005¹²⁶, the local NGOs “Forum of Albanian Women” in Tetovo, “Organization of Women of Kriva Palanka” in Kriva Palanka, the NGO “Majka” in Kumanovo and the NGO “SEMPER” in Bitola were selected as project implementing partners based on their profiles.

Next IOM staff in coordination with CEB (The Council of Europe Development Bank, co-donor with the Norwegian Government) made an ‘Information Sheet’, which contained information about the objectives, criteria for eligibility and conditions. It was translated into Albanian and Roma and distributed in three languages directly to vulnerable women identified by the implementing NGOs and the local social services authorities as well as local Bureaus of employment and other local NGOs. IOM made an ‘Application Form,’ which was handed out to interested women after in-person meetings with detailed explanation about the Information Sheet. The

123 IOM (2007) Final Report to the Government of Norway. Skopje: IOM.

124 It is unclear why Spain was chosen for an exchange visit, since, as one prominent counter-trafficking expert noted, Spain’s law concerning trafficking is limited to cases of sexual exploitation and does not apply to cases of trafficking for other forms of forced labor, i.e., it does not implement counter-trafficking best practices. This does not mean that useful information could not be exchanged but does make it a surprising choice for such an exchange.

125 “Economic and Social Stabilization Program for Potential Victims of Trafficking - ESS” targeted vulnerable women in border communities; and the following targeted Roma: “Preventing Irregular Migration and Human Trafficking in Roma Communities through Vocational Training and Skills Development Activities of Vulnerable Categories”, “Preventing Human Trafficking in Roma Communities through the Enhancement of Labor Skills”, “Institution Building and Direct Labour Promotion Measures to Prevent Irregular Migration and Human Trafficking among Young Roma in Skopje and Tetovo”

126 The NGO mapping exercise was annexed to the final report of this project

Application Form contained information about the applicant's profile in line with the criteria of eligibility.¹²⁷

Then IOM funded partners¹²⁸ did market analyses by interviewing local authorities and inhabitants of the municipalities in each of the four locations in order to assess which businesses would be the most viable and had greatest chances of success. For the selection of project participants IOM created a selection board for each of the four places of implementation consisting of IOM, the NGO implementing partner and representatives from the local municipal authorities. The project participants signed small-grant agreements with IOM and cooperation agreements with the implementing NGOs, and the micro-businesses were registered with the Central Registry including all necessary inspections (health, sanitary, labor) and licenses.

All project participants had to attend business skills and cash flow management training facilitated by different contracted partners, such as the local Worker's University.¹²⁹ Project participants made individual business plans with the advice and support from the Workers University or other partners contracted by IOM. They also undertook vocational training or on-the-job training, for example in computer literacy, floristry and cosmetics in local businesses. Participants chose micro-businesses in consultation with the selection board, based on the market analysis and advice from representatives from the local chamber of commerce and employment offices. The selected businesses included among others, hairdressing, cosmetics, accounting, knitting and tailoring, cooking, paper processing ceremonies decoration, production of socks, and food production.

In the **first phase/project of ESS** (2005-2006), the selection board chose 34 women for training and grants, and 29 businesses were established. Each participant received a grant of 2940 Euro from IOM for the opening of a business. 30 women completed the training course on cash flow. The capacity of the two NGO implementing partners was enhanced through the donation of technical equipment by IOM. Similarly, during the **second phase/project** 40 participants were selected and 40 micro-businesses were registered with the central Registry in the areas of production (food, plastic, textile), agriculture (live stock and green house), services (hairdressing, cosmeticians, car washing, kids playgrounds, internet café) and trade (grocery shop, florist, textile shop, butcher, gift shop, accessories). All 40 women completed training in business skills and made business plans. A new activity was introduced in this second phase, namely to organize information and awareness raising sessions on trafficking in human beings, women's rights, workers' rights, gender and labor discrimination, as a result of the IOM gender policy. Local coordination between civil society and municipal institutional actors was promoted through regular meetings on the project implementation.¹³⁰

127 The criteria according to the final project report: a) applicant's level of vulnerability defined by age, marital status, education and professional qualification levels, socio-economic condition, family composition and place of residence, previous experience of gender discrimination and/or abuse such as domestic violence was given high importance in the first project b) applicant's previous experience or skills in the area of proposed activity, c) economic viability of micro-business, d) operational feasibility of micro-business, e) employment opportunities creation, f) potential sustainability, g) applicant's potential to contribute to the local economy was a criteria in the first project, but not the last

128 The Center for Research and Policy Making (CRPM) for Bitola and the Eruo-Regional Technology Centre for Bitola; see final report of the second ESS project.

129 See final reports of both projects.

130 IOM (2007) Final Report to the Government of Norway and the Council of Europe Development Bank. Skopje: IOM and IOM (2009) Final Report to the Government of Norway and the Council of Europe Development Bank. Skopje: IOM

The aim of the **prevention project targeting Roma** communities was also to reduce the potential risk of trafficking in these communities. The project took the same approach and process as ESS, to generate vocational and business skills qualifications among Roma youth as well as increase employment opportunities. The planning started with a series of meetings with the National Employment Bureau, Chamber of Craftsmen, Ministry of Labor and Social Affairs, Workers Universities and local municipal authorities in the selected areas (see paragraphs below). This was followed by the selection of NGO implementing partners, establishment of selection boards, skills and business training, employment referral activities and the establishment of micro-businesses. Vocations were chosen based on a market analysis training session and discussions between the participants and the involved stakeholders. Participants were referred to the National Employment Bureau and Chamber of Craftsmen. Training and awareness raising was also organized on the risks and dangers associated with human trafficking and irregular migration. Young Roma were targeted in both projects.

The first project (2006-2007) focused on young Roma in the areas of Skopje and Prilep. IOM made field visits and consultations in order to identify NGO implementing partners. Four NGOs already working on Roma issues were selected based on the following criteria: familiarity with the Roma culture and language, previous experience with income-generating projects, links with training institutions, local business associations, link to the National Employment Bureau and Chamber of Craftsmen, management and staff capacity to carry out the activities. The NGOs Sumnal and Esmā from Skopje as well as Romani Sukaripa and Centre for Civic Initiative in Prilep were selected.¹³¹ A total of 75 participants attended and completed vocational trainings in hairdressing, tailoring, computer literacy nursing, repairing of domestic devices, baking, butchering, plumbing and cosmetics. A total of 65 participants completed basic business skills training and 32 participants completed computer courses. A total of 16 participants without elementary education were assisted to attend and complete elementary education courses for adults. A total of 75 participants were provided with equipment/tools relevant to the completed vocational training module and referred to the Chamber of Craftsmen. The four implementing partner NGOs received training on preparing and implementing information campaigns for awareness-raising on human trafficking and irregular migration among the Roma communities.¹³²

The second project from 1 January to 31 December 2008 also focused on young Roma, but in Bitola and Kumanovo. IOM selected two NGOs as implementing partners based on the following criteria: addressing gender/ethnic discrimination, outreach within the selected communities, relevant experience in prevention of human trafficking/migration issues and socio-economic empowerment of vulnerable categories, familiar with the Roma culture and language, previous experience in economic empowerment, good links with the community, good links with local authorities and local business associations, management and staff capacity to carry out the activities. IOM selected the NGO Felix in Bitola and the NGO Drom in

131 IOM (2007) Final Report to the Government of Norway. Skopje: IOM. The report contains more detailed information of the four NGOs in footnotes on page 4.

132 IOM (2007) Final Report to the Government of Norway. Skopje: IOM

Kumanovo.¹³³ The two NGOs received a two-day orientation training as well as capacity building sessions on project development and management. 77 participants participated in vocational training in hairdressing, tailoring, repairing of domestic devices, baking, plumbing, clothes manufacturing accounting, production and montage of PVC windows and steel product manufacturing. Of these 77 participants, 30 were employed immediately upon completed training, 52 were trained in basic business skills and 39 completed a computer course. A total of 198 training sessions were organized and delivered throughout the project lifetime. 18 participants were registered at the Employment Service Agency. All 77 participants were provided with equipment and tools for their respective skills. There was also increased cooperation between actors involved in improving the lives of Roma. The final report contains a breakdown of the participants by age, education, family status and qualification level, but not by gender.¹³⁴

2.2 Current Phase

IOM recently finalized a third phase (project) targeting young Roma for labor promotion measures which ran from May 2009 to June 2010. The overall objective was to reduce the incidence of human trafficking and irregular migration through prevention based activities aimed at increasing the employability of those who suffer the highest socio-economic discrimination. The planning and implementation process is virtually the same as described above for the two previous Roma and ESS prevention projects. Based on the same criteria as the previous Roma project (see above), IOM selected the NGOs Sumnal from Skopje and the NGO Association for Democratic Development of Roma-Sonce from Tetovo. Capacity-building activities of the implementing partners included: a roundtable to develop a municipal action plan for employment, training on advocacy skills for the promotion of socio-economic activities for Roma, training for policy makers on socio-economic empowerment of vulnerable groups, intra-institutional roundtable on Roma issues, intra-institutional training on social inclusion and equal treatment of Roma.

These activities were planned and executed by an IOM project staff together with a pool of national experts from the Ministry of Labor and Social Policy (MLSP) and the municipal councils.¹³⁵ Skills training and employment referral activities for the participants were organized and implemented by two IOM project staff with logistics/admin/finance support from the Mission in close cooperation with the MLSP, the Employment Service Agency and Workers' University. It included vocational skills training, on-the-job training, business and career development training, elementary education classes as well as referral of the participants to the Employment Service Agency.¹³⁶

IOM staff reported the following outputs:¹³⁷

- 75 participants attended skills training in montage of plaster walls, tailoring, accounting, food production, furniture production, shoe manufacturing, hair-

133 IOM (2009) Final Report to the Government of Norway. Skopje: IOM. The report contains more detailed information about the two NGOs in footnotes on page 4.

134 IOM (2009) Final Report to the Government of Norway. Skopje: IOM

135 Further details about objectives, participants and subject-matter can be found in the Final Report on pages 8-11.

136 Ibid, pages 5-8.

137 IOM (2010) Final Report to the Government of Norway. Skopje: IOM

dressing, welding, montage of heating systems and production of bathroom fittings;

- 40 participants received on-the-job training placement in firms;
- 19 participants got jobs upon training completion;
- 30 participants completed basic business skills training;
- 10 participants without elementary education received assistance to complete elementary education courses for adults;
- 75 participants were referred to the Employment Service Agency;
- 75 participants received equipment/tools for their vocation; and
- 140 interlocutors, policy makers and practitioners received a capacity building session on issues pertaining to socio-economic integration of vulnerable groups.

Among the 75 project participants 41 were women and 34 were men and most of them were between 18 and 25 years of age.¹³⁸

At the time of the site visit for this evaluation IOM was just starting a follow-up project which was planned from August 2010 to September 2011. The new project will also target young Roma and aims to reduce factors that contribute to discrimination against the Roma, namely poverty, unemployment, and low educational level. They plan to improve the employment potential of young Roma through on-the-job training, thus reducing the risk of irregular migration and labor exploitation. They plan to provide 90 participants with professional or educational qualifications; 30 participants with on-the-job training at local companies; 60 with qualifying and formal documents. They also plan to provide four thematic sessions to 60 Roma as well as five capacity building activities for each of the three partner NGOs.^{139 140}

2.3 Outcomes

The final project reports submitted to the Norwegian Government do not report on outcomes. They report on results which in all of the final reports considered here are in the form of a list of outputs. All of the reports contain chapters on activities, which describe the process of planning and implementation, and one part on constraints and actions taken. Indicators and plans to monitor and report on outcomes need to be integrated into IOM Macedonia's project/program cycle. It may seem difficult within the confines of each plus/minus one-year project timeline, but the project participants need to be monitored also after the one-year implementation period. In the most recent finalized project targeting Roma (see above) IOM has an agreement that MSLP will monitor the status of the participants who were employed after on-the-job training one year later to ensure that the companies comply with the Cooperation Agreement and the labor legislation. This monitoring could be expanded to include a wider range of indicators on outcomes which could be developed by IOM in collaboration with the partners. Projects with longer horizons, such as three years, are obviously easier to monitor on outcomes. Either way,

¹³⁸ *ibid* - and email from IOM project staff member

¹³⁹ Briefing session and handout by IOM in Skopje, 13 September 2010

¹⁴⁰ IOM also recently completed two related projects: (1) "Assisted Voluntary Return of Vulnerable Categories" funded by the Italian Government (2007 – 2009); and (2) "Technical Assistance to Build the Capacities of Relevant Parties to Combat Organized Crime with Focus on Human Trafficking," currently ongoing and funded by the European Commission through the IPA fund. As these projects focus on other main aspects of counter-trafficking, on assisted return and capacity-building of government partners, they complement the prevention projects and enable IOM to have a broader approach.

whether the projects continue to be short-term or longer-term, IOM needs to address the issue of reporting on outcomes.

Between 2006 and 2010, donors have requested that four evaluations be conducted on IOM counter-trafficking projects in Macedonia. Three of these evaluations relate to Norwegian government funded projects. Two evaluations have been done of the ESS projects, one in 2006 and one in 2009. A review was undertaken in 2008/2009 of the counter-trafficking projects supported by Norway globally, and this included a focus on IOM Macedonia counter-trafficking projects.¹⁴¹

Conducted by the Association for Emancipation, Solidarity and Equality of Women (ESE), the 2006 ESS evaluation found that the creation of micro-businesses had led to an improvement in the socio-economic status as well as quality of life of the families belonging to the great majority of project participants. It had increased vocational and business skills as well as increased participant self-esteem, providing them with a sense of professional fulfillment and sense of purpose. The project had also led to increased awareness and knowledge on human trafficking as well as the risks and dangers related to trafficking. Still, a majority of the respondents would consider going abroad for work, but the number had decreased after they entered the ESS project. Finally, the evaluators found that the ESS project positively influenced the general perception of women entrepreneurs in the target areas.¹⁴²

The 2009 ESS evaluation, also conducted by ESE, had similar findings: the socio-economic status of the participants and their families had improved in the period after opening their own businesses and they had gained vocational as well as business skills. The micro-businesses had a positive influence on the families, as well as on the participants in terms of increased self-esteem, empowerment and enhanced social network, among other things. Almost all of the project participants had long-term plans to expand and improve their businesses, and the majority were interested in further education that was related to their work. It was found that all of the participants were familiar with the term 'human trafficking' and the majority were aware of possible dangers and risks related to going abroad to work.¹⁴³

Similar findings were made in the 2009 Review which assessed results from the ESS prevention project between 2005-2008, the Roma prevention project between 2006-2008 and the direct assistance project. According to the Review¹⁴⁴, the main

141 Pavlovski, Borjan and Jasminka Friscic (2009) Qualitative Evaluation of the Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions of FYR Macedonia – ESS. Association for Emancipation, Solidarity and Equality of Women (ESE); Halvorsen, Kate and Hugo Stokke (2009) Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings. Oslo: Norad; Association for Emancipation, Solidarity and Equality of Women (2006) Qualitative Evaluation of the Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions for FYR Macedonia – ESS. Skopje, Macedonia: Council of Europe Development Bank, the Norwegian Government, IOM.

