



International Organization for Migration (IOM)
The UN Migration Agency

**FINAL EVALUATION REPORT FOR THE PROJECT “*IMPROVING KNOWLEDGE,
ENFORCEMENT, AND COORDINATION IN COUNTER-TRAFFICKING*”**

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ACRONYMS AND ABBREVIATIONS

ARC:	American Refugee Committee
ARDHO :	Association Rwandaise pour la Défense des Droits de l'Homme
CLADHO :	Collectif des Lignes et Associations de Défense des Droits de l'Homme au Rwanda
CSO:	Civil Society Organization
DAC:	Development Assistance Committee
EDPRS:	Economic Development and Poverty Reduction Strategy
GBV:	Gender-based violence
GE:	Gender Equality
DGIE:	Directorate General of Immigration and Emigration
GoR:	Government of Rwanda
HT:	Human Trafficking
IOM:	International Organization for Migration
IVLP:	International Visitor Leadership Program on demand
LAF:	Legal Aid Forum
LEA:	Law enforcement agency
LOH:	Lawyers of Hope
MIGEPFOP:	Ministry of Gender and Family Promotion
MINECOFIN:	Ministry of Finance and Economic Planning
MINIJUST:	Ministry of Justice
MINEMA	Ministry in Charge of Emergency Management
MINISANTE:	Ministry of Health
MO:	Ministerial Order
NAR:	Never Again Rwanda
NCC:	National Commission for Children
NAP:	National Action Plan
NIDA:	National Identification Agency
NPPA:	National Public Prosecution Authority
NSC:	National Steering Committee
NTC:	National Technical Committee.
NWC:	National Women's Council
OECD:	Organization for Economic Cooperation and Development
RDF:	Rwanda Defence Force
RIB:	Rwanda Investigation Bureau
RNP:	Rwanda National Police
RURA:	Rwanda Utilities Regulatory Agency
SOP:	Standard Operation Procedures
TNA:	Training Needs Assessment
TIP:	Trafficking in persons
ToT:	Training for Trainers
UN:	United Nations
UNDAP:	United Nations Development Assistance Plan
UNEG:	United Nations Evaluation Group
UNFPA:	United Nations Population Fund
UNICEF:	United Nations Children's Fund
UNODC:	United Nations Office on Drugs and Crime
UN Women:	United Nations Entity for Gender Equality and the Empowerment of Women
USA:	United States of America
USAID:	United States Agency for International Development
USG:	United States Government
VoT:	Victim of trafficking

00. MANAGEMENT RESPONSE

No	Recommendation
1	Finalize documents whose process is underway
2	Build upon the project achievements and results
3	Include counter-trafficking activities in periodic and annual plans of stakeholders dealing with human trafficking
4	Stay on course in coordination and partnership
5	Ensure counter-trafficking activities and funding are strategically coordinated in counter-trafficking

0. EXECUTIVE SUMMARY

Background

Ending trafficking in persons is a priority and a commitment for Rwanda. This has been further demonstrated by a list of 10 (ten) recommendations developed by an Inter-Ministerial National Consultative Forum on Human Trafficking, Drug Abuse and Gender Based Violence in Parliament in 2014 (known as 2014 National Action Plan) and the adoption of national legal framework. In this favourable context and in response to that expressing need that IOM Rwanda in collaboration with other UN Agencies namely UNICEF and UN Women initiated the project “*Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking*” in order to support the Government of Rwanda (GoR) and civil society organizations (CSOs) in counter-trafficking responses. The project was funded by United States Agency for International Development (USAID). Its objective was to contribute to strengthening the response of the GoR and CSOs in Rwanda to address trafficking in persons.

The project was formulated under three outcomes and nine outputs as follows:

Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.

Outcome 2: The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies, and regulations.

Outcome 3: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.

Purpose and scope of the evaluation

The evaluation covers the project implementation period from January 2017 to March 2020 and includes all project components and activities implemented by IOM and its partners. The purpose of the evaluation is to assess the extent to which the programme achieved its intended objective as well as the appropriateness of project design, scope, and implementation strategy/arrangements for achieving project results. It also reviews and highlights the achievements and impact of the Project and captures lessons learnt and proposes actionable recommendations for future programming and decision making.

The intended primary audience of this evaluation are the stakeholders of this project including the Government institutions, such as the Ministry of Justice (MINIJUST), the Ministry of Gender and Family Promotion (MIGEPROF), the Judiciary, the National Public Prosecution Authority (NPPA), the Rwanda National Police (RNP), Directorate General of Immigration and Emigration (DGIE) and the Rwanda Investigation Bureau (RIB) as well as the civil Society Organizations (CSOs) dealing with human trafficking.

The report provides a set of findings derived from document review and interviews with project stakeholders. This evaluation used evaluation criteria developed by Organization for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC): relevance, effectiveness, efficiency, impact, and sustainability. In addition, it used design, coherence as well as integration of human rights and gender.

Methodology of the evaluation

The evaluation process used both quantitative and qualitative methods. To bear a systemic and integrated approach, the evaluation used a mixed methods design, combining the strengths of quantitative and qualitative approaches and methods. The evaluation also used gender-responsive evaluation methodology involving both men and women in the evaluation process. The evaluation conducted desk review and interviews to triangulate findings from different sources for analysis.

Summary matrix of main findings and recommendations

No	Core Finding	Recommendation
1	<p>Design and relevance</p> <p>Core Finding one: The project was designed according to guidelines of One UN in Rwanda and was pertinent and relevant to Rwandan policies, priorities and needs as well as regional and international frameworks.</p>	
2	<p>Effectiveness</p> <p>Core Finding 2.1: The support to conducting the research on trafficking in Rwanda and distributing the copies of this report as well as the training of individuals contributed to the improvement of the capacity for government agencies and civil society organizations (CSOs) to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.</p> <p>Core Finding 2.2: The support to NAP drafting members trained, to National Technical Committee meetings held and to the officials trained improved the capacity of the Government of Rwanda to coordinate the efforts to implement existing anti-trafficking legislation, policies and regulations.</p> <p>Core Finding 2.3: The support to law enforcement officials trained improved their knowledge and skills to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.</p> <p>Core Finding 2.4: The National Action Plan and the Ministerial Order (MO) providing the treatment of VoTs have not been finalized before the closure of the project.</p>	<p>General recommendation: The Government of Rwanda as well as its national and international partners should base future programming on the results produced by the project.</p> <p>Specific recommendation: The Government of Rwanda, in collaboration with its partners, should continue the process of validating the NAP and adopting the MO.</p>

3	<p>Efficiency</p> <p>Core Finding three: The evaluation finds that the project has achieved 92% delivery rate of the project budget.</p>	
4	<p>Gender and Human Rights</p> <p>Core finding four: The issue of gender and human rights were critical and were considered in the implementation of the project.</p>	<p>General recommendation: IOM and its partners should build upon gender and human rights focused project activities.</p>
5	<p>Coherence</p> <p>Core finding five: The project was both consistent with the international legal frameworks and policies of the IOM, UN WOMEN and UNICEF as well as with the policies and strategies of government institutions and civil society organizations in counter trafficking.</p>	<p>General recommendation: IOM should continue to work with these UN agencies, government institutions and CSOs in counter trafficking.</p>
6	<p>Impact</p> <p>Core finding six: The project generated one change that has potential long-term implication: Improved knowledge of TIP.</p>	<p>General recommendation: IOM should implement the recommendations from the Research Report on HT in Rwanda and disseminate the research findings for evidence-based advocacy, decision making and programming.</p>
7	<p>Sustainability</p> <p>Core finding seven: The national legal, policy and regulatory frameworks, the capacity development of key national stakeholders and the coordination between law enforcement agencies and UN agencies are factors that contributed to the sustainability of the intervention of the project upon its completion.</p>	<p>General recommendation: The support to the national legal, policy and regulatory frameworks, the capacity development of key national stakeholders and the coordination should be maintained and supported by its partners.</p>

Main conclusions

Based on the main findings described above, the project has been an eye opener for many government agencies and civil society organisations in Rwanda in terms of providing knowledge and coordination on TIP. The project results contributed to strengthening the response of the Government of Rwanda (GoR) and civil society organisations (CSOs) to address trafficking in persons. The project was relevant and consistent to the GoR policies and strategies as well as legal frameworks and policies of the three UN agencies, namely IOM, UN Women and UNICEF on counter trafficking. The project was in general effective given the fact that key output results such as the Research Report on human trafficking in Rwanda was produced, the National Technical Committee

meetings were held as well as training and awareness raising initiatives conducted by the project contributed to address TIP, to some extent, and therefore improved knowledge. To a large extent the project resources were efficiently utilized and contributed to the outcome results. In carrying out the financial analysis, the evaluation noted that there was an underspending of \$ 107,162.00 representing 8% of the project budget. There was an integration of gender in design and implementation of the project.

The following three (3) factors: (i) the national legal, policy and regulatory frameworks (ii) the capacity development of key national stakeholders and (iii) the coordination between law enforcement agencies and UN agencies predict the sustainability of the interventions of this project.

Recommendations

Based on the evaluation findings, the following 5 key recommendations emerged:

- Recommendation 1: Finalize documents whose process is underway.
- Recommendation 2: Build upon the project achievements and results.
- Recommendation 3: Include counter-trafficking activities in periodic and annual plans and budgets of stakeholders dealing with human trafficking.
- Recommendation 4: Stay on course in coordination and partnership.
- Recommendation 5: Ensure counter-trafficking and funding are strategically coordinated in counter-trafficking.

Lessons learned

4 major lessons learnt can be gleaned from the literature and interviews, as follows:

- Increasing the participation of Government contributes to a greater ownership of activities and results.
- Strengthening the knowledge and skills is a continuous work.
- Awareness-raising at the community level is more efficient.
- Mainstreaming gender and human rights must be a greater emphasis.

I. INTRODUCTION

1. Background and context

1.1. Rwanda's commitment to ending trafficking in persons

Since 2012, the Government of Rwanda (GoR) has expressed the will to punish acts relating to human trafficking. For instance, in the Organic Law instituting the penal code¹ an entire chapter was devoted to offenses related to human trafficking, illegal removal, sale and use of human body organs. The Law relating to the rights and the protection of the child² also cites child trafficking among the criminal acts relating to its economic exploitation.

Ending trafficking in persons is a political priority for Rwanda as clearly articulated by President Paul Kagame in a statement made in August 2014: *“Can we afford to keep quiet in the face of human trafficking? How is it possible that our children – particularly girls – have become a commodity, even though we are aware of the problem? People are not commercial goods. Ending trafficking of girls goes beyond law enforcement authorities; it is the responsibility of every citizen”*³. In October 2014, First Lady Jeanette Kagame chaired the first annual *Inter-Ministerial National Consultative Forum on Human Trafficking, Drug Abuse, and Gender Based Violence* in Parliament. This forum adopted a National Action Plan (NAP) to combat trafficking that was launched that same month and was effective until the end of 2016⁴.

Rwanda's commitment to combating trafficking in persons has been further demonstrated by a list of ten recommendations developed by an Inter-Ministerial National Consultative Forum on Human Trafficking, Drug Abuse and Gender Based Violence in Parliament in 2014, and the adoption of a new law relating to the Prevention, Suppression and Punishment of Trafficking in Persons and Exploitation of Others in 2018. The country's political commitment to ending trafficking in persons is also reflected in the adoption of national legal frameworks and incorporation of internationally accepted standards for addressing the crime of human trafficking. Pursuant to the Convention for the Suppression of the Trafficking in Persons and of the Exploitation of the Prostitution of Others, adopted in Lake Success, New York on 21 March 1950⁵, the Convention on the Rights of the Child, adopted in New York on 20 November 1989⁶, the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography adopted in New York on 25 May 2000⁷, the United Nations Convention against Transnational Organized Crime adopted in New York on 15 November 2000⁸ and its supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children signed in Palermo, Italy, on 15 December 2000⁹, Rwanda adopted the law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others¹⁰.

¹ Law n° 01/2012/OL of 02/05/2012 instituting the penal code, Official Gazette n° Special of 14 June 2012.

² Law N°54/2011 of 14/12/2011 relating to the rights and the protection of the child, Official Gazette n°26 of 25/06/2012.

³ President Paul Kagame Speech at the Swearing in Ceremony of Ministers, MPs and the Deputy Inspector General of Police, 18 August 2014.

⁴ US Dept. of State: “Trafficking in Persons Report”, 2015, p.291.

⁵ Ratified by the Presidential Order no 162/01 of 31st December 2002.

⁶ Ratified by the Presidential Order no 773/16 of 19 September 1990.

⁷ Ratified by the Presidential Order no 31/01 of 26/2/2006.

⁸ Ratified by the Presidential Order n° 158/01 of 31/12/2002.

⁹ Ratified by Presidential Order n° 163/01 of 31 December 2002.

¹⁰ Law n° 51/2018 of 13/08/2018 relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others, Official Gazette n° 39 of 24/09/2018.

Rwanda's commitment is a good foundation on which other actions to address human trafficking can be based on.

1.2. IOM Rwanda counter-trafficking focus

Among other strategic focus, IOM support intends on offering expert advice, research, technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on migration matters.

To achieve this goal, IOM focuses on the many activities, including *“to assist States in the development and delivery of programmes, studies and technical expertise on combating migrant smuggling and trafficking in persons, in particular women and children, in a manner consistent with international law¹¹”*.

It is in this context that IOM Rwanda in collaboration with UNICEF and UN Women initiated the project *“Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”* in order to support the GoR and CSOs in counter-trafficking responses: prevention, protection, prosecution and adjudication. This includes support to strengthen policies and procedures to facilitate the identification, referral, and protection and assistance of trafficked persons, improvements to anti-trafficking legislation and regulations and their implementation.

1.3. Background Context of the Project

The implementation of the project started in January 2017 under the UNDP July 2013 - June 2018. The project contributed to the UNDP Result Area 2: Accountable Governance under the Overarching UNDP Outcome 2.2: human rights, justice, and gender equality promoted and implemented at all levels¹². The project Its implementation continued and ended in March 2020 under the UNDP 2018-2023 and contributed to the strategic priority of Transformational governance under Outcome 5: By 2023 people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security.

The One UN Rwanda contributes to the achievement of the outcome through three inter-linked outputs, with a broad range of strategies and implementing partners. The key focus of UN cooperation includes Access to justice and Human Rights¹³. The UN provides technical and financial assistance to targeted public institutions and civil society organizations to enhance their capacities to increase coverage of quality justice for all, whilst upholding the application of human rights commitments. The project is also aligned with 2030 Agenda for Sustainable Development under the Goal 16 related to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable, and inclusive institutions at all levels. It is in this line the project *“Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”* aimed at assisting the Government of Rwanda (GoR) and civil society organizations (CSOs) to strengthen the response to address trafficking in persons.

¹¹ IOM STRATEGY, 9 November 2007, p.4.

¹² Republic of Rwanda, United Nations Rwanda, Office of the United Nations Resident Coordinator in Rwanda, United Nations Development Assistance Plan July 2013-June 2018.

¹³ Republic of Rwanda, United Nations Rwanda, Office of the United Nations Resident Coordinator in Rwanda, United Nations Development Assistance Plan July 2018-June 2023.

The project period was between January 2017 and June 2020. To achieve the objective of the project, the following three expected outcomes were formulated:

- a) Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs. To achieve this outcome, the following three outputs have been set:
 - Output 1.1: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP).
 - Output 1.2: Government agencies and CSOs have access to accurate and timely information on trafficking trends in, from, to, and through Rwanda as well as on the factors enabling those trends and potential preventative factors.
 - Output 1.3: Civil society partners (CSOs), including national academic partners, are aware of human trafficking issues and have the skills and competencies necessary to contribute to counter trafficking research efforts in the country.

- b) Outcome 2: The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations. To achieve this outcome, the following four outputs have been set:
 - Output 2.1: Regulations to support the implementation of the law developed.
 - Output 2.2 The National Action Plan (NAP) on counter trafficking is updated.
 - Output 2.3 The National Steering Committee (NSC) and Technical Committee for counter-trafficking are functioning effectively.
 - Output 2.4 Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.

- c) Outcome 3: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders. To achieve this outcome, the following two outputs have been set:
 - Output 3.1 Law enforcement officials and One Stop Center personnel in Isange have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.
 - Output 3.2 Judges and prosecutors have the knowledge, skills, and resources necessary to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.

