

IOM AZERBAIJAN

FINAL EVALUATION REPORT

Final External Evaluation of the “Enhancing Cooperation Measures to effectively Combat Trafficking in Persons through Capacity Building and Technical Assistance in Azerbaijan – phase VI (ECMCT)” Project

Implemented by the UN International Organization for Migration, Azerbaijan

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Disclaimer: this report only reflects the author’s views and not necessarily those of the commissioning agency the IOM

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Acronyms and abbreviations

CT:	Counter Trafficking
DAC:	Development Assistance Committee
ECMCT:	Enhancement of National Capacities to Combat Human Trafficking
EU:	European Union
GoA:	Government of Azerbaijan
HT:	Human Trafficking
IOM:	International Organization for Migration
JA:	Justice Academy (of the Ministry of Justice)
KII:	Key Informant Interview
MIA:	Ministry of Internal Affairs
MLSPP:	Ministry of Labour and Social Protection of the Population
MOE:	Ministry of Education
MOH:	Ministry of Health
NAP:	National Action Plan
NAR:	Nakhchivan Autonomous Region
NRM:	National Referral Mechanism
OECD:	Organisation for Economic Cooperation and Development
PPR:	Project Performance Review (IOM Regional Office mission)
RBM:	Results-Based Management
GBV:	Gender Based Violence
SMS:	State Migration Service
SOP:	Standard Operating Procedures
TiP:	Trafficking in Persons
ToR:	Terms of Reference
ToT:	Training of Trainers
UNEG:	United Nations Evaluation Group
VAC:	Victim Assistance Centre (MLSPP)
VoT:	Victims of Trafficking

Executive Summary

IOM has been implementing the project “Enhancement of National Capacities to Combat Human Trafficking in Azerbaijan – phase VI” (ECMCT project) since 21st September 2016 until the extended deadline of 20th October 2019. The project is funded by the United States Department of State, Bureau of International Narcotics and Law Enforcement Affairs (INL) for an amount of USD 864,964 (IOM project code CT.0998).

The project has been able to undertake all planned activities and products, with a generally good level of satisfaction from beneficiary state institutions and civil society partners, with two exceptions: the output 3.2 (strengthening capacity of SMS in NAR) which had to be cancelled and was undertaken under another project, and output 4.1 (creation of a migrant workers trade union) that was finally not deemed to be feasible. Many of the planned targets of the outputs have been exceeded. The project overall goal was to contribute to strengthening the national capacity in effectively countering the trafficking in persons (TiP) phenomenon.

The immediate effect of the project has been first and foremost to raise the awareness about TiP, in a country that has still a limited number of recognised TiP cases. IOM supported the state agencies in holding workshops not only in the capital, Baku, but in strategic locations across the country thus bringing the information much closer to the local and community levels. Considering that the objective of raising awareness on TiP is also to prevent TiP cases, it is a significant starting point for developing collaboration at the local level. In addition, through the help of partners such as the Azerbaijani Red Crescent (AzRC) 1,914 awareness seminars were held in schools across the country with active participation and high interest from students, teachers and principals. IOM contributed to developing key modules for training of trainers (ToT) at different levels: for the psychosocial assistance to VoTs amongst psychologists and medical staff, under the coordination of the Victim Assistance Centre (VAC) of the MLSP; for the trainings of judges and prosecutors with the Justice Academy, and the lengthy development of the International Migration Law Handbook, the contents of which were used for the training of judges and prosecutors in various locations outside of Baku. Consular attaches also obtained specific training on identification and referral of VoTs, and 972 migrant workers benefitted from post-orientation sessions on three main topics with supporting materials (brochures) in Azerbaijani language.

From the victims’ perspective, the IOM supported the only three recognised shelters from civil society that have residential facilities in Azerbaijan: Clean Union PU and Children’s Union PU in Baku, and Tamas PU in Ganja. The support of the IOM to provide an integral range of services and assistance to VoTs and potential VoTs is quite important as the financial sustainability of these shelters is not assured. All three shelters interviewed pointed out to the critical support received by IOM to enable a continuation of the service provision to VoTs and potential VoTs, including shelter, food, clothing, psychosocial support, legal assistance, vocational training and skills development, education (schooling for the children). Two major factors affecting the work of NGOs

working in TiP is the change in the law regarding funding from international organisations, and the official identification of VoTs, which is the sole competency of the MIA. The difference is important because potential VoTs are not entitled to the entire range of government services as foreseen in the NRM, and need alternative support mechanisms such as the ones provided by the three shelters. Interviews with two shelter potential VoTs showed the importance of the assistance they are provided with by the NGOs.

The development of the curriculum with the JA took longer than expected because texts of legal bearing must be very carefully translated and contextualised. Azerbaijani language has a different structure compared to English and word for word translation is not enough to ensure it is applicable in Azerbaijani. The challenges of translation and contextualisation (e.g. adapting materials to the Azerbaijani context with the support of subject-matter local experts) should not be underestimated in future projects.

The project is relevant according to the needs of the country, of the donor priorities, of the beneficiary state institutions, and the support to the shelters has contributed to improve the protection and assistance to the VoTs and potential VoTs.

The project has therefore supported the foundations for institutional capacity development of state agencies regarding TIP in Azerbaijan.

However, the financial size and means available for the project, the length of the project, its structure focusing on activities and products in an apparently haphazard manner, with little or no connection between the different outputs, is not enough to ensure that the project outcomes and overall objective will be achieved. The outcome statements will not be achieved by completing the outputs, because the outputs are not sufficient to achieve the change process and institutional strengthening of state agencies. There are uncovered needs, but IOM needs to focus on more strategic entry points to enhance national capacity with one or two major government partners (and certainly the MIA CT Main Department) and with a clear strategy for supporting the victims through a partnership with the NGOs.

IOM also needs to give more attention to its managerial capacity for project development, monitoring and evaluation of the project, and its reporting. There are some weaknesses which should be addressed in the future, notably the results framework and indicators and the monitoring matrix in order to track closely the project performance, not only at the activities and output levels, but most importantly at the outcome level (e.g. higher level of results), which is the level of change that the project should achieve upon completion. The need for improve evidence collection in achieving outcomes is something that was already indicated by the PPR mission in April 2018.

At the same time, the lack of outcome-level monitoring means that IOM is not equipped to report significant amendments and improvements within the state institutions. The evaluation is meant to appraise the performance of the IOM in supporting the state institutions and is not evaluating the state institutions' performance. However, interviews showed that the most significant impact of the work with MIA was the

development of Standard Operational Procedures (SOP) which are now used by the MIA and were the result of long collaboration with IOM across various projects, so the key results may not stem from a single-project but from a range of projects that addressed the TiP in the country. At the same time and given the actual operational realities of the NRM on the ground, the intra-state agency coordination and exchange is an important achievement that IOM projects are contributing to, but not reporting on.