142 The evaluation is based on qualitative data from interviews with 31 project participants in Kriva Palanka and Tetovo and quantitative data from a survey among the same participants. The interview data was analyzed with computer software for qualitative analysis and the survey data with statistical software. For more details on indicators and analysis, see evaluation report: Association for Emancipation, Solidarity and Equality of Women (2006) Qualitative Evaluation of the Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions for FYR Macedonia – ESS. Skopje, Macedonia: Council of Europe Development Bank, the Norwegian Government, IOM.

143 Association for Emancipation, Solidarity and Equality of Women (2009) Qualitative Evaluation of the "Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions of FYR Macedonia – ESS" Skopje: ESE. The evaluation is based on both qualitative data from interviews with 40 project participants in Kumanovo and Bitola and quantitative data from a survey of the 40 project participants. For more details on indicators and analysis, see the evaluation report.

144 Findings were based on testimonies by project participants and observations of micro-businesses in three locations, interviews with IOM and NGO staff, 2010, Government partners, as well as document study. Halvorsen, Kate and Hugo Stokke (2009) Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings. Oslo: Norad;

outcomes of the Roma prevention project and the ESS projects were increased employment, better qualifications in the labor market, increased potential for self-employment as well as increased self-confidence and self-esteem of the participants. In the case of the Roma, it also led to better integration into mainstream society as the participants were employed at enterprises in the city center, well outside the confines of the Roma settlements. It was also seen as an opportunity to increase their chances of legal – and safe - migration to other countries with higher standards of living and better pay. As regards the direct assistance project, there are no data or sources of data readily available to assess outcomes as there are presently no victims of trafficking in the Reception Center for Foreigners and there have been no follow-up or studies of those who have returned and reintegrated.¹⁴⁵

3 Discussion and Analysis

3.1 Stakeholder Views

Respondents indicated that IOM had established itself as the principal organization seeking to combat human trafficking in the country, currently enjoying a positive reputation among the stakeholders.¹⁴⁶ Respondents described IOM staff as “highly skilled,” “competent” and “experienced,” and key to achieving the desired outcomes.^{RR} Furthermore, they were described as “efficient,” “hardworking,” “open,” “always available,” and “reliable.”¹⁴⁷ They also pointed to the Chief of Mission as contributing significantly to the achievements of IOM in Macedonia, describing her as “very proactive”, “constructive” and “informative”¹⁴⁸ among donors and with the Government. Furthermore, respondents felt that it was important to keep the Chief of Mission an international post as this ensures more independence of the Government and its policies.¹⁴⁹ Respondents also indicated that IOM’s relationship with the Government at different levels, as well as government ownership, played an important role in project success.¹⁵⁰

IOM and its partners adhere to the Palermo Protocol definition of human trafficking, which has been integrated into Macedonian law. In the past there has been some disagreement on the issue of internal trafficking, and also whether trafficking was a significant problem needing attention. Other than that, no diverging views were detected between IOM and stakeholders on trafficking issues. These stakeholders generally have a very positive view and opinion of IOM’s work and position, as mentioned above.

In fact, a methodological challenge for the evaluation was that most of the key informants are from agencies, departments or organizations, which have received or are still receiving funding from IOM. The evaluators were aware of the potential for this to compromise the information, views and opinions given and the way they are

145 Halvorsen, Kate and Hugo Stokke (2009) *Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings*. Oslo: Norad;

146 Interviews with staff, 2010.

147 Interviews with staff, 2010.

148 Interviews with staff, 2010.

149 Upon review of this report, IOM staff commented that this is an internal IOM decision. Namely, IOM senior management made a decision to nationalize the IOM Macedonia office as of 1 July 2010. IOM management carefully considered this decision and sought to maintain IOM’s primary objective to work towards strengthening and harmonizing EU standards in all identified key migration areas in full partnership with the government as well as national and international partners. IOM is successfully carrying out its activities in the region in its offices in Bulgaria, Romania, Slovakia, and Greece with a national Head of Office.

150 According to interviews with staff, 2010.

given. It was difficult to get any kind of constructive criticism or views on improvements that needed to be made on role, function, approach, and project contents. Hence, it is an open question whether the positive responses actually reflect the reality or whether certain weaknesses and improvements have not been disclosed in the interviews. However, this is not considered a major problem as room for improvement has been identified, as will become evident in the following chapters.

3.2 Crosscutting Issues: Gender, Child Rights, Human Rights Based Approach

Data collected for this study suggest that IOM has promoted a **gender sensitive approach** to the combat of human trafficking by targeting women in some of the projects and activities. Because many of the first victims of trafficking in Macedonia were women, IOM counter-trafficking projects sought to target women and to meet their needs. More recently, the authorities have identified more cases of men and boys becoming victims of trafficking, and have sought to respond to their gender-specific needs. IOM also targeted women in the training of lawyers for the capacity-building project (see Chapter 2.1). In addition, IOM has recently included training on women's rights and gender issues in relation to awareness-raising on the risks and dangers of trafficking. Other evidence suggests, however, that IOM staff have not fully applied a gender-based perspective to efforts to combat trafficking. Proposals and reports to donors, including to the Norwegian government, do not, for example, systematically include gender-disaggregated data.

Similar findings were made regarding IOM's sensitivity to child rights. On the one hand, IOM has addressed child rights in several ways. Under the direct assistance projects IOM advocated and ensured endorsement for special procedures for the protection and assistance of children including separate accommodation facilities at the Reception Center for Foreigners, assignment of guardians to unaccompanied minor victims of trafficking and psychosocial treatment and follow-up done by the NGO Happy Childhood. IOM is also an active member of the National Commission Sub-Group for Combating Trafficking in Children and has supported the preparation and publication of the national action plan on children.

As mentioned in Chapter 1, the past three years have seen an increase in numbers of child victims of trafficking in the official government statistics. IOM reported that among the beggars in the big cities there are also increasing numbers of children.¹⁵¹ As a response IOM staff are planning to develop a project targeting children, unaccompanied minors in particular.¹⁵² On the other hand, according to one key informant, there is a general problem in Macedonia that child rights are not taken sufficiently into consideration in the area of human trafficking and that there needs to be more focus and sensitivity to the special situations and problems that children face by all actors involved, including IOM.¹⁵³

IOM's counter-trafficking projects in Macedonia did not appear to document human rights-based approach principles used in their creation and implementation. IOM

¹⁵¹ Interview with IOM staff, 2010.

¹⁵² Interview with staff, 2010.

¹⁵³ Interview with staff, 2010.

staff claim to adhere to a human rights-based approach¹⁵⁴ but staff have not documented the use of such key principles as participation, empowerment, accountability and transparency in their projects. Through their working approach, IOM has promoted the UN Convention Against Transnational Organized Crime and the Palermo Protocol¹⁵⁵ by including its definitions and concepts of human trafficking in training sessions described above. The IOM prevention projects have also resulted in empowerment of project participants, although this was not a planned outcome. However, project participants have not been involved in the planning and monitoring of the prevention projects. IOM has a participatory approach vis-à-vis government stakeholders and other partners, such as the Chamber of Commerce, but less vis-à-vis the project participants. The project participants have been involved in the process of selecting their specific vocation, but not in relation to project design and implementation more generally.¹⁵⁶

3.3 IOM's Role and Comparative Advantage

Since approximately 2007, law enforcement has documented a decrease in the number of victims of trafficking, as noted above in Chapter 1. Subsequently, donors and IGOs have decreased funding and programs aimed at countering trafficking.¹⁵⁷ During research interviews, however, NGO, IGO and government partner organization respondents claimed that they felt that IOM still had a significant role to play in countering trafficking in Macedonia. These respondents commented that IOM is the only international organization with a mandate and expertise on counter-trafficking left as OSCE and international NGOs have been phasing out activities.¹⁵⁸ Government respondents stated that they still need both IOM funding and expertise in the development of policy tools, such as the present revision of the standard operating procedures, and to assist with referrals of victims of trafficking, as well as support the implementation of the activities of the Roma Decade (see Section 4.1 below on Relevance).¹⁵⁹ IGO respondents stressed the importance of collaborating within the UN family, such as through the standard operating procedures being developed between IOM and UNHCR.¹⁶⁰ NGO respondents emphasize the importance of IOM prevention activities among women and Roma and the need to have a much greater outreach. For the NGOs, the advantage of IOM versus other agencies, is that IOM is willing and able to fund project activities and to support them with capacity-building.¹⁶¹

An important aspect of IOM's role and comparative advantage is to provide funding to NGOs and to Government agencies as implementing partners and for capacity building. According to interviews with key informants IOM is good at fundraising. Another comparative advantage of IOM is the global organization as a source of best practices and experiences in the field of trafficking/migration, according to both IOM key informants and other key informants. IOM staff members can contact

154 Interview with IOM staff, 2010.

155 Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children

156 In their review of this report, IOM staff noted that the external evaluations of socio-economic empowerment projects included interview and feedback from participants and that victims accommodated in the Reception Centre for Foreigners fill in evaluation questionnaires on services upon leaving for home countries. IOM staff also noted that they use this feedback when developing new projects.

157 According to IOM.

158 Interviews with key IGO, NGO, and government staff, 2010.

159 Interviews with government staff, 2010.

160 Interview with key IGO informants and IOM/UNHCR (2009) Framework Document: Developing Standard Operating Procedures to Facilitate the Protection of Trafficked Persons. IOM&UNHCR Internal Reference Tool. Skopje: UNHCR/IOM

161 Interviews with IOM staff, 2010.

colleagues at headquarters in Geneva or in the country offices around the world to get advice and ideas of how to approach various issues and on ideas for both project proposals and implementation, for best practices and best case scenarios. Furthermore, key informants from the Government agree that a lot has been done on legal and policy reform, which IOM has been involved in. However, there is a long way to go on the implementation of these policies and laws and this is where IOM has an important role to play: assisting the Government in implementation.¹⁶²

3.4 Institutional Learning: Monitoring and Evaluation

IOM Macedonia has no formalized Monitoring and Evaluation (M&E) plan or strategy, but follows IOM general guidelines and procedures. IOM staff members monitor regularly the implementation of project activities. The frequency varies but seems to be on a weekly or bi-weekly basis in general. There are regular consultations with participants and IOM staff eventually gets around to visit every one of the participants. In addition IOM staff have regular and frequent contact with the implementing partner NGO or government agency which in some periods is on a daily basis. The implementing partners are normally in contact with the participants on a daily basis, and in recent projects NGOs send monthly monitoring reports on the performance of each beneficiary. In addition, other partners, such as the Center for Social Work, do regular monitoring and donors undertake monitoring visits from time to time.¹⁶³

Several examples have been given of institutional learning from monitoring and evaluation. For example, IOM identified the fact that it was difficult to reintegrate victims of trafficking who returned to their place of origin, and based on this recognition developed projects focused on employment opportunities. Another example is identifying the Roma population as particularly at risk of trafficking due to their social exclusion and poverty level, and projects designed to target that group. The same goes for the focus on vulnerable women in border areas. IOM quickly incorporated the notion and trend of internal trafficking into their activities and advocated for the Government to recognize it as an emerging trend. Furthermore, IOM responded to the trend of increased cases of forced labor and begging by focusing more attention on this phenomenon and groups vulnerable to this form of exploitation. Similarly, IOM is in the process of designing a project for unaccompanied minors, which is a direct response to increased numbers child victims of trafficking and arrivals the past couple of years.¹⁶⁴ Clearly IOM staff members have a working approach whereby they learn from their monitoring visits, from evaluations, networking and frequent communication with partners and modify or design new projects accordingly. However, there is no formalized system for integrating results from evaluations into project/program cycles, and hence IOM might consider develop a formal monitoring and evaluation (M&E) plan taking this into consideration.

¹⁶² Interview with government informant, 2010.

¹⁶³ The information in this paragraph is based on interviews with IOM staff, which were also reviewed with government and NGO staff during evaluation interviews, 2010.

¹⁶⁴ *ibid*

4 Conclusion

4.1 Achievements

Relevance

The projects supported by Norway since 2003 have been highly relevant to existing Macedonian national policy, and IOM has actually been involved in the development of most of the policy documents and national mechanisms that have been established during the past ten years.¹⁶⁵ The Palermo Protocol was signed in 2000 and ratified in 2005 and in January 2002 the Government introduced Article 418 of the Criminal Code on Trafficking in Human Beings. In 2001 the National Commission to Combat Trafficking in Human Beings and Illegal Migration was established with subsequent secretariat and sub-group on children. In 2005 a National Referral Mechanism was established and in 2007 the Office of the National Coordinator with a specialized library for trafficking in human beings. Since then standard operating procedures were developed and endorsed in 2008, which are now under revision. The Council of Europe Convention on Action Against Trafficking in Human Beings was ratified in 2009. The most recent National Strategy for Combating Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia (National Strategy) for 2009 – 2012 and the accompanying National Action Plan for Combating Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia as well as the Action plan for Combating Trafficking in Children in the Republic of Macedonia were supported both financially and technically by the IOM office, among others. IOM's current projects align with Chapter II of the National Strategy which is on Prevention and contains four strategic objectives, namely identification of the reasons for trafficking in human beings, strengthening capacities for implementation, raising public awareness and education and reducing vulnerability. IOM is currently promoting the implementation of all these, especially the last three.

IOM is also contributing to the implementation of the National Action Plan for Decade of Roma Inclusion 2005-2015, the National Strategy for Roma (2005) and the National Poverty Reduction Strategy (2002).¹⁶⁶

The activities of IOM in Macedonia are also relevant to the Norwegian policy on combating human trafficking.¹⁶⁷ Norway developed its first action plan on combating human trafficking for the period 2003-2005, which was succeeded by another to cover the period 2005-2008 which was replaced by yet another for the period 2006-2009. The Ministry of Justice is currently in the process of finalizing the next three-year action plan for the period 2010-2012. The most recent one has objectives which are relevant, in particular those related to supporting prevention in countries of origin and transit, and supporting international organizations in combating trafficking. Action point number 33 under the heading of international framework and cooperation states that the Norwegian Government shall support transit and source countries to implement the international framework through political attention, projects and transfer of competence.¹⁶⁸

¹⁶⁵ Interview with IOM staff, 2010.

¹⁶⁶ IOM (2010) Final Report to the Norwegian Government. Skopje: IOM

¹⁶⁷ The Norwegian national action plan on trafficking in human beings: Norwegian Government (2006) Stopp Menneskehandelen. Regjeringens handlingsplan mot menneskehandel (2006-2009), Oslo: Ministry of Justice and Police

¹⁶⁸ *ibid*; pg 4.

Effectiveness

Basically there are two types of results from the Norwegian support to IOM in Macedonia; the direct outputs and outcomes for the individual participants and the capacity building of partner NGOs and government agencies. In general it can be concluded that the achievements in terms of outputs have been substantial over a ten-year period. As far as could be detected from the final reports and interviews with key informants the results are largely according to plans. There have been slight variations in relation to planned and actual numbers of participants, but no major discrepancy was found in the available material. As noted in Chapter 2.3 a weakness of the IOM projects is the lack of plans that include indicators on outcomes and the lack of regular reporting on outcomes. Among others, IOM lacks indicators on monitoring and reporting on reintegration of returned victims of trafficking, as well as gender disaggregation which allows for the documentation of gender differences and sensitivity. Age disaggregation in plans and reports is also important in order to have a more targeted approach to children and youth in both prevention, policy and direct assistance activities. Strengthened competence and increased focus on child rights and children issues in the area of migration is needed among relevant agencies in Macedonia including IOM.