The stakeholders of this project includes the Government institutions involved in the fight against human trafficking, such as the Ministry of Justice (MINIJUST), the Ministry of Gender and Family Promotion (MIGEPROF), the Judiciary, the National Public Prosecution Authority (NPPA), the Rwanda National Police (RNP), Directorate General of Immigration and Emigration (DGIE) and the Rwanda Investigation Bureau (RIB) as well as the civil Society Organizations (CSOs).

2. Purpose and scope of the evaluation

The evaluation covers the whole project implementation period from January 2017 to March 2020, and included all project components and activities implemented by IOM and its partners.

The purpose of the evaluation was to review and highlight the achievements and impact of the Project and capture lessons learnt, challenges faced and best practices and propose actionable recommendations for improvement. The evaluation also assessed the extent to which the programme achieved its intended objective as well as the appropriateness of project design, scope, and implementation strategy/arrangements for achieving project results. The evaluation will be used to inform future programming as well as for learning both for One UN, especially IOM, UNICEF and UN Women as well as the national partners including public institutions and civil society organisations.

This evaluation used evaluation criteria developed by Organization for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC): relevance, effectiveness, efficiency, impact, and sustainability. Additionally, and in order to be complete, the used design, coherence, partnership and cooperation as well as integration of human rights and gender. In line with the terms of reference (ToR), the evaluation uses the following key evaluation questions:

List of Key evaluation questions (KEQs)

Evaluation criteria	Evaluation Question
Design and Relevance	<ul style="list-style-type: none"> To what extent did the project respond to the needs and priorities of the country and target beneficiaries? Have gender considerations been properly integrated into the project implementation strategy and planned activities? Is the project aligned to relevant regional and global frameworks? As designed, were interventions adequate to achieve the project objectives?
Coherence	<ul style="list-style-type: none"> Were the Project actions in the compliance with national and international policies? Was the project implementation strategy consistent with stated objective and IOM priorities and mandate?
Effectiveness	<ul style="list-style-type: none"> To what extent has the project achieved desired/planned results? Has it addressed the needs of target beneficiaries (MINIJUST, MIGEPROF, DGIE, RNP, RIB, Isange One Stop Center etc.); What are the major factors influencing the achievement/non achievement of the project's expected outcomes? To what extent has the project adapted or was able to adapt to changing external conditions to ensure project outcomes? What are the strengths, weaknesses and lessons learned from implementation of the project?
Efficiency	<ul style="list-style-type: none"> Has the project been implemented in a timely manner or as per work plan; to what degree were inputs provided or available in time to implement activities from all parties involved? Have the available financial and human resources been optimally used? Was the project implemented in a cost-effective manner as compared to alternative means of implementation? Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications? Have the management and decision-making structures been effective to ensure efficient and timely project implementation?
Gender and human rights	<ul style="list-style-type: none"> Have gender considerations been properly integrated into the project implementation strategy? To what extent did the outcomes achieve benefited women and men equally?
Impact	<ul style="list-style-type: none"> What are the cumulative effects of the project on Improving knowledge, enforcement, and coordination in counter-trafficking on beneficiaries, in particularly on strengthening the response of the GoR and CSOs in Rwanda to address TIP? What is the indirect contribution of the awareness raising of TIP issues to wider public in urban cities and rural area, private sector as well as government institutes and Ministries? What is the impact of the project on collaboration and partnership among the relevant Ministries and government institutions; and other stakeholders such as CBOs, school committees, academic and research institutes, victims of trafficking and general populations in Rwanda?
Sustainability	<ul style="list-style-type: none"> To what extent will project results be sustained by the GoR and CSOs in Rwanda to address TIP cases To what extent has local ownership been incorporated throughout the project cycle and their

	<ul style="list-style-type: none"> plan to ensure sustainable results after the project closure To assess to which extent the donated equipment to RIB are suited to local context, existing infrastructure, and capacities.
Lessons Learned	<ul style="list-style-type: none"> What key lessons were learned from the project implementation?
Recommendations	<ul style="list-style-type: none"> What actionable recommendations for the GoR, CSOs and IOM?

3. Evaluation methodology

The report provides a set of findings derived from document review and interviews with project stakeholders including project staff, implementing partners and government institutions.

Data collection used both the quantitative and the qualitative methods. The quantitative method includes document review for secondary data and information from the questionnaires for primary data. The qualitative data collection was individual interviews.

To bear a systemic/integrated approach, the evaluation used a mixed methods design, combining the strengths of quantitative methods with those of qualitative approaches and methods. Mixing qualitative and quantitative methods ensured to summarize and describe the quantitative data, find patterns and turn quantitative data into useful information to help with interpretation and making judgement as well as to analyze documented information and responses from interviewees in order to take descriptive information and offer an explanation or interpretation. The evaluation also used gender-responsive evaluation methodology involving both men and women in the evaluation process. The evaluation conducted desk review and interviews to triangulate findings from different sources for analysis.

II. EVALUATION FINDINGS

This section describes the findings from this evaluation of the project. The findings are organized using DAC criteria. At the end of each finding, there is a corresponding recommendation.

1. DESIGN AND RELEVANCE

Adequacy of the interventions to achieve the project objective

As mentioned above, the Project brought together the technical expertise of the One UN in Rwanda through three participating agencies IOM, UNICEF and UN Women. The interventions described in the Project Document are well defined to achieve the objective of the project which aims to contribute to strengthening the response of the Government of Rwanda and civil society organizations in Rwanda to address trafficking in persons.

Relevance to the needs and priorities of the GoR

The project was designed to support the Rwandan Government's and civil society organizations to strengthen their response to address trafficking in persons. This project is relevant to the First Pillar of the Vision 2020: *"the country is committed to be a capable state, characterised by the rule of law that supports and protects all its citizens without discrimination. The state is dedicated to the rights, unity and well-being of its people and will ensure the consolidation of the nation and its security¹⁴"*. It is also relevant to the Economic Development and Poverty Reduction Strategy (EDPRS 2-2013-2018) related to the Rule of Law, unity and reconciliation, security and stability (including regional peace and stability). Finally, the Project is in line with *7 Years Government Programme: National Strategy for Transformation*. One of key strategic interventions is to prevent and fight drug abuse and trafficking among all sections of the population especially youth through sensitization campaigns in partnership with stakeholders¹⁵ and to enhance and expand regional and international security partnerships to fight and prevent cross-border crimes, human and drug trafficking and cybercrimes¹⁶.

Alignment to relevant international, regional and national frameworks

Within the broad context of counter-trafficking, IOM's specific niche lies in supporting law enforcement agencies and related systems so that they work for VoTs. Empowering these institutions to seek remedies for injustice, strengthening linkages between government and CSOs structures can provide access to justice for those who would otherwise be excluded.

At international level, the Protocol against Trafficking in Persons¹⁷ is the primary legal instrument concerning trafficking in persons. Prior to the adoption of the Protocol against Trafficking in Persons in 2000, other international conventions and declarations addressed some aspects of trafficking. Many of these are still relevant today. They help ground a comprehensive response to trafficking in persons, complementing and adding to the requirements of the Protocol. Among these instruments, there is the Convention on the Elimination of All Forms of Discrimination against Women of 1979, which, in Article 6, calls upon States parties to *"take all appropriate measures, including legislation, to suppress all forms of traffic in women and exploitation of prostitution of women"* and the

¹⁴ Republic Of Rwanda, Ministry of Finance and Economic Planning, Rwanda Vision 2020, Kigali, July 2000, p.12.

¹⁵ 7 Years Government Programme: National Strategy for Transformation (NST 1), 2017 -2024, p.13.

¹⁶ Idem, p.17.

¹⁷ Ratified by Rwanda in 2003.

Convention on the Rights of the Child of 1989, which states that States parties must " *take all appropriate national, bilateral and multilateral measures to prevent the abduction of, the sale of or traffic in children for any purpose or in any form*". It is in this regard that IOM worked in partnership with the GoR, UN Women, UNICEF and CSOs in Rwanda on counter-trafficking responses: prevention, protection, and prosecution.

At the East African Community (EAC) level, one of the focuses is the elimination of human trafficking and other forms of criminal networks¹⁸. The EAC also enacted the Counter Trafficking in Persons Bill providing a legal framework for the prevention of trafficking in persons, prosecution of traffickers, protection of victims of trafficking in persons and other related matters.

At national level, the project is aligned with the UNDAF Result Area 2: Accountable Governance under the Overarching UNDAF Outcome 2.2: human rights, justice, and gender equality promoted and implemented at all levels¹⁹ and the UNDAF 2018-2023 under the strategic priority of Transformational governance including the Outcome 5: By 2023 people in Rwanda benefit from enhanced gender equality, justice, human rights, peace and security. The Rwanda UNDAF supports the realization of the 2030 Agenda for Sustainable Development and the country's national development priorities as set out in the Rwanda Vision 2020 as well as the Economic Development and Poverty Reduction Strategy. Rwanda has the Law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others to which IOM gave useful inputs during its drafting. The law relates to both the trafficking of persons within Rwanda and transnational trafficking. The Law Relating to the Rights and Protection of the Child, enacted in 2012, also outlaws child trafficking, prostitution, and slavery under Article 51. Rwanda is a signatory to almost all the core international treaties relating to human trafficking.

Integration of the gender considerations into the project implementation strategy

In promoting gender equality and human rights, the United Nations has strong mandates and Rwanda has committed itself to achieving ambitious goals. Therefore, drawing on these three United Nations agencies in order to effectively deliver a multisectoral approach to development with due attention to crosscutting issues such as the gender equality was very critical for the implementation of the project. It helped ensure the complementarity of their mandates. The UN Women, as the lead agency in gender equality and ending gender-based violence ensured that the integration of gender in the design and the implementation in the project strategy is respected. For instance, the project was expected to support the research on human trafficking in Rwanda by looking at its root causes and factors that influence it as well as the links between human trafficking and gender-based violence. The project also refers to "Gender Budget Statement (GBS)" which is an accountability tool designed to budget agencies to show that the needs of women, men, girls and boys are considered in the national budget. A gender budget statement is a gender specific accountability framework produced by a Government institution to indicate the institution's commitment to addressing gender issues in their respective areas of intervention.

2. EFFECTIVENESS

This section of the report illustrates to what extent the Project has achieved its objective and expected results (outcomes and outputs) and if the Project was a success in achieving its primary objective of strengthening the response of the Government of Rwanda and civil society

¹⁸ EAST AFRICAN COMMUNITY, VISION 2050, EAC Secretariat, Arusha, Tanzania, February 2016, p. 78.

¹⁹ Republic of Rwanda, United Nations Rwanda, Office of the United Nations Resident Coordinator in Rwanda, United Nations Development Assistance Plan July 2013-June 2018.

organizations in Rwanda to address trafficking in persons. While the interventions were implemented by different partners, they all contributed towards achieving this broad Project objective. Based on a thorough review of project documents, annual and quarterly reports as well as triangulated with stakeholders' interviews, the project has achieved the following three (3) outcomes as defined in the Project Document:

Project results are grouped into three outcome areas as follows:

2.1. PROGRESS TOWARDS ACHIEVING THE PROJECT OUTCOME ONE

2.1.1. Project thrust

Project Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.

Indicator: The number of host nations service providers who received USG-funded anti-trafficking protection Training.

The extent to which this outcome has been achieved was assessed through three outputs:

- The project would conduct trainings on best practices, lessons learned, and the content of the 2014 NAP and provide support for an exchange visits for government officials to Uganda to share the experience on best practices in combating human trafficking and contribute to the establishment of regional cooperation in the field of prevention of human trafficking based on Uganda's experience in the field.
- The project would produce a research report of trends, patterns and the extent of TIP and its root causes.
- The project would engage CSOs and national academic partners and to enhance their skills and competencies to contribute to on-going counter trafficking research efforts in the country.

The Progress towards the outcome one (1) (indicator, baseline, target and progress) will be shown later in the tables below.

This outcome result was achieved by the following project intervention's outputs:

2.1.2. Achievements

Project output 1.1.: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP).

The assessment of the achievement progress and the contribution of this output to the outcome were measured by two (2) indicators:

- 1) Number of government officials, civil society actors, law enforcement personnel, and other key stakeholders trained on best practices, lessons learned, and on the content of the 2014 National Action Plan. The target for this indicator was 60 people trained.
- 2) Number of recommendations suggested by participants based on the findings from the study tour implemented by the end of the project. The target for this indicator was 2 recommendations implemented by the end of the project.

This product would result from two (2) project activities:

- Trainings on best practices, lessons learned, and the content of the NAP for government officials, CSO members, law enforcement personnel, and other key stakeholders such as protection and school actors ;
- Study tour of government officials to Uganda.

a) Trainings on best practices, lessons learned, and the content of the NAP for government officials, CSO members, law enforcement personnel, and other key stakeholders such as protection and school actors.

➤ **Training about the content of the 2014 National Action Plan**

The output result included the training on best practices, lessons learned and the content of the National Action Plan (NAP). The so-called National Action Plan (NAP) was made up of ten (10) priorities and key recommendations from the October 10, 2014 meeting in Parliament on the fight against human trafficking. It was deemed necessary to develop a real NAP. At the time of this evaluation, a NAP was developed at the end of the project but not yet validated. Therefore, this training was not implemented before the end of the project.

➤ **Training of school leaders and counsellors on trafficking in persons**

This activity was implemented by UN Women, with the support from IOM. Two (2) sessions of the awareness raising about Human Trafficking from 25th to 28th September 2019 were jointly organised for School Leaders and Counsellors in Kigali City, the first on 25th and 25th and the second on September 27th and 28th, 2019. This activity was carried out by IOM and UN Women in collaboration with key stakeholders, mainly the Ministry of Justice (MINIJUST) and the three Districts composing the City of Kigali which are Gasabo, Kicukiro and Nyarugenge. 159 participants attended the 2 sessions among them 36 were women (22.6%).

The main objective of this awareness raising campaign was to increase school leaders and school counsellors' knowledge and understanding of key concepts and types of human trafficking that target children and youth for them to understand and transfer the knowledge to the students and school staff but also set safeguarding mechanisms for any such acts. The training was an eye opener to the school leaders who mentioned the issue of some children who may abstain from school with false pretence in order to get permissions out, but school leaders didn't pay much attention before²⁰.

During the workshop a number of recommendations were generated in the discussions. The generic recommendations were captured and would be tailored into future interventions in the effort to combat significantly the crime of human trafficking in Rwanda and cooperation beyond the borders. IOM and UN Women should extend the awareness raising to all school leaders in the country, to religious leaders, local leaders, hotel owners and bars, transport companies for both rural and urban areas to reach out to all general public as the human trafficking vice can potentially target everyone without information.

²⁰ Awareness raising training report.

It was also stressed to enhance trainings for security and social works to have the capacity to detect, identify and apprehend traffickers as well as responding to the needs of the victims affected. The other groups would be to have training for the media people as human trafficking is a new topic for everyone. It was also recommended to have a special training for local theatre groups/artists on trafficking in persons as the key people who can help in educating people through entertainment. The participants had previously had one theatre aired on the National radio that has a wide coverage.

As social and child protection actors, the training of 159 school leaders and counsellors on trafficking in persons is an unintended output result contributing to the achievement of the outcome result.

➤ ***Awareness campaign against cybercrimes and human trafficking***

The IOM, in partnership with the Rwanda Investigation Bureau (RIB), has implemented a national awareness campaign throughout the country to raise awareness among the citizens of the city of Kigali, members of the transport sector, public institutions, the religious and private sectors against cybercrimes and trafficking in human beings. On May 28, 2019, an official closing ceremony of the campaign was presided over by the presence of the Minister of Justice who declared that the fight against trafficking in human beings and cybercrime requires everyone's participation.

b) Study tour in USA

The study trip which, in the project, was supposed to take place in Uganda to familiarize GoR representatives with the implementation of laws against trafficking in persons was finally redirected to the USA to participate in the International Visitor Leadership Program on demand (IVLP) in the United States. The IVLP in the United States took place from January 22 to February 1, 2020 for 10 days and was composed of 4 government representatives, one (1) from GMO, two (2) from RIB and one (1) from DGIE. In the team, 2 were women and 2 were men. In their Report makes a number of lessons learnt and recommendations.

Considering that the beneficiaries of this study tour are all members of the NTC on HT, an advocacy plan on the implementation of all the recommendations of the report must be developed.

Project Output 1.2.: Government agencies and CSOs have access to accurate and timely information on trafficking trends in, from, to, and through Rwanda as well as on the factors enabling those trends and potential preventative factors.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by two (2) indicators:

- 1) Number of research reports on trafficking in Rwanda distributed. The target for this indicator was 200 copies of the research reports distributed.
- 2) Number of individuals from CSOs, research and academic institutions trained on human trafficking research methods. The target for this indicator was 90 people trained.

