



FINAL EVALUATION REPORT

Strengthening the Institutional Capacity of Criminal
Justice Actors in the Caribbean to Counter Trafficking in
Persons Using a Victim Centered Approach Project

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September 27, 2018

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Executive Summary

The Project

This report is an evaluation of the '*Strengthening the Institutional Capacity of Criminal Justice Actors in the Caribbean to Counter Trafficking in Persons Using a Victim Centered Approach*' project. This project was funded by the United States Department of State's Office to Monitor and Combat Trafficking in Persons (J/TIP) with the aim to position criminal justice officials in the Caribbean island nations of Antigua and Barbuda, Belize, Jamaica and Trinidad and Tobago to lead the fight against trafficking in persons using a victim-centered approach. This 36 month project was funded to the tune of US\$500,000, is implemented by the International Organization for Migration (IOM) Kingston and is scheduled to end September 30th 2018.

The project focused on interventions in the areas of conducting a needs assessment, capacity-building, and strengthening regional cooperation. The project identified four objectives and seven related outcomes as follows:

Project Objectives		Expected Outcomes
1	To improve awareness / sensitize national stakeholders of the existing gaps and the need for a victim-centered approach to identify victims, investigate and adjudicate cases of human trafficking	IOM and national stakeholders have knowledge of gaps in national responses to effectively combat trafficking in persons (TIP)
2	To increase the capacity of law enforcement on victim-centered investigations and prosecutions on TIP cases	Law enforcement officers demonstrate strengthened knowledge and skills
3	To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases	3.1 Criminal justice actors demonstrate strengthened knowledge and skills 3.2 Improved collaboration between actors in the criminal justice system 3.3 Victims are aware of their rights and criminal justice options
4	Improve / strengthen regional coordination to combat trafficking in persons	4.1 Improved coordination and collaboration between Caribbean islands to identify victims, investigate and prosecute TIP cases 4.2 Improved understanding of how training modules and trainings contributed to improved knowledge, information, and regional coordination

The Evaluation

The evaluation criteria considered during the evaluation followed those recommended in the project and are outlined in the terms of reference (ToR)¹ for this consultancy. These were effectiveness, relevance, efficiency, impact and sustainability, as well as cross-cutting themes of equity and gender issues. The objective of this final project evaluation was to determine whether project objectives, outputs, and outcomes were achieved, identify lessons learned and make recommendations for improvement of implementation of future initiatives. Although the analysis for this report focused mainly on project activities for the period October 2015 through to June 2018, the report will however include some data points covered in the July to September reporting period². At the time of writing, the project was still wrapping up the following project activities for the period July to September 2018:

- Completion of the development of the manual for law enforcement officers.
- Training of Law Enforcement officers utilizing draft manual were held in all project countries
- Participation in Prevention Committee meeting and Development of SoPs for Antigua and Barbuda for health care workers, labour officers and immigration officers
- Judges Sensitization Session held in Trinidad and Tobago
- Finalization of victims rights brochure

The evaluation was scheduled for the period September 1, 2018 through to September 28, 2018, and had three stages: inception, data collection, and analysis/synthesis and reporting.

The inception period was for the evaluator to develop a detailed understanding of the project, the expectations of the evaluation, and to fully prepare the evaluation approach and methodology. The inception reporting process involved the review of relevant documentation provided by the project team, the creation of the evaluation matrix (based on the questions provided in the ToR and in line with the project's logic model), as well as the development of evaluation instruments. The report also discussed methodology and a work plan. The final Inception Report was the first deliverable of the evaluation. This report was approved by IOM project managers on September 13th, 2018.

After the inception phase, the focus was on the collection of primary data. Primary and secondary data were the main data sources considered by this evaluation in order to reflect the representation of the various stakeholders and beneficiaries. This consisted of project documentation, interviews of key stakeholders and a survey of project participants especially those who participated in capacity building sessions. The data obtained from the desk review, open-ended questionnaire/interviews with stakeholders, and the survey responses were triangulated to provide answers based on the evaluation research questions.

¹ See Annex I

² This includes trainings conducted in the last quarter of implementation and efforts made to complete and distribute printed materials.

The data analysis and synthesis phase took into consideration the evaluation matrix developed during the inception phase. The synthesis and analysis of both primary and secondary data were then analyzed through the evaluation criteria, responding to the related questions. From this, a set of findings and conclusions were drawn along with a set of lessons learned, recommendations and critical success factors.

Conclusions

Effectiveness

The JTIP project was very effective in delivering some key results as desired. Evidence suggest that the conduct of the needs assessment has improved the awareness of national stakeholders of the existing gaps and need for a victim-centered approach. Prior to the implementation of this project there was limited focus on a victim-centered approach to counter trafficking in persons. Now, the victim centered approach is touted by beneficiary countries as relevant to their needs, and has helped to develop the capacity of criminal justice actors to identify victims, certify, investigate, prosecute and adjudicate TIP cases. In addition, the implementation of the Training of Trainers (TOT) as a strategy for sustainability is a notable and important outcome for this project as there are several reports of TOT participants conducting sessions with other stakeholders. The ability also of the project to facilitate regional coordination around important issues and common concerns and the development and use of a variety of SOPs/guidelines by criminal justice actors are all important outcomes that augurs well for project sustainability.

Relevance

The project remains relevant to the beneficiary countries needs and concerns to counter trafficking in persons. This was mainly due to the conduct of the rapid needs assessment to establish specialized training needs utilizing a victim-centered approach. The needs assessment assured that the expected outcomes and outputs of the project will remain valid to the stakeholders. Although this process raised concerns for some countries, the results of the assessments is a strong indication of current needs for all the countries. The needs assessment also served as an effective tool to engage key stakeholders at the start of the project and to reduce resistance.

Efficiency and Cost Effectiveness

Although there were many challenges that could have derailed some of the project activities, the project was implemented in the most efficient way possible. The use of the logic framework to keep track of project activities was evident in reporting, although there was less emphasis on the project outcomes during reporting. At the time of writing, there were no cost overruns and project staff though stretched at times have remained flexible and have demonstrated acceptable problem solving strategies to keep the project on time and within budget.

Impact

This project has produced some important short-term outcomes such as utilizing victim centered methods to train over 300 actors within the criminal justice system, that have the potential for long term gains and sustainability. Data indicated that there is an increased awareness about human trafficking, cooperation and collaboration to solve human trafficking problems across the region, and change in policies and strategies that will have impact on the investigation, prosecution, prevention and adjudication of victims of trafficking.

Sustainability

The project's impact on regional coordination and cooperation is strong evidence for its sustainability outcomes. The training of trainer's strategy implemented as part of the capacity building training also has the potential to promote long-term gains for this project. Coupled with other tangible and intangible outcomes such as, buy in from some governments and the implementation of SOPs and guidelines, this project has laid a foundation for the benefits of the project to continue once the external support ends.

Equity and gender issues

Consideration toward gender and equity issues are implicit in project design and permeate the activities of this project. However, project documents could have been more explicit regarding the gender strategy or methodology that guided the project.

Summary Matrix of Findings, Evidence and Recommendations

Findings ³	Evidence (sources that substantiate findings)	Recommendations ⁴
The project's capacity-building program will, probably provide the greatest impact over time, as it combines two important outcomes: law enforcement personnel and criminal justice actors are better prepared to accomplish an effective job in countering trafficking in persons in their country while also	Project Documentation Respondent perceptions	It is clear that training will always be a goal to promote institutional capacity. Additionally, IOM has been training with these and other countries for several years, but there still remains the problem of staff turnover and sustaining institutional

³ A finding uses evidence from several sources to allow for a factual statement (UNODC, 2018)

⁴ Recommendations are proposals aimed at enhancing the effectiveness, quality, or efficiency of a project/programme; at redesigning the objectives; and/or at the reallocation of resources. For accuracy and credibility, recommendations should be the logical implications of the findings and conclusions (UNODC, 2018)

Findings³	Evidence (sources that substantiate findings)	Recommendations⁴
possessing the TOT skills necessary to strengthen institutional capacity.		<p>memory. It is recommended that IOM and project donors create an electronic learning center to facilitate ease of collaboration and training across the region. This technology has the potential to promote self-study, onboarding, and upskilling of criminal justice actors as well as serve as an information databank on human trafficking. The creation of a share center using SharePoint software may be helpful to facilitate content design and development.</p> <p>Also, with the above, it is recommended that IOM partner with, or strengthen partnership with the University of the West Indies - the regional educational institution, to facilitate ongoing TIP training across the region.</p>
The development of SOPs / guidelines, a multilateral MOU in relation to data sharing, victim protection, return & reintegration and investigation, as well as best practices for judiciary in handling TIP matters are key outcomes achieved by this project with high potential for project sustainability and the development of institutional capacity.	Project documentation Respondent perception	Since the development of SOPs, MOUs and other guidelines are fundamental to systemic change in relation to each country's counter trafficking efforts, it is recommended that there be continuous efforts to help countries in the Caribbean to develop strategies to continue the regional coordination process to revise and update these guidelines over time.
Improved and strengthened regional coordination is an intangible but significant outcome of this project. In	Respondent perception Project documentation	For further projects, leverage the goodwill created in this project to further help countries raise their Tier status in the U.S.