The main recommendations from the evaluation are:

1. IOM's continued support to combating TIP should be more strategically anchored on one or two key institutions, such as the MIA, and articulated on the basis of the mandate of the state agency in combating TIP, in order to provide specifically targeted support that enables assessment of the performance regarding capacity development. It should also address the actual identification of VoTs, particularly for domestic cases, and the procedures for running the MIA shelter.
2. IOM should develop an upscaled partnership strategy to include partners into more strategic discussions around their capacity building priorities. A more inclusive approach at the design phase of a project to ensure it is strategically aligned with the partner's priorities and their capacity building requirements is warranted, rather than proposing specific activities which may or may not add strategic value to the support provided by IOM. Broader initial consultations may yield information that some of the project activities may not be feasible provided inclusive partnership consultations are held at the onset.
3. IOM has a strong role to play in support of the 4th NAP, particularly regarding the enhanced coordination efforts required from having more than 40 different actors with different mandates interact to combat TIP and the potential articulation of thematic working groups. IOM could develop, jointly with its government counterparts, a mapping of actors who are part of the National Referral Mechanism, if it is not yet existing in the country and if it is not covered by another project.
4. Specific requests were made from state agencies and NGOs to consider if IOM could organise exchange visits in the former CIS region countries in order to broaden their practical experience and gain hands-on good practice experience from other countries who have more experience in combating TIP. Joint visits with NGOs may contribute to enhanced communication and exchange with state agencies.
5. IOM should consider full training on project development, monitoring and evaluation, Results-Based Management, and reporting to all its office staff. Most of the staff interviewed did not benefit from the project development training which is a standard IOM training package. Furthermore, specific RBM M&E training should be given to both national and international staff, and concrete examples of RBM reporting that goes beyond the output level and captures the change processes that are conducive to the achievement of the expected project

- results (outcomes relating to institutional capacity development or behaviour change).
6. As a result of the above, IOM should consider developing projects with more targeted results framework and outcome statements which indicate what the project should achieve by the end of its implementation, supported by a project monitoring matrix in line with good M&E practice, and indicators that are SMART. Furthermore, IOM does not keep a narrative of the changes that affect the project and it is difficult to find an explanation for these changes. IOM should also systematically document the changes from the initial project document and explain the reason leading to such changes, as well as maintaining an up-to-date complete list of statistics for the activities undertaken (participants, coverage) and the results of the questionnaire trainings.
 7. Given the complex identification process regarding the nature of the VoTs and potential VoTs, IOM should continue its support to the three shelter NGOs as it is essential to provide the entire package of required assistance and services to address the victims needs from a human rights based approach. It is recommended to follow a case management approach to highlight the important results that are being achieved in a more comprehensive and illustrative manner than by narrative description.

Introduction

IOM Azerbaijan (hereafter referred to as “IOM”), has hired an independent consultant to undertake the final external Evaluation of the Project: “Enhancing Cooperation Measures to effectively Combat Trafficking in Persons through Capacity Building and Technical Assistance in Azerbaijan – phase VI (ECMCT)” Project. The project started on 21st September 2016 for an initial period of 24 months. It was subsequently extended on two occasions for a total period of 37 months and comes to an end on 20th October 2019. The total project budget was established at **USD 864,964** under project code CT.0998 funded by the US Department of State – Bureau of International Narcotics and Law Enforcement Affairs (INL).

This final evaluation has been commissioned by the IOM to obtain an external assessment of the project performance and to identify good practices and lessons that may serve to guide similar interventions in the future.

1. Purpose, scope and objective of the assessment

The evaluation is being conducted for use by IOM senior management to demonstrate to donors and participating institutions the overall performance, results and sustainability of results, so that they can assess relevance and accountability of IOM programming to the intended beneficiaries. The evaluation is also being conducted for use by the donors to assess value for money for the set of activities funded. IOM will

share the evaluation report with the donors and participating institutions. Additionally, the evaluation is being conducted for use by IOM senior management to assess alignment of the project to strategies, priorities and needs and to assess lessons learned and good practices to be kept in mind when carrying out ongoing and future projects.

The evaluation has covered the entire implementation period from September 2016 to date. The evaluation field visit included meetings in Baku and a Skype call with government counterparts in Nakhchivan Autonomous Region.

The criteria for the evaluation are standard evaluation criteria defined by the DAC of the OECD: relevance, efficiency, effectiveness, sustainability, impact. The evaluation also assessed the extent to which the cross-cutting issues of gender and human rights were addressed by the project.

The purpose of this final evaluation was to assess the relevance, effectiveness, efficiency, and to the extent possible, the likely impact and sustainability of the project, as well as the degree to which cross-cutting issues such as gender and human rights have been incorporated into the project. The evaluation further identified the key lessons and good practices of the project and has documented these in the evaluation report.

The scope of evaluation was the full Project duration since its start on 1st November 2016 until its final evaluation in June 2019.

2. Audience

This external evaluation is meant to provide evidence of results and accountability to IOM, as well as its project donors, national institutions (MIA, JA, SMS, MLSPP, MoH) and final beneficiaries (VoTs). The primary audience therefore is the IOM Azerbaijan. It is also meant as a summative assessment of the performance and results to date. The evaluation is undertaken under the direct oversight of the project manager, who is also the evaluation manager and will ensure that the final evaluation process and deliverables are undertaken in line with the ToR and the contractual arrangements.

3. Project background

The ECMCT project has one overall objective and six outcomes, supported by the following outputs:

Table 1 – ECMCT results framework

Overall Objective	<ul style="list-style-type: none">To contribute to strengthening the national capacity in effectively countering the trafficking in persons phenomenon
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Outcome 1	1. Enhanced capacities of health professionals, psychologists, academia and young professionals specialised in social work and consular/labour attaches contribute to better identification and protection of and assistance to migrants, victims/potential victims of trafficking.
Outputs 1	<p>1.1. Health professionals apply gained knowledge in their work and are capable of identifying victims/potential victims of trafficking and referring them to specialised service providers as well as law enforcement agencies</p> <p>1.2. Psychologists and social workers have the skills to identify psychosocial needs of victims/potential victims of trafficking and provide necessary assistance</p> <p>1.3. Consular/labour attaches have the skills and knowledge to identify and refer (potential) VoTs to specialised services as part of the referral mechanism in Azerbaijan</p>
Outcome 2	2. Enhanced capacity of the judiciary contributes to better protection of and assistance to migrants, victims/potential victims of trafficking in lien with the principles of International Migration Law
Output 2	2.1. Judges, prosecutors and candidate judges apply gained knowledge in their work and take the decisions and rulings in the areas of migration and combating trafficking in persons with more effective use of the international and European standards
Outcome 3	3. The strengthened capacity of the Authorities of Nakhchivan Autonomous Republic contribute to the enhancement of counter-trafficking measures
Outputs 3	<p>3.1. Enhanced skills enable Nakhchivan Police to detect and identify trafficking in persons.</p> <p>3.2. Strengthened institutional capacity in the Nakhchivan State Migration Service to combat trafficking in persons and migrant smuggling</p>
Outcome 4	4. Victim/potential victims of trafficking as well as migrant workers enjoy greater access to protection of rights and provision of assistance services
Outputs 4	<p>4.1. Migrant workers have enhanced skills in protection their rights through unionism</p> <p>4.2. Through post-arrival orientation trainings, migrant workers benefit from enhanced protection of their rights against exploitation</p>

	<p>4.3. Local population and migrants received counselling and are sensitised on the risks of irregular migration, socio-economic consequences of trafficking and their rights</p> <p>4.4. Awareness raising seminars at secondary schools and higher education institutions result in increased understanding and knowledge of youth on risks of irregular migration and dangers of trafficking</p> <p>4.5. Victims/potential victims received individual needs-based direct assistance, i.e. voluntary return, (re)integration, medical, accommodation, etc.</p> <p>4.6. Through legal assistance, victims and potential victims of trafficking benefit from enhanced protection of their rights</p>
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The project started on 21st September 2016 and will end after 37 months on 20th October 2019. The project was articulated around 23 activities, and required some adaptation during the extended implementation phase, as the project was extended on two occasions at no additional cost to the donor: the first for nine months until 20th June 2019, and the second for a period of four months until 20th October 2019. During the second No Cost Extension (NCE) results achieved under two outcomes were modified to adjust to the level of the project’s implementation: First under outcome 3, only output 3.1. was undertaken, as output 3.2. was rolled out under another IOM implemented project to enhance capacities to combat human trafficking. The second major change came under outcome 4, as output 4.1. that was supposed to be the creation of a union of migrant workers proved unfeasible and was changed to a two-day workshop on labour migration governance and protection of migrants, with the approval of the donor.