This product would result from two (2) project activities:

- Research "Understanding Human Trafficking in Rwanda: Causes, Effects and Impact";
- Conducting three specialized one day seminars to sensitize relevant sectors on the research findings.

a) The research “Understanding Human Trafficking in Rwanda: Causes, Effects, and Impact”

The overall objective of the research “Understanding Human Trafficking in Rwanda: Causes, Effects, and Impact” was to carry out a study on the situation of human trafficking in Rwanda in order to determine the extent of the phenomenon, its characteristics and its associated factors. Its purpose was to formulate specific recommendations to strengthen response at the local and national level. The research conducted by Never Again Rwanda (NAR) with the support of IOM was validated on July 19th, 2019 and 200 research copies of the report on human trafficking in Rwanda were distributed.

The key findings show that Rwanda is a transit country, and to a lesser extent a country of origin. The majority of intercepted victims were female and the most common forms of human trafficking in Rwanda were identified to be labour and sex trafficking.

Even though the Government of Rwanda has made significant achievements in combating trafficking in the country, the research highlighted some remaining key challenges. These include limited knowledge for law enforcement officials, limited prevention and protection measures, lack of cooperation mechanisms with other countries and scarce resources.

The research report will serve as a baseline for informed and evidenced based programming in the future.

Project Output 1.3.: Civil society partners, including national academic partners, are aware of human trafficking issues and have the knowledge and skills necessary to contribute to counter trafficking research efforts in the country.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by one (1) indicator:

- 1) Number of individuals from CSOs, research and academic institutions trained on human trafficking research methods. The target for this indicator was 90 people trained.

This product would result from three (3) project activities: IOM and UNICEF entered an agreement in January 2017, as part of an agreement with IOM, UNICEF committed to implement three activities in the project:

- Identify research institutions and individual academics with background and interest in relevant research programmes (e.g. human rights, adult and child protection, migration, labor, etc.).
- Conduct four one-day training sessions for CSOs and national academic partners on counter trafficking research methodologies, data protection, security, and advocacy.
- Convene three panels to inform CSOs, researchers and academics on research progress and to address methodological or other issues experienced in the research process.

a) Identification of institutions and individual academics with background and interest in counter-trafficking

In order to achieve the above output, the implementing agencies mapped civil society organizations (CSOs) working in the field of counter trafficking through a series of consultative meetings. In addition, IOM staff organized several meetings with various research institutions and academics. UNICEF’s Social Research and Policy Department played a pivotal role in identifying the key institutions and analyzing their capacity.

The identification of the institutions and individual academics with background and interest in relevant research programmes has been carried out. This helped them to enhance their skills and competencies to contribute to on-going counter trafficking research in Rwanda.

b) Two panels to inform CSOs, researchers and academics on human trafficking research progress

Two (2) out of three panels have been carried out to inform CSOs, researchers and academics on research progress and to address methodological or other issues experienced in the research process. The first training was held on November 21st, 2017. It was a half-day session which included an introduction to the basic concepts of TIP, a case study, IOM Data Protection Principles, recommended principles on TIP and safety and the proposed methodology for the TIP research in Rwanda. The second session was held on December 7th, 2019 and consisted of both presentations of the literature review and of updates from field researchers, including preliminary findings.

38 individuals from CSOs, research and academic institutions out of 90 targeted have been trained on human trafficking research methods. As all critical CSO partners received orientation around the methodology of the research through the two sessions, it was deemed less of a priority to carry out additional methodological sessions. More important is to ensure that the findings and recommendations of the research can be taken forward, especially at the policy level. For this reason, UNICEF and IOM, as well as USAID, agreed that UNICEF would return the unspent funds to IOM and that these funds could be redirected to supporting Never Again Rwanda with the development of policy briefs.

c) Conducting four one-day training sessions for CSOs and national academic partners on counter trafficking

The activity of *conducting four one-day training sessions for CSOs and national academic partners on counter trafficking* was not carried out. According to collected information, this activity was contingent on the finalized research on human trafficking in Rwanda which experienced a delay in its implementation.

2.1.3. Contribution to outcome

The intended result from the interventions created through the delivery of outputs and the contributions of various partners improved capacity for government agencies and civil society organizations (CSOs) to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.

The Outcome indicator was related to the number of host nations service providers who received USG-funded anti-trafficking protection Training. As part of project initiatives, the support to all 200 target research copies of the report on human trafficking in Rwanda distributed and 38 individuals out of 90 target from CSOs, research and academic institutions trained on human trafficking research methods contributed to achieve the outcome indicator and to improve the capacity for government agencies and civil society organizations (CSOs) to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs. The study tour of Government officials in the United States will probably contribute in near future to this outcome (**see below Table 1**).

The project achieved an output result that was not expected at the time of the design of the project. It produced an output result related to 159 school leaders and counsellors trained on trafficking in

persons as social and child protection actors and contribute directly to this outcome indicator (**see below Table 2**). Their improved knowledge and understanding of human trafficking will generate multiplier effects looking at the number of people under their jurisdiction.

Table 1: Progress towards the intended result (indicator, baseline, target and progress)

Project Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.						
Indicator: The number of host nations service providers who received USG-funded anti-trafficking protection Training						
Project Output	Output Indicator	Baseline	Target	Progress	Means of Verification	Achieved
Output 1.1.: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP)	Number of government officials, civil society actors, law enforcement personnel, and other key stakeholders trained on best practices, lessons learned, and on the content of the 2014 National Action Plan ²¹ .	0	60	0		N/A
	Number of recommendations suggested by participants based on the findings from the study tour implemented by the end of the project ²²	0	2	0	Project report	0%
Output 1.2.: Government agencies and CSOs have access to accurate and timely information on trafficking trends in, from, to, and through Rwanda as well as on the factors enabling those trends and potential preventative factors	Number of research reports on trafficking in Rwanda distributed	0	200	200	Project report	100%
Output 1.3.: Civil society partners, including national academic partners, are aware of human trafficking issues and have the knowledge and skills necessary to contribute to counter trafficking research efforts in the country	Number of individuals from CSOs, research and academic institutions trained on human trafficking research methods.	0	90	38	Project report	42,22%

Table 2: Progress towards the result by unexpected output (indicator, baseline, target and progress)

Project Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.						
Indicator: The number of host nations service providers who received USG-funded anti-trafficking protection Training						
Project Output	Output Indicator	Baseline	Target	Progress	Means of Verification	Achieved

²¹ On my view, this indicator cannot be measured because instead of training those concerned with the 2014 National Action Plan (NAP), it was decided to develop the NAP. The training about the content of the National Action Plan would be conducted when it is finally validated and the process of the validation was not completed at the time of the drafting of the Final evaluation Report of the project as we will specify it later in this report.

²² As we said above, this activity has been delayed. The study tour in Uganda has been cancelled and the fund re-directed to attend the *International Visitor Leadership Program on demand (IVLP)*²² in the United States. The implementation of two (2) recommendations was not possible before the end of the project.

Output 1.1.: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP)	Number of school leaders and counsellors on trafficking in persons.	0	0	159	Project report
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2.2. PROGRESS TOWARDS ACHIEVING THE PROJECT OUTCOME TWO

2.2.1. Project thrust

Outcome 2: The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations.

Indicator: Number of anti-TIP policies, laws or international agreements strengthened and/or created with USG assistance.

The extent to which this outcome has been achieved was assessed through three outputs:

- The development of the National Action Plan (NAP) on counter trafficking and SOPs on anti-trafficking legislation.
- The establishment of the National Steering Committee (NSC) and Technical Committee (TC) for counter-trafficking.
- The capacity building of Government officials to coordinate anti-trafficking stakeholders in their efforts to implement the provisions of the Rwandan Penal Code.

The Progress towards the outcome two (2) (indicator, baseline, target and progress) will be shown later in the tables below.

This outcome result was achieved by the following project intervention's outputs:

2.2.2. Achievements

Project Output 2.1.: The National Action Plan (NAP) on counter trafficking and SOPs on anti-trafficking legislation are updated/developed.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by one (1) indicator:

- 1) Number of NAP drafting members trained on best practices in prevention, protection and prosecutions on the NAP drafting process, and on related gender responsive budgeting. The target for this indicator was 24 people trained.

This product would result from two (2) project activities:

- Training on best practices in prevention, protection and prosecution on the NAP drafting process, and on related gender responsive budgeting;
- Development of the National Action Plan (NAP).

a) Training on best practices in prevention, protection and prosecution on the NAP drafting process, and on related gender responsive budgeting

The assessment on the Best Practices of Counter Trafficking National Actions Plans from the East African Community and the first draft of the Action Plan were presented to the National Technical Committee Members representing all relevant Ministries and key stakeholders. The meeting was organized on July 31st and August 1st, 2018. During the same meeting UN Women provided a specific training session on Gender Responsive budgeting for the National Action Plan (NAP). 17 NTC members out of 24 targeted have been trained on best practices in prevention, protection and prosecution on the NAP drafting process, and on related gender responsive budgeting. The skills helped the participants to review the NAP with a gender lens.

b) Development of the National Action Plan (NAP)

As we said earlier, Rwanda did not have a real National Action Plan (NAP) on counter trafficking. It was therefore necessary to develop a NAP as a tool setting goals and outlining actions needed to reach them. A National Action Plan (NAP) was developed and, at the time of the evaluation, the process of its validation was still ongoing. During the process of the drafting of the NAP, 15 NAP drafting members were trained on best practices in prevention, protection and prosecution on the NAP drafting process and on gender-sensitive budgeting.

Project Output 2.2.: The National Steering Committee (NSC) and Technical Committee (TC) for counter-trafficking (C/T) are functioning effectively.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by three (3) indicators:

- 1) Number of technical committee meetings held. The target for this indicator was 12 meetings held.
- 2) Number of NSC meetings held. The target for this indicator was 2 meetings held.
- 3) NSC endorsement of official counter trafficking processes. The target for this indicator was 2 processes endorsed.

This product would result from three (3) project activities:

- Establishment of the National Technical Committee;
- Drafting the terms of reference describing roles and responsibilities for the NSC;
- Conducting training for NSC members on best practices in prevention, protection, and prosecution.

a) Establishment of the National Technical Committee

The Government of Rwanda officially appointed members of the National Technical Committee in July 2018 from different institutions. Its members include representatives from the Ministry of Justice (MINIJUST), the Ministry of Gender and Family Promotion (MIGEPROF), the Directorate General of Immigration and Emigration (DGIE), the Gender Monitoring Office (GMO), the National Commission for Children (NCC), the National Public Prosecution Authority (NPPA), the Rwanda Investigation Bureau (RIB) and Rwanda National Police (RNP). All 12 technical committee meetings were held during the life of the project.

b) National Steering Committee

The implementation of this activity was modified during the project planning and implementation workshop held on September 5, 2017 because it was noted that there are already parallel committees and structures. It was thus decided to include human trafficking in the NSC's mandate on gender-based violence chaired by the Ministry of Gender and the Promotion of the Family (MIGEPROF).

c) Conducting training for NSC members on best practices in prevention, protection, and prosecution.

This activity was cancelled since the Government advised not to establish a new NSC as explained above.

Project Output 2.3.: Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by one (1) indicator:

- 1) Number of officials trained in implementation of the Rwandan Penal code and relevant treaties in relationship with TIP. The target for this indicator was 20 people trained.

This product would result from two (2) project activities:

- Assessment of the Government human resource capacities and developing the Standard Operating Procedures and minimum standards to support the coordination of the implementation of the Rwandan Penal Code;
- Modifying and adapting the training curriculum and conduct four two hour sessions a series of sessions sensitizing government focal points on human trafficking, international legal frameworks and best practices in implementing national anti-trafficking legislation.

a) Assessment of the Government human resource capacities and developing the Standard Operating Procedures and minimum standards to support the coordination of the implementation of the Rwandan Penal Code

➤ Assessment of government human resource capacities

The Project supported the Training Needs Assessment (TNA) for Law enforcement agencies which was validated by the Technical Committee on October 5th, 2018. The TNA showed that no trainings on TIP have been conducted for the judiciary, and that trainings in other institutions have been very limited. From the findings, the IOM organised and supported some trainings for these institutions.

➤ Standard Operation Procedures (SOPs) for the National Referral Mechanism for Victims of Trafficking in Persons

The standard operation procedures (SOPs) for the national referral mechanism have been developed to serve as a tool for strengthening collaborative efforts between government authorities and civil society organizations about the assistance of the victims of trafficking (VoTs). This document assessed the services offered to VoTs in Rwanda. The SOPs were presented on November

26, 2019 at a meeting attended by Rwanda National Police, MINIJUST and RIB and they will form the basis of the ministerial order governing assistance for VoTs.

➤ ***Directory of Service Providers' Training on Direct Assistance for Victims of Human Trafficking and Referral Mechanisms***

The Project supported the development a Directory of Identified Service Providers Relating to Assistance for Victims of Trafficking in Persons in Rwanda. This Directory will ensure the institutional knowledge of agencies available to refer Victims of Trafficking (VoTs) for service. Institutions were identified in collaboration with the National Technical Committee and other partners, and all Institutions were asked to provide feedback and written approval to be part. The directory is a working document and can be updated in the future. The Directory was printed and distributed to relevant stakeholders including all institutions identified in the Directory (Isange One Stop Centre have received enough copies to cover all their centres).

On April 17th and 18th, 2019, a Service Providers' Training on Direct Assistance for Victims of Human Trafficking and Referral Mechanisms has been conducted. The Training brought together 17 participants among them 8 were women and 9 were men from Directorate General of Immigration and Emigration (DGIE), Gender Monitoring Office (GMO), HAGURUKA, ISANGE One Stop Centre, Rwanda Investigation Bureau (RIB), Ministry of Public Service and Labour (MIFOTRA), National Commission for Human Rights (NCHR), National Identification Agency (NIDA), National Public Prosecution Authority (NPPA), Office of the Ombudsman, Pro-Femmes/Twese Hamwe, Rwanda Defence Force (RDF), Rwanda National Police (RNP), Rwanda Utilities Regulatory Agency (RURA) and Transparency International Rwanda. These government institutions and CSOs may in one way or another work with, or may come into contact with, victims of trafficking.

b) Modifying and adapting the training curriculum and conducting sessions sensitizing government focal points on human trafficking

The trainings did not focus on the provisions of the Penal code related to TIP, but on the new Law on TIP which has replaced them.

➤ ***Training for civil society organizations working with Government***

One aim of this project is to ensure that Government officials and other relevant actors have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Law. It targeted Civil Society Organization who works with Government. In this regard, in collaboration with NPPA, IOM supported the following trainings:

(1) Training of Lawyers of Hope

Lawyers of Hope (LOH) was one of the institutions identified during the development of the Directory of Service Providers relating to Assistance for Victims of Trafficking in Persons in Rwanda. Lawyers of Hope is a network of lawyers which work across the country to give access to justice to the most vulnerable people. On September 6th, 2019, NPPA, IOM and LOH therefore partnered to deliver a half-day training for 37 lawyers, paralegals and other staff of LOH including 10 women and 27 men, such as coaches working with youth, to increase their knowledge. The training focused on basic concepts and the legal framework of counter trafficking. According to the training report, the majority of participants had never participated in a training on trafficking in persons before although a few reported to have encountered VoTs. Pre-and post-questionnaires showed an improved

understanding, both through self-assessment of knowledge and through analysis of answers to questions on the definition and key terms.

(2) Training of CSOs members

IOM supported, on November 15th, 2019, the training to CSOs members aiming at increasing the participants' skills and knowledge so that they can effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Law. The training was attended by 13 participants representing American Refugee Committee (ARC), Association Rwandaise pour la Défense des Droits de l'Homme (ARDHO), Collectif des Ligues et Associations de Défense des Droits de l'Homme au Rwanda (CLADHO), Esther's Aid, HAGURUKA, Legal Aid Forum (LAF) and Transparency International Rwanda. According to the training report, Only 2 participants reported to have taken part in trainings on trafficking in persons on previous occasion, despite that many of them provide direct assistance to vulnerable individuals, including potential victims of trafficking. While the participants provided positive feedback and their self-perceived increase of knowledge was high, the training proved to be too short. They gained knowledge on basic concepts of trafficking in person, identification of trafficking in person cases, protection and prevention of trafficking in person. This will help them provide good services to their beneficiaries as they are protection partners who provide psychosocial support and legal support to the vulnerable people including GBV, child protection and VoT persons of concern.