Findings³	Evidence (sources that substantiate findings)	Recommendations⁴
addition, this project has produced some important outputs that appears to have implications for sustainability.		Department of State annual TIP report and address the many other gaps identified in their needs assessment report.
The rapid needs assessment process proved to be an effective approach to project design as it provided the opportunity for self-reflection, and stakeholder buy in (at least to a degree) for a project with inherent political sensitivities in the region.	Project documentation Respondent perception	As a tool to facilitate change, the needs assessment does have the ability to promote resistance. There should always be a plan for resistance in any change effort. Also, IOM may want to ensure that all the reports include general conclusions and/or IOM recommendations that may help national stakeholders to act strategically. For example identifying if a recommendation is critical and needs action now even though it is out of the scope of the project, or how it can be linked to X goal from a national plan may be helpful.
A few of the common performance indicators required by the donor in relation to the identification, investigation and prosecution of TIP cases were inconclusive due to lack of base data. One example is <i>30% increase in the number of cases investigated per country</i> . This remains a challenge for the four countries, and is a recurring issue identified in annual TIP reports.	Project documentation Case Tracking sheet	Future projects should build on the victim-rights approach to counter trafficking in persons, but tackle more directly other system issues that are preventing governments from achieving tier 1 status such as the challenge some countries face to raise the conviction rate for trafficking offenders.
A few of the project's outcome targets seemed to be unrealistic when aligned with its expected outcome as they were not supported by baseline data. For example, an outcome that targets a 30% increase in the number of cases referred to law enforcement.	Project documentation Logic Model Project summary	It is recommended that the project strengthen the research focus of these projects that uses a qualitative and quantitative framework for assessing outcomes that includes a baseline of more-defined critical indicators.

Findings³	Evidence (sources that substantiate findings)	Recommendations⁴
The project's apparent focus on achieving some behaviour change outcomes that fosters institutional capacity was not adequately addressed by the evaluation methodology or fully developed in the logic model.	Project documentation Logic Model Project summary	It is recommended that long term outcomes such as law enforcement and criminal justice actors demonstrate strengthened knowledge and skills and 30% increase in the number of cases investigated per country, utilize a research design that compares different groups before and after project implementation in order to assess the project impact and provide the necessary information and control to rule out competing explanations for the results.

List of Acronyms

CPI	Common Performance Indicators
CT	Counter Trafficking
IOM	International Organization for Migration
JTIP	US State Department, Office to Monitor and Combat Trafficking in Persons
MDAs	Government Ministries, Departments and Agencies
MOU	Memorandum of Understanding
NAP	National Action Plans
NATFATIP	National Task Force against Trafficking in Persons
SOPs	Standard Operating Procedures
TIP	Trafficking in Persons
ToR	Terms of Reference
TOT	Training of Trainers
UN	United nations
UNODC	United Nations Office on Drugs and Crime
VOTs	Victims of Trafficking

Introduction

This final evaluation is for the project entitled '*Strengthening the Institutional Capacity of Criminal Justice Actors in the Caribbean to Counter Trafficking in Persons Using a Victim Centered Approach*'. The project funded by the United States Department of State's Office to Monitor and Combat Trafficking in Persons (JTIP) was implemented in Antigua and Barbuda, Belize, Jamaica and Trinidad and Tobago during the period October 2015 to September 2018. This evaluation report is commissioned by the International Organization for Migration (IOM) Jamaica mission. The country of the Bahamas was invited to participate in the regional task force meetings based on their previous working relationship with IOM, and funded representatives to participation in the two meetings of task force chairs held in Belize and Trinidad and Tobago respectively. It should be noted the several other Caribbean countries (Barbados, Dominica, St Lucia, & St. Vincent) who previously worked with the IOM, were also invited to participate in the regional task force meetings, but were unable to participate due to financial challenges.

This section of the report includes the introduction, the context and purpose of the evaluation, and a more detailed discussion of the findings, conclusions, recommendations, lessons learned and annexes.

Context and Purpose of the Evaluation

Context

For over two decades the International Organization for Migration (IOM) has been working with governments in the Caribbean to manage migration through the provision of technical assistance and capacity building. This support has focused on five core areas which include counter-trafficking. Since 2003 IOM has conducted training for over 3,000 stakeholders, assisted with the drafting and revision of counter trafficking legislations, the development of national plans and standard operating procedures and the establishment of task forces aimed at leading national counter trafficking efforts.

This project was implemented among four Caribbean countries that are not only different geographically, but also have different level of experiences with countering human trafficking. At the start of the project, three of the beneficiary countries were on the Tier 2 watch list according to the 2015 TIP report⁵. The annual TIP reports indicate that Belize and Jamaica are considered to be destination, transit and source countries for sex and labour trafficking. Antigua and Barbuda on the other hand is considered a destination and transit country and Trinidad and Tobago is a transit, destination and possible source country. Although the annual TIP reports⁶ acknowledged the efforts of the countries involved, the report over the years have highlighted the lack of adequate prosecution, prevention and protection strategies, outcomes and mechanisms for

⁵ (US Department of State, 2018)

⁶ (US Department of State, 2018)

these countries. The TIP tier rankings below indicate the tier ranking status for each country from 2015 to 2018 and clarifies the context within which this project was implemented.

TIP Report Year	Country			
	Antigua & Barbuda	Belize	Jamaica	Trinidad & Tobago
2015	Tier 2 Watch List	Tier 3	Tier 2 Watch List	Tier 2 Watch List
2016	Tier 2 Watch List	Tier 3	Tier 2	Tier 2 Watch List
2017	Tier 2 Watch List	Tier 3	Tier 2	Tier 2
2018	Tier 2	Tier 3	Tier 2	Tier 2

The overall objective of the project was to position criminal justice officials in Antigua & Barbuda, Belize, Jamaica and Trinidad and Tobago to lead the fight against trafficking in persons (TIP) using a victim centered approach. In addition, the project's four sub-objectives were:

1. Improve awareness/sensitize national stakeholders of the existing gaps and the need for a victim-centered approach to identify victims, investigate and adjudicate cases of human trafficking.
2. Increase the capacity of law enforcement personnel on victim centered investigations and prosecution of TIP cases.
3. To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, certify, investigate, prosecute and adjudicate TIP cases
4. Improve/strengthen regional cooperation to combat trafficking in persons, including protection of victims.

Project Activities

The following project activities were conceptualized by IOM to achieve their overall goal:

1. Conduct a rapid needs assessment to receive feedback from stakeholders on national strengths, weaknesses and challenges to countering trafficking in persons.
2. Coordination of a multi-country working group based on the results of the needs assessment to draft training modules for law enforcement officials.
3. Work with task forces⁷ in each beneficiary country to strengthen the skills and capacity of stakeholders charged with the implementation of their national counter trafficking action plans through :
 - a. conducting inter-agency training

⁷ For ease of reference, Task force in this report refers to all of the participating countries senior government led multi-agency coordination groups for counter trafficking in persons. In Antigua and Barbuda and Belize the lead coordination body is officially referred to as a Committee.

- b. conducting specialized training for labour officers, social workers and immigration officials
 - c. drafting of an inter-agency guideline/SOP
 - d. drafting of guidelines/SOPs for immigration officers, labour officers, prosecutors and judiciary
 - e. design, printing and dissemination of 5,000 victim rights information sheets to stakeholders
 - f. facilitation of a two day sensitization workshop for members of the judiciary and prosecutors
 - g. facilitation of a three day regional cooperation workshop
4. Convene two regional coordination meetings with the chairpersons of each beneficiary country's task force.
 5. End of project external evaluation to determine whether or not the outputs were achieved and how the activities contributed to the outcome.

Additionally, project activities were also aimed at strengthening the capacity in all four countries by complementing the government's efforts to implement their national action plans while building on previous achievements of JTIP funded IOM projects implemented in these countries.

Evaluation Purpose

This evaluation is being conducted to fulfil an important outcome of the JTIP project as well to help project donors, IOM and stakeholders understand how the project activities have contributed to an increase in the capacity of law enforcement personnel and actors within the criminal justice system, as well as improved regional coordination. IOM will share the evaluation report with the project donor and participating institutions to demonstrate the value of the project, lessons learnt and recommendations.

The detailed objectives of the evaluation are:

1. To determine whether the objectives, outputs and outcomes as stated in the logical framework were achieved;
2. To identify lessons learned and provide recommendations for future operations; and
3. To assess the effectiveness/appropriateness of project activities, identify shortcomings and gaps, and make recommendations for future improvement.

Evaluation Scope

This evaluation will assess the objectives, outputs and outcomes based on the project's implementation for the period October 2015 through to August 2018. The evaluation will cover all countries where project activities were carried out, namely: Antigua and Barbuda, Belize, Jamaica and Trinidad and Tobago. The analysis for this report focused mainly on project activities for the period October 2015 through to June 2018, the report will however include some data points covered in the July to September reporting period as some survey responses are likely

from individuals who were trained in July 2018. At the time of writing, the project was still wrapping up the following project activities for the period July to September 2018⁸:

- Validation workshop for the development of law enforcement manual
- Training of Law Enforcement officers utilizing draft manual were held in all project countries
- Participation in Prevention Committee meeting and Development of SoPs for Antigua and Barbuda for health care workers, labour officers and immigration officers
- Judges Sensitization Session held in Trinidad and Tobago
- Finalization of victim rights brochure

Evaluation Criteria

The project will be evaluated in accordance with the guidelines provided by IOM Kingston and focused on 6 key results areas namely; effectiveness, relevance, efficiency, impact, sustainability and equity issues.