In terms of the results framework, the project actually achieved or exceeded its stated output targets, as described in the quarterly progress reports. The first NCE was essentially to revise the targets for the project outputs upwards, as the project was able to exceed the initial results target established.

4. Evaluability

The project has identified an overall objective, four outcomes and a series of deliverables that should lead to the achievement of the objective. Each has a corresponding indicator developed in the Project Results Matrix. Another question, however, is the extent to which the indicators are SMART and allow to capture the different levels of results. It is important to note that all indicators are proxies and do not directly measure the results at the outcome level. For example, providing a report, a curriculum, or participating in a training, does not automatically lead to enhanced

institutional capacity. The knowledge, products, and skills gained must be applied to show evidence of capacity development. Future results framework should be mindful of this. While at the outcome level, the indicator should measure **the actual change in institutional performance**, rather than skills and knowledge, which remain an indicator at the output level (completed actions but not change sensitive).

The relationship between the various projects activities and outputs, and the higher-level results at the outcome and overall project level, seem to be very distant. It is very unlikely that only through the project's outputs such ambitious changes are going to be achieved, so the logical flow and relationship from outputs to outcomes is doubtful. Outputs by themselves do not appear sufficient to reach the intended outcome, and therefore are at best a minimal contribution to the ambitious overall project objective. The latter seems difficult to achieve considering the size of the project, the timeline and the means and resources used to achieve the results. Furthermore, there is no indication regarding the size of the problem (how large is the trafficking in persons problem in Azerbaijan, how important is it in the list of Government priorities, when is the NAP 2019-2023 going to be officially approved), or any indication of coverage (which actor is responsible for what in the national referral mechanism), and therefore there is no clear needs assessment to drive the quantitative results which should be achieved. Another key issue is the difference existing between identifying and recognising foreign VoT and domestic VoT, something that constitutes a very delicate subject when dealing with government services.

The project was subject to an internal Project Performance Review (PPR) in April 2018 which already indicated the need for a results and monitoring framework, as well as additional efforts by IOM to capture outcome-level results. While the IOM indicated in the 7th Quarterly Report that an internal consultant had been contracted to “ensure the development of relevant tools to follow-up the results of the capacity building activities and identify how the participants are making use of the knowledge and skills gained as a results of the project”, the information could not be triangulated given the absence of any available evidence.

This gives a strong impression that the project focused much more on achievement of the outputs than on the outcome-level results, which are much more qualitative and are not captured by the suggested set of indicators. As a result, the evaluability of the project is quite low regarding its outcome-level results, and high regarding the output level.

The project structure itself with four outcome and twelve outputs is more a collection of diverse activities than a strategically developed intervention around key axis of interventions. While IOM also has other projects in the field of combating human trafficking, the structure for each project is not based on a strategic partnership that dictates the outcome and outputs with one or two key government partners, but rather through activities that cut across various agencies and do not lead to substantial and tangible strengthening of institutional capacity. As such, the project architecture has favoured breadth and the inclusion of a wide range of partners, over depth with more

strategically focused and targeted interventions with key counterparts, such as the MIA Main Department to Combat Human Trafficking.

5. Approach and methodology

The evaluation followed the “utilization-focused evaluation” approach that is described by M. Q. Patton in his book “utilization-focused evaluation¹” that continues to be a good practice reference material for the conduct of evaluations.

The five criteria for undertaking the evaluation are mentioned in the ToR and are the standard criteria used for project evaluations: relevance, efficiency, effectiveness, and to the extent possible, impact, and sustainability.

The definition of each of the evaluation criteria has been given by the OECD/DAC glossary of key terms in evaluation and results-based management in 2002 as follows² :

“Relevance: The extent to which the objectives of a development intervention are consistent with beneficiaries’ requirements, country needs, global priorities and partners’ and donors’ policies.

Efficiency: A measure of how economically resources/inputs (funds, expertise, time, etc.) are converted to results

Effectiveness: The extent to which the development intervention’s objectives were achieved, or are expected to be achieved, taking into account their relative importance.

Impact: Positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended

Sustainability: The continuation of benefits from a development intervention after major development assistance has been completed.”

Tools and methodology

The evaluation was undertaken in the following phases:

- a) Phase 1: Documentary review of project documentation and reports submitted by the IOM and development of the inception report containing tools, data collection methods and key questions;
- b) Phase 2: in-country data collection, for 6th to 11th October 2019.
15 Individual Key Informant Interviews (KII) and group interviews with primary stakeholders were held, as follows:

¹ “Utilization-focused Evaluation”, Michael Quinn Patton, 3rd Edition, Sage publications, 1997

² OECD/DAC, glossary of key terms in evaluation and results-based management, Evaluation and Aid Effectiveness series, 2002

Table 2 KII and group interviews – ECMCT evaluation

Number	Who	Woman	Man	Time (min)	Place
1	IOM RO VIENNA	1		45	Vienna (Skype)
2	ATUC	1	2	60	Baku
3	MOI NAR	3	3	30	NAR (Skype)
4	IOM COM		1	40	Baku
5	IOM Proj. Manager	1		45	Baku
6	FGD SMS orientation	8	8	45	Baku (SMS Training Centre)
7	MLSPP+VAC	1	2	60	Baku
8	SMS	3	1	55	Baku
9	JA	3	3	70	Baku
10	Clean Union PU	1		45	Baku
	Clean Union PU	1	1	30	Social workers
	Clean Union PU	2		40	Potential VoTs
11	Tamas PU	1		55	Baku
12	AzRC		1	50	Baku
13	Women Initiative	1	1	60	Baku
14	MIA CT		3	70	Baku
15	Azerbaijan children's Union	1		75	Baku
Total		27	26	830 (almost 14 hrs)	Average 52 min.

- c) Phase 3: data analysis and interpretation, preparation of the draft evaluation report
- d) Phase 4: submission of final evaluation report after addressing consolidated comments

The evaluator had previously carried out two project evaluations for the IOM in Azerbaijan: the CMBA project, mostly funded by the EU, and the ENCT project, mostly funded by the EU and focusing on enhancing national capacities to combat human trafficking.

Risks and limitations

The evaluation team leader does not speak Azerbaijani and the interviews with the GoA counterparts and state institutions were mostly done through interpretation, which increases the risk of misunderstanding, particularly when discussing technical terms. Interviews with VoTs were undertaken in one shelter in line with IOM Data Protection measures.

6. Evaluation findings

The evaluation findings are presented in the order of the evaluation criteria in order to facilitate the reading.