(3) Training for the Directors of studies

In collaboration with NPPA, the Ministry of Education and the City of Kigali, IOM supported, on March 3rd, 2020, a half day training for Head Teachers from Gasabo and Nyarugenge Districts on trafficking in person.

The main objective of the training was to raise awareness on trafficking in person in schools. IOM expect that teachers will be packaged with basic knowledge on trafficking in person after capacity building gained from the workshop, they will be able to prevent and protect students to be victims of trafficking in person. They will know how to identify trafficking in person cases and know how to report and how to deal with victim of trafficking without any discrimination.

The training covered basic concepts of trafficking in persons, including the definition, the difference between trafficking in persons and related terms such as smuggling and gender-based violence and the international and national legal framework. The training had a turn-out of 18 (11 Females and 7 Males) participants (directors of studies) from 18 schools of Kigali city.

The questionnaires were distributed to the participants before and after the training to evaluate the understanding of trafficking in person before and after the training, this facilitated to evaluate the knowledge gained from the training. Comparing the knowledge before and after the training, participants increased their knowledge after the session on basic concept and Rwandan legal framework relating to human trafficking.

(4) Gender Monitoring Office

The Gender Monitoring Office (GMO), with support from the International Organization for Migration (IOM) and in collaboration with the NPPA, organized a cascaded training for 20 GMO staff including 13 women and 7 men on December 9th, 2019. The training covered a basic introduction to trafficking in persons, including the definition, the difference between trafficking in persons and related terms such as smuggling and GBV, the legal framework, the local context (based on findings from the research), assistance to victims (including who does what and referral mechanism).

According to the training report, a self-assessment of the participant’s knowledge and skills before and after the training showed improvement on all areas measured. Furthermore, it was evident that the GMO staffs leading the training has obtained the knowledge and the skills necessary to train others on trafficking from attending previous IOM trainings, Technical Committee meetings and working with IOM as a consultant.

2.2.3. Contribution to outcome

The intended result from the interventions was the improvement of the capacity of the Government of Rwanda to coordinate the efforts to implement existing anti-trafficking legislation, policies and regulations. The outcome indicator was related to the number of anti-TIP policies, laws or international agreements strengthened and/or created with USG assistance. The support to 17 NAP drafting members trained out of 24 targeted on best practices in prevention, protection and prosecutions on the NAP drafting process, and on related gender responsive budgeting, all 12 targeted national technical committee meetings held and all 20 targeted officials trained in implementation of the Rwandan Penal code and relevant treaties in relationship with TIP contributed to achieve the outcome indicator and to improve the capacity of the Government of Rwanda to coordinate the efforts to implement existing anti-trafficking legislation, policies and regulations (see below **Table 3**).

The Project supported the GoR to develop a Ministerial Order (MO) to regulate the provision of effective and comprehensive services to victims of trafficking. However, at the time of the evaluation, the adoption of MO had not yet taken place. IOM supported GoR to draft a National Action Plan for Combating Trafficking in Persons in Rwanda. At the time of the evaluation, the NAP had not yet been validated. IOM supported also the development of the Standard Operation Procedures (SOPs) for the National Referral Mechanism whose process was still ongoing at the time of the evaluation. Developing these tools is good progress in coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations.

The project achieved four (4) output results that were not expected at the time of the design of the project (see below **Table 4**) which contributed to the Government’s efforts to implement existing anti-trafficking legislation, policies and regulations. The project trained 37 lawyers and paralegals, 13 CSOs members, 18 directors of studies and 20 GMO staff on trafficking in persons. Their improved knowledge and understanding of human trafficking will generate positive effects on their beneficiaries of services under their respective jurisdiction.

Table 3: Progress towards the intended result (indicator, baseline, target and progress)

Outcome 2: The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations						
Indicator: Number of anti-TIP policies, laws or international agreements strengthened and/or created with USG assistance						
Project Output	Output Indicator	Baseline	Target	Progress	Means of Verification	Achieved
Output 2.1 The National Action Plan (NAP) on counter trafficking and SOPs on anti-trafficking legislation are updated/ developed.	Number of NAP drafting members trained on best practices in prevention, protection and prosecutions on the NAP drafting process, and on related gender responsive budgeting.	0	24	17	Project report	70.8%
Output 2.2: The National Steering Committee (NSC)	Number of technical committee meetings held	0	12	12	Project report	100%

and Technical Committee (TC) for counter-trafficking (C/T) are functioning effectively.	Number of NSC meetings held ²³	0	2	0		N/A
	NSC endorsement of official counter trafficking processes ²⁴	0	2	0		N/A
Output 2.3: Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.	Number of officials trained in implementation of the Rwandan Penal code and relevant treaties in relationship with TIP	0	20	20	Project reports	100%

Table 4: Progress towards the result by unplanned output (indicator, baseline, target and progress)

Outcome 2: The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations.					
Indicator: Number of anti-TIP policies, laws or international agreements strengthened and/or created with USG assistance					
Project Output	Output Indicator	Baseline	Target	Progress	Means of Verification
Output 2.3: Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.	Number of civil society organizations members trained in on TIP	0	0	13	Project report
	Number of lawyers and paralegals trained on TIP	0	0	37	Project report
	Number of directors of studies on TIP	0	0	18	Project report
	Number of GMO staff trained on TIP	0	0	20	Project report

2.3. PROGRESS TOWARDS ACHIEVING THE PROJECT OUTCOME THREE

2.3.1. Project thrust

The project Outcome 3 is: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.

Indicator: A comparison of the total Number of prosecutions to the total numbers of prosecutors trained and/or mentioned in TIP.

The extent to which this outcome has been achieved was assessed through two outputs:

- The capacity building of the Law enforcement officials and ISANGE One Centres in terms of the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.

²³ This activity was cancelled as the Government of Rwanda stakeholders advised not to establish a parallel steering committee since counter-trafficking issues are currently addressed under the existing NSC on Gender Based Violence.

²⁴ Idem as above.

- The capacity development of judges and prosecutors to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.

The Progress towards the outcome three (3) (indicator, baseline, target and progress) will be shown later in the tables below. This outcome a result was achieved by the following project intervention's outputs:

2.3.2. Achievements

Project Output 3.1.: Law enforcement officials and One Stop Center personnel in Isange have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by one (1) indicator:

- 1) Number of individuals trained on identification, treatment and referral of victims of trafficking. The target for this indicator was 30 people trained.

This product would result from three (3) main project activities:

- Development of a specific curriculum for and conducting the training of the law enforcement officials;
- Providing cameras and voice recorders to RIB;
- Training and cross-border community dialogues on human trafficking.

a) Development of a specific curriculum for and conducting the training of the law enforcement officials

Based on the TNA findings for Law enforcement agencies which was validated by the National Technical Committee on October 5th, 2018, the IOM Rwanda team and the IOM Immigration and the Integrated Border Management Unit in the African Capacity Building Centre developed a specific curriculum for the police and immigration officials training.

➤ Investigation and prosecution of trafficking in persons cases and handling victims of human trafficking

Before the development of the TNA and prior to the below trainings, during a four days session held between November 2017 and March 2018, 50 investigators and police officers (6 women and 44 men) and 16 immigration officers (1 women and 16) were trained with the financial support from UNODC and IOM. A total of 66 law enforcement officials have been trained on investigation and prosecution of trafficking in persons cases and handling victims of human trafficking.

➤ Training of Trainers for Law Enforcement Officers

Based on the findings and recommendations of the TNA, IOM and MINIJUST have organized a five-day Training for Trainers (ToT), on Trafficking in Persons on Identification, Investigation and Referral between March 25th and 29th, 2019. The ToT had an excellent turn-out with a total of 32 participants including 10 women and 22 men consisting of 14 from the Directorate General of Immigration and

Emigration (DGIE), 9 from the Rwanda Investigation Bureau (RIB), 4 from the Rwanda National Police (RNP) and 5 from the National Public Prosecution Authority (NPPA).

Selected participants from the TOT were identified to conduct cascaded trainings for their institutions. IOM worked and mentored the trainers and assisted them to design and prepare the materials for the training. Furthermore, IOM provided the facility and support costs for the training.

According to the Training Report, at the end of the training, a post-training questionnaire was distributed to all participants. A self-assessment of the participant's knowledge and skills before and after the training showed significant improvement on all areas measured.

➤ ***Cascade trainings on identification, investigation and referral mechanisms of trafficking in persons***

The objective of these trainings was for staff who participated in the Training of Trainers to share their knowledge and skills with their colleagues.

The first step-down training was conducted with the Directorate General of Immigration and Emigration (DGIE) from May 14th to 17th, 2019. The training had a turn-out of 20 frontline/ border control officers including 3 women and 17 men from different border posts across the country including Kigali International Airport and staff from DGIE's Head Office. A similar training was conducted for the Rwanda Investigation Bureau (RIB) from May 19th to 21st, 2019 which was attended by 20 District Chief Investigators including 4 women and 16 men.

The Trainers were given evaluation after the training and during the preparation of the cascade training IOM oriented the trainers to prepare and facilitate these follow up trainings. These sessions indicated knowledge acquisitions by the TOT as they could dispense it to others. According to the training report, the majority of the participants in the cascaded trainings had never attended a training on human trafficking, (100% and 65% respectively) and self-assessment of knowledge at the end of the training indicate a significant increase. The questionnaires contained both questions on trafficking and self-assessments of knowledge both showed increased knowledge after the trainings. The areas with the most self-perceived increase of knowledge were the difference between adult and child trafficking (for DGIE participants) and the difference between trafficking and smuggling (for RIB participants).

A total of 72 law enforcement officials²⁵ trained during the ToT and the two step-down trainings conducted with the DGIE and the RIB. Adding the number of those who had been trained before the development of TNA, the total rose to 152 law enforcement officials²⁶ trained during the life of the project exceeding the target of 30 officials.

b) Procurement of cameras and voice recorder to RIB

In September 2017 UN WOMEN organized meetings with government representatives from the Rwanda National Police and the Directorate of Immigration and Emigration to discuss the procurement of the cameras and voice recorder devices to record victim forensic interviews for evidentiary purposes and multi-disciplinary case management. During the implementation of the project the Rwanda Investigation Bureau (RIB) was established and the Isange One Stop Centres fall under its mandate. Thus, it was agreed that the equipment will be transferred to RIB.

²⁵ Total of UNODC-IOM trainings, TOT and cascade trainings.

²⁶ Idem.

On September 19th, 2019 an official handover of the forensic equipment was conducted by UN Women at RIB Headquarter in Kigali. During the handover ceremony representatives from USAID, IOM, MIGEPROF, NPPA, GMO, DGIE and UNFPA amongst other were present. In total, 15 cameras with accessories and 22 voice recorders were given to both RIB and DGIE to support the forensic evidence gathering for the prosecution of perpetrators of human trafficking but also the facilitation for victims to receive the justice that is owed to them.

c) Training and cross-border community dialogues on human trafficking

Never Again Rwanda (NAR) with support from the International Organisation for Migration (IOM) with close collaboration with Directorate General of Immigration and Emigration (DGIE), conducted cross border community dialogue meetings, roundtable discussions, trainings, live radio talk shows and awareness campaigns on human trafficking in seven districts. These districts are Burera, Gicumbi, Gisagara, Nyagatare, Kirehe, Gisagara and Rubavu. The purpose of the activity was to increase the capacity for local leaders, key agencies and grassroots anti-human trafficking mechanisms to effectively prevent and protect against human trafficking in targeted districts. Participants include the grassroots leaders, the opinion leaders, the community members, the vulnerable groups' such as refugee camp representatives and people with disabilities, civil society representatives, religious leaders, teachers and parents, victims of trafficking, amongst others.

The campaign activities directly reached a total of 1,456 people including 547 women (37.6%) and 909 men (62.4%), as follows:

- Trainings: 472 including 134 women (30 years and below were 37 and above 30 years were 97) and 338 men (30 years and below were 69 and above 30 years were 269).
- Roundtable discussions: 256 including 93 women (30 years and below were 27 and above 30 years were 66) and 163 men (30 years and below were 44 and above 30 years were 119).
- Cross-border dialogue: 609 including 261 women (30 years and below were 98 and above 30 years were 163) and 348 men (30 years and below were 109 and above 30 years were 239).
- National Conference: 119 including 59 women (30 years and below were 31 and above 30 years were 28) and 60 men (30 years and below were 15 and above 30 years were 45).

Even though this activity improved the knowledge of beneficiaries, one of the key findings from the NAR Report is that people have limited knowledge about human trafficking and how to differentiate it from prostitution, smuggling or child labour. There is limited understanding of human trafficking concept and the law, among citizens, local leaders and some law enforcement personnel. It even emerged that victims are often not aware that they are being trafficked.

Project Output 3.2.: Judges and prosecutors have the knowledge, skills, and resources necessary to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.

The assessment of the achievement progress and the contribution of this output to the outcome were measured by one (1) indicator:

- 1) Number of host criminal justice personnel who training during the life of the. The target for this indicator was 30 people trained.

This product would result from three (3) project activities:

- Conducting a two-day training seminar for judges, prosecutors and investigators on laws pertaining to prosecuting TIP;
- Assisting in the development of common law and case law precedence;
- Modifying and adapting a training curriculum as well as delivering the training for judges and prosecutors on anti-trafficking legal provisions.

a) Two-day joint training seminar for judges, prosecutors and investigators

The Project was supposed to support a two-day joint training for judges, prosecutors and investigators on the revisions and application of the penal code and laws pertaining to prosecuting TIP. This activity was not carried out. On August 6th, 2019 IOM and UN Women have agreed on the sharing of responsibilities and a trainer has been identified to facilitate the implementation of this activity. IOM and UN Women agreed with the Ministry of Justice that the training would take place in September 2019. The Ministry of Justice has then informed them that due to the unavailability of the participants, the training will be postponed. In February 2020, the Ministry informed them that training funds should be redirected to the training of the labor inspectors. IOM then sought approval from USAID to conduct an alternative training which was then approved on February 18th, 2020. The training was planned from March 16th to 18th, 2020. The training for the labour inspectors has been cancelled by the Ministry of Public Service and Labor on March 14th, 2020 given the government instruction on COVID-19.

Even though this joint training was not carried out, IOM worked with UNODC to boost synergy among actors in counter trafficking interventions. A total of 2 joint trainings were conducted during the project duration bringing together prosecutors and investigators. In total, the project supported the training of 19 prosecutors out of 30 targeted on the following topics:

- Training of 14 prosecutors (7 women and 7 men) on Victims centered Investigation and Prosecution of Trafficking in Persons Cases in Rwanda, in November 2017 and February 26th - March 1st, 2018.
- Training of Trainers for 5 prosecutors on TIP: identification, investigation, and referral of VOT, from March 25th to 29th, 2019.

b) Legal framework and case law related to trafficking in persons - a User Guide for legal practitioners in Rwanda

UN Women successfully supported the development of a common law and case law guide for Rwanda and this guide was supposed to be shared during the above cancelled training seminar for judges, prosecutors and investigators. This guide has been developed as a reference tool for judges, prosecutors, lawyers, investigators, social workers, activists and others who have the duty to interpret the law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others in relation with cases they deal with in practice. It is intended to contribute to a better understanding and better application of all available instruments to combat Trafficking in Persons (TIPs).

IOM handed over 25 reports to the Ministry of Justice, and the rest were distributed to project partners in the legal field (Lawyers of Hope, Legal Aid Forum etc).

c) Modifying and adapting a training curriculum for judges and prosecutors

The project had to modify and adapt a training curriculum for judges and prosecutors on anti-trafficking legal provisions and deliver the training to selected judges and the specialized unit of

prosecutors on proper charging and prosecuting cases of human trafficking. This activity has been partially completed through the development of the above mentioned Law Guide entitled “Legal framework and case law related to trafficking in persons - a user guide for legal practitioners in Rwanda” which was to be used as the basis for the curriculum development. Unfortunately, the specific training for judges and prosecutors did not take place thus a specific curriculum was not designed.

2.3.3. Contribution to outcome

The intended result from the interventions was the improvement of the capacity of Rwandan law enforcement institutions to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders. The outcome indicator was a comparison of the total Number of prosecutions to the total numbers of prosecutors trained and/or mentioned in TIP. The support to 157 law enforcement officials trained compared to the target of 60 contributed to achieve the outcome indicator and to improve their knowledge and skills to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders (**see below Table 5**). The effective application of the knowledge and skills acquired during training is an ongoing process. Application takes place when the knowledge and skills acquired have an added value to job performance. According to the beneficiaries, the knowledge acquired by investigators and prosecutors constitutes good progress in the identification, investigation and prosecution of human traffickers. The application of this knowledge is supported by the existing legal framework and by specialized counter-trafficking units created within the RIB and the NPPA. The RIB has a Directorate of Anti-Human Trafficking and people smuggling which deal only with investigations related to human trafficking. The NPPA has an Anti-Human Trafficking Unit which deals with the prosecution of human traffickers.