Efficiency

Although assessing efficiency is not a main focus of this evaluation, there is one aspect that came up during a few of the interviews, namely the issue of efficiency of the Roma and ESS prevention projects.¹⁶⁹ The respondents viewed these projects as relatively costly in relation to the coverage, and questioned whether the funding might be better spent. The total cost of the five prevention projects (ESS and Roma) is Euro 754 982 benefiting a total of 307 individuals directly, and several NGO and Government agencies indirectly, according to the five final reports of these projects¹⁷⁰. It is important to note, though, that far from all of this funding goes to the project activities exclusively. Since the IOM office in Macedonia has no core funding, costs for the running of the office, salaries and benefits must come out of the project funding.¹⁷¹ Nevertheless, it is a question that needs to be discussed: is this the best and most efficient use of Norwegian development cooperation money?¹⁷² Is there a more efficient way of preventing human trafficking in Macedonia, and if not, is IOM as an organization whose mandate is primarily around migration, the most appropriate partner for this type of intervention? From the study, no strategy or activity presented itself immediately as a better alternative in addressing factors which made Roma and women in certain geographical areas and situations vulnerable to trafficking. However, the question of efficiency of these prevention projects should be further studied and considered.

Sustainability

IOM in Macedonia has promoted sustainability first of all through training, capacity building and empowerment of Government structures and institutions. As a result of a very good and close relationship to various Government entities and agencies both at the central and municipal level, especially during recent years, Government

¹⁶⁹ Interviews with IOM staff, 2010..

¹⁷⁰ Final reports of the five projects.

¹⁷¹ Informed by IOM staff views.

¹⁷² Question posed by one study informant, 2010.

ownership has been built. Linking participants into the existing government systems and structures (e.g. the employment agency) and with established businesses through on-the-job-training enhances sustainability. Furthermore, working through local and international NGOs which already have established themselves with their own separate programs and funding sources has increased the chances of sustainability. They are not completely dependent on IOM for funding and survival, and have not been established solely for implementing the IOM project. All the tools developed by IOM at headquarters and in Macedonia, such as training curricula, guidelines, check-lists, and other documents are also aspects that contribute to sustainability. However, without data on outcomes and impact after the end of the IOM inputs have ceased it is not possible to make any conclusions with regard to sustainability.

4.2 Challenges and Constraints

The **funding structure of IOM** which leaves each country office responsible for its own funding leads to a donor-driven project approach, which represents both challenges and constraints¹⁷³. In Macedonia this **projectization**¹⁷⁴ has led to projects with short horizons and although some projects receive funding for more than one year, it nevertheless leads to short-term planning and a somewhat arbitrary project portfolio. This does not allow for proper long-term strategic and programmatic planning; nor does it allow for proper outcome and impact assessment. There is also a general lack of funding, which was identified by most of the key informants as the main constraint and challenge of IOM in Macedonia.

Related to this is a **heavy work-load for the IOM staff members**.¹⁷⁵ The office has gradually down-sized as the interest in trafficking has diminished among donors and funding has decreased. This leaves the staff members who are left, overburdened and over-worked, with the constant pressure of having to raise project funding in order to keep their jobs.

As mentioned above the office lacks a **country-specific multi-annual strategy**, which would provide guidance for donors and ensure a more consistent long-term programming approach. The office developed a counter-trafficking strategy for the period 2003-2006 with support from the Dutch embassy. There has also been an IOM regional strategy covering the period 2006-2007 as well as a draft for the period 2011-2013. These regional strategies are general and do not really give a detailed strategic direction for Macedonia; they rather briefly outline the general areas of work without giving any specifics. Global IOM resources are also too general in nature to serve as strategic documents for the Macedonia country office.¹⁷⁶

During the interviews, there was a noticeable **lack of constructive criticism and self-criticism** which appears important in order to have a reflective and analytical

¹⁷³ Interviews with key IOM, IGO and government and other informants.

¹⁷⁴ Under projectization, staff and office costs associated with implementing a project are charged to the project according to time-allocation.

¹⁷⁵ *ibid*

¹⁷⁶ Royal Dutch Embassy/IOM (2003) Counter Trafficking Strategy and Implementing Action Plan for the Republic of Macedonia 2003-2006. Skopje: Royal Dutch Embassy/IOM; IOM (2006) Migration Management in Central and South-Eastern Europe. IOM Strategy and Objectives 2006-2007. Budapest: IOM; IOM (2010) Western Balkans Strategy Paper 2011-2013 Draft for Feedback. Budapest: IOM

approach.¹⁷⁷ Projects and strategies can always be improved on, as can partner relationships and communication and all other aspects of a country office. Hence, one challenge for the IOM in Macedonia is to create an organizational culture which encourages critical reflection and self-reflection in order to make improvements.

One area which can be improved is **advocacy in relation to the protection role** that IOM has in relation to the human rights of migrants and its stated commitment to human rights as a key principle governing its human trafficking interventions.¹⁷⁸ Findings from the interviews indicate that IOM can be stronger and more vocal about advocating for the human rights of migrants including asylum seekers and other potential victims of trafficking. “IOM can be more assertive on its protection mandate”, as one informant put it.¹⁷⁹

There is a consensus among virtually all respondents that IOM in recent years has built a strong and good **relationship to the Government**, which has led to many important achievements. However, some respondents have also questioned whether this relationship has become too close.¹⁸⁰ According to some of the Government informants, they acknowledge this as a fact, but did not consider it a problem. Other informants were more worried and considered it a constraint, especially in relation to taking clear position against and advocating on behalf of (potential) human rights violations of victims of trafficking, asylum-seekers, and other foreign migrants.

References

- Association for Emancipation, Solidarity and Equality of Women (2006) Qualitative Evaluation of the Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions for FYR Macedonia – ESS. Skopje: Council of Europe Development Bank, the Norwegian Government, IOM
- Halvorsen, Kate and Hugo Stokke (2009) Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings. Oslo: Norad
- IOM (2010) Final Report to the Government of Norway: Institutional Building and Direct Labour Promotion Measures to Prevent Irregular Migration and HT among Young Roma in Skopje and Tetovo. Skopje: IOM
- IOM (2009) Final Report to the Government of Norway: Preventing HT in Roma Communities through the Enhancement of Labour Skills. Skopje: IOM
- IOM (2009) Final Report to the Government of Norway and the Council of Europe Development Bank (CEB). Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Former Yugoslav Republic of Macedonia (ESS). Skopje: IOM
- IOM (2008) Institutional Building and Direct Labour Promotion Measures to Reduce Irregular Migration and Human Trafficking Among young Roma in Skopje and Tetovo. Project Proposal. Skopje: IOM

¹⁷⁷ Observations during interviews with IOM, government and NGO staff, 2010.

¹⁷⁸ According to at least four interviews, 2010.

¹⁷⁹ *ibid*

¹⁸⁰ Staff interviews, 2010.

- IOM (2007) Final Report to the Government of Norway. Preventing Irregular Migration and HT in Roma Communities through Vocational Training and Skills Development Activities of Vulnerable Categories. Skopje: IOM
- IOM (2007) Final Report to the Government of Norway. Capacity Building Programme for Lawyers and Post-Graduate Students on HT. Skopje: IOM
- IOM (2007) Final Report to the Government of Norway. Fostering the Regional Network of Prosecutorial Structures in Macedonia, Albania, Serbia and Montenegro for Enhanced Cooperation in the Fight against Trafficking and Smuggling. Skopje: IOM
- IOM (2007) Final Report to the Government of Norway and CEB. Skopje: IOM
- IOM (2008) Final Report to the Government of Norway. Programme of Assistance for Protection, return and Reintegration of Victims of Trafficking in the Former Yugoslav Republic of Macedonia. Skopje: IOM
- IOM (2005) Final Report to the Government of Norway. Programme Assistance to Victims of Trafficking – Direct Assistance Programme. Skopje: IOM
- IOM (2004) Economic & Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions of FYR Macedonia (ESS). Project Proposal. Skopje: IOM
- Government of Norway (2006) Stopp Menneskehandelen. Regjeringens handlingsplan mot menneskehandel (2006-2009). Oslo: Justis- og Politidepartementet
- Pavlovski, Borjan and Jasminka Friscic (2009) Qualitative Evaluation of the Economic and Social Stabilization Programme for Potential Victims of Trafficking in the Border Regions of FYR Macedonia – ESS. Skopje: Association for Emancipation, Solidarity and Equality of Women (ESE);
- Verduijn, Rene (2010) External Evaluation IOM Project Capacity Building, Information and Awareness raising towards Orderly Migration in the Western Balkans. STAKE House International HB

Annex G: Nigeria Case Study

Evaluation of International Organization For Migration (IOM)

Case Study Write-up: Nigeria

1 Background and Context

Nigeria was the first West African country to enact anti-trafficking legislation. After ratifying the UN Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children in 2001, the Women Trafficking and Child Labour Eradication Foundation (WOTCLEF) lobbied the founder, Chief Amina Titu Abubakar, wife of the former vice president of Nigeria, to present a private bill for parliament. The bill led to National Assembly passing the Trafficking in Persons (Prohibition) Law Enforcement and Administration Act, 2003 and the subsequent establishment of National Agency for the Prohibition of Trafficking in Persons (NAPTIP), which is now the focal point for all anti-trafficking programs and projects in Nigeria.¹⁸¹

In 2002, Nigeria became an IOM Member State, and a Memorandum of Understanding (MOU) was signed in 2004 with NAPTIP to combat trafficking within the wider context of migration. Since then, according to respondents interviewed, the IOM Mission in Nigeria has played a central role in cooperating with national governmental and nongovernmental stakeholders engaged in combating trafficking in Nigeria. IOM assists NAPTIP in the implementation of its National Policy on Protection and Assistance to Trafficked Persons to reintegrate trafficking victims and build the national protection and assistance capacities of key stakeholders.

2 IOM Project Activities and Positions

IOM Nigeria does not have a specific anti-trafficking strategy; instead counter-trafficking initiatives rely on project funding and are thus influenced significantly by donor priorities. IOM has implemented three counter-trafficking projects in a range of areas, from direct assistance to trafficked victims to technical support in the development of policies and procedures.¹⁸² The Norwegian Government supported two of the three projects.¹⁸³ The first Norway funded project (\$298,952 US) was undertaken in 2007:

- ***Direct Assistance, Protection and Monitoring of Trafficked Women Repatriated from Norway to EDO State, Nigeria***

181 The Act was amended in 2005 to increase penalties for traffickers.

182 IOM Project Document *Direct Assistance, Protection and Monitoring of Trafficked Women Repatriated from Norway to Edo State, Nigeria*; IOM Project Document *Counter Trafficking Initiative: Analysis of the evolution of trafficking in persons, grass root social intervention, building social services and networking capacity and promoting direct assistance*.

183 The third project, *Support to the Development of Guidelines and Policies on Health, HIV/AIDS, and Trafficking in Nigeria*, was funded through the Canadian International Development Agency (CIDA).

According to the project document, this one-year project sought to:

1. Provide direct assistance to 20 trafficked women who were to be repatriated from Norway to Edo State in Nigeria.
2. Develop a sustainable referral system in Edo state for the return and reintegration of trafficked persons from Western Europe.

On March 16, 2006, the Norwegian Government approached IOM Nigeria to implement a direct assistance, protection, and monitoring program for 20 trafficked Nigerian women who were expected to return to Edo State in Nigeria from Norway.¹⁸⁴ IOM worked with NAPTIP along with NGOs in Benin City in Edo state to manage the reintegration and protection process. Activities outlined in the project document included:

- The design of standard operating procedures (SOP) by IOM in collaboration with NAPTIP Headquarters and the Zonal Office in Benin City in accordance with the Trafficking Act and the National Policy on Protection and Assistance to Trafficked Persons.¹⁸⁵ The SOP was designed in line with IOM's Direct Assistance Handbook.
- An initial coordination meeting organized in Abuja with NAPTIP, the Department of Immigration, and IOM.
- A field assessment mission carried out by IOM to Edo state to identify governmental and nongovernmental referral partners with ongoing reintegration programs.
- A workshop organized by IOM held in Benin City to strengthen the capacity of stakeholders to assist trafficked victims and foster cooperation. In attendance were representatives from government and nongovernmental agencies working to combat trafficking in Edo state.

In spite of these efforts, interviews with NAPTIP and IOM staff revealed that none of the women was repatriated because they did not want to return to Nigeria.¹⁸⁶

The second IOM counter-trafficking project funded by Norway:

- **Counter Trafficking Initiative (CTI): Analysis of the Evolution of Trafficking in Persons, Grass Root Social Interventions, Building Social Services, and Networking Capacity and Promoting Direct Assistance**

The Counter-Trafficking Initiative project (October 2008 – March 2011) is jointly funded by the Italian, Dutch, and Norwegian Governments (2,422,998 Euros with Norway providing \$600,000 of project funding). The comprehensive Counter-Trafficking Initiative project includes prevention, direct assistance, research, and technical cooperation components. Like the repatriation program, this initiative seeks to help *develop and sustain an* integrated referral service, socio-economic reintegration for victims of trafficking, and primary prevention services in endemic areas in Edo and Lagos states (that is, areas regarded by NAPTIP as major source areas for trafficking).¹⁸⁷ The project document outlined three objectives:

¹⁸⁴ IOM CTI Project Document.

¹⁸⁵ NAPTIP has seven zonal offices: Lagos, Benin, Uyo, Enugu, Kano, Maiduguri, and Sokoto in addition to its headquarters in Abuja.

¹⁸⁶ Interviews did not reveal why they did not want to return or what alternatives existed in Norway.

¹⁸⁷ IOM CTI Project Document

1. Develop a referral system from countries of return to Nigeria to ensure provision of social services to victims of trafficking; promote coordination of direct assistance services to victims of trafficking; and help build networking capacity of NAPTIP and NGOs.
2. Establish state based observatories with the Universities of Lagos and Benin to serve as the research hub to study trends in human trafficking and the impact of counter-trafficking interventions (both past and present) as well as provide recommendations that are relevant for current and future planning and implementation of counter-trafficking interventions.
3. Provide primary prevention initiatives through community based projects that reduce the rate of trafficking in endemic local government areas in Edo state.

The Counter-Trafficking Initiative project aimed to achieve the above objectives through the following seven outputs:¹⁸⁸

Output A: National ownership of referral strategy by NGOs

Output B: Mapping of NGOs and Edo and Lagos states

Output C: Call for proposals

Output D: Organic collaboration with the Universities of Lagos and Benin

Output E: Micro community development projects

Output F: Logistic support to NAPTIP and NGOs

Output G: Monitoring and Evaluation

Referral System

The referral system is a mechanism for cooperation among IOM, NAPTIP, local NGOs, and agencies based in Europe (including Norway) to ensure victims from within Nigeria or abroad as well as foreign victims in Nigeria have access to support services provided from the point of identification through return and reintegration. Under the Trafficking Act, NAPTIP provides victims with services from clothes to psycho-social support and counseling to medical check-ups and assistance for up to six weeks at one of seven closed shelters using guidelines established in the National Policy on Protection and Assistance to Trafficked Persons.¹⁸⁹ NAPTIP, through its zonal offices, also carries out family tracing to repatriate victims. Family reunification is the top priority, even when the victim does not want to return home.¹⁹⁰ Both victims and families are counseled to ensure reunification, but if family reunification is not feasible (i.e. security reasons) or family tracing proves impossible, victims are referred by NAPTIP to other safe houses or shelters run by NGOs.¹⁹¹

In addition to its counseling and rehabilitation duties, NAPTIP is mandated under the Trafficking Act to investigate, prosecute, and convict traffickers. Put differently, NAPTIP is a specialized police force and prosecution unit that also assists and protects trafficked victims.¹⁹² Norwegian Embassy respondents and two UN respondents expressed concern these roles represented a conflict of interest, apprehensive that trafficking was being approached by NAPTIP as law enforcement and

¹⁸⁸ Ibid.