1. Effectiveness refers to the extent to which the project deliverables met the set targets.
2. Relevance refers to the extent to which the project objectives are continuously consistent with the needs of beneficiaries.
3. Efficiency was evaluated in terms of achievement of expected benefits commensurate with the inputs.
4. Impact refers to change attributed to the project interventions on the target populations and communities. Typically impact becomes available only after long term implementation but it may be possible due to the availability of secondary data, for this project to provide pointers towards impact such as measured through increased services for victims of trafficking.
5. Sustainability on the other hand refers to the acquired capacities for continuation of the project benefits following closure of project assistance.
6. Gender equality and social inclusion requires attention of the project to equity issues and gender equality, including the use of bias-free language.

Evaluation Framework and Methodology

Data Sources and Collection

The data collection process applied both quantitative and qualitative methods. The evaluation drew on the following methods in gathering relevant data:

- a. Desk review (Review of project documents, reports and other existing secondary literature);
- b. Semi-structured interviews in the form of an open-ended questionnaire with government stakeholders and IOM staff responsible for the project implementation. This was also

⁸ All the activities were completed except for the judiciary session. The relevant summary reports were however not prepared.

- administered using SurveyMonkey. In two cases, respondents requested a word version of the email questionnaire.
- Survey delivered via SurveyMonkey platform to gather data from stakeholders who participated in project activities.

Interviews

After discussions with IOM, eight persons who were either the chair or focal point for their country's coordination body tasked with leading their Government's counter trafficking efforts were selected to be interviewed. Since most of the interviewees were in different countries from the evaluator, it was decided to use telephone / Skype interviews where possible. To maximize the time, they were also given the option to have both persons from each task force participate in a conference call together due to time constraints. In addition, the evaluator experienced some difficulty contacting some of the stakeholders by phone. To reduce risk, the evaluator considered offering the interviewees the option of completing the interview questions as an open-ended questionnaire. All the interviewees opted for this approach. This trade off meant that the interview responses were not as rich and detailed. However, this seemed to be the best alternative to perhaps not being able to interview the stakeholders due to lack of availability. The response rate was as follows:

Country	Response	Comments
Antigua & Barbuda	1 (male)	One other possible interviewee was unavailable.
Belize	1 (female)	Respondent indicated they were away and missed much of the project activities and questions were partially completed.
Jamaica	2 (female)	The past and current manager of the TIPs Secretariat combined their answers.
Trinidad and Tobago	1 (male)	
Total	5 responses	

Survey

The survey was originally conceived to be completed by those who had participated in training activities. It was subsequently revised and sent to all project participants. The survey was a combination of open and close-ended questions and asked participants to rate the extent to which participation in the training (if applicable) impacted their knowledge skills and attitudes, the effectiveness of project activities as well as their response to quiz questions that were used as part of end of training evaluation. Participants were also given the opportunity to comment on their understanding of and response to victim rights as it relates to their current duties.

As mentioned elsewhere, there was some concern about the potential response rate considering the short time frame to work with. The survey was sent to 334 respondents. They had three business days to complete the survey and the response rate was 14% (n=47) as follows:

Country	n
Antigua and Barbuda	6
Belize	10
Jamaica	19
Trinidad and Tobago	12
Total	47

A few strategies were employed to encourage response. The IOM project manager sent letters of introduction to the heads of units of project participants. They were then contacted to help encourage response to the survey. Additionally two formal reminders were sent. In some cases, the evaluator sent the email list so that unit heads could contact the individuals directly. Correspondence with one Unit head, suggested confusion with survey implementation process. It seems possible that there might have been some confusion on the part of one unit head who believed that the survey would have come to them directly and then be distributed. This would have been a good strategy especially if they could have decided which stakeholders may have online accessibility challenges and shared a paper based version of the survey with same. In that regard, the evaluation did not take into consideration accessibility issues for people which was largely due to the time constraints.

Communication with one unit head who made the effort to call individuals directly, revealed that some persons stated that they did not receive the survey although the survey software indicated otherwise. In another instance, someone refused to answer as the request for participation did not follow official protocol. Yet another respondent did not receive communication due to technical difficulties with their email system. It is for these reasons that adequate time is required to conduct surveys for evaluation of projects.

After review of the survey responses, it was decided to use the responses for the following reasons

- There were responses from all countries.
- The responses represented a broad enough cross section of views, positions and agencies.

It should be noted also that 91% (n=41) of the respondents identified capacity building, sensitization or training sessions as specific project activities they participated in. In fact, the majority of these respondents participated in capacity building and TOT for law enforcement officers to identify and investigate TIP matters. These responses may provide information to support project outcomes that may not be captured otherwise.

Data Analyses

Please see annex II for the evaluation matrix that provides a complete breakdown of the evaluation criteria and questions, indicators, data source, data collection methods and data analysis procedures. The data obtained from the desk review, open-ended questionnaire / interviews with stakeholders, and the survey responses were triangulated to provide answers based on the evaluation research questions.

Sampling

As in any research study, the target sample size, the number of those to be interviewed depends on time and the resources that are available. A purposive or criterion-based sampling was proposed for this population to select interviewees. A purposive sample comprises those who are deliberately targeted because they are thought to have information that will help to achieve the study's aims. A purposive sampling attempts to be representative of the population and will usually try to ensure that a range from one extreme to the other is included.

A discussion with IOM staff identified a list of stakeholders to be interviewed. The eight members identified were either the chair or focal point of their government's task force and thought to be the best persons to discuss the effectiveness of the project including identifying any challenges and lessons learned. This was because they also served as government focal points for IOM staff in relation to the logistical arrangements for most project activities e.g. liaising with government agencies to mobilize participants for trainings and meetings.

Taking into consideration, the inherent communication challenges experienced by the project managers over the course of the project, and the short time frame given to individuals to complete the survey, it was decided to send the survey to all the stakeholders who participated in project activities. This was risky, as it impacts response rate, but it was deemed the best solution at the moment.

Limitations and Proposed Mitigation Strategies

Time was the major limitation to undertaking of a comprehensive evaluation of the project. The evaluation exercise had to be completed within a very short period of 20 working days including review of a large compendium of documents, collection of primary data from respondents in four different countries in the Caribbean, analysis of data from interviews and from survey questionnaires and preparation and submission of draft and final reports. The terms of reference stipulated four days for data collection. This time frame was conceived of when the main data collection method was interviews. The survey was included, but the time frame was not changed. Although extra time was negotiated with the IOM project manager, it still impacted the outcome of the survey which typically requires at least 2 weeks to get a reasonable response rate.

To mitigate these limitations, the evaluator administered the survey via SurveyMonkey to all stakeholder groups. It was anticipated that this would facilitate a variety of responses across the region. In addition, introductory letters were sent to respondents by the project implementers to urge support of the data collection efforts. This study also intends to use alternate sources of

data in the form of annual reports and project reports and documentation to triangulate findings. It is recommended that a more emergent approach be taken toward the completion of the final evaluation report and that there is more up front time to review desk material and to prepare the inception report. There may not always be enough time to deal with unplanned events in the last 20-30 days of the project.

Findings

This section of the report will address the findings based on the data collected. The findings are clustered into the evaluation criteria applied to this project. They are effectiveness, relevance, efficiency, impact, sustainability and cross-cutting themes of equity and gender issues. Each criteria discussed, will reference the relevant evaluation questions.

Effectiveness

This sub-section addresses the effectiveness of the project by measuring:

- a) The level of achievement of objectives and outcomes described in the logic model and common performance indicators established by the project implementers; and
- b) Respondents' perception of the factors that contributed to the effectiveness of the project.

The main evaluation question for the criteria of effectiveness asks how effective is the project in delivering desired or planned results? Other sub questions will be addressed throughout this section.

Main Evaluation Question		Sub-questions	
A	Effectiveness		
1	How effective was the project in delivering desired/planned results?	1.1	How well did partners perform to deliver project results?
		1.2	How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?
		1.3	What, if any, changes could we make to the project to make it more effective?
		1.4	What are the factors that hindered/assisted the effectiveness of the project?
		1.5	To what extent have there been any unplanned positive effects in relation to anticipated results in the project proposal?
		1.6	Did the project take timely measures for mitigating any unplanned negative effects?