However, beneficiaries of various human trafficking trainings claim that the knowledge gained is basic and limited to a number of investigators and prosecutors. This is why specialized and extensive training for a large number of law enforcement officials is necessary.

There are also output results which contributed to the progress to the outcome result. The procurement of 15 cameras with accessories and 22 voice recorders were given to both RIB and DGIE to record victim forensic interviews for evidentiary purposes and multi-disciplinary case management as well as 25 copies of the User Guide on human trafficking for legal practitioners handed to the Ministry of Justice which improved the capacity of the law enforcement institutions to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders (**see below Table 6**).

Table 5: Progress towards the result (indicator, baseline, target and progress)

Outcome 3: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.						
<u>Indicator</u> : A comparison of the total Number of prosecutions to the total numbers of prosecutors trained and/or mentioned in TIP						
Project Output	Output Indicator	Baseline	Target	Progress	Means of Verification	Achieved
Output 3.1: Law enforcement officials and One Stop Center personnel in Isange have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a	Number of individuals trained on identification, treatment and referral of victims of trafficking.	0	30	138	Project report	460%

victim-sensitive manner, and contribute to the prosecution of perpetrators.						
Output 3.2: Judges and prosecutors have the knowledge, skills, and resources necessary to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.	Number of host criminal justice personnel who received training during the life of the project	0	30	19		63,33%

Table 6: Progress towards the result by unplanned output (indicator, baseline, target and progress)

Outcome 3: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.					
Indicator: A comparison of the total Number of prosecutions to the total numbers of prosecutors trained and/or mentioned in TIP					
Project Output	Output Indicator	Baseline	Target	Progress	Means of Verification
Output 3.1: Law enforcement officials and One Stop Center personnel in Isange have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.	Number of cameras given to both RIB and DGIE	0	0	15	Project report
	Number of voice recorders given to both RIB and DGIE	0	0	22	Project report
Output 3.2: Judges and prosecutors have the knowledge, skills, and resources necessary to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.	Number of copies of the User Guide for legal practitioners handed to the Ministry of Justice	0	0	25	Project report

3. EFFICIENCY

Assessing efficiency looks at the degree to which project results justify resource injection and whether resources were used as planned, the project coordination and management as well as the monitoring and evaluation.

Resource utilisation

The evaluation found that resources were largely utilized as planned and have been well managed. Only the following activities were not carried out but explanation has been provided as to why they were not carried out:

- (i) 1.1. Conduct trainings on best practices, lessons learned, and the content of the NAP for government officials, CSO members, law enforcement personnel, and other key stakeholders such as protection and school actors²⁷;
- (ii) 2.7. Conduct three specialized one day seminars to sensitize relevant sectors on the joint program research findings, including but not limited to law enforcement officials, protection actors, CSO members, legislators, and government policy makers²⁸;

²⁷ The training about the content of the National Action Plan will be conducted when it is finally validated.

²⁸ Once the policy briefs have been developed, IOM will organize these trainings.

- (iii) 3.2. Conduct four training one-day sessions for CSOs and national academic partners on counter trafficking research methodologies, data protection, security, and advocacy and disseminate research findings to discuss recommendations and way forward²⁹;
- (iv) 5.3. Conduct training for NSC members on best practices in prevention, protection, and prosecution³⁰; and
- (v) 8.1. Conduct a two-day training seminar for judges, prosecutors and investigators on the revisions and application of the penal code and laws pertaining to prosecuting TIP³¹.

In carrying out the financial analysis, the evaluation noted that there was a small under-spending. According to the Project Financial Report as of 31/03/2020, the total budgeted for the project period was \$ 1,360,000.30 against the actual expenditures of \$ 1,252,838.30 equivalent to a budget consumption of 92% and resulting in under-expenditure of \$ 107,162.00 representing 8% (see table below).

²⁹ This activity was contingent on the finalized research on human trafficking in Rwanda which experienced a delay in its implementation.

³⁰ This activity was cancelled since the Government advised not to establish a new NSC.

³¹ The Ministry of Justice decided that the funds should be redirected to the training of the labor inspectors. The latter was planned from 16-18 March 2020 then cancelled by the Ministry of Public Service and Labor on Saturday 14th March 2020 given the government instruction on COVID-19.

Table 5: Budget Vs Actual Expenses Analysis per Main Budget category from 01/01/2017 to 31/03/20202

Description	Budget	Expenses	Commitments	Budget Consumption (expense + commitment)	Amount under/over expenditure	Rate of budget consumption	Comment	Rate of Under/over expenditure
Personnel	617,132.34	636,657.84	0.00	636,657.84	-19,525.50	103 %	Overspending	3%
Travel	52,401.42	34,493.89	874.75	35,368.64	17,032.78	67 %	Underspending	33%
Equipments and supplies	66,200.32	73,314.12	0.00	73,314.12	-7,113.80	111 %	overspending	11%
Contractual	197,499.95	169,358.41	0.00	169,358.41	28,141.54	86 %	Underspending	14%
Other direct costs	333,181.37	254,937.43	416.95	255,354.38	77,826.99	77 %	Underspending	23%
Indirect charges	14,292.60	7,323.95	0.00	7,323.95	6,968.65	51 %	Underspending	49%
Overhead	79,292.30	75,370.55	90.41	75,460.96	3,831.34	95 %	Underspending	5%
Total	1,360,000.30	1,251,456.19	1,382.11	1,252,838.30	107,162.00	92 %	Underspending	8%

Coordination

The project was implemented within the direct framework. IOM, UNICEF and UN Women were responsible for: a) planning and management of activities, including reports and accounts, internal monitoring and evaluation and b) financial management and audit on the resources utilization. UN Women and UNICEF reported to IOM as the lead Agency, which in turn consolidated the reports into one document and report to USAID. IOM implemented the majority of the activities in the project. The activities assigned and implemented by UN Women, with the support of IOM, were:

- *Training of school leaders and counsellors on trafficking in persons.*
- *Training on best practices in prevention, protection and prosecution on the NAP drafting process, and on related gender responsive budgeting.*
- *Procurement of cameras and voice recorder to RIB.*
- *Development of User Guide for legal practitioners in Rwanda.*
- *Two-day joint training seminar for judges, prosecutors and investigators (whose fund was redirected as explained above).*

Regarding UNICEF, an agreement with IOM entered into force in January 2017 in which UNICEF committed to implement the following three activities in the project:

- *Identify research institutions and individual academics with background and interest in relevant research programmes (e.g. human rights, adult and child protection, migration, labor, etc.).*
- *Conduct four one-day training sessions for CSOs and national academic partners on counter trafficking research methodologies, data protection, security, and advocacy (not carried out as explained above).*
- *Convene three panels to inform CSOs, researchers and academics on research progress and to address methodological or other issues experienced in the research process.*

Within the Government of Rwanda, the Ministry of Justice has been designated as the lead ministry in the fight against trafficking in persons. Within the One UN in Rwanda, IOM has been identified as the lead for this project. Given that the majority of trafficked persons in and from Rwanda are women and children, UNICEF and UN Women took on roles of key technical partners for the implementation of individual activities based on their comparative advantages and their expertise.

At the Ministerial level, a National Steering Committee (NSC) was supposed to be established to coordinate the Project. However, after discussions, it was decided that issues related to human trafficking should be dealt by NSC on GBV. The National Steering Committee co-chaired by MIGEPROF and MINISANTE comprises of MINECOFIN, GMO, NWC, MINIJUST, RNP, NPPA, National Children's Commission and relevant development partners represented at the highest level. It provides overall strategic direction monitors the implementation of the policy's objectives, share information and coordinate activities and responses. Development partners play a critical role in the coordination and implementation of the policy through the provision of technical assistance, national and international advocacy on gender equality and against gender-based violence as well as the mobilization of resources to ensure a nationwide response to gender-based violence³².

The day-to-day work was guided by a National Technical Committee from all participating institutions which will be led by the MINIJUST and co-lead by the IOM. It includes the project focal

³² Republic of Rwanda, Ministry of Gender and Family Promotion, National Policy against Gender-Based Violence, July 2011, p.17.

persons from DGIE, RIB, RNP, NPPA, GMO, NCC, UNICEF, UN Women and other relevant technical partners depending on the requirements.

IOM worked in collaboration with the Ministry in Charge of Emergency Management (MINEMA) during the research on Human Trafficking in Rwanda in the refugee camps in order to approve the access of researchers in the refugee camps. Upon obtaining authorization, Never Again Rwanda deployed and completed the assessment in the 6 camps, including the host communities.

Project Management

The IOM Rwanda Chief of Mission oversaw the overall conduct of the activities. She provided guidance and strategic views to the Technical Committee and monitored the progress of the project against stated goals and objectives. She was supposed to be the co-chair of the National Steering Committee.

The IOM Rwanda recruited a Project Manager who coordinated the operational, human and material resources needed for the proper execution of the Counter Trafficking project. She ensured that IOM and USAID administrative and finance standards are followed during project implementation. She also maintained close relationships with partners to ensure continued progress towards the project's objectives of the Joint Counter Trafficking project. IOM Rwanda also recruited a Project Assistant responsible for providing administrative and logistical support to the project team throughout the implementation period.

The IOM Rwanda project support included:

- *Resource Management Officer* responsible and accountable for coordinating the budgetary, financial, human resources, and administrative functions of the Mission.
- *Monitoring, Evaluation and Reporting Officer* responsible for supporting the Project Manager in preparing periodic activity, progress, and status reports.
- *Administrative/Finance/Procurement/IT support Staff* responsible for providing support in their areas of responsibility daily.
- *Driver* responsible for transport of project staff and car maintenance.

As a joint project, additional technical staffs from UN Women and UNICEF were essential to achieving project results. At UN Women level, the project was coordinated and managed by a Project Officer who provided technical support and ensured that activities that are assigned to UN Women are effectively implemented in collaboration with key partners. The Chief of Child Protection oversaw and coordinated project activities led by UNICEF and provided strategic and technical support to achieve the project's goals.

Monitoring and evaluation

A monitoring and evaluation plan has been developed for the individual activities to guarantee for the effectiveness and the sustainability of the project³³. The project activities have been monitored on a continual basis based on this plan to ensure that the activities are being implemented as planned, and to ensure that the goals of the project are being achieved.

The monitoring of the project was carried out regularly through the meetings of the National Technical Committee to evaluate the progress of the activities as well as to ensure the monitoring and timely reporting by all concerned stakeholders.

³³ Annex 2: Draft Monitoring and Evaluation Plan.

The monitoring and evaluation was also carried out through Quarterly narrative reports and annual project reports, in accordance with the USAID reporting requirements and timelines, compiled and submitted by IOM and the flash reports produced to highlight the main achievements and shared with relevant partners at country and regional level. They include a presentation of activities implemented during the reporting period, results achieved, a presentation of challenges and shortcomings and monitoring reports.

At the output level, the monitoring and evaluation was implemented through the technical committee meetings to track the progress of the activities under each output and record the number and profile of stakeholders trained or consulted within the project, specifically collecting disaggregated data on representatives of law enforcement and justice agencies.

At the outcome level, the technical committee keeps track of the number of TIP cases investigated by the RIB and the DGIE trained staffs and prosecuted by trained prosecutors. The technical committee monitored to see if there is an increase in information related to the TIP and data sharing amongst members of the National Steering Committee.

4. GENDER AND HUMAN RIGHTS

The One UN in Rwanda has instituted a human rights-based approach to the planning and the implementation of all its programs. The issue of gender was critical in the project and has been considered in the implementation of this project. In addition, one of the project activities was to build the capacity of the NAP drafting team and the National Technical Committee Members in gender and gender responsive budgeting.

This Project ensured that disaggregated data is gathered and analyzed and that gender-sensitive responses are proposed. The expertise of UN Women in gender equality played a role in ensuring that this joint program is responding to gender equality principles in the context of counter trafficking interventions.

The research “Understanding Human Trafficking in Rwanda: Causes, Effects, and Impact”, the development the National Action Plan, and the National Referral Mechanism Mechanisms for Victims of Trafficking in Persons were gender and human rights focused project activities. For instance, according to the Research, regarding the profile of victims, children and adults are the victims of human trafficking for labor exploitation, but to a greater extent women. Another situation that would seem to result from domestic work is that, when women are dismissed from homes, since they have no social networks, they generally go out to work as prostitutes in the streets. This consequence will surely be more evident in cases of human trafficking.

Continuous capacity-building is essential to ensure that gender equality is effectively taken into account in project activities. All actors involved in the project need gender competence in order to make it possible for them to integrate a gender perspective, from the initial analysis, to planning and setting objectives, in the implementation process and in monitoring and evaluation processes.

For instance, the Training of the Service Providers on Direct Assistance for Victims of Human Trafficking and Referral Mechanisms has been attended by 8 women representing 47% of participants.

The ToT was attended by 10 women representing 32,25% out of a total of 32 participants. The step-down training of the Directorate General of Immigration and Emigration was attended by 3 women

representing 15% out of 20 frontline/ border control officers. The step-down training of the Rwanda Investigation Bureau was attended by 4 women representing 20% out of 20 District Chief Investigators. The step-down training of the Gender Monitoring Office was attended by 13 women representing 65% out of 20 GMO staffs.

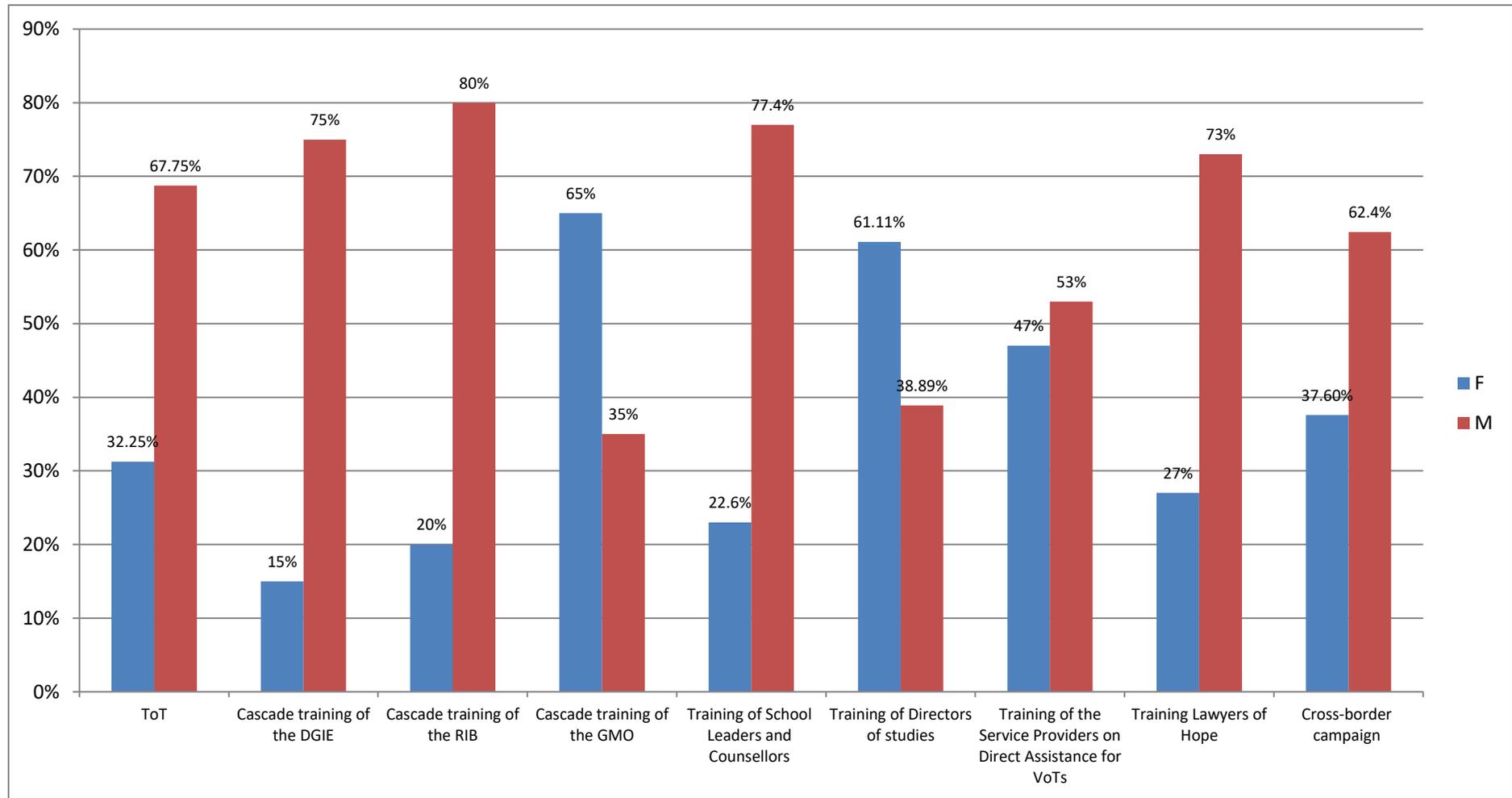
Regarding the awareness campaign activities for School Leaders and Counsellors were attended by 36 were women representing 22.6% out of 159 participants and the training of the directors of studies were attended by 11 women representing 61.11% out of 18 participants.