¹⁸⁹ NAPTIP Headquarters and the zonal offices manage shelters, including Abuja, Lagos, and Benin City.

¹⁹⁰ Interviews, Government Respondent; IOM Respondent; NGO Respondent.

¹⁹¹ Interview, Government Respondent.

¹⁹² NAPTIP is divided into five departments: Counselling and Rehabilitation; Legal and Prosecution; Investigation and Monitoring; Public Enlightenment; and Research and Programs.

immigration issues rather than a human rights issue. Respondents were specifically concerned that victims were being pressured to testify in court. An interview with a NAPTIP respondent confirmed that victims are counseled to take legal action against traffickers, and that a high number of victims testify in court.¹⁹³ Even when this option is declined by a victim, however, NAPTIP continues to provide psychological and legal assistance.¹⁹⁴

To ensure victims are provided with assistance beyond the NAPTIP shelters, the Counter Trafficking Initiative project aims to develop an integrated network of cooperation between NAPTIP and NGOs in Lagos and Benin City as NGOs play a key role in identifying and assisting victims. To understand how a national and international referral system might work, three IOM staff took a team of five representatives from NAPTIP, one from the University of Benin, and one from the Committee for the Support of the Dignity of Women (COSUDOW) on a two week study tour to Italy and the Netherlands to learn how these countries assist victims.¹⁹⁵ According to the Second Technical Mission Report, the objective of the tour was to build the capacity of relevant partners in Nigeria, Italy, and the Netherlands to exchange information on trafficking persons. The Nigerian delegation and its European counterparts discussed how to facilitate cooperation in areas including: tracing Nigerian trafficked persons in Italy and Holland; tracing families of trafficked persons in Edo state; mechanisms to ensure cooperation on the protection of family members in Edo state; cooperation in investigation and trials against traffickers; and the establishment of social observatories through the Dutch National Rapporteur and the Italian Ministry of Equal Opportunities.¹⁹⁶

A mapping exercise was commissioned by IOM, and carried out by a consultant in April and May 2009 to identify NGOs addressing human trafficking in Lagos and Benin City, especially those providing protection, rehabilitation services, and legal services, for possible inclusion in the referral system. The consultant and her team of researchers carried out focus group discussions and in depth interviews, directly observed activities, and administered questionnaires to all NGOs working in the area of violence against women and human trafficking in Benin City and Lagos. Upon completion, the data were compiled into a *Report of Mapping of NGOs Working in the Fields of Human Trafficking and Gender Based Violence in Benin City and Lagos Nigeria*, which was used to identify potential NGOs for inclusion in the referral system.¹⁹⁷ The consultant made recommendations, and IOM and NAPTIP made a short list. Seventeen shelter and legal service NGOs were invited to submit proposals for inclusion in the referral system. IOM received 12 proposals. Nine NGOs in total – five in Lagos (three shelters and two legal services) and four in Benin (one shelter and three legal services) were selected by IOM and members of the fourth technical monitoring mission, which included NAPTIP and nominated experts from Italy and the Netherlands, for a field inspection.¹⁹⁸ IOM completed the field assessment and selected two shelter NGOs and two legal NGOs.¹⁹⁹ NGOs were

193 Interview, Government Respondent.

194 Interview, Government Respondent.

195 Report on the Second Technical Mission.

196 Report on the Second Technical Mission.

197 Report on the Fourth Technical Monitoring Mission.

198 Report on the Fourth Technical Monitoring Mission.

199 Originally two NGOs providing sheltering services in Benin were to be selected, but the mapping exercise only identified one NGO offering this type of service.

selected on the basis of their capacity to provide specialized shelter or legal services and network with other NGOs and NAPTIP.

The referral system works as follows: NAPTIP identifies victims through its Investigation and Counseling and Rehabilitation departments. Once identified, victims are eligible for assistance and support and can remain at a NAPTIP shelter for up to six weeks. Through the referral mechanism, legal advocates from the Women Advocates Research and Documentation Centre (WARDC) in Lagos and Network for Justice in Benin City are available to provide free legal assistance and support. If invited by NAPTIP, the legal NGOs work closely with victims by explaining court processes, their rights, and available protections. They also accompany the victim throughout the trial and follow up after criminal proceedings. COSUDOW in Benin City and Rehoboth Homes and Skills Acquisition Centre in Lagos – the two shelter NGOs – are available through the referral system to provide shelter services, specifically to female school aged victims as well as women and girls who cannot be reunited with their families while at the NAPTIP shelter. Few shelter options exist for boys so most are sent to orphanages.²⁰⁰

As of October 2010, 49 victims were referred from NAPTIP to the four NGOs that are part of the referral system.²⁰¹ All were female, except for one seven month old boy. Once NAPTIP has referred a victim to COSUDOW or Rehoboth Homes, they continue to receive support services from schooling to psycho-social support to ensure that a long term strategy is available.

Table 1: Referrals made to NGOS from NAPTIP (May-Oct 2010)

NGO	Referrals ²⁰²
Network for Justice (Legal – Benin)	31
COSUDOW (Shelter – Benin)	15
Women Advocates Research & Documentation Centre (WARDC) (Legal – Lagos)	7
Rehoboth Homes and Skills Acquisition Centre (Shelter – Lagos)	6

All but one IOM staff believed that the referral system was successful and functioning well. One IOM respondent, however, was disappointed in the results. The staff member reiterated that the referral system was intended to be a mechanism for cooperation between NAPTIP and NGOs in Nigeria as well as in Europe to ensure that victims, both from within Nigeria or abroad, have access to support services. Yet, only one NGO respondent spoke of referrals from abroad. For example, out of the 36 victims at a shelter in Lagos, just two had been trafficked abroad (London).²⁰³ The data reveal an explanation. The IOM Lagos office works with other IOM missions in Europe, including Norway, to implement the reintegration component of its Assisted Voluntary Return Program. The program was launched in response to the large number of irregular Nigerian migrants in these European

200 Interview, NGO Respondent.

201 Unpublished report, NAPTIP Headquarters.

202 Referrals do not add up to 49 because some victims were referred to one agency and then to another.

203 Interview, NGO Respondent.

countries.²⁰⁴ Referrals are made directly to NGOs by IOM Lagos under this program. According to the sixth technical mission report, in 2009, 10 assisted voluntary returnees who were victims of trafficking were referred directly to the COSUDOW shelter by the IOM Lagos office. The data suggest that IOM and NGOs have established referral mechanisms, but this system works independently from the referral system established under the Counter-Trafficking Initiative project.

The IOM respondent highlighted another challenge. The referral system is a form of institutionalized cooperation between NGOs and NAPTIP. However, the NGOs that are part of the referral mechanism rarely inform NAPTIP when they identified or received a victim directly.²⁰⁵ And last, one of the referral NGOs had signed a MOU with NAPTIP before the project commenced, and NAPTIP had been referring beneficiaries to this particular NGO since 2008. The NGO respondent questioned what the added value of the referral system was aside from support from IOM for each referred victim, which was due to end in March 2011.

Two NAPTIP, three IOM, and three NGO respondents indicated that although linkages had been built under the referral system, collaboration still needed to be enhanced. IOM staff felt that NAPTIP must recognize that the active involvement of NGOs, both in the identification of trafficking victims and in the provision of assistance, is crucial to the success of the referral system.²⁰⁶ NGOs are key service providers for trafficking victims, and the NGOs in the Counter-Trafficking Initiative project are providing valuable psycho-social and legal assistance to trafficked persons, assisting them in the rehabilitation process.²⁰⁷ Yet, IOM staff also believed that NGOs needed to work with NAPTIP in the identification and referral of victims so accurate statistics are collected.²⁰⁸ Equally important, the NGOs that are part of the referral system and work closely with victims need to work more cooperatively with each other.²⁰⁹ Both referral NGOs as well as a NAPTIP respondent stated there was tension between the NGOs in terms of who was responsible for providing which service under the Counter-Trafficking Initiative project. The terms of reference indicate the legal NGOs are responsible for identifying options for vocational training, job placements, and education – tasks the sheltering NGOs carried out prior to the project.

To assist in building relationships and networks, IOM hosted a NGO forum on the 29-30th of March, 2010 in Lagos. More than 40 NGOs along with NAPTIP and representatives from 6 zonal offices attended the workshop. After two days of meetings, a communiqué was developed by small technical working committee comprised of the Zonal office of NAPTIP in Lagos, the Secretary of NACTAL, a representative of the Federal Ministry of Women Affairs, and the National Coordinator of Women's Consortium of Nigeria (WOCON) that outlined further steps in implementing the National Policy on Protection and Assistance to Trafficked Persons as a sustainable referral mechanism for the rehabilitation and reintegration of

204 Interview, IOM Respondent.

205 Interviews, IOM Respondent; NGO Respondent.

206 Interview, IOM Respondent.

207 Interview, IOM Respondent.

208 Interview, IOM Respondent.

209 Interviews, NGO Respondent; NAPTIP Respondent.

trafficked persons in Nigeria.²¹⁰ Included in the recommendations was the establishment of the Network of Civil Society Organizations against Child Trafficking, Abuse, and Labour (NACTAL) as an umbrella NGO and focal network of community based organizations working in the area of human trafficking.²¹¹

Research observatories with the Universities of Lagos and Benin

In an effort to promote evidence based policies and programming, IOM is working with the Universities of Lagos and Benin to establish two observatories. The purpose is to monitor the referral network, collect qualitative and quantitative data on trafficking, and examine the impact of counter-trafficking interventions (both past and present) to provide recommendations for current and future planning and implementation of counter-trafficking interventions. According to IOM staff, one of the biggest obstacles in combating trafficking in human beings is the lack of data on, and knowledge of, the extent of the phenomenon, trends, and patterns.²¹² Both universities are currently gathering data on perceptions of trafficking and anti-trafficking activities among selected communities in Lagos and Benin states.²¹³

At the time of this evaluation, the University of Lagos (UNILAG) had completed a draft research report, but it was not made available as it was still in draft form. In addition to these research projects, UNILAG is carrying out research to understand better why Lagos is a hub for trafficking. The University of Benin is assessing Edo state, in particular Benin City, as endemic areas for trafficking. At least one research proposal was prepared, but as of July 2010, neither of the research projects had commenced due to a four month Academic Staff Union of Nigerian Universities (ASUU) strike. The University of Benin has established a website (www.unibenobservatory.org) to share research findings and information. At the time of the evaluation, however, the website was just an empty shell.

According to both IOM staff and university staff, this component of the project will generate new data on trafficking, but also monitor anti-trafficking initiatives being implemented to prevent duplication and overlap. Evidence suggests this latter issue is an important concern. For example, the International Labour Organization (ILO) launched a project in June 2010 entitled *Enhancing the Cooperation to Fight Trafficking in Human Beings from Nigeria to Europe*.²¹⁴ Funded by the Italian Government, the project bears a number of similarities to the IOM Counter-Trafficking Initiative project, including the establishment of a national referral system, mapping of NGOs in Edo state, and research on the flows, trends, and patterns.²¹⁵ When asked their views on this situation, some IOM staff expressed concern about the overlap and duplication of activities. It was not clear to them why the Italian Ministry of Equal Opportunities, a key counterpart under the IOM project, supports the establishment of another independent referral system.²¹⁶ Nevertheless, IOM

210 NGO Forum Report.

211 An interview with the NACTAL coordinator revealed that although NACTAL started informally in 2006, the umbrella NGO just received its official registration in August 2010. Currently, there are 38 members, but the NGO plans to expand.

212 Interviews, IOM Respondents.

213 Report presented to the Sixth Technical Mission, University of Benin. First Quarter Report by UNILAG.

214 ILO Project Document, *Enhancing the Cooperation to Fight Trafficking in Human Beings from Nigeria to Europe*.

215 Interview, UN Respondent; ILO Project Document.

216 Interview, IOM Respondent.

staff are committed to working with ILO to ensure both projects achieve practical results and outcomes.²¹⁷

Interviews with IOM staff further revealed that the same Italian consultant drafted both project documents, suggesting at least some responsibility for this overlap lies with the donor. Concerns were also expressed during interviews about 'mission creep' and competitiveness between agencies, although informants revealed that these issues were under the previous leadership of IOM and that the current Chief of Mission was highly regarded and respected by UN colleagues.²¹⁸ Comments suggested a shift towards more engagement with UN agencies.²¹⁹

Primary prevention through micro community based development projects

In order to prevent trafficking, IOM is supporting, through NAPTIP, 20 community based projects designed to reduce the prevalence of trafficking in some of the most affected areas in Edo state.²²⁰ All IOM staff believed that if the causes of trafficking, which they viewed as poverty and a lack of education, were addressed, people in Edo state would be less vulnerable to traffickers because of enhanced options. For example, one IOM staff explained, the construction of skills acquisition centers in communities meant that people could receive training in computers, hairdressing, or sewing. Because of this training, they would be better equipped to seek employment opportunities. "They do not have to fall into the whims of traffickers anymore."²²¹

On 15 August, 2009, NAPTIP and IOM commissioned a team of consultants from the University of Benin to carry out a baseline socio-economic assessment of the 20 areas in Edo State regarded by NAPTIP as being most affected by trafficking. The team produced a report on the disaggregated socio-economic indicators in the target areas with specific emphasis on education and health, as well as recreation and sporting activities.²²² After 14 of the 20 communities were assessed, the preliminary findings were presented at the fourth technical monitoring mission held from 28 September to 10 October 2009.²²³

The preliminary findings showed that most state schools were in disrepair and private school fees were out of reach for most community members. Dropout rates from primary and secondary school were high, and this was seen by respondents as leaving young people vulnerable to trafficking.²²⁴ According the fourth technical mission report, the presentation revealed that youth from the 14 communities look for sponsors, usually traffickers, to take them abroad. The technical mission team used the preliminary findings to develop an evaluation tool for the projects that would be identified for these areas. The tool outlined the type of information to be recorded, such as a description of the project, cost, type of activity implemented, expected outcomes, realized outcomes, the eventual difference between the

217 Interview, IOM Respondent.

218 Interview, UN Respondent.

219 Interviews, UN Respondent; IOM Respondent.

220 Second Interim Report, IOM CTI Project Document.

221 Interview, IOM Respondent.

222 Report on the Fourth Technical Monitoring Mission.

223 Report on the Fourth Technical Monitoring Mission.

224 Report on the Fourth Technical Monitoring Mission; Preliminary findings assessment of baseline socio economic data in endemic areas of trafficking Edo State.

expected and realized outcomes, who the direct and indirect beneficiaries were, initial needs of the identified during the assessment, and the potential of sustainability after completion.²²⁵

The team of consultants finalized the baseline assessment in January 2010, and a final report was produced. The report recommended a number of possible micro projects identified by the communities, which ranged from the provision of skills acquisition centers to renovations of schools to the repair of boreholes for water. On April 16, 2010, members of NAPTIP, IOM, and the team that comprised the sixth technical mission, which included representatives from 8 of the 20 communities and one Local Government Area (LGA), convened to discuss the possible projects in each community. The community members who participated in the session were encouraged to select their preferred project, but most wanted to consult with their communities before making a final decision. Therefore, IOM visited each community in May 2010 to confirm the projects for implementation. At the time of the evaluation, four projects had been completed, and two were close to completion.²²⁶

Without questioning whether repairing schools and drilling boreholes are worthwhile initiatives, the linkages between these activities and prevention of trafficking appears to be based on the assumption that they will reduce the level of unsafe migration by provide more opportunities locally. Although an evaluation tool was developed for these initiatives, it measured the number of beneficiaries involved in the projects, which assumes that the beneficiaries actually derived benefit from the activities and that this made them less vulnerable to trafficking

In the absence of data about the differences between those who were trafficked and those who were out, however, this linkage is not proven. Evidence from elsewhere suggests that poverty is not always fact a key determinant of trafficking.²²⁷ Further, given the widespread nature of poverty and the potential of traffickers to move from one place to another, the potential impact of this type of source based prevention programs in reducing trafficking in overall terms is unclear. An additional concern expressed by one respondent was whether such poverty reduction activities are within the mandate and comparative advantage of IOM.