Relevance

The project directly supports the 3rd National Action Plan on Combating Trafficking in Human Beings, which was adopted by the Government of Azerbaijan for the period of 2014 – 2018, and is aligned with the 4th National Action Plan which is expected to be officially adopted this year, for a new five-year period, from 2019 to 2023. Official sources indicate that the NAP has been approved by the Council of Ministers and is pending approval by the President. IOM had already, at the request of the GoA, made some suggestions regarding the upcoming 4th NAP³. Nonetheless, the downgrading to Tier 2 in the TIP report has come as a wake-up call for government agencies working in combating trafficking in human beings. As a result and for the first time, the three recognised shelters for VoTs and potential VoTs have received state funds for an amount of Manat 25,000 each this year. This is seen as the result of the recommendations made by the US to develop more the support to Civil Society Organisations in the country. Given the downgrading to Tier 2, it is not known how the project donor will align its policy to fund and support counter trafficking efforts in Azerbaijan.

The project is fully in line with the normative framework of the United Nations Agencies, namely the Human Rights Based Approach (HRBA) which is consistent with good international practice in the protection of human rights. An example of this is the contents of the IML training, which included how to identify and assist migrants based on their needs, or how, for the psychological training given to the MoH staff, VoTs should be addressed and assisted and service provision given in line with the NRM provisions. Furthermore, the awareness raising seminars in schools also focused on the risks of illegal migration and explained the human trafficking phenomenon. All awareness raising efforts presented the concept that the VoT is indeed a victim, and as such is protected from prosecution and entitled to assistance, having committed no illegal activity by being a victim. Therefore, VoTs are entitled to protection and assistance in line with their victim status, something entirely aligned to the HRBA approach of the United Nations, in particular the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, adopted in 2000 by the UN General Assembly

³ Comment from the IOM: IOM Azerbaijan prepared rather comprehensive recommendations for the 4th NAP to combat trafficking in human beings. The recommendations were shared with the evaluator at the beginning of the process.

The Ministry of Internal Affairs, the Main Department on Combating Trafficking in Human Beings reported verbally at several meetings that they took into consideration the recommendations and they've been incorporated into the 4th NAP. The development of the recommendations was supported through USAID C-TiP project.

The project has the potential, in time, to contribute actively to improved protection and assistance to Victims and potential Victims of Trafficking (VoTs). It is therefore directly relevant to the needs of the end beneficiaries, who are entitled to protection under the TIP legislation and receive support and assistance from their contact with the state institutions. However, the project remains at an early stage of the process of capacity development and it is too soon to consider that substantial changes have already taken place in state institutions to have a concrete application in the way VoTs are treated, protected and assisted. One important aspect is that it is up to the MIA to determine who is a recognised VoT, based on their procedures and the current legislation. While this makes identification of international VoTs feasible, it is a much more sensitive issue to identify domestic VoTs, as this entails a negative image for the country. Therefore, the important message for state institutions is to understand that recognition of the existence of domestic VoTs is part of the international good practices, even though the cases may be grounded on domestic and sex and gender-based violence, which is not antagonistic with the status of VoT.

This project was designed along with several other projects dealing with counter trafficking in human beings: the ENCT project, funded mostly by the EU, and the C-TiP project, funded by USAID. Each project deals with different components but have some similarities. The way the management developed project at the time was based on discussions with project potential partners but giving them a concrete activity or product to be developed. The discussion on the components was essentially centred on the activities to be delivered, rather than on strategic considerations. As a result, the project appears to be spread thin with four different outcomes across five beneficiary state institutions and NGOs, considering the amount of the funding available. There is no direct connection or linkages between some of the outcomes, and the project works exceedingly on initial capacity development but without the strategy, tools, approach and process to make a serious support to a specific state institution. This approach should be revised in the next phase if a continuation is possible, given that it is now time for IOM to focus more on the strategic support to its key partner (one or two state institutions, first and foremost MIA Main Department for CT).

Based on the different interviews with stakeholders, they were involved in the definition of the activities (contents, dates, methodologies) but not so much in identifying whether these activities were really strategically supporting the state institutions. As a result, one of the activities had to be cancelled (establishment of a migrant worker's trade union), something that was not necessarily feasible in the context of Azerbaijan and could have been identified at an earlier stage. Similarly, the activities under output 3.2 were rolled out under another project (ENCT), thereby showing potential linkages and synergies that have not been clearly explained, and perhaps exploited. Amongst the initial stakeholders, the Azerbaijani Red Crescent was identified as a partner in the project from the beginning. There were efforts and initial conversation to extend the partnership and inclusion of the State Committee for Women, Family and Children to be linked to education of students in schools, but it didn't materialize. As a result, the Azerbaijani Red Crescent carried out this activity as a main partner.

State institutions expect IOM to continue what they see as a very valuable support for the implementation of the 4th NAP, and IOM certainly has an important role to play as a strategic partner in ensuring the functioning of the NRM, as a technical resource to further contribute to practical capacity development of at least one key partner, and generally as a provider of good international practices, which is seen as the way forward for the government agencies as the GoA is keen to be aligned with the best international practices.

Efficiency

The final financial figures are not yet available for this project, since it is closing on 20th October 2019. However, based on the feedback received from the IOM, the following expenditures were incurred under the ECMCT - phase VI as of 30 June 2019 as follows:

Table 3 Project expenditures as of 30th June 2019 (not final)

Donor	WBS number	Expenditures (USD)	Budget (USD)	Delivery rate (%)
Balance from phase V	CT.0883		122,507	carried over 21 Sept. 2016
US Govt. - INL	CT.0998		742,478	21 Sept. 2016
TOTAL		629,014	864,985	72,7%

Additional expenditures are expected to take place in the second no cost extension period of the project, so that the budget will likely be entirely spent with the additional activities undertaken during the last quarter of the project.

Management efficiency

The IOM recruited a project manager that did not stay throughout the extended project implementation period. While another project manager was hired, the IOM made significant savings on the staff costs as mentioned in the financial report (e.g. 82% of the budgeted costs for staffing).

IOM did not use a monitoring matrix or monitoring plan for the project, which should be based on the results framework, so that there was inconsistent follow-up and monitoring of activities and outputs. Given that the primary language in Azerbaijan is Azerbaijani, the evaluator found that different persons who contributed to writing progress reports did not use a standardised terminology in the English version, which further made the tracking of the activities difficult, as the same activity is sometimes coined as “workshop”, sometimes “training”, sometimes “event”, as well as other terms. More quality control could be put into the wording used by IOM in the reports it has produced. Staff variation and an inconsistent M&E process led to a largely narrative reporting of the various activities without linkages to the expected higher-level results of the project (e.g. the outcome statements), thereby showing a gap in the application

of Results-Based Management (RBM) principles and of the relationship between the output and outcome levels.

The IOM regional office carried out a Project Performance Review (PPR) in April 2018 and made several recommendations to improve monitoring of results, in focusing on the higher-level results, and on incorporating the gender dimension more clearly in the project implementation. Based on one of the recommendations of the Project Performance Review, IOM Azerbaijan included gender related issues into the agenda of the ToT. Thus, a dedicated training session focusing on gender equality and gender considerations relevant for counter trafficking actors was included into the program. However, this remains short of incorporating a gender lens when designing the project intervention.