The project documents identified a number of implementation strategies conceptualized by IOM after consultation with the different beneficiary countries. These key strategies formed the core of the project's activities as follows:

1. Conducting a rapid needs assessment of the beneficiary country's efforts to receive feedback from stakeholders on national strengths, weaknesses and challenges to countering trafficking in persons.
2. Establishing and coordinating a multi-country working group to draft training modules for law enforcement officials.
3. Working with the task force in each beneficiary country to strengthen the skills and capacity of stakeholders charged with the implementation of their national counter trafficking action plans through :
 - a. conducting inter-agency training (Antigua & Barbuda and Belize)
 - b. conducting specialized training for labour officers, social workers and immigration officials (Jamaica and Trinidad and Tobago)
 - c. drafting of an inter-agency guideline/SOP (Antigua & Barbuda, Belize and Trinidad and Tobago)
 - d. drafting of guidelines/SOPs for immigration officers, labour officers, prosecutors and judiciary (Antigua & Barbuda, Belize, Jamaica and Trinidad and Tobago)
 - e. design, print and dissemination of 5,000 victim rights information sheets to stakeholders
 - f. facilitation of a two day sensitization workshop for members of the judiciary and prosecutors (Antigua & Barbuda, Belize, and Trinidad and Tobago)
 - g. facilitation of a three day regional cooperation workshop
 - h. training of law enforcement
4. Convening two regional coordination meetings with the chairpersons of each beneficiary country's task force.
5. Coordinating an end of project external evaluation to determine whether or not the outputs were achieved and how the activities contributed to the outcome.
6. Strengthening the capacity in all four countries by complementing the government's efforts to implement their national action plans while building on previous achievements of JTIP funded IOM projects implemented in these countries.

In summary, capacity development utilizing a victim-centered approach with law enforcement personnel, labour officers, social workers, immigration officials, prosecutors, and judges is a notable outcome of this project. The project has conducted specialized training for law enforcement officers and other criminal justice actors to investigate, prosecute, and adjudicate TIP cases. The strategies employed throughout including the TOT positions is intended to have lasting effects.

The training has raised awareness, and based on respondent comments, has improved the ability of some to do a more effective job. Another visible outcome of this project is the drafting of sector specific guidelines / SOPs in Antigua and Barbuda with direct technical assistance received from IOM. SOPs were also developed in the other project countries based on sample documents

shared by IOM. Additionally a draft multilateral MOU for use across agencies, and project countries was developed focusing on international cooperation for investigations, data sharing, victim protection and repatriation whilst ensuring that victims rights and needs are respected.

Regional coordination and cooperation is a major outcome for this project and has many spinoff benefits for the strengthening of institutional capacity in the long term to combat trafficking in persons. Project documentation reveal that regional cooperation permeates the design of the project as evidenced by the project activities such as the convening of a meeting of task force chairs and the conduct of the regional cooperation workshop. In addition, the project is obviously designed on the values of partnership and cooperation and this is evident in the resulting effect of regional cooperation.

The following tables details the level of achievement of project objectives, outputs and outcomes that were fully met, partially met, not met, or ongoing. Evidence for common performance indicators identified in the logic model, are also analyzed.

Objective 1: To improve awareness / sensitize national stakeholders of the existing gaps and the need for a victim-centered approach to identify victims, investigate and adjudicate cases of human trafficking

Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement / Evidence
Training and technical needs are determined	IOM and national stakeholders have knowledge of gaps in national responses to effectively combat trafficking in persons (TIP)	4 Assessment reports produced and shared with stakeholders	Fully achieved though not in the timeframe specified. One country objected to the findings and eventually signed off on the assessment report almost a year after IOM and the country's government officials agreed to negotiated changes to the original document.
		24 needs assessment conducted	Fully met. 49 stakeholder agencies were interviewed.
	IOM and national stakeholders have knowledge of gaps in national responses to effectively combat trafficking in persons (TIP)	24 Agency leads (6 per country) are aware of the specific needs of Ministries, Departments & Agencies (MDAs) to counter TIP in each country.	Fully met. Agency leads are aware of the specific needs of MDAs. However, while agency leads will receive the assessment reports, there is no way to ensure that this information is shared with all relevant personnel in the MDAs.
Collection of Information to guide the development of law enforcement	Outline of Training modules	4 Training curricula drafted	Fully met. 5 training curricula drafted. <ul style="list-style-type: none"> • Multi-stakeholder session • Immigration Officers Session • Social Workers Session • Labour Officers Session • Law Enforcement Session

training modules			
Objective 2: To increase the capacity of law enforcement on victim-centered investigations and prosecutions on TIP cases			

Outputs	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
Training module finalized	Law enforcement officers demonstrate strengthened knowledge and skills	30% increase in the number of cases investigated per country	Specialized trainings for Police Officers were conducted in July 2018. The expected outcome cannot be assessed fully until further time has passed. It should be noted however that multi-stakeholder sessions in Antigua and Barbuda and Belize included law enforcement officers responsible for investigating TIP matters. Similarly the session for Immigration Officers in Jamaica included investigators. Since the needs assessment report was not able to capture the baseline criteria necessary to identify a 30% increase for the number of cases investigated, the number of investigations conducted prior to the trainings will be compared to post training figures.
Enhanced capacity of law enforcement officers to investigate, identify and prosecute TIP cases utilizing a victim-centered approach		70% of law enforcement officers demonstrate mastery of the training content	70% or more of survey respondents were able to answer correctly 5 of the 8 quiz questions used at the end of training sessions. Responses reveal that some respondents still have challenges with the term smuggling and the concept of movement not being a required component for TIP cases.
		All four government training programs incorporate the manual / modules for law enforcement officers	Ongoing. At the time of report, manuals were not distributed. However, the manual has been finalized and 530 manuals will be printed and distributed. Government stakeholders are aware of the intended use of the manual and it is expected that

			once received it will be fully incorporated in their general trainings for law enforcement officers.
		Conduct 4 trainings of police officers	Fully met. 4 trainings were conducted.
		85 law enforcement officers trained to investigate TIP cases	Fully met 152 law enforcement officers trained. This includes 96 police officers 54 immigration officers, 1 customs officer, 1 soldier
		8 traffickers arrested by trained police officers	Five persons charged 3- Belize 2 – Antigua and Barbuda
		100 manuals shared with law enforcement	Ongoing. At the time of report, manuals were not distributed. However, the manual has been finalized and 530 manuals will be printed and distributed.

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.			
Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
Enhanced capacity of actors in the criminal justice system to investigate, identify and prosecute TIP cases utilizing a victim-centered approach	3.1 Criminal justice actors demonstrate strengthened knowledge and skills	70% of training participants demonstrate mastery of the training content	70% or more of survey respondents were able to answer correctly 5 of the 8 quiz questions used at the end of training sessions. Responses reveal that some respondents still have challenges with the term smuggling and the concept of movement not being a required component for TIP cases.
		30% increase in number of case referred to law enforcement and for care services (counseling, health, legal etc.)	Inconclusive due to unavailability of baseline data. However, all of the identified cases (111) ⁹ were referred to law enforcement.
	200 actors in the criminal justice system trained	Fully met. 348 actors (123 males and 225 females) in the criminal justice system were trained.	

⁹ This figure is as of end June 2018 in accordance with IOM records.

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.

Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
			Immigration – 54 Police – 96 Social Workers - 45 Prosecutors – 55 Labour Officers – 43 NGOs (social workers) – 2 Judges – 13 Magistrates – 7 Registrars – 9 Foreign Service officers – 2 Health workers – 4 Soldier – 1 Customs Officer – 1 Legal officer - 3 Other – 1 Task Force - 12
Finalized SOPs/guidelines for identification and referral for adult and child friendly procedures Increased understanding of the different actors in the criminal justice system and how they support each other	3.2 Improved collaboration between actors in the criminal justice system	2 SOPs / guidelines drafted per country. Total 8	Fully met and exceeded. Total 14. Guidelines for Judges (one per country) = 4 Guidelines for prosecutors (one per country) = 4 SOPs developed for Immigration officer, health care workers and labour officers = 3 Technical assistance was provided to Jamaica and Belize and they used it to develop victim care SOPs for Belize and health care and labour for Jamaica = 3
		Guidelines for Prosecutors and Judiciary are established	Yes. Fully met.
		8 SOPs / guidelines established for the identification and referral of victims	9 SOPs were in place at start of project. There were discussions among the stakeholders to update these and Belize and Antigua and Barbuda are doing it internally.

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.

Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
		30% increase in number of cases investigated	Inconclusive, as the needs assessment report was not able to capture the baseline criteria necessary for this level of analysis. Number of cases investigated based on information tallied from October 2015 to June 2018 is 63
		50% of VoTs identified, referred and assisted through bilateral mechanisms	Fully met. 100% of the 111 VoTs were referred and assisted through bilateral mechanisms.
		70% of referrals from law enforcement agencies to other direct assistance providers	Fully met. There was 100% of referrals from law enforcement agencies to other assistance providers.
		Actors in the criminal justice system aware of their roles and responsibilities	Partially met. The workplace evaluations were not done. However, the discussion on roles and responsibilities was made an integral part of the training.
		50% of victims receiving voluntary medical and psychosocial care linked to the needs in an assessment	Fully met. 95% (106 Of 111) victims received victim care.
		75% of identified victims have received legal counselling	Fully met. 83% of victims have received legal counselling.
		Sentences for traffickers are in proportion to other serious crimes	Very few trafficking cases were completed during the implementation of this project. The sentencing for these cases were however not commensurate with other serious crimes despite the penalties that are allowed in accordance with national anti-trafficking legislations. It should however be noted that these cases were completed prior to the session that was convened with

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.			
Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
		members of the judiciary and the finalization of the “guidelines” for members of the judiciary document.	
		Conduct 3 trainings of prosecutors	Fully met. 3 trainings conducted.
		45 Prosecutors trained to prosecute TIP cases	Fully met. 55 Prosecutors ¹⁰ trained Antigua and Barbuda – 11 Belize – 20 Trinidad & Tobago - 24
		4 prosecutions carried out by trained prosecutors	No cases have been prosecuted in Belize, Antigua and Barbuda or Trinidad and Tobago since the start of the project in 2015. In Trinidad and Tobago, there were two committal hearings at the magistrate’s court that are now tabled to be heard in the High Court. There cases were led by and will be led by trained prosecutors. There are an additional 4 cases tabled for committal hearings that will be led by trained prosecutors in Trinidad and Tobago. In Antigua and Barbuda, there are three cases awaiting committal hearing at the magistrate court. These will be led by trained prosecutors
		2 convictions executed by trained prosecutors	0 convictions. No case being prosecuted during the implementation of this project has fully traversed the criminal justice system. TIP cases in general are tried approximately five years after alleged perpetrators have been charged.
		Conduct 1 trainings of judges to convict and sentence traffickers	Fully met. 2 trainings conducted

¹⁰ No training was scheduled and/or conducted for prosecutors in Jamaica

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.			
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Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
		15 judges trained to convict and sentence traffickers	Fully met. 20 judges/magistrates trained. Antigua and Barbuda – 1 (male) Belize – 4 (females) Jamaica – 4 (females) Trinidad & Tobago – 11 (1 male 10 females)
		4 training curricula developed to train on the protection of victims of TIP	Fully met. 5 developed.
		12 delivery of training sessions	Fully met. 18 training sessions delivered.
		285 persons trained on the protection of victims of TIP.	Fully met and exceeded expectations. 348 individuals were trained. Antigua and Barbuda – 80 Belize – 58 Jamaica – 88 Trinidad & Tobago - 122
Guidelines for prosecutors and judiciary to ensure that victim rights and needs are respected	3.2 Improved collaboration between actors in the criminal justice system	Referral process and guidelines are used – monitor assistance process through workplace evaluation	Workplace evaluations were not done. However, 11 of 19 survey respondents indicated that they used the SOP/guidelines developed for their organizations.
Materials on victim rights disseminated to stakeholders	3.3 Victims are aware of their rights and criminal justice options	75% of victims identified received info-sheets	Ongoing. The brochures have been printed and are awaiting distribution during the last quarter of the project. However, coordinating bodies have reported that all victims identified have been made aware of their rights.

Objective 4: Improve / strengthen regional coordination to combat trafficking in persons			
Outputs	Outcomes	Outcome Targets	Level of Achievement
Draft MOU presented and discussed on either data sharing, voluntary	Improved coordination and collaboration between Caribbean islands to identify victims,	I multilateral MOU discussed One multilateral MOU drafted	Fully met. A consolidated multilateral MOU in relation to data sharing, victim protection, and return has been drafted

repatriation or victim/witness protection	investigate and prosecute TIP cases		and also shared with other countries in the Caribbean.
		IOM to participate in 8 task force meetings per country	<p>Partially met. IOM participated in 4 Taskforce meetings in total. Despite efforts, IOM was only invited to one task force meeting in Jamaica. Belize indicated that their gatherings were closed meetings. Trinidad and Tobago do not have task force meetings as their task force is ministerial. However, IOM had four one-on-one meetings with the CTU director and deputy director. IOM also participated in 3 task force meetings with Antigua & Barbuda. One of these was a 3 day meeting.</p>
		2 regional task force meetings will be held	Fully met. 2 were held. These were used primarily to develop MOUs, share best practices, and provide guidance oversight to shape project activities.
		16 stakeholders participating in sub regional cooperation meeting	<p>Partially met. 14 stakeholders participated. Four participants were invited from each country. Trinidad and Tobago sent 3 because their personnel was in great demand due to a security issue in their country. One representative from Antigua and Barbuda dropped out at the last minute due to a family emergency.</p>
		National and local government measure a 4 on the government political will measurement scale.	Fully met. National and local governments measure a 4 on a 6 point likert scale. This is largely a subjective score based mainly on IOM's overall project experience with and perception of government's level of support and engagement with

			ongoing activities to combat TIP.
External evaluation conducted and results disseminated	Improved understanding of how training modules and trainings contributed to improved knowledge, information, and regional coordination.	External evaluation report produced and shared	Ongoing.

Effectiveness cont'd.

The following discussion answers the other effectiveness sub-questions.

A project of this scope succeeds because of supportive project partners although there are several examples of where full partner support was lacking. For example, project participants cancelled a week before the training and not enough people were available to participate in training due to lack of clearance. Also, one country took almost a year to finalize their assessment report. This is in contradiction to the project design where project activities are dependent on the findings of the assessment report. Frequently though, summary reports would indicate that it is with the help of partners that the project was able to successfully conduct important trainings and workshops across the region.

From all indications, the project was very effective in responding to the needs of the beneficiaries. Through the needs assessment, the training needs of all beneficiaries was established and curriculum designed to target those needs. There were inter-agency trainings; specialized training for prosecutors, labour officers, social workers and immigration officials, and sensitization sessions with members of the judiciary.

However, the following verbatim comments were offered by interview respondents as suggestions of how to make the project more effective:¹¹

- The scheduling of meetings could be done in a timelier manner e.g. more lead time for overseas travel
- Offer more in-depth training to investigators and prosecutors
- Allow more time for discussions and internalization of the information. Training time too limited to benefit from each countries unique experiences.

From the reading of the project documents, it is clear that the development of the training manual for law enforcement officers took much longer to complete due to the strategy used. According to the logic model, a total of 3 workshops were scheduled to develop and test the manual. This process stalled for lack of feedback, but was eventually solved due to effective

¹¹ These comments likely came from participants at multi-stakeholder sessions as only these sessions required travel as well as brought multiple stakeholders from different countries together.

problem solving by project managers. This drawn out process hindered the timely training of law enforcement officers.

One other issue of note is that it is clear that the collaborative and cooperative nature of IOM staff assisted the effectiveness of the project to achieve its objectives and outcomes. The flexibility of staff personnel and their approach to problem solving seem to greatly impact the effectiveness of the project and have, except in the case of the development and testing of the law enforcement manual, and the refusal of one country to sign off on their assessment report, have taken timely measures to mitigating any unplanned negative effects for the project.

Relevance

This section addresses the relevance of the project by measuring:

- a) The level of alignment of project outcomes and objectives with stakeholder's concerns and needs; and
- b) Respondents' perceptions of the project's relevance to their needs.

B	Relevance (extent to which objectives of a project are continuously consistent with recipient's needs)
2	Was the project design, outcomes and objectives relevant to the beneficiary's and stakeholders' concerns and needs?
	2.1 To what extent were stakeholders consulted and involved in designing the project?
	2.2 Were the project activities and outputs consistent with the intended outcomes and objectives?
	2.3 Was the project in line with international and partner government policies and strategies to counter trafficking in persons and practices?
	2.4 Do the expected outcomes and outputs remain valid and pertinent either in terms of the beneficiary's and stakeholders' needs to which the project was designed to respond?
	2.5 What, if any, changes could be made to similar future projects to make it more appropriate in line with relevant beneficiary concerns and needs?

Data gleaned from the desk review reports and responses obtained in interviews with the stakeholders imply that the project responded strongly to the needs and priorities of the four beneficiary countries in their efforts to counter trafficking in persons. The project specifically addresses national policies and strategies to combat human trafficking, as well as the capacity building activities identified as part of the rapid needs assessment activity. The project is also relevant to and in line with international partner government policies and strategies to counter

trafficking in persons and practices. Additionally, key stakeholders revealed that they were fully consulted and involved in the design of the project.

Summary responses obtained in interviews suggest the contribution of the project to relevant national policies or strategies in the following areas:

- Raising awareness of human trafficking on a national level
- Providing guidance for the development of agency SOPs which has led to the review of national legislation
- Improvement on victim-centered approach, investigative techniques, and prosecution of TIP cases, efficient case management, investigative prosecutorial victim care
- Capacity development and sensitization of judges and prosecutors
- Draft MOU on data sharing

Additionally, for the most part, the proposed goal and 4 objectives were aligned and clearly linked to the intended achievement of measurable and specific performance indicators. The logic model framework provided a strong basis for project activities and outputs and was used effectively by the project team in informing activities. However, the model uses a variety of terms and can become confusing as evidenced for objective #3. This objective uses some performance indicators to account for what appear to be long-term impact of the project activities. For example, 30% increase in number of cases referred to law enforcement. The placement of this outcome suggest that its outcome is a direct result of building the capacity of law enforcement officers as no baseline data was established in order to make comparisons. Furthermore if these outcomes are achieved the results may be attributed to a variety of factors as there were no methodological controls in place to rule out competing explanations. A simpler version of the logic model is recommended with a clearer link between activities, outputs and outcomes.

Efficiency and Cost-effectiveness

This sub-section addresses efficiency and cost-effectiveness by measuring:

- a) The achievement of expected project benefits commensurate with the inputs.