Technical monitoring missions

The Counter-Trafficking Initiative project is jointly monitored by the Italian and Dutch Governments through 10 technical missions over the course of the two year project.²²⁸ Every two and a half months, a team of four experts from Italy and Holland travel to Nigeria to meet with representatives of IOM, NAPTIP, and the implementing NGOs to provide guidance and recommendations on project implementation. The weeklong missions involve visits to Abuja as well as Edo and Lagos states. Some IOM and NAPTIP staff thought the technical missions added value to the project in terms of feedback and expert technical advice.²²⁹ Other IOM and NAPTIP staff saw them largely as a waste of time and resources.²³⁰ The technical

225 Document Evaluation tools for Micro Projects.

226 Report of assessment of baseline socio economic data in endemic areas of trafficking in Edo state.

227 United Nations Inter-Agency Project (forthcoming), Human Trafficking Sentinel Surveillance, Poipet 2009 (Cambodia and Thailand).

228 Interview, IOM Respondent; Technical Monitoring Mission Reports (seven reports in total to date).

229 Interviews, IOM Respondent; NAPTIP Respondent.

230 Interviews, IOM Respondent; NAPTIP Respondent.

missions were incorporated into the project design by the Italian government.²³¹ Consensus was that, at least, the overall number should be reduced.²³² The missions are expensive and take time to organize, and these commodities could be spent on implementation. In total, €427,410 is budgeted for the technical missions. As a comparison, €150,000 is allocated to support the 20 community based projects, approximately €7500 per project.²³³

The Norwegian government, although invited to join, has never nominated a Norwegian based representative to participate in the technical missions.²³⁴ Interviews with the Norwegian Embassy staff revealed that Norway's approach to development assistance in Nigeria is to "put the bulk of the budget into one partnership instead of splitting it." A vetting process is carried out to build a long term relationship with one particular organization – IOM in the case of human trafficking in Nigeria. Norway sees itself as "a bank – buying into a partnership with a certain objective."²³⁵ Clear lines are established, with the Norwegian government taking a hands-off approach in terms of oversight and implementation.²³⁶

The Victim Trust Fund

One issue that emerged during the evaluation field visit was an understanding that Norway had attached conditions to one of the main activities it supported through the CTI project, which was the Victim Trust Fund. In August 2008, NAPTIP set up a Victim's Trust Fund, which provides restitution and assistance to victims. Because the Norwegian government came in after the Italian and Dutch governments had pledged support, a proportion of the Norwegian funding was earmarked for the Fund, as it was this aspect of the project that was unfunded at the time. Confusion ensued, however, over how the funding could be spent. NAPTIP understood that the Norwegian funds were to provide medical assistance to victims of trafficking from Edo state based in Edo state.²³⁷ For NAPTIP, this presented a challenge in finding enough victims to support, as the majority of victims from Edo state were at shelters in other zonal states. If victims did return to Edo state, they were typically returned directly to their families, implying they no longer required medical assistance. IOM staff believed it was just an issue of a language, and now that they were aware of the issue it could be resolved in discussions with Norwegian Embassy staff.

3 Stakeholders Views

Under the CTI project, IOM has approached trafficking from a number of perspectives, and with the notion of engaging a wide range of stakeholders.²³⁸ IOM globally takes a comprehensive approach to trafficking in persons, implementing a wide range of activities in the areas of prevention, direct assistance, research, and technical cooperation in partnership with government agencies, NGOs, international organizations, and other stakeholders. Based on the initiatives described above,

231 Interview, IOM Respondent.

232 Interviews, IOM Respondent; NAPTIP Respondent.

233 IOM Internal Budget.

234 Interviews, IOM Respondent; Norwegian Government Respondent.

235 Interview, Norwegian Government Respondent.

236 Interview, Norwegian Government Respondent.

237 Interview, NAPTIP Respondent.

238 IOM CTI Project Document.

IOM has been seen as having a number of comparative advantages in the fight against trafficking in Nigeria.

According to UN, NGO, and NAPTIP respondents, IOM has a comparative advantage in providing direct assistance for trafficking victims and developing NGO support in these areas. Tied to this benefit is the establishment of the referral system as an institutionalized platform of cooperation for NAPTIP, European governments, and NGOs both within Nigeria and abroad. Another comparative advantage is IOM's ability to actively involve civil society in the identification of victims as well as in the provision of services – rehabilitative, legal, or otherwise.²³⁹ Although currently seen as weak in capacity, NGOs have a crucial role to play alongside NAPTIP, and IOM recognizes this reality. IOM also recognizes that NAPTIP must take the lead in combating human trafficking.²⁴⁰ As a result, IOM has a key role to play in assisting NAPTIP in the implementation of its national, regional, and international commitments.

In terms of prevention, it is not clear that IOM's comparative advantage or value added lies in the support of small scale community based projects. Such initiatives might generate more tangible results than technical cooperation with NAPTIP, but if prevention is to be a core focus, more information needs to be gathered as the factors that differentiate people who are trafficked from the rest of the population.

By working with universities in Lagos and Benin, IOM is currently trying to collect and analyze data in order to understand better trafficking in Nigeria. Researching the problem of trafficking is clearly important. IOM only has a small office and rather than working with the universities who stakeholders view as overextended, it might be better for IOM to support NAPTIP and civil society organizations to compile systematic, reliable data on trafficking victims. Despite efforts to standardize data collection, conflicting information amassed under this evaluation is a signal that more effort needs to be put into data collection and analysis. For example, discrepancies emerged around the total number of victims referred to a particular NGO.²⁴¹

Given the acknowledged capacity constraints of the IOM Abuja office, actions need to be consolidated and prioritized. "In house we have begun to debate about where we want to go," one IOM staff remarked, adding that it was time to consolidate current programs, such as the technical assistance provided to the Nigerian Government. Counter-trafficking networks under the referral system needed to be expanded, prevention approaches reassessed, and partnerships strengthened to ensure adequate and timely services are provided to victims. The partners involved in the Counter Trafficking Initiative project play an important role not just in its implementation but also in identifying victims and providing assistance. As all IOM staff acknowledged, effective partnerships and collaboration with a range of stakeholders is critical to the success of its counter trafficking response in Nigeria.

239 Interviews, NAPTIP Respondents; NGO Respondents; IOM Respondent.

240 Interview, NAPTIP Respondents; NGO Respondents; IOM Respondent.

241 Unpublished document, Referrals to Date; Interviews, NAPTIP Respondent; NGO Respondent.

IOM currently works closely with a range of stakeholders under the Counter-Trafficking Initiative project. When asked, all government, NGO, and university partners interviewed spoke highly of IOM and the initiative, emphasizing that it was an important initiative. IOM is seen as a leader in the fight against trafficking in Nigeria by its NGO and Government partners through its achievements, which according to respondents include:

- Raising the visibility of trafficking and bringing it to the forefront of government consciousness.²⁴²
- Promoting the rights of trafficking victims and the establishment of a referral system to ensure the protection of those rights.²⁴³
- Encouraging the active participation of civil society organizations as equal counterparts in the provision of assistance.²⁴⁴

The implementation of the Counter-Trafficking Initiative is strongly tied to the nature of its relationships. One of IOM's strengths is its ability to act as a strategic broker between NAPTIP and NGOs. NGO respondents wanted IOM to facilitate more forums for networking and exchanges of experiences. NGOs believed that IOM's convening abilities helped build a common platform and framework of action for addressing trafficking in Nigeria. However, the lack of inclusive decision making was identified as one of its main weaknesses.²⁴⁵ NAPTIP and NGO stakeholders thought that at times IOM needed to do more to ensure the active engagement of key project actors, especially during technical missions. As one person commented, "they just visit us and go".²⁴⁶ NGO respondents suggested that IOM staff needed to be more decisive. "Staff with responsibilities need authority to make decisions," one individual stated.²⁴⁷ Indeed, improved communication and shared project portfolios among IOM staff is one of the issues the new Chief of Mission is addressing.²⁴⁸

Among problems identified, one involves financial disbursement of funds for victims of trafficking.²⁴⁹ Three of the four referral NGOs explained that delays in financial disbursements sometimes presented difficulties.²⁵⁰ When a referral is made by NAPTIP to an NGO, the NGO contacts IOM and funds are allocated to support the trafficking victim. Funds are transferred on a monthly basis upon receipt of an expenditure report, including receipts. Yet, one NGO staff member noted that receipts are often difficult to collect, especially if food or supplies are purchased at a local market. Although documentation was provided, IOM failed to transfer funds months after the victim had arrived at the shelter. Conversely, IOM staff revealed that delays in financial disbursements were often because of incomplete supporting documents IOM requires for administration, such as receipts. It appears that IOM and NGOs have not yet established an effective communication and documentation process with regard to providing rehabilitation services to referred victims.

242 Interviews, NGO Respondent; University Respondent.

243 Interviews, NGO Respondent; NAPTIP Respondents.

244 Interviews, NGO Respondents; Norwegian Government Respondent; NAPTIP Respondents.

245 Interviews, NAPTIP Respondent; NGO Respondent; Email, NGO Respondent.

246 Interview, NAPTIP Respondent.

247 Interview, NGO Respondent.

248 Interview, IOM Respondent.

249 Interviews, NAPTIP Respondent; NGO Respondents; Email, NGO Respondent.

250 Interviews, NGO Respondents; Email, NGO Respondent.

Another problem is that partnerships with both NAPTIP and the NGOs are marked by tensions related to family reunification. NAPTIP staff explained that family reunification is a core aspect of the recovery process of victims, even if victims do not want to return home. Both IOM and NAPTIP said that they worked closely with the National Human Rights Commission and adhere to a human rights approach²⁵¹. However, the presumption that family reunification is in the best interests of all victims does not appear fully consistent with a human rights approach, which would see decisions made on a case by case basis and involve service providers ensuring that trafficked persons are able to participate fully in decisions that affect their lives. One NGO pointed out this practice sometimes contrasts with policies and practices. She commented, “The first priority of IOM and NAPTIP is family reunification, but our priority is the victim. You cannot force a reunification”.²⁵²

Finally, all respondents, including IOM staff, interviewed believed that IOM’s counter-trafficking projects in Nigeria were too narrowly focused on the trafficking from Edo state, thus failing to address internal and cross border trafficking. Respondents expressed the view that this prioritization is largely the result of donor funding preferences, which continues to prioritize Edo despite evidence of trafficking from other states such as Abia, Delta, Kano, Cross Rivers, and Togo, to name a few.²⁵³

4 Findings and Implications

Relevance

Although IOM Nigeria’s counter-trafficking activities are in line with national policies and priorities as well as and to the needs and priorities of beneficiaries, the Counter-Trafficking Initiative correlates more closely with the profile of victims trafficked to donor countries rather than the overall human trafficking patterns and trends within the country. For example, the referral system is a mechanism for cooperation among IOM, NAPTIP, and local NGOs, but also agencies based in Europe to ensure that victims from within Nigeria or abroad as well as foreign victims in Nigeria have access to support services provided from the point of identification through return and reintegration.

One of the main findings is that referrals are largely victims of internal trafficking and interviews with IOM, NAPTIP, and NGOs all pointed to the major trafficking problem in Nigeria being more of an internal one. Second, whereas most activities target Edo State, victims of trafficking also come from other states. Most bilateral anti-trafficking projects and programs in Nigeria focus on trafficking for the purposes of prostitution from Nigeria to Europe. Common destination countries, not just for trafficked victims, but also asylum seekers and illegal migrants, are Norway, Italy, the Netherlands, Spain, Sweden, and Germany (NAPTIP, 2010). The majority of these governments, as well as the European Commission, provide extensive funding support to intergovernmental organizations (e.g. IOM, UNODC, and ILO) in addition to NAPTIP and a select number of NGOs.²⁵⁴ IOM staff expressed concerns

251 Interviews, IOM Respondent; NAPTIP Respondent.

252 Interview, NGO Respondent.

253 Interview, IOM Respondent.

254 For example, the United Nations Interregional Crime and Justice Research Institute’s (UNICRI) Program *Preventing and Combating Trafficking of Minors and Young Women from Nigeria to Italy* was funded by the Development Cooperation of the Italian Ministry of Foreign Affairs and implemented in collaboration with the UNODC, NAPTIP and Italian and Nigerian NGOs. ILO recently launched a project entitled *Enhancing the Cooperation to Fight Trafficking in Human Beings from Nigeria to Europe*.

about overlap and duplication of activities, specifically with ILO's new counter-trafficking project that aims to set a referral network.

IOM acknowledges the need to consolidate its counter-trafficking approach by developing a comprehensive anti-trafficking strategy aligned with the National Policy on Protection and Assistance to Trafficked Persons. IOM might also consider undertaking more formal context and needs analysis at the start of projects, and also engaging more actively with donors to identify ways to ensure the focus of counter trafficking efforts fit more closely with what is understood about the trafficking problem.

Effectiveness

IOM in Nigeria plays a key role in assisting NAPTIP in the implementation of the National Policy on Protection and Assistance to Trafficked Persons and in building systems for victims of trafficking in Nigeria. Under the Counter-Trafficking Initiative, one the main objectives is to develop and sustain an integrated referral service for the socio-economic reintegration for trafficking victims in addition to primary prevention services in endemic source areas in Edo and Lagos states.²⁵⁵ After two years of implementation, the system is still in its nascent stages involving just two shelters and two legal NGOs in Edo and Lagos states, one of which already had a working agreement with NAPTIP. Field respondents recognized the role IOM plays in building prevention, direct assistance, and networking capacities. Further, they believed the referral system and adequate victim assistance systems should be expanded to ensure that all victims have access to support services tailored to individual needs, especially male trafficking victims.