The cross-border campaign directly reached a total of 547 women representing 37.6% out of a total of 1,456 people.

IOM and LoH partnered to deliver a half-day training attended by 10 women representing 27% out of 37 lawyers, paralegals and other staff trained.

The analysis shows that in terms of participation by sex in training and awareness campaigns, women are less represented than men as shown in the graphic below. An effort should be made in future programming to ensure that the capacity building initiatives benefit both men and women.

Graphic 1: Percentage of participants by gender in different trainings and awareness campaigns.



While there are commendable efforts to mainstream gender in this Project, the evaluation's findings suggest that it has not fully succeeded. More efforts must be made in gender mainstreaming to be visible, innovative, strategic, and collaborative in taking into account the gender equality dimension of trafficking, including through a comprehensive National Action Plan against human trafficking. Due to the gendered nature of trafficking and the trafficking in persons as a gender and rights perspective, anti-trafficking program and practice must be more focused on women and assess the implications for women and men of the future interventions.

A gender perspective on trafficking will acknowledge that women and men, girls and boys are trafficked, recognize the similarities and differences in the trafficking experience of women, men and children in relation to vulnerabilities of each category hold that these differences, that disadvantage women and children the most, are grounded in their more marginalized social, gender or age status, empower potential victims, and those trafficked, especially women and children to access remedies and claim rights and give practical effect to this through enabling policy, legislative, institutional and programmatic initiatives appropriate to their specific concerns.

It should be noted that even though child trafficking affects children, the project did not have a focus on children. Being more vulnerable, a child is subject to extreme violations during and after trafficking and an improper response aggravates the harm already inflicted on them. Therefore, the law enforcement response in human trafficking needs to be specifically oriented to their specific rights.

5. COHERENCE

The project "*Improving Knowledge, Enforcement and Coordination in Counter-Trafficking*" was both consistent to the international legal frameworks and policies of the three UN agencies, namely IOM, UN Women and UNICEF and to national policies and strategies.

Under the lead of the Ministry of Justice (MINIJUST), UN agencies, namely IOM, UN WOMEN and UNICEF as well as Government agencies including the Ministry of Gender and Family Promotion, the Directorate General of Immigration and Emigration (DGIE), the Gender Monitoring Office (GMO), (MIGEPROF), the National Commission for Children (NCC), the National Public Prosecution Authority (NPPA), the Rwanda Investigation Bureau (RIB) and Rwanda National Police (RNP) participated in the implementation of this project. All these actors contribute in one way or another to the fight against human trafficking through related policies and strategies. Therefore, they coordinated their efforts in counter trafficking through the National Technical Committee. Therefore the coordination and the complementarity of the UN agencies, in the one hand, and, Rwandan government institutions and civil society organizations on the other, were a factor in the success of the implementation of the project. The policies of these different actors have been mutually consistent and the results from these project interventions contributed to their objectives.

Only one gap to highlight and stemming from the interviews is that during the implementation of the project, there was the creation of RIB³⁴ responsible for the investigation of crimes, including human trafficking which, before its creation, fell within the competence of the RNP³⁵. Since the

³⁴ Law N° 12/2017 of 07/04/2017 establishing the Rwanda Investigation Bureau and determining its mission, powers, organization and functioning (*Official Gazette n° Special of 20/04/2017*).

³⁵ See the Law N° 09/2017 of 20/03/2017 modifying and complementing Law n° 46/2010 of 14/12/2010 determining the powers, responsibilities, organization and functioning of the Rwanda National Police (*Official Gazette n° Special of 20/04/2017*).

creation of the RIB, the RNP has felt a little no more concerned with the Project. The opportunity to be taken as an advantage is that the RNP has set up a new "Anti-Smuggling and Organized Crime" Department. RNP should be more involved in the future initiatives through this Department.

6. IMPACT

The objective of the joint project was to contribute to strengthening the response of the Government of Rwanda and civil society organizations to address trafficking in persons. The project has been an eye opener to many stakeholders including RIB, RNP, DGIE, NPPA, GMO and CSOs.

Assessing long-term effects produced by this project, whether intended or unintended, positive or negative, is describing progress made towards the above higher-level goal. While it is typically not possible for an individual project to achieve impact without the contribution of others, impact indicators provide an important mechanism for coordinating services with those working on similar projects and can illustrate the connection between this project and the priorities of other development organizations and GoR. The project has generated one change that has potential long-term implication:

➤ *Improved knowledge of TiP*

The TNA supported by the project showed an obvious lack of training of the law enforcement officials and therefore, an adequate support plan was required to enhance their capacity and their skills and knowledge in relation to human trafficking. It helped to assess what skills and knowledge they need to excel in their responsibilities and the gaps in their existing knowledge and skill sets.

As the policies and mandates are without effect if Government officials and civil society organizations' staff do not understand trafficking in persons or lack the skills to incorporate it into their work, the project supported a series of training for them aligning content with their job roles and responsibilities. Therefore, the capacity-building programme will, potentially, provide the greatest impact over time, as law enforcement officials and civil society organizations' staff are better prepared to do effective duties in addressing human trafficking issues under their mandate.

Given the fact that capacity building is an ongoing process of which many results are mostly not directly visible after a certain intervention, it's not possible to precisely measure impact as the period of the project was short and some trainings were conducted late at the end of the project. Fortunately, the trainings have had the effect of providing knowledge, skills, abilities, processes and resources enabling beneficiaries to deal effectively with trafficking in persons. According to NIYIBIZI Julien (RIB), who participated in the training of TOT and who subsequently trained his colleagues during the cascade training, "*the knowledge acquired during the training brought an improvement in the way of handling human trafficking cases: the interview of suspects and VoTs , the protection of VoTs and evidence gathering helping to punish traffickers*".

The training of the professionals and CSO's staff who work in the field of human trafficking will generate and sustain over time the transformation in performing duties and changing mindsets and attitudes against human trafficking issues. But the learning process continues long after the training is over and providing refresher courses is necessary.

7. SUSTAINABILITY

The national ownership is an important factor that contributes to sustained engagement of stakeholders to continue and scale up the project results. The assessment of the continuation of

results from this project interventions and the probability of continued long-term benefits concluded to the following factors:

➤ ***Legal, policy and regulatory frameworks in place***

A factor that may contribute to the sustainability of the intervention of the project is the government's commitment and the political will to fight against trafficking in persons. The political will is manifested through the legal and policy frameworks including the adoption of a specific law relating to the prevention, suppression and punishment of trafficking in persons, the development of the NAP whose validation process is ongoing and the adoption of the Ministerial Order regulating the treatment of the VoTs whose adoption process is ongoing.

➤ ***Capacity development***

The capacity development of key national stakeholders, which improved knowledge and the institutional framework within the Law enforcement agencies (LEAs) and CSOs, will be also the boosting factors enabling the continuation of the results gained from the project interventions aiming at fighting human trafficking. The Law enforcement agencies were partners in this project and will make sure that the frameworks, guidelines, referral mechanisms, and other systems set in place during the project period will be continued upon project completion.

➤ ***Coordination between law enforcement agencies***

Before the design and the implementation of this project, there was limited coordination in the fight against human trafficking. The few institutions somewhat involved in this area did so on an individual basis. One result generated by the project is improved coordination between UN agencies and national law enforcement agencies. The National Technical Committee bringing together Law enforcement agencies (LEAs) which often are the first to come into contact with human trafficking cases is an institutional framework that predicts the continuation and sustainability of the results obtained from this project.

III. CONCLUSIONS

Based on the findings described above, the project results contributed to strengthening the response of the government and civil society organisations to counter trafficking in Rwanda. As said previously, even though the senior officials such the President of the Republic were aware of human trafficking, the project has been an eye opener for many agencies in the Government of Rwanda (GoR) and civil society organisations (CSOs) in terms of providing knowledge and coordination on TIP. The government agencies and CSOs acknowledge that TIP is an issue in Rwanda.

The government has the laws and policies related to TIP which are the basis for creating an enabling environment for institutional arrangements. However, complete enabling environment has not been adequately created. There are certain TIP related legal issues yet to be addressed. The adoption of the Ministerial Order which is in progress will regulate special treatment granted to the victims of trafficking when finalised. The NAP is not yet approved. It is supposed to be structured around strategic axes in line with international standards to combat human trafficking: the prevention of trafficking in persons, the promotion of respect for and implementation of the law against trafficking in persons at all levels of the criminal justice chain, the protection and assistance to victims and the promotion of coordination and cooperation in combating trafficking in person.

Criteria-wise conclusions are provided below.

Design and Relevance

The project was designed to support the Rwandan Government's and civil society organizations to strengthen their response to address trafficking in persons. This project is relevant to the Rwanda Vision 2020, the Economic Development and Poverty Reduction Strategy (EDPRS 2) and 7 Years Government Programme: National Strategy for Transformation. The project was also aligned to relevant international framework including the Protocol against Trafficking in Persons, the Convention on the Elimination of All Forms of Discrimination against Women and the Convention on the Rights of the Child as well as regional and national framework such as the EAC Counter Trafficking in Persons Bill and the Rwandan the Law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others.

Extending the design and the implementation of the project to UN WOMEN aimed at integrating and delivering a multisectoral approach to development with due attention to crosscutting issue of the gender equality which was very critical for the implementation of the project.

Effectiveness

By the time of the evaluation the project was almost effective. Out of the three outcomes, the project had achieved outcome 3 at a percentage rate far higher than the project target. The Project supported the training of 157 law enforcement officials compared to the target of 60 planned. The effective application of the knowledge and skills acquired is an ongoing process starting after the training. According to the beneficiaries, the knowledge acquired by investigators from RIB and DGIE as well as prosecutors from NPPA constitutes good progress in the identification, investigation and prosecution of human traffickers.

The project had partially achieved the outcome 2. The Project supported the GoR to develop a Ministerial Order (MO) to regulate the provision of effective and comprehensive services to victims of trafficking. However, at the time of the evaluation, the adoption of MO had not yet taken place. IOM supported GoR to draft a National Action Plan for Combating Trafficking in Persons in Rwanda. At the time of the evaluation, the NAP had not yet been validated. IOM supported also the development of the Standard Operation Procedures (SOPs) for the National Referral Mechanism whose process was still ongoing at the time of the evaluation. Developing these tools is good progress in coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations.

Finally, concerning Outcome 1, the support to all 200 target research copies of the report on human trafficking in Rwanda distributed and 38 individuals out of 90 target from CSOs, research and academic institutions trained on human trafficking research methods contributed to achieve the outcome indicator and to improve the capacity for government agencies and civil society organizations (CSOs) to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs. The study tour of Government officials in the United States will probably contribute in near future to this outcome. The analysis of the progress in achieving the targets of the output indicators shows that the project has partially achieved this outcome. This is because two output indicators were not achieved. One relates to the number of government officials, civil society actors, law enforcement personnel, and other key stakeholders trained on best practices, lessons learned, and on the content of the 2014 National Action Plan. As pointed previously, this output result was not achieved because it was decided during the implementation of the project to develop a NAP fulfilling all the requirements. This has been developed and the process of its validation was still in progress at the time of drafting the Evaluation Report. The second relates to the number of recommendations suggested by participants based on the findings from the study tour implemented by the end of the project. As explained in the previous

sections, this study tour was planned to be carried out in Uganda. However, for reasons beyond the control of the project team, there has been a modification to be made in the USA. This activity was carried out at the end of the project from January 22nd to February 1st, 2020. It was late for participants to implement at least two recommendations made in their report.

In relation with the above analysis, the project products such as the copies of the Research Report on trafficking in Rwanda and case law User Guide for legal practitioners in Rwanda distributed, the National Technical Committee meetings held as well as the training and awareness raisins initiatives provided by the project contributed to address TIP issues, to some extent, through improved knowledge. The production and distribution of the research report on human trafficking contributed to the knowledge of the status of human trafficking in Rwanda. Meetings held by the NTC improved coordination between the law enforcement agencies and UN agencies. The capacity investigators and prosecutors as well as CSO members who participated in trainings was enhanced not only in terms of knowledge and skills but also in behavior change towards HT issues.

There were enabling and hindering factors to the achievement of the results. The enabling factors were increased interest of the stakeholders, endorsement of the project from the higher authority, nomination of NTC members, and active role of the trained persons and dissemination of HT research report. Among hindering factors were, in one hand, delays of implementation of some activities such HT research in Rwanda, study tour, in the other hand, modification or dropping some activities due to different reasons as explained previously: such as setting up the project's NSC, conducting three specialized one day seminars to sensitize relevant sectors on the joint program research findings and joint training for judges and prosecutors on anti-trafficking legal provisions.

To conclude with the analysis of the effectiveness of the project, it seems appropriate to emphasize this remark: The first concerns the fact that the output indicators do not appear in the Project Document but rather in the annual reports. It would be better if they were specified in the Project Document in the future.

Efficiency

The evaluation found that project resources were to a large extent utilized as planned and contributed to the outcome results, although some activities were not carried out. In carrying out the financial analysis, the evaluation noted that there was a small under-spending. According to the Project Financial Report as of 31/03/2020, the total budgeted for the project period was \$ 1,360,000.30 against the actual expenditures of \$ 1,252,838.30 equivalent to a budget consumption of 92% and resulting in under-expenditure of \$ 107,162.00 representing 8% of the project budget.

Monitoring processes defined in project documentation have been used as intended including meetings of the National Technical Committee, Quarterly narrative reports and annual project reports.

Under the leadership of the Ministry of Justice, the coordination, the implementation and the monitoring of the project were effective through the National Technical Committee meetings. As a joint project, staffs from IOM, UN Women and UNICEF were essential to achieving project results.

Gender human and rights

There was an integration of gender equality in design and implementation in the project. Gender and human rights are specific focus areas of the research “Understanding Human Trafficking in Rwanda: Causes, Effects, and Impact”, the development the National Action Plan, and the National

Referral Mechanism Mechanisms for Victims of Trafficking in Persons as well as the trainings and awareness campaigns that project conducted.

Coherence

It is undeniable that the project was consistent to the international legal frameworks and policies of the three UN agencies, namely IOM, UN Women and UNICEF. It was also consistent to the Rwanda UNDP as the business plan for the UN agencies, funds and programmes in Rwanda and supporting the country's national development priorities as set out in the Economic Development and Poverty Reduction Strategy (EDPRS) as well as the Rwanda Vision 2020 and 2030 Agenda for Sustainable Development, specifically the Goal 16 related to promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

Impact

The project has generated one change that has potential long-term implication: Improved knowledge of TiP. The TNA helped to assess what skills and knowledge law enforcement officials need to excel in their responsibilities and the gaps in their existing knowledge and skill sets in human trafficking. Research Report on human trafficking in Rwanda, trainings and awareness campaigns generated the transformation for LEA and CSOs in performing duties and changing mindsets and attitudes against human trafficking issues. However, considering that training is a continuous process, providing refresher courses is necessary.

Sustainability

The sustainability of the interventions of this project will be built on the following three (3) factors: (i) national legal, policy and regulatory frameworks in place including the specific law relating to the prevention, suppression and punishment of trafficking in persons, the development of the NAP whose validation process is ongoing and the adoption of the Ministerial Order regulating the treatment of the VoTs whose adoption process is ongoing, (ii) the capacity development of key national stakeholders, which improved knowledge and the institutional framework within the Law enforcement agencies (LEAs) and CSOs, and (iii) the coordination between law enforcement agencies and UN agencies through the National Technical Committee meetings.