C	Efficiency and Cost-effectiveness (measures how resources/inputs (funds, expertise, time, etc.) are converted into outputs).		
3	How well have human and financial resources have been used to undertake activities?	31.	How well have human and financial resources been converted to outputs? (value for money).
		3.2	Were the project activities implemented as planned in a timely manner and within budget?
		3.3	Was the project implemented in the most efficient way compared to alternative means of implementation?

The project's budget was USD 500,000, comprising:

Budget Categories	USD (YR 1-3)
Personnel	121,323
Travel	190,382
Supplies	22,752
Contractual	9,000
Other direct costs (related to the assessment, the technical skills trainings, and the task force meetings in 4 countries)	123,833
Indirect Costs (7%)	32,710
Total	500,000

The last formal report to project donors was on total expenditure for the period October 2015 to March 2018. This reported a total of 56% of funds expended. This may be due to the fact that many of the costs related to implementing objective #2 are still ongoing and were not yet reported. However, at the time of writing this report, the percentage of funds expended is now at approximately 87.31%.¹²

There is evidence that the project manager(s) have made good use of the financial and human resources to undertake activities. The first request for a proposal amendment indicates how thoughtful and judicious the managers were in ensuring that there were no extra costs incurred due to this request. Also, there was more than one case of change or adjustment to staffing to ensure project efficiency. This did not seem to have any lasting negative effects on the project, but indicates the need overall for the project to factor in some risk management in its design to at least identify some possible alternatives to if then scenarios such as change of governments, hurricanes, snap general elections etc.

The challenges the project faced receiving timely feedback from stakeholders on important project outputs, seem to have hindered the efficiency but not necessarily the effectiveness of the project. All the project activities seem to have been completed except for the victim's rights brochure and the manual which had an outcome that was not fulfilled¹³ by the time of writing of this report.

Impact

Typically impact becomes available only after long term implementation but it may be possible, due to the availability of secondary data, for this project to provide pointers towards impact such as measured through increased services for victims of trafficking as will be discussed later in this section. The main evaluation question for the criteria of impact asks whether the project produced the intended results in the short, medium and long-term. The other related sub questions will be addressed throughout this section

¹² This does not include committed funds.

¹³ Stakeholders had not received these documents at the time this report was written.

D	Impact (Positive and negative primary and secondary long-term effects produced by the project, whether directly or indirectly, intended or unintended).		
4	Did the project produce the intended results in the short, medium and long term?	4.1	What unintended results – positive and negative – did the project produce?
		4.2	What was the impact of the project in strengthening institutional capacity of criminal justice actors?
		4.3	What was the impact of the project on identifying victims as well as preventing, investigating, prosecuting and adjudicating TIP cases utilizing a victim centred approach?

There is clear evidence to indicate that the project produced the intended results in the short-term, some of which will impact long-term outputs. Summary responses from survey and interview participants suggest change in knowledge and skills related to identifying victims as well as preventing, investigating, prosecuting and adjudicating TIP cases utilizing a victim-centered approach. Comments also indicate a deep understanding of the value and importance of victim's rights and the use of the victim-centered approach in practice.

One of the main impact of this project may be termed as intangible. This has to do specifically with the issue of regional coordination. Project activities ensured the collaboration and cooperation among actors to strengthen their counter trafficking efforts. The following are verbatim interview and survey comments that described the short-term and longer-term effects of the project:

Short-term Outputs	Longer-term outputs
More charges have been laid	Greater regional cooperation and collaboration between stakeholder agencies locally and internationally to combat trafficking in persons (3 comments)
Higher bail conditions imposed	More streamlined process in the investigation and cases brought before the court
Broader approach to investigations inclusive of financial and labour matters	Special emphasis in the treatment of minor victims
Greater collaboration with stakeholder agencies	More structured approach for data sharing through MOU
Draft MOU on data sharing, Draft victim's rights brochure	Increased capacity building of key stakeholders such as labour and child care officials
Improved awareness of the existing gaps	Improved capability of persons to identify, investigate and prosecute cases of human trafficking maintaining a victim-centered approach (2 comments)

Short-term Outputs	Longer-term outputs
Increased awareness of human trafficking, victim identification, victim care etc.	

A summary of the feedback from the interviews and survey respondents would indicate that there is general agreement that the project strengthened their knowledge skills and attitudes as follows.

- Heightened / increased awareness of human trafficking
- Increased motivation to teach others
- Improved ability to investigate and practice
- Increase in knowledge and ability to identify victims and refer to appropriate agency and provision for victim rights
- Increased care and understanding of the rights that victims of trafficking have
- Ability to use victim-centered methods to investigate TIP cases
- Ability to identify victims of trafficking through common indicators
- Ability to identify the methods used to control victims of trafficking
- Understanding of the long-term care required for victims of trafficking due to trauma
- Ability to identify referral agencies
- Ability to interview victims of trafficking

According to the project summary document, the effectiveness and impact of the regional meeting, in country training and sensitization sessions, as well as bilateral agreements will be measured by the number of VOTs successfully identified, referred and provided with protection services by the different Governments. In this regard there is some success based on the details in the table below. The common performance indicators (CPIs) established as baseline at the start of the project are intended to show some contribution of project activities on related counter trafficking efforts for the long term. The outcomes for these CPIs are discussed under the criteria of effectiveness elsewhere in this report, but are reproduced here for clarity.

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.			
Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
Enhanced capacity of actors in the criminal justice system to investigate, identify and prosecute TIP cases utilizing a victim-centered approach	3.1 Criminal justice actors demonstrate strengthened knowledge and skills	30% increase in number of case referred to law enforcement and for care services (counseling, health, legal etc.)	Inconclusive due to lack of a baseline figure. However, all of the identified cases (111) were referred to law enforcement.
		30% increase in number of cases investigated	Inconclusive, as the needs assessment report was not

Objective 3: To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, investigate, prosecute and adjudicate TIP cases.

Output	Outcomes	Output/Outcome Targets/Indicators	Level of Achievement
			able to capture the baseline criteria necessary for this level of analysis. Number of cases investigated based on information tallied from October 2015 to June 2018 is 63
		50% of VoTs identified, referred and assisted through bilateral mechanisms	Fully met. 100% of the 111 VoTs were referred and assisted through bilateral mechanisms.
		70% of referrals from law enforcement agencies to other direct assistance providers	Fully met. There was 100% of referrals from law enforcement agencies to other assistance providers.
		50% of victims receiving voluntary medical and psychosocial care linked to the needs in an assessment	Fully met. 95% (106 Of 111) victims received victim care.
		75% of identified victims have received legal counselling	Fully met. 83% of victims have received legal counselling.
		12 delivery of training sessions	Fully met. 18 training sessions delivered.
Materials on victim rights disseminated to stakeholders	3.3 Victims are aware of their rights and criminal justice options	75% of victims identified received info-sheets	Ongoing. The brochure were being printed at the time this report was being written and should be distributed to stakeholders during last quarter of the project. However, coordinating bodies have reported that all victims identified have been made aware of their rights.

Sustainability

This sub section of the report discusses whether the acquired capacities of the project are likely to continue after closure of the project.

E	Sustainability (measures whether the benefits of a project are likely to continue after its completion)		
5	Are the benefits generated by the project likely to continue once the external support ceases?	5.1	Do the project countries have the financial capacity and are they committed to maintaining the benefits of the project in the long run?
		5.2	Are the project countries committed to maintaining the benefits of the project in the long run?
		5.3	How far is the project embedded in the institutional structures that are likely to survive beyond the life of the project?

Primary and secondary data sources signify that many of the benefits of the project will continue after its completion, even though it is clear from the needs assessment report that the countries do have some amount of constraints for financial resources. What the data suggest though, is that there is a high level of country commitment to maintaining the benefits of the project in the long run.

Project documentation¹⁴ revealed several examples of country commitment. One country for example, has introduced a module on trafficking in persons in the training of new police officer recruits and has established a Trafficking in persons (Prevention) Secretariat. By far though, the greatest evidence of sustainability is the drafting and of SOPs, guidelines, best practices guidelines and MOUs by the countries involved in the project. This achievement is not be separated from the unique and far-reaching contribution of the project to regional coordination. Both of these go hand in hand as the project seeks to measure long-term impact. The implementation and use of these SOPs/guidelines will go a long way to effect systemic change. For example, of the 19 survey respondents who were aware of the SOPs and guidelines developed for their agency, 36% (n=11) indicated that they have used the SOP, and in addition, 74% have read their country's national legislation on TIP.¹⁵

Additionally, in order to foster sustainability, the project was clear about instituting a training of trainers (TOT) component as part of the specialized training offered to criminal actors in the justice system. This is a well thought out approach and seem to be bearing some fruit. The following information from project documents¹⁶ indicate verified information of TOT sessions as follows:

Session Participants	Country	Date	# of participants
Multi-stakeholder	Antigua & Barbuda	October 2016	20
Multi-Stakeholder	Belize	October 2016	20
Labour Officers	Trinidad & Tobago	February 2017	19
Labour Officers	Jamaica	March 2017	20

¹⁴ Second meeting of task force chairs for Antigua & Barbuda, Belize, Jamaica, the Bahamas and Trinidad and Tobago January 2018

¹⁵ Survey response Q 18-19

¹⁶ IOM records show that a total of 32 sensitization sessions were carried out by individuals who participated in the TOT sessions resulting in the sensitization of 1275 individuals.