One of the strengths and achievements of IOM in Nigeria is its role as facilitator for coordination and information sharing, along with bringing together governmental and nongovernmental actors. IOM could seek to build on this strength and facilitate an exchange of views on how to increase cooperation and strengthen efforts to combat human trafficking. NGOs are key service providers in Nigeria for trafficking victims. They play important roles, not just in the recovery process, but also in empowering trafficking victims to understand their rights and undertake voluntary decisions in cooperating with NAPTIP in the prosecution of traffickers, or on pursuing other options, depending on the risk assessment.

Another main objective under the Counter-Trafficking Initiative was the establishment of state based observatories with the Universities of Lagos and Benin to serve as the research hub to study trends in human trafficking and the impact of efforts to fight human trafficking. At the time of the evaluation, research had yet to be published and the website that was launched was yet to come into operation. Sustained research is important to understanding the trends of human trafficking in Nigeria. However, the universities are reportedly overstretched. It might be better for IOM to support NAPTIP and civil society organizations, who can also play important roles in researching the problems of human trafficking.

²⁵⁵ IOM CTI Project Document.

The final main objective of the initiative was the provision of primary prevention initiatives through community based projects that reduce the rate of trafficking in endemic local government areas in Edo state. Although several community based projects had been completed or close were to completion, there is not enough data to assess whether these activities are preventing trafficking.

Sustainability

The short project timeframe was identified by all respondents as a constraint on the sustainability of the Counter-Trafficking Initiative's interventions. That said, IOM Nigeria has made a conscious effort to promote sustainability and there is evidence that some government and NGO based activities are sustainable, albeit on a smaller scale, without the external support of IOM. For example, although most of the NGOs expressed concern about the limited resources available to assist victims of trafficking, they all stated that the provision of protection, rehabilitation, and legal services would continue after the project ends. IOM has worked to support existing systems and structures established by NAPTIP to enhance sustainability. In this context, sustainability of results depends largely on the capacity of NAPTIP to maintain services with adequate resources. Independent monitoring of services is also importance to ensure adherence to human rights standards.

Efficiency

The evaluation did not undertake a formal analysis to determine if resources are used in the most economical manner to achieve results. However, one issue related to efficiency emerged from study. Although the technical monitoring missions were important instruments to address weaknesses in project design and tracking progress, overall, respondents considered that having experts travel to Nigeria every two and a half months was not an efficient way to monitor the project. More emphasis might be placed on strengthening internal monitoring, evaluation, and institutional learning practices. Key partners, in particular NAPTIP, should consider incorporating both monitoring and evaluation processes into their work so that lessons learned are documented and integrated into future projects and programming.

References

- Skogseth, Geir. (2006). Trafficking in women: Fact-finding trip to Nigeria (Abuja, Lagos, and Benin City). Retrieved November 11, 2010 from www.landinfo.no/asset/224/1/224_1.pdf
- NAPTIP (2010). Unpublished data on trafficking victims and trends.
- UNIAP (2010). Background on Trafficking Risk Factors. Retrieved November 14, 2010 from www.no-trafficking.org/resources_background_risks.html

Annex H: Norway Case Study

Evaluation of International Organization For Migration (IOM)

Case Study Write-up: Norway

1 Background and Context

This case study report on Norway is part of the evaluation of International Organization for Migration (IOM) commissioned by the Norwegian Agency for Development Cooperation (Norad) in 2010.

Norway is primarily a destination and to a lesser extent transit country for human traffickers and their victims.²⁵⁶ The first criminal case²⁵⁷ was in 2003 when the Criminal Code was given a separate paragraph 224 on human trafficking and since then there has been an increase in reported cases from 9 in 2004 to 38 in 2009. The majority are cases of trafficking for sexual exploitation. In 2007 a national coordination and referral mechanism, the Coordinating Unit for Aid and Protection to Victims of Trafficking – KOM (*Koordineringsenheten for Ofre for Menneskehandel*)²⁵⁸ was established as a cross-departmental unit. KOM started developing statistics on assumed cases of human trafficking to supplement the police statistics on numbers of prosecutions and convictions. In the period 2007 to 2009 the number of persons identified as assumed cases of trafficking increased from 203 to 291, and 45 nations were represented in the caseload for 2009. Nigeria was the most common country of origin. According to the Police, an increasing number of identified and reported cases is a result of improved knowledge and focus among police and other involved stakeholders. In 2009 there were 50 persons who applied for the “reflection period”²⁵⁹. By the end of 2009 there were 11 cases with convictions whereby 17 persons were found guilty and sentenced and two were acquitted.²⁶⁰

In recent years, a stronger link between human trafficking for sexual exploitation and other types of crime, such as trafficking and sale of narcotics, has been observed. Lithuania, Romania and Bulgaria represent common countries of origin in these cases, in addition to Nigeria. Lately the perpetrators have been applying more manipulation in order to make the victims believe that they are complicit in the crime, such as psychological and religious control methods in combination with close relationships between the perpetrator and victim. This makes it increasingly complicated and challenging to identify human trafficking and the victims are less inclined to cooperate with the Police. Another worrying trend is the significant

256 US State Department Trafficking in Persons Report, 2010.

257 The first case involved Lithuanian women who had been trafficked for sexual exploitation and 11 perpetrators were convicted.

258 See Chapter 3 for more information about KOM.

259 An assumed victim of human trafficking as determined by KOM may apply for a reflection period of six months during which s/he is granted a work and residence permit, health services, money for survival, shelter, and legal advice. It is expected that s/he makes a decision whether to report the crime, whether to apply for asylum, and/or considers voluntary return.

260 Politiet (2010) Tendenser i kriminaliteten. Oslo: Politidirektoratet

increase in beggars in many Norwegian cities and towns, most of whom belong to the ethnic Roma population primarily from Bulgaria and Romania. An increasing number of children are arriving, who are involved in begging and the sale of narcotics.²⁶¹ Other recent cases, which IOM has contributed to identify, show the increasing variety of forms of exploitation: a case in Bergen of Roma girls who had been force into marriage and then into begging; boys who are held in captivity and forced to work on board fishing boats in the Barents and Baltic Sea; a group of Ukrainian nurses who were victims of forced labor in Bergen.²⁶²

IOM first established an office in Norway in May 2002. The first projects were a cultural orientation program for refugees and the Voluntary Assisted Return Program (VARP) for (rejected) asylum seekers, which to this day sustains the IOM office in Oslo. In 2007 IOM started a counter-trafficking project on Voluntary Return and Reintegration Assistance to Victims of Trafficking, first as a one-year pilot project followed by one-year extensions in 2008 and 2009. They submitted a three-year project proposal for 2010-2012, which has recently been approved. Currently IOM implements five different projects in Norway; the counter-trafficking project is administratively part of the VARP. The other programs include cultural orientation for refugees, the 'Polish project', a repatriation project (*Tilbakevending*) and family reunification project. The office in Oslo has expanded significantly from 3-4 permanent staff members in 2005 to 47 presently (plus two outside Oslo)²⁶³. One staff member, the focal point for counter-trafficking, spends 30 percent²⁶⁴ of her post on the return and reintegration project and the rest on VARP.²⁶⁵

This report is based on primary data from semi-structured interviews with key informants in Norway and secondary data from document reviews (see annex 6.1). A total of 22 persons were interviewed.

2 Project Activities

The counter-trafficking project in Norway was an initiative taken by IOM. Prior to 2007, IOM Oslo sent several funding proposals on counter-trafficking to the Norwegian Ministry of Foreign Affairs (MFA), the first one in 2003, which included a needs assessment to establish the human trafficking trends in Norway and needs of victims. It was rejected as were proposals sent each following year. However in the National Plan of Action on human trafficking for 2006-2009, the Government explicitly committed itself to establishing a voluntary return and reintegration project and accepted IOM's proposal to do so. Timing was thus of the essence for funding. The design of the pilot project in 2007 did not include a needs assessment, situation analysis or anything similar. IOM staff believe the reason was that it was not considered necessary as the Government had made a sufficient analysis of the situation as the basis for the national action plan.²⁶⁶

261 *ibid*

262 Interview with IOM staff, 2010.

263 There are 3 international staff members, 24 local staff members, 3 part-time staff members and 17 so-called bi-cultural trainers who are employed part-time and only work when the cultural orientation program holds training sessions.

264 The 2010 project required significantly more time for the focal point, but due to the lack of funding for several months, the focal point ended up working less.

265 Email from IOM and interview with IOM staff, 2010.

266 Email correspondence with IOM Oslo.

From the beginning it was foreseen that the counter trafficking project would create synergies with the VARP activities as the two projects would have common travel logistics and there would be important information sharing between the two projects, regarding countries of origin for example. It is important to note that in Norway IOM implements all the counter trafficking project activities itself and consequently has no implementing partners. Actually, IOM is the implementing partner of the Norwegian Government, which is a different role from what IOM has in many other countries.

2.1 Description of Activities and Outputs

The **pilot project in 2007** established the counter trafficking component of the IOM Norway office. The overall objective was to contribute to the efforts to combat human trafficking by introducing measures related to return, protection and reintegration of victims. The purpose of the project was threefold: to establish a voluntary return mechanism, to provide voluntary return assistance, and to provide rehabilitation and reintegration assistance in the home country. The plan was to assist up to 25 victims of trafficking with safe, dignified and sustainable return from Norway to their countries of origin and provide them with recovery and reintegration services upon their return. In countries of origin the IOM offices had already been assisting with reception and reintegration assistance to victims of trafficking from other European countries and to rejected asylum seekers (through the VARP) and could thus accommodate another target group from Norway.²⁶⁷

The main result of the pilot project in 2007 was the actual establishment of a system of return and reintegration. KOM had not yet been created, so victims of trafficking who expressed an interest in return were referred to IOM from reception centers, shelters and projects²⁶⁸ where victims were staying, working or receiving assistance. After KOM became operational victims of trafficking (VoT) interested in return were referred by KOM. IOM developed three different forms for processing the return applicants: a Screening Form, a Declaration Form and an Assistance Interview Form.

The first main contact between IOM and the trafficked person is a screening interview where the profile of the victim was registered. Next, a safety assessment of the potential situation upon return was made by the IOM office in the country of origin followed by the decision to return. In the case of adults, the decision to return is made by the victim him/herself and in the case of children, the guardian and the Child Protection Service make a joint decision. After the decision has been made, the KOM project could decide that the person cannot leave the country if there is an ongoing investigation, a criminal case or other reasons for why the person may not be able to leave the country. If KOM approves the return, then the next step is to proceed with travel logistics and counseling the returnee about the return. The activities related to logistics, transport and travel documentation were (and are still) provided for under the VARP and thus ensures that there is no duplication of efforts

²⁶⁷ IOM (2008) Pilot Project for Return and Reintegration Assistance to Victims of Trafficking from Norway. Oslo: IOM

²⁶⁸ Nadheim reception center, Hvalstad reception center, PRO-senteret (prostitution project), and ROSA (shelter for women). Interview with IOM staff, 2010.

and funding. Upon arrival in country of return, the IOM mission based in that country takes over and proceeds with assistance to the returnee upon arrival.

IOM Norway in collaboration with the returnee make a basic individual reintegration assistance plan before departure from Norway, which is then elaborated and possibly revised by IOM in collaboration with the returnee after arrival in country of return. Only three victims of trafficking returned in 2007, which is significantly lower than the 25 planned.²⁶⁹ The reasons are several, according to key informants.²⁷⁰ Potential returnees were not informed about the possibility to return, especially those living outside the Oslo area. Others simply did not want to return for a number of reasons including uncertainty about the place of return, the fear of being re-trafficked, fear of social ostracism and stigma, the wish and hope to get to stay in Norway. Another important aspect is the fact that the issue of return has been a very controversial and sensitive issue politically and in the public discourse.

In 2008 the project, no longer a pilot, continued along the same lines with IOM as the implementing agency and the Norwegian MFA the sole donor. The aim of the project continued to be the safe and dignified return and reintegration of victims of trafficking, but adding the element of empowering beneficiaries to prevent re-trafficking. The plan was to assist 20 victims of trafficking. The activities were more or less the same as they are to this day. IOM provided and still provides the following services:

Pre-Departure:

- Information and counseling;
- Assessment of reintegration needs and security concerns;
- In-depth family- and security assessment for child victims in country of return;
- Obtaining travel documents;
- Provision of all travel arrangements locally and internationally; and
- Assistance and escort at airports; all children have escorts.

Post-Arrival:

- Airport reception and travel assistance to final destination;
- Assistance in acquiring identification documents;
- Temporary accommodation in rehabilitation center;
- Medical, dental, psychiatric treatment and psychological counseling;
- Legal consultation and assistance;
- Employment/education counseling;
- Arrangements for job/educational/vocational training or business start-up and/or housing; and
- Monitoring and follow-up.

Project returnees, both children and adults, are entitled to 25,000 NOK non-cash grant spent by IOM according to the reintegration plan. If a victim has been exploited in Norway and given birth to a child during their stay in Norway they can be granted the equivalent of an additional 15,000 NOK in-kind for each child. It is

²⁶⁹ IOM (2008) Final Report. Pilot Project for Return and Reintegration Assistance to Victims of Trafficking from Norway, Oslo: IOM
²⁷⁰ Interview with IOM and other staff, 2010.

intended to be used for the education of the child and add to the parents' income generation.²⁷¹ As of 2009 returnees were also entitled to 3000 NOK cash grant upon arrival to be spent as they wish.²⁷²

In 2008 a total of 19 individuals expressed an interest in returning, 18 were registered and a total of 14 returned in 2008 while four travelled in 2009. The applicants were referred to IOM through the Child Welfare Service, the Police, The Rosa project (a shelter for women), Pro-senteret and by their lawyers. The final report includes data disaggregated by country of return, gender, age and type of exploitation. The 14 plus four went to six different countries including Albania (1), Congo (1), Nigeria (3), Brazil (2), China (5) and Romania (6), of whom six were male and 13 were female. Four of them were children, two girls and two boys. Five were victims of forced labor, five were victims of forced begging/stealing/artistry and nine were victims of the sexual exploitation.²⁷³

In addition to the logistics of return and reintegration, IOM did information and counseling including maintaining the IOM website, distribution of information sheets and project brochures to the various stakeholders in Norway, maintained contact with embassies and consulates in Norway, and provided counseling/information to 22 potential applicants directly or through stakeholders/partners. IOM made presentations at five different seminars/conferences and attended the monthly meetings of KOM. During 2008 the counter trafficking focal point made a familiarization visit to IOM Bucharest in connection with escorting a child victim back.²⁷⁴

The project received funding for another **one-year phase in 2009** and it continued with basically the same activities as in 2008. The plan was to return 20 victims. During the reporting period IOM was contacted by 32 victims who considered return and 15 'new' victims returned in addition to the four registered in 2008, making a total of 19. One returned to Lithuania, three to Nigeria, four to China, four to Romania and 7 to Ukraine. 16 were females and three males, of whom two were boys and one girl. The majority (eight) were victims of forced labor, around one fourth (five) were victims of sexual exploitation, four were victims of forced begging / stealing/artistry and two were victims of forced begging/prostitution. An additional four victims who had applied to return were unable to travel; in two of the cases involving children the Child Protection Service did not consider it safe, in one of the cases a woman was denied travel document from her embassy and in yet another travel documents have still not been issued. In 2009 there was also an increase in the amount of information and outreach work through the website, contact with media, contact with embassies and consulates, counseling to potential applicants, the regular monthly meetings of KOM, and a number of presentations, seminars and meetings. One familiarization trip was made to Nigeria in connection with escorting a Nigerian girl back home.²⁷⁵

271 At the time of evaluation, no such grants had been given. The amount was determined by the Norwegian Government and the evaluation did not attempt to assess its sufficiency.