On the other hand, the pre and post-test questionnaires that were administered under this project for all the training activities demonstrate good practice results, as evidence of knowledge increase and skills acquisition. This is an improvement over other projects such as the ENCT which had much lower post-training results percentage and is generally a good indicator for the first level of results (output level) regarding the skills and knowledge gained, even though it does not measure to what extent the skills and/or knowledge are being applied by the trainees or participants. Similarly, good results of the awareness raising activities with the students in schools were obtained, and amongst the different training constituencies of the project activities. The same applies to the migrant post-arrival orientation sessions held at the SMS training centre and is a common strength of the activities of this project. This practice of pre and post-training questionnaires should be maintained in future projects, but coupled with an indicator to appraise the application of the skills received. Anecdotal evidence from interviewees suggest that the conditions are not fully present for state institutions to apply in practice these skills – for example, in the case of the psychologists trained in the psychosocial support to VoTs, as for the time being they have not had direct contact with confirmed cases of VoTs, but with potential VoTs. While this appears to be a small matter, it is important to point out that only those cases officially recognised as VoTs by the MIA can enter the NRM and obtain the support of the different actors and state agencies involved.

Effectiveness

The analysis regarding the effectiveness of the project is made from the higher-level of the project (overall objective) to the lowest level of results (outputs).

At the overall project objective level, the project laid the foundations to contribute to strengthening the national capacity in effectively countering the trafficking in persons phenomenon as the overall project objective reads. In concrete terms, the main impact of the project has been generally raising awareness about TIP amongst the various state agencies, increasing the knowledge of best international practices about combating of

TIP, and improving inter and intra-agency coordination and communication. The awareness raising was done at various levels with different actors, members of the National Referral Mechanism (NRM), and also through the school system with no less than 1,914 awareness raising seminars in schools throughout the country. An important achievement of the awareness raising efforts is that these attempted to cover as much of the country as possible to bring the information closer to where VoTs and NRM actors are present, although some aspects were necessarily limited given funding and scope constraints (e.g. training of judges and prosecutors).

Note that the results framework did not contain specific indicators for the overall project objective.

Outcome-level results

The project’s **first outcome** is “Enhanced capacities of health professionals, psychologists, academia and young professionals specialised in social work and consular/labour attaches contribute to better identification and protection of and assistance to migrants, victims/potential victims of trafficking”. The indicator to measure this progress was:

- % of beneficiary doctors/nurses, psychologists, social workers, consular/labour attaches confirming they possess the enhanced knowledge and skills in identification and targeted assistance provision (to VoTs) after being trained. The target was at least 80%

According to the definition of an outcome as per United Nations Development Group (UNDG) Results-Based Management Handbook (2012), an outcome focuses on change in institutional capacity or in behaviour of a given target group. It is therefore questionable to consider the statement as an outcome statement, as a number of trained professionals is technically an output. To the extent that there is no evidence in application of the said knowledge and skills, it is difficult to assess the effect of the training towards institutional change, or, indeed, whether such a change in the institution is desired. That said, the data collected by IOM shows that they far exceeded the target of 80%, as mentioned in the different progress reports. A sample of the training results shows the following :

Table 4. Percentage of trainees confirming increased knowledge

participants	constituency	place	date	results
29 ((14 F 15 M)	Diplomatic attaches	Baku	25.07.2018	89.44%
21 (13 F 8 M)	Psychologists and health professionals	Guba	25-27.04.2018	82.44%
18 (16 F 2 M)	Psychologists and health professionals	Shaki	15-17.05.2018	81.43%

The **second outcome** is that “Enhanced capacity of the judiciary contributes to better protection of and assistance to migrants, victims/potential victims of trafficking in line with the principles of International Migration Law”. The indicator to measure the progress were identified as:

- Percentage of beneficiary judges/prosecutors/candidate judges confirming they possess enhanced knowledge and skills after participating in this project.

Again there is a difference between demonstrating institutional capacity in addressing the needs of the migrants and the actual indicator, which measures skills and knowledge acquisition only.

IOM reports a result of 81.57% on this outcome, with a target of 80%. The actual details and data sources for the calculation were not available to the evaluator for verification.

The **third outcome** is defined as “The strengthened capacity of the Authorities of Nakhchivan Autonomous Republic contribute to the enhancement of counter-trafficking measures”. The indicator for this outcome is percentage of trained government officials who score 70% or above on post-training tests, with a target of 80%.

The outcome was reduced from initially two to a single output which contained a single activity: training of four officials of the NAR police. The results show a 66,6% knowledge increase, compared to a target of 80%. The same comments mentioned for outcomes 1 and 2 apply to this outcome statement.

The **fourth outcome** is stated as “victims/potential victims of trafficking as well as migrant workers enjoy greater access to protection of rights and provision of assistance services”. The two indicators for this outcome is 1) “geographical coverage where services are available”. It is unclear what the indicator is supposed to measure, but IOM provides an achievement of 94,87% based on the work of the Migrant Information Desks (MID)s that the Azerbaijan Red Crescent Society has done in 74 regions and cities. However that is somewhat contradictory with the number of actual cases requesting information from MID and even the IOM-run Migrant Information Centre as migrants appear to be using alternative sources of information – with mostly a large volume of telephone calls to the MIC rather than physical visits to the premise, as indicated by the MIC responsible. The total target for the indicator was 100% as all country was supposed to be covered. 2) “Trade Union of Migrant workers established and operational”. This was not achieved, and some interviewees indicated that such a project was not feasible from the start, which could have been identified through wider initial consultation and communication with key stakeholders. However, the majority of the activities and outputs relating to VoT assistance and protection were actually undertaken under outcome 4, so there is a strong gap between the outputs under outcome 4 and the two indicators identified to measure the outcome level (the creation of the trade union was one of six outputs under outcome 4)

Output-level results

Outputs are the lowest level of results in project management. They are the results of completed services and/or activities, and can be fully attributed to the IOM, unlike outcome-level results, which are linked from multiple factors in addition to the project's outputs and require an analysis of the project's partnership strategies in order to be properly assessed. Almost all output indicators show that IOM has reached or surpassed the targets as indicated in the quarterly progress reports, so IOM is fully on track with results at the output level. Another question is to what extent the targets and indicators are meaning in showing results. The analysis here is based on stakeholder interviews and documentary analysis and interpretation relating to each of the outputs from a qualitative perspective.

Outputs 1

1.1. Health professionals apply gained knowledge in their work and are capable of identifying victims/potential victims of trafficking and referring them to specialised service providers as well as law enforcement agencies

1.2. Psychologists and social workers have the skills to identify psychosocial needs of victims/potential victims of trafficking and provide necessary assistance

The two first outputs are different aspects of the same component. Key results are the holding a various training workshops and seminars, demonstrated enhanced knowledge of the trainees over the target, and the development of a Training of Trainers (ToT) in December 2017 on psychosocial assistance for survivors of human trafficking. As a result, a manual for trainers was developed on psychosocial assistance with the inputs of the Victim Assistance Centre (VAC) of the MLSPP. The ToT was carried out by IOM experts and trainers for the subsequent trainings were selected amongst the MoH staff participants. As confirmed during the interviews, the main result is the broad information awareness raising on HT, how to deal with victims and confidentiality aspects.

1.3. Consular/labour attaches have the skills and knowledge to identify and refer (potential) VoTs to specialised services as part of the referral mechanism in Azerbaijan

Two workshops were undertaken during the project under this output, with quantitative results exceeding the planned target (see table 4 above). The evaluation did not interview the Ministry of Foreign Affairs staff and was not able to obtain first-hand feedback regarding the training, although interviews with the VAC of the MLSPP also indicated participating in these workshops.