Social Workers	Trinidad & Tobago	January 2017	20
Social Workers	Jamaica	March 2017	23
Immigration Officers	Trinidad & Tobago	August 2017	23
Immigration Officers	Jamaica	September 2017	25
Law Enforcement	Antigua & Barbuda	July 2018	21
Law Enforcement	Belize	July 2018	20
Law Enforcement	Jamaica	July 2018	19
Law Enforcement	Trinidad & Tobago	July 2018	23
TOTAL			253

This is supported somewhat by survey respondents. Forty-six percent (n=14) of the responses to this question, indicated that they have conducted TIP training sessions within their organization. At least four respondents stated that they have conducted 5 or more training sessions. Additionally, 10 respondents claimed that they had identified possible victim(s) of trafficking.¹⁷ As mentioned before, when survey respondents were asked about any unplanned positive effects they experienced, a few mentioned sharing the information with others. The following representative comment is a clear illustration of the residual impact of formal training and its ability to foster sustainability.

“From the Human /trafficking workshop in [country name] I acquired more knowledge on the area and observing what was happening in my local surrounding, I got the local human services department officer involved and from that the dept. was able to identify 1 victim of human trafficking...”

Although all four needs assessment reports are endorsed by the governments, there is still scope for buy in from all the countries to ensure the full impact of sustainability. The majority of interview respondents suggested that the project results will be maintained and expanded over time. However, there is less agreement about the level of local and national ownership of the project. Only one interviewee, respondent agreed that there is local and national ownership and that their country benefitted from the skills and information learned. One other mentioned that the project is not seen as high priority for their government.

Equity and Gender Issues

This section of the report discusses the extent to which gender equality and social inclusion issues were addressed by the project.

F	Addressing Equity & Gender Issues (requires paying attention to inequalities & social inclusion)		
6	To what extent was the IOM project designed to appropriately incorporate contributions to the attainment of equality	6.1	To what extent was the IOM project designed and implemented to appropriately incorporate contributions to attainment of gender equality?

¹⁷ Survey responses Q.20-21

F	Addressing Equity & Gender Issues (requires paying attention to inequalities & social inclusion)	
		(gender needs, strategic gender interests, gender related issues) How did the IOM project take into account the needs of the vulnerable and disadvantaged to promote social equity?

It is implied in the project that issues related to the needs of the vulnerable, and issues surrounding gender-based violence and gender equality are addressed by the project. The implementation of project activities imply that it is an important issue for the project and the project managers indicate that the training curriculum and law enforcement manual incorporated principles or practice that come from accepted frameworks on gender programming. In addition, comments from interviews suggest that the knowledge gained from the trainings will be passed on to vulnerable groups such as migrant workers. However, there appears to be no specific mention made to gender as a focus of the project design other than references to disaggregating data according to gender.

Conclusions and Recommendations

Overall, the '*Strengthening the Institutional Capacity of Criminal Justice Actors in the Caribbean to Counter Trafficking in Persons Using a Victim Centered Approach*' project was a timely intervention to position criminal justice officials in the Caribbean island nations of Antigua and Barbuda, Belize, Jamaica and Trinidad and Tobago to lead the fight against trafficking in persons using a victim-centered approach. The outcomes of increased awareness of national stakeholders may be one of its great achievements. The project also managed to facilitate the process of drafting SOPS/guidelines – tools likely to foster institutional capacity in the long run. Additionally, the training of law enforcement officials and actors in the criminal justice system is another achievement that ensures that victim rights and needs are respected. The project has also helped national stakeholders, actors in the criminal justice system and law enforcement officials to experience the beneficial rewards of partnership, cooperation and collaboration. Summary comments from project documents reveal this finding – stakeholders are now bypassing IOM and communicating directly with each other about issues. In addition, this project has also strengthened the relationships between IOM, and national stakeholders across the region which portends well for the future. Although not assigning direct attribution, it should also be noted that three of the four beneficiary countries upgraded their TIP Tier status over the life of the project.

Since training and capacity building are considered to be significant strategies of change, it would seem that a next step strategy is to help the beneficiary countries to build on the current gains for the long term. This project did not have a way to measure the long term gains of training nor a plan for in-depth training which is necessary for continued growth. Project donors should if they have not done so already develop a more comprehensive approach to training to ensure

that not only the criminal justice actors but everyone benefits from some form of training. After all countering human trafficking is everyone's business.

Gap analysis was a good project design approach and should be adopted as a best practice. However, a true needs assessment would help the stakeholders identify the problems not just the gaps. Gaps are not necessarily the problems as problems tend to be rooted in the socio economic fabric of a nation or organization and are not easy to fix. The dependence on training as a single strategy may not be useful to get at the root of some deep-seated problems.

Lessons Learned / Best Practices

A major strength of this project is the commitment to foster collaboration at all levels. This has resulted in a spirit of cooperation and coordination among regional stakeholders – that is the act, but it has impacted their perspective because now they have experienced what it feels like to work together. This project has allowed country stakeholders through the regional task force meeting, and the national cooperation workshop, to collaborate in meaningful ways and can appreciate the tangible results of their labor. It is the working together to accomplish similar goals that has produced the attitude of regional cooperation which has resulted in stakeholders partnering, sharing and cooperating to counter human trafficking. A best practice suggestion is to build cooperation and coordination into project design.

The use of an analysis tool to identify needs at the start of a project is a success factor for this project. It provided the project a firm foundation to procure government buy in. It did not happen for all governments, at least not right away, but it provided the impetus to have a conversation about the real 'need' or problem. Due to the effort put into the needs assessment process and the quality of the output, it may be difficult to ignore the results and may become a reference point for some time to come as governments grapple with how best to use scarce resources to promote systemic change.

The development of the law enforcement manual utilizing an inclusive development approach was a good idea in concept but proved to be problematic. The goal was to ensure that a multidisciplinary and multi-sectoral approach was taken to produce the manual. However, the planning of 3 workshops to complete the manual seem to be excessive unless this is the best practice approach. Eventually, IOM used their expertise and feedback from key stakeholders to approve the manual. It seems then that the manual could have been approved at the first working meeting if IOM had used their expertise to craft a draft for review by stakeholders. It is commendable that the project managers learnt to change course and in an effective way.

The communication problems encountered by project staff to receive feedback to make critical decisions is still not solved. Maybe future projects could build each country's capacity to improve communication using technology. Perhaps, an imported technology approach may not be the answer. The answer may be to create something for Caribbean people that speaks to our unique needs.

Annexes

Annex I. Terms of Reference of the Evaluation



Final Project Evaluation for

'Strengthening the Institutional Capacity of Criminal Justice Actors in the Caribbean to Counter Trafficking in Persons Using a Victim Centered Approach'

TERMS OF REFERENCE

Position Title: Consultant

Location: Jamaica

Type of appointment: Short Term Consultancy – 30 days

Desired start date: 1 September 2018

1. Evaluation Context

In October 2015, the International Organization for Migration (IOM) Jamaica commenced the implementation of a 36 month sub-regional counter trafficking project in Antigua and Barbuda, Belize, Jamaica and Trinidad and Tobago. The project entitled '*Strengthening the Institutional Capacity of Criminal Justice Actors in the Caribbean to Counter Trafficking in Persons Using a Victim Centered Approach*' was funded by the United States Department of State's Office to Monitor and Combat Trafficking in Persons.

The overall objective of the project was to position criminal justice officials in Antigua & Barbuda, Belize, Jamaica and Trinidad and Tobago to lead the fight against trafficking in persons (TIP) using a victim-centred approach. In addition the project's four sub-objectives were:

1. Improve awareness/sensitize national stakeholders of the existing gaps and the need for a victim-centered approach to identify victims, investigate and adjudicate cases of human trafficking.
2. Increase the capacity of law enforcement personnel on victim centered investigations and prosecution of TIP cases.
3. To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, certify, investigate, prosecute and adjudicate TIP cases
4. Improve/strengthen regional cooperation to combat trafficking in persons, including protection of victims.

IOM Mission in Jamaica

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Tel: +876 968 0569 • Fax: +876 920 4261 • E-mail: iomkingston@iom.int • Internet: <http://www.iom.int>

IOM conceptualized project activities aimed at strengthening the capacity in all four countries by complementing the government's efforts to implement their national action plans while building on previous achievements of JTIP funded IOM projects implemented in these countries. In addition, IOM Jamaica sought to provide technical assistance to the national anti-trafficking task forces¹⁸ (and the different stakeholders) to enhance their ability to coordinate government efforts through the formalization of standard operating procedures, taking into account victim protection and respect for the rights of the victims; and increasing stakeholder capacity through a series of trainings with a view to incorporate these into government agency mandated trainings.

The project also aimed to increase the knowledge and cooperation of criminal justice counterparts by promoting the exchange of best practices and intelligence. This was to be achieved via a regional coordination meeting bringing key actors together to discuss challenges and best practices. Improved regional collaboration was also facilitated through the hosting of meetings of task force chairs from the project countries.