272 IOM briefing paper.

273 IOM (2009) Final Narrative Report to the Government of Norway "Voluntary Return and Reintegration Assistance to Victims of Trafficking" Oslo: IOM

274 *ibid*

275 IOM (2010) Final Narrative Report to the Government of Norway "Voluntary Return and Reintegration Assistance to Victims of Trafficking" Oslo: IOM

Out of 35 individuals who departed in the period 2007 to 2009 a total of 25 persons have made use of the full reintegration support. 10 are still in the process of receiving in-kind support. Of these, one person travelled in the fall of 2008, and 8 travelled in the fall of 2009.²⁷⁶

2.2 Current Phase

At the end of 2009 IOM submitted a new proposal to the Norwegian MFA, but this time for a three-year period covering 2010 to 2012. While waiting for the new proposal to be approved, the MFA agreed that IOM could carry over funding from 2009 to 2010. By June 2010 the carried over funds were starting to dry up and in July IOM sent an official letter to the MFA about the critical funding situation.²⁷⁷ At the end of July IOM was requested by the Ministry of Justice and Police (MJP) to submit a revised budget for August-December 2010. IOM did so and in late September IOM received a letter from the MJP stating that they would provide funding for the period from 1 August to 31 December based on the revised budget. The Directorate of Immigration, UDI (*Utlendingsdirektoratet*) was appointed program manager and tasked with making a new agreement with IOM for the next two years including funding for the counter trafficking project. IOM and UDI still have to formalize the new cooperation.²⁷⁸ The main reason for the delay in the response to IOM's application according to key informants was that the responsibility for IOM had been transferred from the MFA to the MJP/UDI in 2010.²⁷⁹

During the current three-year phase IOM plans to implement a total of 90 voluntary returns, around 30 per year. The overall aim remains the same with an added component of contributing to awareness raising on human trafficking in Norway with an emphasis on increasing information channels. The return and reintegration activities and processes remain the same, as described above. The workload already increased significantly for IOM staff in 2009, and for the next three-year period it is expected to continue to increase as IOM plans to return a considerably larger number of victims of trafficking, to increase the information dissemination and introduce new activities such as expanding outreach, training, seminars with stakeholders, among others. Since IOM has been significantly delayed during the first year of the three-year project period, there will be all the more burden on the counter trafficking focal point and those responsible for reaching its objectives. Consequently, it is important that IOM implements the plan to increase the counter trafficking focal point's work to a 100 percent post, the cost of which was included in the three-year proposal.²⁸⁰

2.3 Outcomes and Conducive Factors

The final project reports submitted to the Norwegian Government do not report on outcomes, and no evaluations have been done so far of the counter trafficking project. The three final narrative reports that have been made for the projects (2007, 2008 and 2009) include some detailed reintegration information on each individual returnee by country. This information describes the actual return, where

²⁷⁶ *ibid*

²⁷⁷ Letter from IOM to the MFA dated 16 July 2010.

²⁷⁸ Written comments on draft report from IOM staff, 2010.

²⁷⁹ Interview with IOM and government staff, 2010.

²⁸⁰ IOM (2009) Proposal: IOM Oslo Counter Trafficking Project. Return and Reintegration Assistance to Victims of Trafficking in Norway. Oslo: IOM

the returnees are housed and located and how the individual returnee has decided to spend the reintegration money upon return. It could be either an income-generating activity such as a micro-business, education or payment of mortgages, medical expenses, clothes or other living expenses. This information describes how the return and reintegration goes in the first days, weeks and in some cases months regarding these practical issues, but there is no systematic gathering of information about outcomes as such.²⁸¹ Given the short timeframe for projects it is indeed difficult to report on outcomes, a problem which IOM needs to address. However, the data collected from the interviews and main documents²⁸², suggest that the project has had the following outcomes:

- A system of return and reintegration for victims of trafficking has been established.
- A good relationship with partners in KOM has been established²⁸³
- IOM has contributed to greater awareness in Norway of human trafficking in general and return and reintegration of victims of trafficking in particular.
- Some returnees have started micro-businesses, some are gaining business and vocational skills, some have started education.

According to respondents²⁸⁴ the main conducive factors are first of all, competent IOM staff and that IOM can offer a service which the Government needs and has committed to (see Section 2 above). Respondents also consider IOM to be strong on logistics and furthermore, synergies with VARP is an advantage in that respect. Most of the Government respondents regarded IOM's international and worldwide network as a great advantage as well as their presence in countries of origin and return. Strong and relatively well-functioning government structures and systems are also conducive for IOM in implementing the counter trafficking project.

3 Discussion and Analysis

3.1 Stakeholder Views

IOM's main stakeholders are members of the National Coordination Unit – KOM, either of the project group or of the reference group. KOM was established as a cross-departmental project in 2007 to coordinate all work with assistance and protection of victims of trafficking countrywide, contribute to information and strengthened competence, develop methods of identification, plan and mobilize assistance and protection activities. The KOM project is managed by the Police Directorate and is led by a Project Manager and Project Officer in the Section for Organized Crime. The Project Group and the Reference Group have monthly meetings separately and bi-annual common meetings. The Project Group consists of several relevant government agencies and directorates and is responsible for mapping frames and routines for cross-departmental cooperation on identification, assistance, protection at central, regional and local level and taking initiatives to improve coordination. The Project Group is also responsible for information about the rights of the victims and keeping information about assistance and protection

281 IOM (2008) Final Narrative Report to the Government of Norway. Oslo: IOM; IOM (2009) Final Narrative Report to the Government of Norway. Oslo: IOM; IOM (2010) Final Narrative Report to the Government of Norway. Oslo: IOM

282 Interviews with multiple types staff, 2010.

283 Participation in monthly meetings, KOM refers VoT cases to IOM, KOM makes decisions on return cases, there is a lot of discussions on individual cases and Norwegian policy on human trafficking, among other things. Interviews with multiple staff, 2010.

284 Interview with IOM and government staff, 2010.

updated country-wide. The Reference Group consists of representatives from non-governmental organizations and projects which implement activities to combat trafficking. The purpose of the Reference Group is to serve as a technical discussion forum for stakeholders and to bring current issues and problems to the attention of the project group. IOM is a member of the Reference Group.²⁸⁵

Most of the stakeholders only know IOM from KOM and some contact on individual cases, and hence could not say much about IOM's performance or views on issues. Those who know IOM better, are generally positive about IOM's work. More importantly, virtually all stakeholders are positive about the **role** that IOM plays in providing an alternative for victims of trafficking which nobody else can offer, namely voluntary return for victims of trafficking. Stakeholders agreed that IOM is better placed to offer assisted voluntary return than any other non-governmental or governmental agency.²⁸⁶

3.2 Crosscutting Issues: Gender Perspective and Child Rights

Gender Perspective

According to IOM Norway²⁸⁷, there is no specific focus on gender issues or gender awareness other than offering necessary support to both men and women, boys and girls. The office also makes a gender and age breakdown in the statistics entered and reported. During the interviews and discussions it was observed that there is a general gender awareness among IOM key informants responsible for counter trafficking. According to one key informant²⁸⁸, though, the project is not sufficiently focused on women's rights and IOM needs to integrate awareness-raising on women's rights and gender equality. An interesting anecdote was mentioned by another respondent; a case of a male victim of trafficking who was offered assistance from IOM and the authorities, but refused because he did not want to be defined as a victim.²⁸⁹

Child Rights

The data suggests on the one hand, that IOM is sensitive to the special situation of children and to child rights. IOM has developed a checklist for cases of child victims of trafficking, which is implemented in child cases. This checklist is specific to Norway. Currently, IOM also assesses the safety situation in the country of return of children and passes this information on to the Child Protection Service which has the formal responsibility for child victims of trafficking. In two cases the information that IOM collected strongly indicated that return was not a good option for the child and the guardian together with the Child Protection Service made their final decision not to return these children based on this information.²⁹⁰

On the other hand, there is data that suggests that IOM can do more to improve its work with regards to children, especially related to providing more and better information to those who make decisions on behalf of children. According to one

285 Website: www.politi.no/strategier_og_analyser/strategier_og_tiltak/Tema_18.xml

286 Interviews with multiple staff, 2010.

287 Interview with IOM staff, 2010.

288 Interview with staff, 2010.

289 *ibid*

290 Written comments from IOM staff, 2010.

key informant²⁹¹ the child protection authorities need more information about the situation in place of return of children and about how the safety assessment is done and by whom. As one key informant said about the return and reintegration of children: “when one sits here in Norway, everything out there in the world becomes big and complicated - scary.”²⁹²

3.3 IOM's Role and Comparative Advantage

IOM's Role

As mentioned above, most informants emphasized the importance of IOM's role as the only agency offering a voluntary return option to victims.²⁹³ Furthermore, respondents considered it important that the implementing agency is, on the one hand, international and on the other hand, independent of the Government. The Government has both an assistance and control function in relation to victims of trafficking where the migration control aspect weighs heavily, according to some respondents.²⁹⁴ IOM also has a significant role in informing victims of trafficking about the possibility to return to their home country, as well as informing the partners in KOM and the general public about human trafficking issues as seen from an international and worldwide vantage point. According to some respondents, the information has stronger credibility coming from IOM than it would have from the Government, which is always regarded as biased in favor of the national immigration policies.²⁹⁵

Comparative Advantage

IOM has good global reports and analyses on international trends and statistics, has useful guidelines and other tools, as well as good local knowledge and networks in countries of return. IOM has a wealth of experience on counter trafficking and can share good/best practices from other countries. An advantage of IOM is its global view and global network with 7000 staff members worldwide, staff members on the ground in countries of return to make safety assessments, provide the reintegration assistance and monitor returnees.²⁹⁶

3.4 Institutional Learning: Monitoring and Evaluation

IOM Norway does not have a formal monitoring and evaluation (M&E) plan. The management has realized this gap and plans to address it by developing an M&E plan this year.²⁹⁷ As noted above, there have been no evaluations yet of any of the three counter trafficking projects. Monitoring happens through the monthly KOM meetings as individual cases and practical issues are discussed there. However, monitoring of the returnees does not take place beyond the reintegration assistance period; that is, once the 25,000 NOK is spent, monitoring of returnees ceases.

As IOM is an implementing partner of the Norwegian Government, IOM has been monitored by the MFA, which is mainly through annual project plans and reports. In the future this responsibility will be moved to the MJP and its Directorate of Im-

291 Interview with staff, 2010.

292 *ibid*

293 Interviews with staff, 2010.

294 Interviews with government and NGO staff, 2010.

295 *ibid*

296 Interviews with IOM and other staff, 2010.

297 Interview with IOM staff, 2010.

migration (*Utlendingsdirektoratet* – UDI). This set-up is new and therefore there is no information on how that works yet. Some respondents expect that UDI may have more contact – and do more monitoring – than the MFA has done previously.²⁹⁸ UDI established a return section in 2006, which will be responsible for following up on the IOM counter trafficking project.

Examples of IOM institutional learning are the following:²⁹⁹

- IOM realized the need for more information dissemination to victims of trafficking and stakeholders and increased it. The current three-year plan is to continue to increase information dissemination.
- IOM saw the need for tracking the reintegration assistance and developed the ‘tracking sheet’.
- IOM has identified new and different forms of human trafficking, such as the boys on the fishing boats, the shift from sexual exploitation to labor exploitation and begging; and intends to address these issues. This will not be done under the existing project but rather be done in collaboration with other IOM missions.
- IOM identified the problem with the Dublin cases, that is cases where asylum seekers, including potential victims of trafficking, have first arrived in another European country before arriving in Norway and are returned to this first country to go through the asylum process, and sent a request to IOM headquarters to address the issue, but received a negative response. The problem with the Dublin cases is first that the Norwegian Government insists on returning the person to the first country of arrival in Europe and does not allow a return to the home country, and second that these returns are the responsibility of the Police. Hence, IOM is currently advocating for allowing victims of trafficking to return to their country of origin if they choose to rather than be forcibly returned to the first country of arrival in Europe.³⁰⁰
- IOM realized the need to inform Norad partners about countries of return and the systems in place addressing counter trafficking; for example, NAPTIP in Nigeria is known among members of KOM as a result of IOM information.
- The need to have separate guidelines and routines for children was identified by IOM and consequently IOM developed the checklist.

However, IOM needs to develop a formal M&E plan which includes indicators to document outcomes and plans to study impact.

4 Conclusion

4.1 Achievements

Relevance

IOM’s counter trafficking project is directly relevant to the Government of Norway’s Plan of Action against Trafficking.³⁰¹ The return and reintegration project is the Government’s implementation of Measure 11 of the Plan, namely “Ensure safe repatriation and resettlement in the country of origin.”³⁰²

298 Interview with IOM and government staff, 2010.

299 According to interviews with IOM and other staff, 2010.

300 Written comments from IOM staff, 2010.

301 Justis- og Politidepartementet (2006) Stopp Menneskehandelen. Regjeringens Handlingsplan mot menneskehandel (2006-2009) Oslo: Justis- og Politidepartementet

302 *ibid*; page 13

Effectiveness

The IOM counter trafficking project in Norway has two types of results: the return and reintegration of persons on the one hand, and information dissemination and networking, on the other hand.

In 2007 there was a large discrepancy between planned and implemented returns, 25 planned versus 3 implemented. In 2008 this discrepancy decreased, but still there was a considerable difference between the planned 20 and the 14 implemented. In 2009, however, the plan was still 20 and IOM almost reached its target by returning 19 victims of trafficking. The plan for the next three years is a total of 90 with an average of 30 per year. This is probably, judging by the previous years, too ambitious, especially given the delay in implementation in 2010 caused by the funding problem. IOM may still reach the target for the whole three-year period as the plan is based on an increase of human resources as well as an increase in the information dissemination activities, but should nevertheless decrease its planned number of returnees for the first year. Regarding reintegration, the immediate results upon return have been documented in terms of what the returnees have started doing and how they are spending the reintegration assistance, but more long-term results do not exist, as noted above. IOM needs to address this issue.

Most informants emphasize that IOM does very good work on the logistics side of the return. Some question, though, whether it is just a 'travel agency' indicating that IOM could focus more on substance and developing competence on the technical aspects of human trafficking.³⁰³ Furthermore, some partners were critical to the IOM screening interview as it is quite detailed on the background and profile of the victim. According to them, IOM does not need all this information and it only serves to disturb and worry the victim to have to tell her/his story yet another time.³⁰⁴

Information dissemination and networking in 2007 was limited compared to 2008 and 2009, as described in the narrative reports for these three years.³⁰⁵ The reports list in detail the information and counseling activities as well as meetings and seminars attended. According to IOM staff³⁰⁶, there is room for improvement especially in relation to doing more information dissemination among victims of trafficking in other parts of the country outside Oslo. Consequently, IOM has included this in the current three-year plan. National information campaigns have been suggested³⁰⁷, and should be considered by IOM. IOM should increase the information among asylum seekers in order to improve the identification of victims of trafficking and should also increase its efforts in capacity building, according to some respondents.³⁰⁸

303 Interview with government staff, 2010.

304 Interview with three staff, 2010.

305 IOM final reports for 2007, 2008, and 2009.

306 Interview with IOM staff, 2010.

307 Interview with key NGO staff, 2010.

308 Interview with key NGO, government and IOM staff, 2010.

Sustainability

It does not make sense to discuss sustainability at this stage of the project, as it is not known whether the returned victims of trafficking, so far a total of 36, have been successfully reintegrated.