IV. RECOMMENDATIONS

It is important that the significant results achieved by the Project to date are capitalised on to advocate for programme-based funding to enable strategic medium to long term planning, as well as sustainable continuation of current activities. IOM would adapt to the funding challenges and secure funding to replace or supplement the core funds provided by USAID, its core donor of this Project under evaluation.

Based on the evaluation findings, the following key recommendations emerged:

Recommendation 1: Finalize documents whose process is underway

The Government of Rwanda, collaboration with IOM, should validate the National Action Plan (NAP) and adopt the Ministerial Order to regulate the provision of effective and comprehensive services to victims of trafficking.

Recommendation 2: Build upon the project achievements and results

The Government of Rwanda and IOM should take advantage of and continue building upon the achievements and results of the project including the implementation of the recommendations of the Research Report on human trafficking, trainings and awareness campaigns of the LEA and CSOs and the coordination between law enforcement agencies and UN agencies through the National Technical Committee meetings.

Recommendation 3: Include counter-trafficking activities in periodic and annual plans of stakeholders

All stakeholders dealing with human trafficking should include human trafficking activities in their periodic and annual plans and budgets.

Recommendation 4: Stay on course in coordination and partnership

The Government of Rwanda and IOM should improve coordination and partnership with key stakeholders.

Recommendation 5: Ensure counter-trafficking and funding are strategically coordinated in counter-trafficking

The Government of Rwanda and IOM should coordinate human trafficking initiatives and funding approach to ensure synergies among key stakeholders and that all resources are being equitably and effectively distributed.

V. LESSONS LEARNED AND BEST PRACTICES

Major lessons learnt can be gleaned from the literature and interviews, as follows:

- ***Increasing the participation of Government contributes to a greater ownership of activities and results***

Increasing the participation of Government counterparts during planning, implementation, monitoring and evaluation processes will contribute to both a more intensive participation in implementation and a greater ownership of activities and results.

- ***Strengthening the knowledge and skills is a continuous work***

While capacity-building and strengthening the knowledge and skills of law enforcement officials, SCOs and local authorities has been an effective and important project activity and outcome, further work is needed at all levels with officials in roles and positions that impact on issues of human trafficking and other related human rights issues. The work of project stakeholders requires knowledgeable support from line management to ensure effectiveness, sustainability, and impact.

- ***Awareness-raising at the community level is more efficient.***

According to the information collected from law enforcement agencies, they receive complaints about potential or actual cases of human trafficking from members of the population who have benefited from awareness campaigns. There is an expressed view that community level outreach is more efficient and reaching the grassroots will increase effectiveness of the work being done at the

national level in combating human trafficking. Public awareness-raising can be used for dissemination of the law and related documents developed by the project.

- ***Mainstreaming gender and human rights must be a greater emphasis***

Design and implementation would have been strengthened with a greater emphasis on mainstreaming gender and human rights into the project document and on-going planning and implementation. While human rights underpin the project's intent, this is not well-enough stated, nor is such a focus visible enough in design, implementation or reporting. As a result, while stakeholders and project staff have a sense of the importance of rights-based considerations, the depth and strength of understanding could be significantly strengthened. In addition, gender equality principles should be applied to all future initiatives as human trafficking as proved to target more women and girls than men and boys worldwide and in Rwanda as per the human trafficking in Rwanda study findings.

VI. ANNEXES

Annex I. Summary of project inputs and outputs

	Indicators	Baseline	Target	Total Progress	Remarks
Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.	The number of host nations service providers who received USG-funded anti-trafficking protection Training (USAID 1.5.3-22)	0	30	28	5 th March NAP workshop participation.
Output 1.1: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP).	Number of government officials, civil society actors, law enforcement personnel, and other key stakeholders trained on best practices, lessons learned, and on the content of the 2014 National Action Plan.	0	60	0	Not done. This activity was to be organised once the NAP was finalized.
	Number of recommendations suggested by participants based on the findings from the study tour implemented by the end of the project	0	2	0	The IVLP on demand was towards the end of the project, which made it difficult to see how the participant recommendations will be implemented. However, the recommendations have been

	Indicators	Baseline	Target	Total Progress	Remarks
					incorporated into the NAP.
Output 1.2: Government agencies and CSOs have access to accurate and timely information on trafficking trends in, from, to, and through Rwanda as well as on the factors enabling those trends and potential preventative factors.	Number of research reports on trafficking in Rwanda distributed	0	200	200	DONE
Output 1.3: Civil society partners, including national academic partners, are aware of human trafficking issues and have the knowledge and skills necessary to contribute to counter trafficking research efforts in the country.	Number of individuals from CSOs, research and academic institutions trained on human trafficking research methods.	0	90	38	
Outcome 2: The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies, and regulations.	Number of anti-TIP policies, laws or international agreements strengthened and/or created with USG assistance (USAID 1.5.6-19)	0	2	4	<p>Government of Rwanda passed its first law which is specific on trafficking in persons.</p> <p>IOM supported the Government of Rwanda to develop a Ministerial Order to operationalize the law (pending validation)</p> <p>- IOM supported the Government of Rwanda to draft a National Action Plan for Combating Trafficking in Persons in Rwanda (pending validation)</p> <p>- IOM recruited a consultant to</p>

	Indicators	Baseline	Target	Total Progress	Remarks
					develop Standard Operation Procedures (SOPs) for the National Referral Mechanism (pending validation)
Output 2.1 The National Action Plan (NAP) on counter trafficking and SOPs on anti-trafficking legislation are updated/developed.	Number of NAP drafting members trained on best practices in prevention, protection and prosecutions on the NAP drafting process, and on related gender responsive budgeting.	0	24	15	
Output 2.2: The National Steering Committee (NSC) and Technical Committee (TC) for counter-trafficking (C/T) are functioning effectively.	Number of technical committee meetings held	0	12	12	All 12 technical committee meetings were held
	Number of NSC meetings held	0	2	0	<i>This activity was canceled as the Government of Rwanda stakeholders advised not to establish a parallel steering committee since counter-trafficking issues are currently addressed under the existing NSC on Gender Based Violence</i>
	NSC endorsement of official counter trafficking processes	0	2	0	<i>Same as above</i>
Output 2.3: Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.	Number of officials trained in implementation of the Rwandan Penal code and relevant treaties in relationship with TIP	0	20	53	<i>The trainings did not focus on the Penal code, but on the new Rwandan Law on TIP which has replaced it. These trainings were conducted jointly with NPPA</i>

	Indicators	Baseline	Target	Total Progress	Remarks
Outcome 3: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.	A comparison of the total number of prosecutions to the total numbers of prosecutors trained and/or mentioned in TIP (USAID 1.5.3-21)	0	+20%	7.16% ³⁶	
Output 3.1: Law enforcement officials and One Stop Center personnel in Isange have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.	Number of individuals trained on identification, treatment and referral of victims of trafficking.	0	30	453	The target of the participants has exceeded the target for the project.
Output 3.2: Judges and prosecutors have the knowledge, skills, and resources necessary to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.	Number of host criminal justice personnel who received USG –funded training during the life of the project (USAID 1.5.3-17)	0	30	20	This training was planned but was cancelled by the Government. It was then to be replaced by the District Labour Inspectors training which had to be cancelled last minute due to the COVID-19 outbreak.

³⁶ This calculation is based on the number of prosecutors presented on NPPAs Organizational Chart (179 prosecutors), found on NPPAs website through <https://nppa.gov.rw/index.php?id=13&L=1> on July 2 2019

Annex II. Management Response Matrix

<p>Evaluation title/year: Ex-Post Evaluation of the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking” March 2020.</p>				
<p>Person or entity responsible for completing the management follow-up response matrix:</p> <p>The Project Manager and the Project Team.</p>				
<p>Overall comment on evaluation process: IOM Rwanda appreciates the overall evaluation and recommendations provided by the consultant.</p>				
<p>Evaluation recommendation 1: Finalize documents whose process is underway</p> <p>The Government of Rwanda, In collaboration with IOM, should validate the National Action Plan (NAP) and adopt the Ministerial Order to regulate the provision of effective and comprehensive services to victims of trafficking.</p>				
<p>Recommendation to IOM Rwanda, Chief of Mission</p>			<p>Priority level (1 to 3): 1</p>	
<p>Management response (Accept/Partially Accept/Reject)</p> <p>The Management accepts the recommendation. IOM will support the process of the validation of the National Action Plan (NAP) and adoption of the Ministerial Order.</p>				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Convening the meeting of the National Technical Committee (NTC)	Deadline June 2020	IOM Rwanda	IOM has reached out to MINIJUST to organize a virtual meeting with the NTC for final validation of the NAP.	
Support the NTC members meeting	Deadline June 2020	IOM Rwanda	IOM is prepared to support the GOR in organizing the NTC meetings.	
Producing the Final NAP	Starting August 2020	GOR	The Government must be responsible to follow up with the NAP	
Disseminating the copies of the Final NAP	Starting September 2020	GOR		
Supporting the draft of the Ministerial Order	Deadline June 2020	IOM Rwanda to provide technical support to the GOR		

Implementing the recommendations of the Research Report on human trafficking in Rwanda.	Deadline June 2020	IOM Rwanda	IOM Rwanda in consultation with the GOR and One UN to draft concept notes and proposals- active fundraising to allow continuation of activities.	
		in finalizing the Ministerial order		
Disseminating the copies of the Ministerial Order	Starting September 2020	GOR		
Evaluation recommendation 2: Build upon the project achievements and results The Government of Rwanda and IOM should take advantage of and continue building upon the achievements and results of the project including the implementation of the recommendations of the Research Report on human trafficking, trainings and awareness campaigns of the LEA and CSOs and the coordination between law enforcement agencies and UN agencies through the National Technical Committee meetings.				
Recommendation to IOM Rwanda, Chief of Mission		Priority level (1 to 3): 1		
Management response (Accept/Partially Accept/Reject)				
The Management accepts the recommendation. In partnership with the GoR and UN agencies, IOM will support the interventions of counter-trafficking in Rwanda.				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Implementing the recommendations of the Research Report on human trafficking in Rwanda.	Deadline June 2020	IOM Rwanda		
Supporting the trainings and awareness campaigns of the Law Enforcement Agencies and Civil Society Organizations		IOM Rwanda/GOR		
Convening quarterly meetings of the National Technical Committee		GOR		

Evaluation recommendation 3: Include Counter-Trafficking (CT) activities in periodic and annual plans of stakeholders				
All stakeholders dealing with human trafficking should include Counter-Trafficking activities in their periodic and annual plans and budgets.				
Recommendation to IOM Rwanda, Chief of Mission			Priority level (1 to 3): 2	
Management response (Accept/Partially Accept/Reject)				
The Management accepts the recommendation. In partnership with the GoR and UN agencies, IOM will advocate for all stakeholders to introduce Counter-Trafficking activities their plans.				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Advocating for introducing counter-trafficking Activities in plans of the stakeholders	Starting June 2020	IOM Rwanda		
Assessing the introduction of counter-trafficking activities in the plans of stakeholders	Starting December 2020	IOM Rwanda		
Evaluation recommendation 4: Stay on course in coordination and partnership				
The Government of Rwanda and IOM should improve coordination and partnership with key stakeholders.				
Recommendation to IOM Rwanda, Chief of Mission			Priority level (1 to 3): 1	
Management response (Accept/Partially Accept/Reject)				
The Management accepts the recommendation. In partnership with the GoR and UN agencies, IOM will participate in coordination meetings on counter-trafficking.				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Convening the quarterly meeting of the National Technical Committee (NTC)	Starting July 2020	IOM Rwanda /GOR		
Evaluation recommendation 5: Ensure counter-trafficking activities and funding are strategically coordinated in counter-trafficking				
The Government of Rwanda and IOM should coordinate counter-trafficking initiatives and funding approach to ensure synergies among key stakeholders and that all resources are being equitably and effectively distributed.				

Recommendation to IOM Rwanda, Chief of Mission		Priority level (1 to 3): 1		
Management response (Accept/Partially Accept/Reject)				
The Management accepts the recommendation. In partnership with the GoR and UN agencies, IOM will support the coordination and the partnership of key stakeholders in counter-trafficking.				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Supporting the planning the trafficking in persons activities	<i>Starting July 2020</i>	IOM Rwanda/GOR		
Supporting funding mobilization	<i>Starting June 2020</i>	IOM Rwanda/GOR		

Annex III. Terms of reference of the evaluation

CALL FOR APPLICATIONS FOR CONSULTANCY SERVICES FOR FINAL EVALUATION FOR THE PROJECT IMPROVING KNOWLEDGE, ENFORCEMENT AND COORDINATION IN COUNTER-TRAFFICKING

Commissioned by IOM Rwanda, Counter Trafficking Division

1. Evaluation context

IOM Rwanda is implementing a project entitled “Improving knowledge, enforcement and coordination in counter-trafficking”. It is implemented in collaboration with One UN agencies and the Government of Rwanda, under the leadership of the Ministry of Justice (MINIJUST) and funded by USAID Rwanda.

The project seeks to assist the Government of Rwanda (GOR) and civil society organizations in Rwanda to strengthen their capacity to respond to all forms of internal and cross-border human trafficking, including trafficking of children and to identify and protect victims. Specifically, the program intended to enhance the capability of government agencies and social and child protection actors to make informed decisions on trafficking in persons (TIP) programming based on accurate data on trafficking in persons in Rwanda. This project complements and reinforces ongoing efforts by the GoR and key partners to address human trafficking.

The program brought together the technical expertise of the One UN in Rwanda through three participating agencies: IOM as the international lead agency on migration (with extensive experience in counter trafficking), the United Nations Children's Fund (UNICEF) the lead agency in child protection, and the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) the lead agency in ending gender-based violence. IOM and the two UN agencies worked in partnership with the GoR through the following key partners: The Ministry of Justice (MINIJUST), the Ministry of Gender and Family Promotion (MIGEPROF), Rwanda National Police (RNP), Rwanda Investigative Bureau (RIB), Directorate General of Immigration and Emigration (DGIE), National Public Prosecution Authority (NPPA), and the National Commission for Children (NPPA). The program uses the globally recognized anti-trafficking “3 P’s” approach promoting comprehensive interventions on Prevention, Prosecution, and Protection - and apply it to the national context.

The objective of the project is contribute to strengthening the response of the Government of Rwanda and civil society organizations in Rwanda to address trafficking in persons.

The expected Outcomes and Outputs of this project were:

Outcome 1: Government agencies and civil society organizations (CSOs) including social and child protection actors have improved capacity to engage in the development and implementation of effective, evidence-based counter-trafficking policies and programs.

Output 1.1: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP).

Output 1.2: Government agencies and CSOs have access to accurate and timely information on trafficking trends in, from, to, and through Rwanda as well as on the factors enabling those trends and potential preventative factors.

Output 1.3: Civil society partners (CSOs), including national academic partners, are aware of human trafficking issues and have the skills and competencies necessary to contribute to counter trafficking research efforts in the country.

Outcome 2. The Government of Rwanda is effectively coordinating the efforts to implement existing anti-trafficking legislation, policies and regulations.

Output 2.1: The National Action Plan (NAP) on counter trafficking and SOPs on anti-trafficking legislation are updated/ developed

Output 2.2: The National Steering Committee (NSC) and Technical Committee (TC) for counter-trafficking are functioning effectively.

Output 2.3: Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.

Outcome 3: Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.

Output 3.1: Law enforcement officials and One Stop Center personnel in Isange have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.

2. Scope and Purpose of the Evaluation

This external final evaluation is being conducted for the use by all partners, especially to identify successes, gaps and opportunities for the future implementation of similar projects. The key users of this evaluation will be the Government of Rwanda, USAID Rwanda, IOM Rwanda Country Office, Regional Office in Nairobi, Headquarters, UNICEF in Rwanda, UN Women in Rwanda and potentially other relevant stakeholders.

Included in the scope of this external final evaluation are all activities and results, under the entire project implementation period

The evaluation aims to assess the following:

- The extent to which the activity **Improving knowledge, enforcement and coordination in counter-trafficking** has achieved the results against the set performance indicators;
- The outcomes of the range of capacity building intervention in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders;
- The impact in terms of local ownership, mainstreaming human trafficking into the existing various social protection scheme, as well as synergy effects between different activities;
- Challenges and opportunities, best practices and lessons learnt to inform future counter trafficking project development and implementation.

3. Evaluation Questions

The evaluation will use the OECD/DAC criteria of relevance, efficiency, effectiveness, sustainability and impact. Under each criteria, the evaluator will answer the following questions:

1. Relevance:

- To what extent did the project respond to the needs and priorities of the country and target beneficiaries?
- Have gender considerations been properly integrated into the project implementation strategy and planned activities?
- Is the project aligned to relevant regional and global frameworks?
- As designed, were interventions adequate to achieve the project objectives?