Output 2

Judges, prosecutors and candidate judges apply gained knowledge in their work and take the decisions and rulings in the areas of migration and combating trafficking in persons with more effective use of the international and European standards

IOM undertook to continue its existing collaboration with the Justice Academy, with whom they had previously already developed a number of curricula relating to the problem of TiP, in order to establish a Handbook on International Migration Law (IML) which is destined to judges, prosecutors and legal staff specialists. The process proved long and arduous for several reasons: firstly, because it is important that translation be properly budgeted and executed by skilled translators, given the nature of the audience and of the document. Secondly, because even when it is translated, it needs to be contextualised by experts working in the legal field. It was in fact a request by the interviewees from the JA meeting that IOM should outsource the verification of the translation for a fee. Thirdly, it was also indicated that the size of the manual, reportedly some 300 pages, could be done through collaborative action with several experts, in order to shorten the turn-over time. There were also discussions amongst the interviewees (judges, barristers, JA members) regarding the interpretation of the law regarding TiP cases, showing therefore that there is an outstanding need to increase the training across the country.

In addition to the development of the IML manual, the judges and prosecutors also participated in a ToT on the basis of the IML manual contents. Although it was not finalised at the time the trainings took place, an international expert from IOM facilitated the ToT and introduced the materials that could be used for the subsequent training by the Azerbaijani judges, barristers and legal experts that were trained as trainers.

During the interview it was also suggested that the coverage of the judges and prosecutors and legal experts trained was very small compared to the needs. Reportedly some 15-20 participants had been reached, when the country has a target audience of some 1,300 individuals. As a result, it was suggested that in order to reach a critical mass that may lead to institutional change, a minimum of 300 judges/prosecutors should be trained. A good practice example is that the training was done in several locations throughout the country, thus taking the information closer to the locations where VoTs and potential VoTs cases are.

Output 3

3.1. Enhanced skills enable Nakhchivan Police to detect and identify trafficking in persons.

3.2. Strengthened institutional capacity in the Nakhchivan State Migration Service to combat trafficking in persons and migrant smuggling

The output 3.2. was cancelled and undertaken under a separate project, so output 3.1. was the only product under outcome 3. The result was the holding of a seminar for four police officers which showed test results somewhat under the target. Interview with the NAR police indicated that the training was very useful from a qualitative perspective, as it showed the methods used by recruiters to recruit VoTs, how VoTs are victimised, the specific methods they employ to deceive the VoTs, during a five-day training. However, they also indicated that the next steps would be to use those skills, because they have

not recorded TiP crimes in NAR yet, and there is no NGO in NAR working on counter TiP efforts, so the need for continued support was mentioned.

Output 4

This output incorporated the highest number of different activities. At the same time, if outputs are compared between each other, they are quite different in terms of scope and size and depth, and it is legitimate to question the rationale (unexplained) for the structuring of the project along these outcomes and outputs. For example, outcome 3 was finally composed on a single output 3.1. based on a single capacity development training to NAR Police. Compared to Outcome 4 and its six outputs, the efforts into outcome 3 are clearly smaller than those undertaken to achieve the six output statements of outcome four. IOM does not keep an explanation for some of the changes and it needs to have a stronger narrative during implementation to explain some of the requested changes. It would have been more adequate from the perspective of the evaluator that the outputs related to VoT assistance and shelter support be under a separate outcome, as the relationship between the migrant workers trade union under 4.1 and the assistance to VoTs under 4.5 are not evident nor do they share clear synergies (the achievement of one output has no influence or effect on the other output). Under the six specific activities slotted under output 4, the following results were achieved:

4.1. Migrant workers have enhanced skills in protection their rights through unionism

A long interview with the Azerbaijan Trade Unions Confederation showed that the activity was a pioneer which reflected their desires and expectations. However, the initial negotiations did not incorporate the MLSP nor the private sector. The result was not achieved, as mentioned in the 11th quarterly progress report, because basically the private sector is simply not interested in this project, something that could have been identified sooner had IOM undertaken a wider and inclusive partnership consultation rather than developing efforts which were condemned to fail from the start. The private sector has highly qualified workers who have no interest in entering unionism and the feasibility of such a result was at best doubtful. It is further the view of the evaluator that the ILO would have been better positioned for such a project, being a tripartite constituency of trade union, government and private sector. So, in the end the result was not achieved and a two-day workshop was held as a substitute result.

4.2. Through post-arrival orientation trainings, migrant workers benefit from enhanced protection of their rights against exploitation

This appears as a successful activity that has benefitted a large number of migrant workers. It is undertaken by IOM trainers in the SMS training centre and is held with three training modules each covering a specific topic, supported by brochures in Azerbaijani language. The evaluator was able to witness one such training and have a short interview with the 16 people present (8 women and 8 men) of different

nationalities. On that day, all were migrant workers who were requesting the permanent residency to the SMS. As the SMS provides a training for all migrants (for five days) ahead of their interview to define the residency status of the migrant, IOM proposed to hold post-arrival orientation sessions on specific aspects to enhance awareness and knowledge of the migrant workers. The workshop comprises pre and post-test questionnaires and has received a high appreciation by migrant workers and SMS staff alike, indicating the activity is deemed as useful and responsive to the needs. A total of 972 migrants (of which 383 women) participated in the orientation trainings, well over the stated target of 750.

The IOM trainers also received high ratings from the participants and were recognised by SMS to be experts of high level in their field. The SMS indicated it did not have a monitoring system to track if those who attended the IOM orientation sessions had a higher chance of passing the SMS interview for obtaining the residency permit, but the suggestion that IOM could help develop such a monitoring was of interest to the SMS.

4.3. Local population and migrants received counselling and are sensitised on the risks of irregular migration, socio-economic consequences of trafficking and their rights

This was done mostly through two specific components: the Migrant Information Centre (MIC) at the IOM, which receives visits but most importantly many phone calls, and the work of the Migrant Information Desks (MID) which are placed within the Azerbaijani Red Crescent branches across the country (AzRC has 74 branches). Quantitative results are slightly under the target of 200 people counselled (187 achieved), but the results should be differentiated. From the MIDs, there is very little interest from migrants to physically present themselves to access the information, considering the many awareness raising campaigns undertaken by SMS, MIA and others and the fact that the information is readily available through remote access by internet or other social network applications. The need for maintaining the MIDs is therefore somewhat questioned, although the related budgetary costs are quite limited. For the MIC in Baku, it would be more important to register the phone calls and update the statistics of the phone hotline. The physical presentation of migrants to obtain information is fast fading and more focus could be placed on phone consultation and internet and social network applications providing the information.

4.4. Awareness raising seminars at secondary schools and higher education institutions result in increased understanding and knowledge of youth on risks of irregular migration and dangers of trafficking

Another successful component of the project was the holding a no less than 1914 seminars in schools across the entire country on the risks of irregular migration and the dangers of TiP. The activity was undertaken with the AzRC and reportedly with the Ministry of Education, who was not interviewed by the evaluation. Amongst the initial stakeholders, the Azerbaijani Red Crescent was identified as a partner in the project from the beginning. There were efforts and initial conversation to extend the partnership and inclusion of the State Committee for Women, Family and Children to be

linked to education of students in schools, but it didn't materialize. As a result, the Azerbaijani Red Crescent carried out this activity as a main partner.