4.2 Challenges and Constraints

One of the biggest constraints on IOM is the **limited human resources** allocated for the counter trafficking project and resulting **heavy work-load** for IOM counter trafficking focal point.

Slow and sporadic **contact and communication with MFA** has been a challenge for IOM since the start as it has led to poor predictability and high uncertainty regarding funding. Every year IOM has been informed late about funding decisions and in 2010 IOM had to suspend the activities for three months due to lack of response from the MFA on the proposal for 2010-2012. Another challenge has been the high turnover of MFA staff members responsible for following up IOM. This will hopefully improve with the new set-up with the MJP and UDI taking over the follow-up of IOM.³⁰⁹

The **many individual reintegration assistance plans** is a challenge, as it demands time and effort to tailor the assistance to each individual. IOM should work on developing a more streamlined approach on the one hand, and build a bridge to development cooperation activities and funding in countries of return, on the other hand.

One of the biggest challenges IOM is faced with is the fact that return of victims of trafficking has been – and is still to a certain extent – so **controversial** in Norway. One reason for the controversy is lack of or poor information about the countries of return. This creates uncertainty among partners and the public in general about the safety of potential returnees: how can IOM be sure it will be safe; how do they know; are their sources of information good enough?³¹⁰ IOM can meet this challenge by informing better about the situation in the country of return, how the safety assessments are done and by whom, and provide case stories of reintegration.

Some respondents³¹¹ would like to hear **IOM's voice in the public debates** on human trafficking and migration more generally in Norway. IOM needs to share the international experience and expertise with the general public in the ongoing debates around migration policy and politics.

One potential constraint related to voluntary return, is the return to those **countries where IOM does not have a presence** or only a limited presence due to armed conflict and poor security situations, such as Somalia and Afghanistan.³¹² So far, however, there have been no applications by victims of trafficking in Norway to return to such countries where IOM is not able to assist either itself or through partners.

309 Interview with IOM staff, 2010.

310 Interviews with staff, 2010.

311 ibid

312 Interview with government staff, 2010.

Dublin returns are a challenge, as they are forced deportations without any assistance. IOM Norway has been advised by its headquarters not to get involved because the Dublin returns are not voluntary and they are implemented by the Police. However, the victims of trafficking need assistance, also when being returned to a European country, and IOM has started to address this problem by trying to provide these persons with information about reintegration assistance in the Dublin country of return. These cases nevertheless need more focus and attention by all relevant actors including IOM.

References

- Government of Norway (2006) Stopp Menneskehandelen. Regjeringens handlingsplan mot menneskehandel (2006-2009). Oslo: Justis- og Politidepartementet
- Halvorsen, Kate and Hugo Stokke (2009) Shady Traffick. Review of the Portfolio Supported by the Norwegian Ministry of Foreign Affairs on Combating Trafficking in Human Beings. Oslo: Norad
- IOM (2010) Letter to the MFA: Temporary Suspension of Services Provided in IOM Oslo's Voluntary Return and Reintegration of Victims of Trafficking Project. Oslo: IOM
- IOM (2010) Final Narrative Report to the Government of Norway. Oslo: IOM
- IOM (2009) Final Narrative Report to the Government of Norway. Oslo: IOM
- IOM (2009) Proposal. Return and Reintegration Assistance to Victims of Trafficking in Norway. Oslo: IOM
- IOM (2008) Final Narrative Report to the Government of Norway. Oslo: IOM
- IOM (2008) Interim Narrative Report to the Royal Ministry of Foreign Affairs on Voluntary Return of Reintegration Assistance to Victims of Trafficking. Oslo: IOM
- IOM (2006) Proposal: Pilot Project for Return and Reintegration Assistance to Victims of Trafficking from Norway. Oslo: IOM
- IOM various forms and checklists: Screening Form, Declaration Form, Assistance Interview Form, Rutiner for kvalitetssikring og godkjenning av retur gjennom IOM, Routines for Escort Travelling with VoT, Sjekkliste for Barnevernet
- KOM brochure: Informasjon til deg som identifiseres som mulig offer for menneskehandel. Oslo: KOM
- KOM brochure: Til deg som har fått innvilget refleksjonsperiode. Oslo: KOM
- MFA (2010) Letter: IOM Prosjekt – retur og reintegrering av ofre for menneskehandel. Oslo: MFA
- MFA (2008) Letter: QZA 1071023. Pilot project IOM Oslo. Continuation in 2008. Oslo: MFA
- MFA (2007) Letter: QZA 1071023. Pilot project IOM Oslo. Counter trafficking. Financial support.
- Politiet (2010) Bekjempelse av menneskehandel. Website: www.politi.no
- Politiet (2010) Tendenser i kriminaliteten. Utfordringer I Norge I 2010-2012. Oslo: Politidirektoratet

EVALUATION REPORTS

- 3.98 Development through Institutions? Institutional Development Promoted by Norwegian Private Companies and Consulting Firms
- 4.98 Development through Institutions? Institutional Development Promoted by Norwegian Non-Governmental Organisations
- 5.98 Development through Institutions? Institutional Development in Norwegian Bilateral Assistance. Synthesis Report
- 6.98 Managing Good Fortune – Macroeconomic Management and the Role of Aid in Botswana
- 7.98 The World Bank and Poverty in Africa
- 8.98 Evaluation of the Norwegian Program for Indigenous Peoples
- 9.98 Evaluering av Informasjons støtten til RORGene
- 10.98 Strategy for Assistance to Children in Norwegian Development Cooperation
- 11.98 Norwegian Assistance to Countries in Conflict
- 12.98 Evaluation of the Development Cooperation between Norway and Nicaragua
- 13.98 UNICEF-komiteen i Norge
- 14.98 Relief Work in Complex Emergencies
- 1.99 WID/Gender Units and the Experience of Gender Mainstreaming in Multilateral Organisations
- 2.99 International Planned Parenthood Federation – Policy and Effectiveness at Country and Regional Levels
- 3.99 Evaluation of Norwegian Support to Psycho-Social Projects in Bosnia-Herzegovina and the Caucasus
- 4.99 Evaluation of the Tanzania-Norway Development Cooperation 1994–1997
- 5.99 Building African Consulting Capacity
- 6.99 Aid and Conditionality
- 7.99 Policies and Strategies for Poverty Reduction in Norwegian Development Aid
- 8.99 Aid Coordination and Aid Effectiveness
- 9.99 Evaluation of the United Nations Capital Development Fund (UNCDF)
- 10.99 Evaluation of AWEPA, The Association of European Parliamentarians for Africa, and AEI, The African European Institute
- 1.00 Review of Norwegian Health-related Development Cooperation 1988–1997
- 2.00 Norwegian Support to the Education Sector. Overview of Policies and Trends 1988–1998
- 3.00 The Project "Training for Peace in Southern Africa"
- 4.00 En kartlegging av erfaringer med norsk bistand gjennom frivillige organisasjoner 1987–1999
- 5.00 Evaluation of the NUFU programme
- 6.00 Making Government Smaller and More Efficient. The Botswana Case
- 7.00 Evaluation of the Norwegian Plan of Action for Nuclear Safety Priorities, Organisation, Implementation
- 8.00 Evaluation of the Norwegian Mixed Credits Programme
- 9.00 "Norwegians? Who needs Norwegians?" Explaining the Oslo Back Channel: Norway's Political Past in the Middle East
- 10.00 Taken for Granted? An Evaluation of Norway's Special Grant for the Environment
- 1.01 Evaluation of the Norwegian Human Rights Fund
- 2.01 Economic Impacts on the Least Developed Countries of the Elimination of Import Tariffs on their Products
- 3.01 Evaluation of the Public Support to the Norwegian NGOs Working in Nicaragua 1994–1999
- 3A.01 Evaluación del Apoyo Público a las ONGs Noruegas que Trabajan en Nicaragua 1994–1999
- 4.01 The International Monetary Fund and the World Bank Cooperation on Poverty Reduction
- 5.01 Evaluation of Development Co-operation between Bangladesh and Norway, 1995–2000
- 6.01 Can democratisation prevent conflicts? Lessons from sub-Saharan Africa
- 7.01 Reconciliation Among Young People in the Balkans An Evaluation of the Post Pessimist Network
- 1.02 Evaluation of the Norwegian Resource Bank for Democracy and Human Rights (NORDEM)
- 2.02 Evaluation of the International Humanitarian Assistance of the Norwegian Red Cross
- 3.02 Evaluation of ACOPAMA ILO program for "Cooperative and Organizational Support to Grassroots Initiatives" in Western Africa 1978 – 1999
- 3A.02 Évaluation du programme ACOPAMA un programme du BIT sur l'« Appui associatif et coopératif aux initiatives de Développement à la Base » en Afrique de l'Ouest de 1978 à 1999
- 4.02 Legal Aid Against the Odds Evaluation of the Civil Rights Project (CRP) of the Norwegian Refugee Council in former Yugoslavia
- 1.03 Evaluation of the Norwegian Investment Fund for Developing Countries (Norfund)
- 2.03 Evaluation of the Norwegian Education Trust Fund for Africa in the World Bank
- 3.03 Evaluering av Bistandsforgets Evalueringnettverk
- 1.04 Towards Strategic Framework for Peace-building: Getting Their Act Together. Overview Report of the Joint Utstein Study of the Peace-building.
- 2.04 Norwegian Peace-building policies: Lessons Learnt and Challenges Ahead
- 3.04 Evaluation of CESAR's activities in the Middle East Funded by Norway
- 4.04 Evaluering av ordningen med støtte gjennom paraplyorganisasjoner. Eksempifisert ved støtte til Norsk Misjons Bistandsnemda og Atlas-alliansen
- 5.04 Study of the impact of the work of FORUT in Sri Lanka: Building Civil Society
- 6.04 Study of the impact of the work of Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 –Study: Study of the impact of the work of FORUT in Sri Lanka and Save the Children Norway in Ethiopia: Building Civil Society
- 1.05 –Evaluation: Evaluation of the Norad Fellowship Programme
- 2.05 –Evaluation: Women Can Do It – an evaluation of the WCDI programme in the Western Balkans
- 3.05 Gender and Development – a review of evaluation report 1997–2004
- 4.05 Evaluation of the Framework Agreement between the Government of Norway and the United Nations Environment Programme (UNEP)
- 5.05 Evaluation of the "Strategy for Women and Gender Equality in Development Cooperation (1997–2005)"
- 1.06 Inter-Ministerial Cooperation. An Effective Model for Capacity Development?
- 2.06 Evaluation of Fredskorpset
- 1.06 – Synthesis Report: Lessons from Evaluations of Women and Gender Equality in Development Cooperation
- 1.07 Evaluation of the Norwegian Petroleum-Related Assistance
- 1.07 – Synteserapport: Humanitær innsats ved naturkatastrofer: En syntese av evalueringsfunn
- 1.07 – Study: The Norwegian International Effort against Female Genital Mutilation
- 2.07 Evaluation of Norwegian Power-related Assistance
- 2.07 – Study Development Cooperation through Norwegian NGOs in South America
- 3.07 Evaluation of the Effects of the using M-621 Cargo Trucks in Humanitarian Transport Operations
- 4.07 Evaluation of Norwegian Development Support to Zambia (1991 - 2005)
- 5.07 Evaluation of the Development Cooperation to Norwegian NGOs in Guatemala
- 1.08 Evaluation: Evaluation of the Norwegian Emergency Preparedness System (NOREPS)
- 1.08 Study: The challenge of Assessing Aid Impact: A review of Norwegian Evaluation Practice
- 1.08 Synthesis Study: On Best Practice and Innovative Approaches to Capacity Development in Low Income African Countries
- 2.08 Evaluation: Joint Evaluation of the Trust Fund for Environmentally and Socially Sustainable Development (TFESSD)
- 2.08 Synthesis Study: Cash Transfers Contributing to Social Protection: A Synthesis of Evaluation Findings
- 2.08 Study: Anti-Corruption Approaches. A Literature Review
- 3.08 Evaluation: Mid-term Evaluation of the EEA Grants
- 4.08 Evaluation: Evaluation of Norwegian HIV/AIDS Responses
- 5.08 Evaluation: Evaluation of the Norwegian Research and Development Activities in Conflict Prevention and Peace-building
- 6.08 Evaluation: Evaluation of Norwegian Development Cooperation in the Fisheries Sector
- 1.09 Evaluation: Joint Evaluation of Nepal's Education for All 2004-2009 Sector Programme
- 1.09 Study Report: Global Aid Architecture and the Health Millennium Development Goals
- 2.09 Evaluation: Mid-Term Evaluation of the Joint Donor Team in Juba, Sudan
- 2.09 Study Report: A synthesis of Evaluations of Environment Assistance by Multilateral Organisations
- 3.09 Evaluation: Evaluation of Norwegian Development Cooperation through Norwegian Non-Governmental Organisations in Northern Uganda (2003-2007)
- 3.09 Study Report: Evaluation of Norwegian Business-related Assistance Sri Lanka Case Study
- 4.09 Evaluation: Evaluation of Norwegian Support to the Protection of Cultural Heritage
- 4.09 Study Report: Norwegian Environmental Action Plan
- 5.09 Evaluation: Evaluation of Norwegian Support to Peacebuilding in Haiti 1998–2008
- 6.09 Evaluation: Evaluation of the Humanitarian Mine Action Activities of Norwegian People's Aid
- 7.09 Evaluation: Evaluation of the Norwegian Programme for Development, Research and Education (NUFU) and of Norad's Programme for Master Studies (NOMA)
- 1.10 Evaluation: Evaluation of the Norwegian Centre for Democracy Support 2002–2009
- 2.10 Synthesis Study: Support to Legislatures
- 3.10 Synthesis Main Report: Evaluation of Norwegian Business-related Assistance
- 4.10 Study: Evaluation of Norwegian Business-related Assistance South Africa Case Study
- 5.10 Study: Evaluation of Norwegian Business-related Assistance Bangladesh Case Study
- 6.10 Study: Evaluation of Norwegian Business-related Assistance Uganda Case Study
- 7.10 Evaluation: Evaluation of Norwegian Development Cooperation with the Western Balkans
- 8.10 Evaluation: Evaluation of Transparency International
- 9.10 Study: Evaluability Study of Partnership Initiatives
- 10.10 Evaluation: Democracy Support through the the United Nations

Norad

Norwegian Agency for
Development Cooperation

Postal address

P.O. Box 8034 Dep. NO-0030 OSLO

Visiting address

Ruseløkkveien 26, Oslo, Norway

Tel: +47 22 24 20 30

Fax: +47 22 24 20 31

postmottak@norad.no

www.norad.no