2. Effectiveness:

- To what extent has the project achieved desired/planned results? Has it addressed the needs of target beneficiaries (MINIJUST, MIGEPROF, DGIE, RNP, RIB, Isange One Stop Center etc.);
- What are the major factors influencing the achievement/non achievement of the project's expected outcomes?
- To what extent has the project adapted or was able to adapt to changing external conditions in order to ensure project outcomes?
- What are the strengths, weaknesses and lessons learned from implementation of the project?

3. *Efficiency:*

- Has the project been implemented in a timely manner or as per work plan; to what degree were inputs provided or available in time to implement activities from all parties involved?
- Have the available financial and human resources been optimally used?
- Was the project implemented in a cost-effective manner as compared to alternative means of implementation?
- Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?
- Have the management and decision-making structures been effective to ensure efficient and timely project implementation?

4. *Impact:*

- What are the cumulative effects of the project on Improving knowledge, enforcement and coordination in counter-trafficking on beneficiaries, in particularly on strengthening the response of the GoR and CSOs in Rwanda to address TIP?
- What is the indirect contribution of the awareness raising of TIP issues to wider public in urban cities and rural area, private sector as well as government institutes and Ministries?
- What is the impact of the project on collaboration and partnership among the relevant Ministries and government institutions; and other stakeholders such as CBOs, school committees, academic and research institutes, victims of trafficking and general populations in Rwanda?

5. *Sustainability:*

- To what extent will project results be sustained by the GoR and CSOs in Rwanda to address TIP cases
- To what extent has local ownership been incorporated throughout the project cycle and their plan to ensure sustainable results after the project closure
- To assess to which extent the donated equipment to RIB are suited to local context, existing infrastructure and capacities

4. Methodology of the evaluation

The consultant should provide a detailed proposed methodology that they intend to use to address the evaluation objectives in addition to the following suggested methods. A variety of evaluation methods will be used, ranging from (1) **Desk reviews** of available documents; (2) **Direct observation** at selected site; (3) **Semi-structured interview** with beneficiaries; (4) **In-depth interview** with project staff; and (5) **Interview** with key informants. During its preparatory phase, the overall structure of the evaluation will be reviewed with a clear analytical framework on key thematic and strategic issues. In addition, key guiding questions will be prepared by the evaluation consultant in coordination with project team.

The evaluation will take a gender-sensitive and human-rights based approach and must follow the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

5. Deliverables

- A draft evaluation inception report that clearly outlines the evaluation methodology, refined/additional evaluation questions, data collection (including tools) and detailed work plan, inclusive of evaluation matrix (questions and sub questions, indicators and data sources)
- A final inception report, incorporating IOM's comments and agreed upon work plan.
- A PowerPoint presentation debrief at the end of on-site data collection.
- A draft report of no more than 30 pages and include an executive summary, background and context, methodology, findings, Lessons Learned, recommendations, conclusions.
- A final evaluation report.
- A 2 page evaluation brief.

IOM Rwanda will manage the evaluation exercise in close coordination with MINIJUST. IOM Rwanda will

develop the Terms of Reference for the evaluation and identify the external evaluator through the competitive bidding process. The evaluator will implement the evaluation following the requirements of the evaluation set out in the TOR and following other relevant guidance provided. The evaluator will be responsible for conducting the evaluation and producing the documents (deliverables). IOM Rwanda will support the evaluation process, reviewing and commenting on the proposed evaluation report design, the draft evaluation report and the recommendations and lessons learnt if necessary.

IOM Rwanda will further assist the evaluator by assisting in selecting the beneficiaries to be interviewed, providing all relevant documents and by facilitating access to key stakeholders and specific information needed to complete the evaluation. IOM Rwanda will assist in coordinating field research, including the organization of meetings, transportation and logistics. The evaluator reports directly to the IOM office in Rwanda. The evaluators must follow IOM Data Protection Rules and Regulations and take into account the IOM Evaluation Guidelines.

6. Requirements

- Individual or consulting firm
- University degree in a social science, economics, development studies, monitoring and evaluation, and other relevant fields; The educational requirements apply to an individual consultant or the lead evaluator in the case of a consultancy firm.
- 10 years' experience in evaluation of project / programme in the area of migration and social protection issues and in particularly counter trafficking preferably in the region;
- Knowledge of anti-trafficking legislation, National Action Plan (NAP) and SOPs is important
- Strong background in empirical research and gathering of data;
- Proven analytical and drafting skills, capable of working under pressure;
- Familiarity with country context of Rwanda;
- The evaluator must have demonstrated excellent analytical, communication and report writing skills, as well as English-language drafting skills.

Other requirements

The evaluator must adhere to the IOM Data Protection Principles (IN/138) and maintain confidentiality.

7. Time frame and Work Plan

The evaluation is expected to be undertaken preferably in December 2019/ January 2020.

No	Activities	Timeline					
		Week 1	Week 2	Week 3	Week 4	Week 5	Week 6
1	Preparation						
1.1	Identification of Evaluator	X					
1.2	Selection and ToR agreement with Evaluator		X				
1.3	Initial Briefing with Evaluator (skype)		X				
1.4	Development of Evaluation Framework			X			
1.5	Submission of inception report			X			
1.6	Approval of Evaluation Framework			X			
1.7	Desk Review of project documents			X			

2	Data Collection (Rwanda)						
2.1	Site visit for Data collection				X	X	
2.2	Interview in Rwanda				X	X	
2.3	Data analysis and Report Writing				X	X	X
3	Results dissemination (Rwanda)						
3.1	Presentation of the Preliminary Findings						X
3.2	Finalize the report incorporating feedback						X
3.3	Submission of Final Report to IOM						X

8. Submission of application/expression of interest

Interested applicants should submit the following documents:

- the CV of the individual evaluator or in the case of a consultancy firm the CVs of the team leader and key evaluation team members
- the proposal outlining the proposed methodology for the evaluation, proposed sampling frame (if relevant), survey instruments (if relevant), data analysis techniques, quality control measures and timelines;
- availability;
- the detailed budget proposal
- A sample of previous work.

The application is to be delivered by e-mail to Alia Hirji (AHIRJI@iom.int) or hardcopy.

The application deadline is **December 10th, 2019.**

Annex IV. Evaluation tools: questionnaires and interview guides

Thank you for the opportunity to meet with you.

The IOM has commissioned an evaluation of their assistance to the Government of Rwanda through the Project “*improving knowledge, enforcement, and coordination in counter-trafficking*”. The evaluation will serve as a summative exercise aimed at informing the IOM and partners on the Project results.

The areas that we’d like to speak to you today cover the following areas:

- To assess the contribution of the Project “*improving knowledge, enforcement, and coordination in counter-trafficking*” to national priorities and results;
- To generate lessons learned and recommendations to inform the next programme

All questions and discussions remain confidential, and we will not cite any individuals in our reports. We will require between 30-45 minutes of your time.

I. General questions

1. Deliverables: Please describe the nature of your collaboration with IOM Project “*improving knowledge, enforcement, and coordination in counter-trafficking*”.

2. Relevance: How is the Project “*improving knowledge, enforcement, and coordination in counter-trafficking*” relevant to your priorities and needs?

3. Effectiveness: What are the most significant achievements and changes in policies, structures, systems and capacities that you feel have emerged thanks to the IOM’s support?

4. What evidence suggests that the IOM’s support has been instrumental in this change?

5. Efficiency: What are your views on the coordination of the IOM Project “*improving knowledge, enforcement, and coordination in counter-trafficking*” and partners, including efforts to improve efficiency in programming, planning, monitoring and reporting? Were any other major donors – World Bank, AfDB, bilateral involved in the initiative?

6. Impact: What is the change of the project in improving the wellbeing of the VoTs in terms of their enjoyment of human rights, access to justice and protection of rights?

7. Sustainability: In what ways has the IOM supported the building of capacity (skills, knowledge, systems, coordination, and knowledge generation) within Rwanda to support long-term sustainability?

8. Recommendations: What are 2-3 key recommendations that you have to improve effectiveness and efficiency of the IOM’s support in Rwanda for the next project?

II. Specific questions for stakeholders³⁷

Output 1: Government officials, civil society organizations (CSOs), law enforcement agencies, and other key stakeholders have increased knowledge of best practices and lessons learned on anti-trafficking policies, programs and operations, and on the content of the 2014 National Action Plan (NAP).

1. How many Government officials were trained on best practices, lessons learned, and the content of the NAP (gender disaggregated data)?

³⁷ Questions will be asked to the institution or organization according to the activity in which it participated.

2. Was the study tour of government officials to Uganda organized? How many officials participated (gender disaggregated data)? How the project contributed to South-South Cooperation? Please elaborate

Contribution to outcome

1. To what extent did the improved capacities on anti-trafficking policies and the study tour of government officials to Uganda contributed in the development and implementation of effective, evidence-based counter-trafficking policies and programs? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 2: Government agencies and CSOs have access to accurate and timely information on trafficking trends in, from, to, and through Rwanda as well as on the factors enabling those trends and potential preventative factors.

1. What is your opinion regarding the findings of the validated research on TIP in Rwanda?
2. How the research on TIP in Rwanda contributed to the information and awareness of Government agencies and CSOs?
3. How will the findings of the above research be used for the future?

Contribution to outcome

1. To what extent did the research study on trafficking in Rwanda contributed in the development and implementation of effective, evidence-based counter-trafficking policies and programs? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 3: Civil society partners (CSOs), including national academic partners, are aware of human trafficking issues and have the skills and competencies necessary to contribute to counter trafficking research efforts in the country.

1. Are key CSOs identified, trained and aware of human trafficking issues?
2. What are their efforts/contribution in counter trafficking in Rwanda?

Contribution to outcome

1. To what extent did the awareness, skills and competencies of Civil society organisations (CSOs) on human trafficking issues contributed in the development and implementation of effective, evidence-based counter-trafficking policies and programs? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 4: The National Action Plan (NAP) on counter trafficking and SOPs on anti-trafficking legislation are updated/ developed

1. Was a training workshop for NAP drafting group members on best practices in prevention, protection, and prosecution, on the NAP drafting process, and on gender responsive budgeting conducted (gender disaggregated data)?
2. Was the NAP on counter trafficking issues in Rwanda updated and technical support in its implementation provided?

Contribution to outcome

1. To what extent did the NAP contributed to improved efforts to implement existing anti-trafficking legislation, policies and regulations? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 5: The National Steering Committee (NSC) and Technical Committee for counter trafficking are functioning effectively.

1. How the Technical Committee and the NSC are contributing to the coordination of counter trafficking efforts in Rwanda?

Contribution to outcome

1. To what extent did the establishment of the Technical Committee and the NSC on counter trafficking contributed to improved efforts to implement existing anti-trafficking legislation, policies and regulations? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 6: Government officials have the skills, knowledge, and processes necessary to effectively coordinate anti-trafficking stakeholders in efforts to implement provisions of the Rwandan Penal Code.

1. Were Government human resource capacities assessed and Standard Operating Procedures and minimum standards to support the coordination of the implementation of the Rwandan Penal Code developed?
2. Was training curriculum modified and adapted?
3. Was four two hour session of a series of sessions sensitizing government focal points on human trafficking, international legal frameworks and best practices in implementing national anti-trafficking legislation conducted?

Contribution to outcome

1. To what extent did the implementation of the provisions of the Rwandan Penal Code contributed to improved efforts to implement existing anti-trafficking legislation, policies and regulations? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 7: Law enforcement officials and ISANGE One Stop Centre personnel have the skills and resources necessary to detect trafficking activities, identify and refer trafficked persons, address the immediate needs of victims of trafficking in a victim-sensitive manner, and contribute to the prosecution of perpetrators.

1. Were Law enforcement officials and ISANGE One Stop Centre personnel effectively skilled on the identification, referral and protection of victims of trafficking?
2. How the skills gained contributed to the protection of the VoTs?
3. Is ISANGE One Stop Centre personnel well equipped to the protection of VoTs?

Contribution to outcome

1. To what extent did the skills and resources to Law enforcement officials and ISANGE One Stop Centre contributed to Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Output 8: Judges and prosecutors have the knowledge, skills, and resources necessary to adjudicate trafficking cases in line with the anti-trafficking provisions of the national legal framework.

1. Was a two-day training seminar for judges, prosecutors and investigators on the revisions and application of the penal code and laws pertaining to prosecuting TIP conducted (gender disaggregated data)?
2. Was the development of common law and case law precedence supported in order to establish a developed area of the law and a digest for quick reference for judges on counter trafficking developed?
3. Was a training curriculum for judges and prosecutors on anti-trafficking legal provisions modified and adapted and the training to selected judges and the specialized unit of prosecutors delivered on proper charging and prosecuting cases of human trafficking?

Contribution to outcome

1. To what extent did the knowledge, skills and resources for Judges and prosecutors contributed to Rwandan law enforcement institutions are actively engaged in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders? Please give examples.
2. What were the lessons learnt?
3. What were the major achievements/what worked?
4. What were the major challenges/what did not work?

Annex V. Desk review list

IOM documents

1. Annex 2: Draft Monitoring and Evaluation Plan.
2. Annual program Performance Report to USAID Improving Knowledge, Enforcement and Coordination in Counter-Trafficking (17th January 2017 – 30th September 2017).
3. IOM EVALUATION GUIDELINES, January 2006.
4. IOM EVALUATION POLICY, September 2018.
5. IOM Rwanda, Financial report as of 02/03/2020.
6. IOM Strategy, 9 November 2007.
7. Project Document: Improving knowledge, enforcement and coordination in counter-trafficking.
8. Quarterly Reports to USAID Improving Knowledge, Enforcement and Coordination in Counter-Trafficking.
9. Second Annual program Performance Report to USAID Improving Knowledge, Enforcement and Coordination in Counter-Trafficking (1 October 2017 – 16 January 2019).
10. Specific Activity reports of the Project.

External documents

1. 2014 National Action Plan.
2. 7 Years Government Programme: National Strategy for Transformation (NST 1), 2017 – 2024.
3. EAST AFRICAN COMMUNITY, VISION 2050, EAC Secretariat, Arusha, Tanzania, February 2016
4. JRLOS strategic Plan 2013-2018.
5. Law n°57/2018 of 13/08/2018 on immigration and emigration in Rwanda.
6. Law n° 51/2007 of 20/09/2007 determining the responsibilities, organization and functioning of the Law n° 12/2017 of 07/04/2017 establishing the Rwanda Investigation Bureau and determining its mission, powers, organisation and functioning.
7. Law n°22/2011 of 28/06/2011 establishing the National Commission for Children and determining its mission, organisation and functioning.
8. National Public Prosecution Authority (NPPA), Third Generation Strategic Plan (July 2013-June 2018), June 2014.
9. Rwanda, Gender Monitoring Office, Annual Report 2013-2014.
10. Rwanda, Gender Monitoring Office, Annual Report 2015-2016.
11. Rwanda, Gender Monitoring Office, Annual Report 2016-2017.
12. Republic Of Rwanda, Ministry of Finance and Economic Planning, Rwanda Vision 2020.
13. Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2013 – 2018).
14. Republic of Rwanda, Ministry of Gender and Family Promotion, National Policy against Gender-Based Violence, July 2011.
15. Republic of Rwanda, United Nations Rwanda, Office of the United Nations Resident Coordinator in Rwanda, United Nations Development Assistance Plan July 2013-June 2018.
16. United Nations Rwanda, One UN 'Delivering As One' in Rwanda Concept Paper, April 2007.
17. United Nations Evaluation Group (UNEG), Evaluability Assessment of Delivering as One Pilots, Assessment Report on Rwanda.
18. United Nations Rwanda, UNDAP 2013-2018.

Annex VI. List of stakeholders contacted during the evaluation

Type	Institution/Organization	Location	Type of engagement	Comments
Beneficiary	MINIJUST	Kigali	Reports Interviews	
Beneficiary	MIGEPROF	Kigali	Reports Interviews	
Beneficiary	NPPA	Kigali	Reports Interviews	
Beneficiary	RIB	Kigali	Reports Interviews	
Beneficiary	DGIE	Kigali	Reports Interviews	
Beneficiary	RNP	Kigali	Reports Interviews	
Beneficiary	GMO		Reports Interviews	
Partner	UN WOMEN	Kigali	Reports Interviews	
Partner	UNICEF	Kigali	Reports Interviews	