Interviews with AzRC showed the results were very positive in the schools and the reaction of teachers, principals and students showed a great interest in the topic and in disseminating a topic which they were not aware of, thereby greatly increasing their awareness about irregular migration and the danger of TiP. But to ensure sustainability of the activity, it should be integrated into the school curriculum. Efforts were apparently developed to bring the issue to the attention of the MoE, but there was no evidence that IOM had succeeded in obtaining the MoE agreement to include the module in its curriculum, something that IOM should follow-up on as it would constitute a major achievement in terms of awareness raising.

4.5. Victims/potential victims received individual needs-based direct assistance, i.e. voluntary return, (re)integration, medical, accommodation, etc.

This component is implemented through three NGO shelters that have been recognised by the government as providing some shelter and assistance capacity for VoTs and potential VoTs as well as Domestic Violence victims, and Sex and Gender-Based victims of violence, and other social cases. The three shelters have been supported by the IOM in this project, and through them the VoTs and potential VoTs have received specific support, often on a case by case basis. The GoA has modified the law regarding NGO access to foreign funding since 2013. Given funding restrictions, IOM is supporting the shelters indirectly through the funding of the staff salary, the provision of specific equipment (including bunk bed the evaluator saw in the shelters) and specific equipment as well as tailored training for IOM to the different shelter staff members.

Some of the victims are referred by the state agencies such as the MIA main department for CT. The capacity of the shelters vary: the Clean Union in Baku has currently 14 women and children in the shelter, Tamas in Ganja has currently 6 women and 14 children (maximum capacity for 25 people), and Children's Union in Baku has 21 beds but accommodate 34-40 residents as some are street children and other social cases. The shelters received for the first time a funding from the GoA this year, which is directly linked to the US request to increase the funding to NGOs who assist VoTs. All three shelters have coordinators, social workers, legal advisor, and psychologists. IOM provides regular training to the shelter staff (one of the social workers interviewed at the CU shelter indicated attending six trainings from IOM over the past two years, with the corresponding certificates). Other specific trainings are provided by IOM for legal assistance, and for psychosocial assistance. Shelters found the support from IOM indispensable to ensure their continuation, and even though they are well established shelters, their economic sustainability is not guaranteed without additional funding. Although the shelter directors undertake fund-raising activities, it is not entirely clear how the shelters have been able to sustain themselves without foreign agency's funds. They each work to the best of their ability, but the living conditions remain difficult (overcrowding) and their capacity is limited. One shelter indicated having received 170-200 referrals yearly by the police, prosecutors, courts, e.g. through official channels. The

length of the stay varies according to the nature of the case. In the case of foreign VoT or potential VoTs, the situation tends to be solved when the victim returns to her native country, normally with her children. However, not all shelter residents are foreigners, and the situation is more complicated for nationals who may be potential VoTs, in addition to having been DV victims or SGBV victims. There is a question of interpretation of the laws on the cases, but only the MIA Main Department for combating Trafficking is tasked with identifying the officially recognised VoT. This means that a number of shelter residents are potential VoTs but have not yet been recognised officially as such by the MIA.

The work of these three NGOs to assist the VoTs and potential VoTs is critical as they are the main actors in the country, and the only ones with a capacity to provide shelter to the victims. A full range of assistance is provided, of course accommodation, clothes and food, but also the possibility for children of school age to attend school, psychological support, legal assistance, medical support (with the financial support of the IOM), vocational training and skills development for activities such as sawing, tailoring. But the shelter conditions remain limited despite the efforts from its staff to assist VoTs and potential VoTs. Interview with two VoTs, respecting the IOM Data protection norms, indicated that the work of the shelters is essential, as the victims would otherwise have nowhere else to go. There are so many cases that the global reporting of IOM under this component does not show the importance of its support in favour of the victim and this should be an outcome in itself (e.g. assisted shelter victims are able to leave the shelter with a solution to their case) supported by the variety of assistance packages provided by the NGOs through the support of the IOM. At present, this element which is in view of the evaluator an essential result from the VoT's and potential VoT's perspective, only appears in a narrative format in the report, but does not reflect the importance of the assistance to the dramatic cases that are being assisted in the shelters. The global number of assisted victims as reported by IOM is 494 persons out of a target of 50, with a number of potential VoTs who had an individual assessment of 22 out of a target of 30 (IOM 11th quarterly report). In view of the evaluator this indicator and its formulation makes little sense to show the achievement, and a more articulate monitoring system with a case management approach would help in showing much more the importance of the results, which are also not put into context with the global numbers of TiP victims in the country or the dimension of such problem.

4.6. Through legal assistance, victims and potential victims of trafficking benefit from enhanced protection of their rights

This assistance is mainly provided through the same three shelters and the IOM reported a total of 121 individual (54 females, 34 boys, 33 girls) supported with legal assistance in the shelters. It is actually part of the assistance provided under point 4.5 but reported upon separately. The target was set at 100 persons and the project assisted 41 persons during the implementation period. However, the legal assistance is one of the essential elements of the direct assistance to victims, and as mentioned above, it would be better

to change the reporting on the victims assistance on a case management mode to capture better the significance of the results beyond the number of persons assisted.

Impact

The beneficiary agencies and shelters were highly satisfied with the support provided by the IOM. In terms of impact, most the achievements can be summarised around three axes: 1) the awareness raising and knowledge sharing on international migration law and best practices in the field of combating TiP, across the range of actors involved and the general public, with specific trainings designed for each category; 2) support to victims and potential VoTs in the three recognised shelters; 3) facilitating information exchange and coordination amongst the NRM and across state agencies. The extent to which the capacities of the different beneficiaries have been developed is however difficult to assess. A number of interviewees from state agencies stated that, while the training was useful, the fact that there are limited number of VoTs officially recognised means that the application of the skills in practice is not automatic and only applies in a limited number of cases.

The development of the training manual on IML with the JA has the potential to support the way in which magistrates interpret the domestic laws, and the initial training from the ToT conducted showed the need to expand the training to justice and legal practitioners across the country to create a critical mass of people, particularly amongst judges and prosecutors. However, there are still some issues regarding the interpretation of the law and there are varying views within the judges and barristers interviewed on the issue of TiP, which indicates that further efforts are warranted.

However, the limited project budget means that results were necessarily also limited in terms of impact, since the support was spread out across a range of different actors with different mandates in terms of combating TiP. When asked about the impact of the project, the MIA Main Department to Combat Trafficking indicated that IOM has several projects with them but the overall impact from the support received from IOM was the development of SOPs (not under this project) for cases of TiP and the awareness raising process. The SOPs are now an official document and part of the procedures, which means they have been internalised by the MIA. This project supported more directly the awareness raising, but it is difficult to assess if there are enough elements that jointly contribute to the overall goal of the project.

Sustainability

The project was not designed to be sustainable, but some of the activities and products have the potential to contribute to some degree of sustainability. Those trainers who underwent the ToT and kept their trainer's posts in their institution, have now the capacity to further disseminate knowledge on how to deal with the victims of trafficking (for psychosocial assistance, psychologists and MoH staff), on how to hold school seminars (if it is included in the curriculum by the MoE, it then becomes part of the

official cursus), on how judges and prosecutors apply the IML and specific recommendations regarding the domestic cases, and how SMS can incorporate the post-arrival training sessions to migrants in their own trainings (again looking at government ownership). The 4th NAP that is supposed to be endorsed by the President soon should allow IOM to consider offering its strategic support to combat HT in line with its comparative advantages and its knowledge of international best practices.

Financial sustainability for a continuation of the project is not ensured, and interviews with the donor's local representative at the US Embassy in Baku seem to indicate that there are no further funding opportunities, also considering the fact that the country has been downgraded to Tier 2 in the TiP report. But further support to direct victim assistance through the NGOs seem entirely justified from a need's perspective.

7. Lessons learnt

In order to realistically enhance capacities, a specific monitoring system should be set up together with the beneficiary, looking at institutional change and not only pre and post-test results. Although these are useful to see the results at output level from the activity, they remain far from the description of the expected results in the stated project outcomes.

More initial research and consultation with partners is required to avoid having to cancel outputs which were initially insufficiently documented in the project proposal, such as the creation of a trade union of migrant workers.

IOM needs to change its reporting methods and switch from narrative and often confusing reports to more meaningful examples of results achieved. For example, a major difficulty that IOM has contributed to address to some extent is that of intra-state institution coordination. IOM provides a good exchange and communication and coordination platform for state services in Baku and in the regions where it undertakes its activity, yet it does not report this as a major achievement – although in fact it is.

Project designs should reflect realistic outcomes that the project can achieve during its implementation period, rather than inspirational statements that are not possible to reach nor measure by the end of the project life. Introduction of Results-Based Management practices in the office would help in more results-focused reporting, rather than descriptive and activity-based reports that do not sufficiently communicate the essential results achieved.

8. Good practices

The project has created a trusting relationship with most state institutions, who see IOM as a key partner to ensure good international practices can be brought into Azerbaijan, and are keen on practical visits to countries where they can learn good practice methods on combating human trafficking. To ensure these visits yield the desired results,

beneficiaries participating in such visits should further commit to applying those good practices into their institutional procedures.

Decentralisation through the holding of workshops, training and seminars in the various regions of the country is an important good practice, particularly as these are done closer to both where VoTs and state officials in contact with the VoTs are. The efforts to disseminate information, raise awareness and provide knowledge to the various regions of Azerbaijan is a good practice, as it enables various state officials, including those working at field level, to receive a certain degree of information regarding TIP and how to address the VoTs. It also contributes to the dissemination across the various state agencies at field level about information relating to TIP.

The support to the VoTs and potential VoTs through the three shelters and across the range of their expressed needs is important in the context of the civil society funding limitations in the country, so for the victims the assistance they received channelled through the IOM and the shelters is of critical importance for addressing their situation.

9. Conclusions

The project activities and products were largely appreciated by beneficiary state institutions as well as by civil society organisations. All state institutions indicated that further awareness raising and capacity development is needed. Nonetheless, the current project is not structured in a way that allows to demonstrate significant institutional capacity development (e.g. how the institution has changed its way of working as a result of the support received). It is also unclear to what extent the state institutions are committed to reform of their procedures, as their main interest is to obtain support to incorporate best international practices. But there was no monitoring matrix that allowed to track the eventual changes in institutional capacity development. The efforts were spread across too many actors for a small budget, leading some components to have a minor contribution to the overall institutional capacity development effort.

The direct assistance to victims is seen as a priority in the current context and the limited number of actors from civil society who have the capacity to support the VoTs and potential VoTs. IOM has an important role to play ahead of the new National Action Plan in which over forty actors will interact in the NRM, which exists on paper but needs reinforcement in the actual practical coordination and implementation of the services by the state actors, and include the NGO sector involved in the NRM. This has been done by the IOM in other countries as they have experience in facilitating and developing the NRM mechanism.

The project contributed to laying the foundations for effectively combating TIP, but the multiplicity of beneficiary state institutions and difference of mandates regarding combating TIP makes it quite impossible to measure the level of capacity development achieved by any single institution. A targeted approach with MIA Main CT Department

and with the JA for the legal aspects of the problem (including interpretation of the laws for TiP cases, and addressing domestic/national VoTs) would enable results to be more focused.

The project overall objective and its outcomes were too ambitious considering the size (amount of funding available) and timeframe (originally 24 months) for reaching the higher-level results.

The project benefits are not yet sustainable, except for specific awareness raising and targeted training activities (provided trainers remain in their posts as trainers) that can be continued without the support of the project, or the use of the various products (such as the IML handbook which, when finally printed with the adaptation to the context, will be owned by the JA and the MoJ, or posters, brochures and MIA continuation of the dissemination activities over the coming year.). To become sustainable the project should be anchored with the MIA under a medium to long-term partnership strategy and more robust funding, that should be articulated based on the 4th NAP, with a gradual and incremental capacity development process that should ultimately be assessed through the institutional changes in addressing the problem of TiP, in the way the state shelter is managed, and in the identification of officially recognised VoTs, which enables them to obtain support from the state system

10. Recommendations

1. IOM's continued support to combating TIP should be more strategically anchored on one or two key institutions, such as the MIA, and articulated on the basis of the mandate of the state agency in combating TIP, in order to provide specifically targeted support that enables assessment of the performance regarding capacity development. It should also address the actual identification of VoTs, particularly for domestic cases, and the procedures for running the MIA shelter.

2. IOM should develop an upscaled partnership strategy to include partners into more strategic discussions around their capacity building priorities. A more inclusive approach at the design phase of a project to ensure it is strategically aligned with the partner's priorities and their capacity building requirements is warranted, rather than proposing specific activities which may or may not add strategic value to the support provided by IOM. Broader initial consultations may yield information that some of the project activities may not be feasible provided inclusive partnership consultations are held at the onset.

3. IOM has a strong role to play in support of the 4th NAP, particularly regarding the enhanced coordination efforts required from having more than 40 different actors with different mandates interact to combat TIP and the potential articulation of thematic working groups. IOM could develop, jointly with its government counterparts, a mapping of actors who are part of the National Referral Mechanism, if it is not yet existing in the country and if it is not covered by another project.

4. Specific requests were made from state agencies and NGOs to consider if IOM could organise exchange visits in the former CIS region countries in order to broaden their practical experience and gain hands-on good practice experience from other countries who have more experience in combating TIP. Joint visits with NGOs may contribute to enhanced communication and exchange with state agencies.

5. IOM should consider full training on project development, monitoring and evaluation, Results-Based Management, and reporting to all its office staff. Most of the staff interviewed did not benefit from the project development training which is a standard IOM training package. Furthermore, specific RBM M&E training should be given to both national and international staff, and concrete examples of RBM reporting that goes beyond the output level and captures the change processes that are conducive to the achievement of the expected project results (outcomes relating to institutional capacity development or behaviour change).

6. As a result of the above, IOM should consider developing projects with more targeted results framework and outcome statements which indicate what the project should achieve by the end of its implementation, supported by a project monitoring matrix in line with good M&E practice, and indicators that are SMART. Furthermore, IOM does not keep a narrative of the changes that affect the project and it is difficult to find an explanation for these changes. IOM should also systematically document the changes from the initial project document and explain the reason leading to such changes, as well as maintaining an up-to-date complete list of statistics for the activities undertaken (participants, coverage) and the results of the questionnaire trainings.

7. Given the complex identification process regarding the nature of the VoTs and potential VoTs, IOM should continue its support to the three shelter NGOs as it is essential to provide the entire package of required assistance and services to address the victims needs from a human rights based approach. It is recommended to follow a case management approach to highlight the important results that are being achieved in a more comprehensive and illustrative manner than by narrative description.