2. Evaluation Purpose

The main objective of the evaluation is to:

1. To determine whether the objectives, outputs and outcomes as stated in the logical framework were achieved;
2. To identify lessons learned and provide recommendations for future operations; and
3. To assess the effectiveness/appropriateness of project activities, identify shortcomings and gaps, and make recommendations for future improvement.

¹⁸ A multi-agency government led group charged with leading the countries counter trafficking efforts

IOM will share the evaluation report with the project donor and participating institutions to demonstrate the value of the project, lessons learnt and recommendations.

3. Evaluation Scope

This evaluation should assess the objectives, outputs and outcomes based on the project's implementation since October 2015 through to August 2018. The evaluation will cover all countries where project activities were carried out, namely: Antigua and Barbuda, Belize, Jamaica and Trinidad and Tobago. Data will be collected through interviews (virtual and face to face) and correspondence with stakeholders, as well as scrutiny of project documentation in Jamaica.

4. Evaluation Criteria

The evaluation will focus on the projects effectiveness, whilst also assessing its relevance, effectiveness, efficiency, sustainability and impact.

5. Evaluation Questions

Relevance

- To what extent were stakeholders consulted and involved in designing the project?
- Were the project activities and outputs consistent with the intended outcomes and objectives?
- Was the project in line with international and partner government policies and strategies on counter trafficking in persons and practices?
- Do the expected outcomes and outputs remain valid and pertinent either in terms of the beneficiary's and stakeholders' needs to which the project was designed to respond?
- What, if any, changes could be made to similar future projects to make it more relevant to beneficiary concerns and needs.

Effectiveness

- How effective was the project in delivering desired/planned results? How well did partners (governments) support the implementation of project deliverables?
- How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?
- What, if any, changes could have been made to make the project to make it more effective?
- What are the factors that hindered/assisted the effectiveness of the project?

- To what extent have there been any unplanned positive effects in relation to anticipated results in the project proposal?

Efficiency and cost effectiveness

- How well human and financial resources have been used to undertake activities and how well these resources have converted to outputs – value for money.
- Were the project activities implemented as planned in a timely manner and within budget?
- Was the project implemented in the most efficient way compared to alternative means of implementation?

Impact

- Which positive/negative and intended/unintended effects were produced by the project?
- What was the impact of the project in strengthening institutional capacity of criminal justice actors?
- What was the impact of the project on identifying victims as well as preventing, investigating, prosecuting and adjudicating TIP cases utilizing a victim centered approach?
- Did the project take timely measures for mitigating any unplanned negative impacts?

Sustainability

- Are the benefits generated by the project likely to continue once the external support ceases?
- Do the project countries have the financial capacity and are they committed to maintaining the benefits of the project in the long run?
- How far is the project embedded in the institutional structures that are likely to survive beyond the life of the project?

Cross-cutting themes

- Have practical gender needs, strategic gender interests and other gender-related issues been adequately considered in the project design and implementation?

IOM Jamaica is interested in findings and conclusions on all of the above criteria and questions, however also requests the evaluator focus in particular on conclusions and recommendations related to lessons learned: what has worked and how can this be built on? What has not worked and how can this be improved? What critical factors contributed to the successes and challenges of the project activities?

6. Evaluation Methodology

The evaluation methodology will be designed in alignment with IOM's evaluation guidelines and principles to sufficiently address evaluation questions raised above. The data collection process will apply both quantitative and qualitative methods. The evaluation will draw on the following methods in gathering relevant data:

- a. Desk review (Review of project documents, reports and other existing secondary literature);
- b. Semi-structured interviews with IOM staff responsible for the project implementation, government agencies and other stakeholders;
- c. Survey delivered via an online platform to gather data from stakeholders who participated in project activities.

Data collection will be guided and follow IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

7. Evaluation Deliverables

SUMMARY OF MAIN ACTIONS, DELIVERABLES AND TIMELINES

Main Actions, Deliverables	Delivery Date/Timeframe
Conduct desk research to review project documents and relevant literature	September 1 - 5, 2018

<p>Submission of final inception report to IOM Jamaica.</p> <p>The inception report should demonstrate how the evaluation questions will be answered in a manner that meets the evaluation purpose.</p> <p>The inception report submitted must include, at a minimum:</p> <ol style="list-style-type: none"> 1. An introduction 2. The context of the evaluation 3. The purpose of the evaluation 4. Methodology – Data collection and analysis methods; sampling; limitations and proposed mitigation strategies 5. A workplan 6. Annexes – to include a copy of this TOR and the data collection instruments to be employed. <p>An evaluation matrix must also be included in the inception report, however this may be placed in the main text of the report or as an annex. The evaluation matrix must include the findings from the desk review.</p>	<p>By 5 P.M. on September 7, 2018</p>
<p>Data collection (key informant interviews, surveys and secondary information)</p>	<p>September 10 - 13, 2018</p>
<p>Submission of data analysis and first draft of evaluation report to IOM Jamaica for feedback and further inputs.</p> <p>This report must include a/an:</p> <ol style="list-style-type: none"> 1. An Executive summary 2. The context and purpose of the evaluation 3. The evaluation framework and methodology 4. The findings 5. Conclusions and recommendations for future actions 	<p>By 5 P.M. on September 20, 2018</p>

<p>Finalize and submit final project evaluation/consultancy report to IOM Jamaica.</p> <p>This report must include, at a minimum:</p> <ol style="list-style-type: none"> 1. An Executive summary 2. A list of acronyms 3. An introduction 4. The context, purpose, scope and criteria of the evaluation 5. The evaluation framework and methodology – to include the data sources and collection, data analysis, sampling, limitations and mitigation strategies 6. The finds of the evaluation 7. Conclusions and recommendations 8. Annexes – to include the evaluation matrix, list of documents reviewed, list of persons interviewed or consulted, data collection instruments and copy of this TOR. 	<p>By 5 P.M. on September 28, 2017</p>
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7. Evaluation Budget

Evaluation will be based on the quality, target and detail of the work performed as established above and the consultant's compliance with agreed delivery dates.

The total fee of **USD 8,500.00** will be paid to the consultant based on the following schedule:

- USD 2,000 upon satisfactory submission of the Inception Report final draft;
- USD 2,500 upon satisfactory submission of the Data Analysis and Evaluation Report first draft; USD 4,000 upon submission of the Project Evaluation Report final draft.

8. Required qualifications for the evaluator

Education

Advanced university degree in social science, demography, international relations or other relevant discipline from an accredited academic institution.

Experience

- At least 5 years of experience preferably in Jamaica or the Caribbean working in project evaluation methods and techniques.
- Professional technical knowledge/expertise in data analysis, interpretation and reporting
- Experience with logical framework approach and other strategic planning approaches, M&E methods and approaches (including quantitative, qualitative and participatory), statistical inference methods

- Knowledge/expertise of best practices, lessons learned and communication □ Knowledge of trafficking in persons is desirable.

9. Duration

This consultancy is expected to be completed over a total period of **one (1) month** (1 September 2018 to 30 September 2018).

Signed in two copies in English on August 31, 2018:

For and on the behalf of
The International Organization for Migration

Signature

For and on the behalf of
Janet Morgan

Signature

Keisha Livermore, Head of Office
IOM Kingston
6th Floor, The Towers
25 Dominica Drive
Kingston 5, Jamaica

Janet Morgan
Consultant
Fairfield Mountain
Mandeville
Manchester, Jamaica

Annex II. Evaluation Plan Matrix

Project Goal: Criminal Justice Officials will be well positioned to lead the fight against trafficking in persons using a victim centered approach.
<p>Project Sub-objectives:</p> <ol style="list-style-type: none"> 1. Improve awareness / sensitize national stakeholders of the existing gaps and the need for a victim-centered approach to identify victims, investigate and adjudicate cases of human trafficking. 2. Increase the capacity of law enforcement personnel on victim-centered investigations and prosecution of TIP cases. 3. To strengthen the capacity of criminal justice actors to utilize victim centered methods to identify victims, certify, investigate, prosecute and adjudicate TIP cases. 4. Improve / strengthen regional cooperation to combat trafficking in persons, including protection of victims.

Evaluation Questions		Sub-questions	Indicators	Data Source	Data Collection Methods	Data Analysis	
A	Effectiveness						
1	How effective was the project in delivering desired/planned results?	1.1	How well did partners perform to deliver project results?	Respondent perception Level of achievement of objectives and outcomes	Project documentation IOM staff	Desk review of secondary data Interview	Review of project reports to identify issues of timeliness responsiveness to projects requests etc. Coding for themes
		1.2	How effective has the project been in responding to the needs of the beneficiaries, and what results were achieved?	Respondent perception Level of achievement of objectives and outcomes	Stakeholders (beneficiaries) Project documentation	Survey Desk review of secondary data	Simple descriptive statistics using SurveyMonkey Analysis of baseline data
		1.3	What, if any, changes could we make to the project to make it more effective?	Respondent perceptions	Stakeholders Semi-structured interviews	Survey Semi-structured interviews	Simple descriptive statistics using SurveyMonkey
		1.4	What are the factors that hindered/assisted the effectiveness of the project?	Respondent perception	Stakeholders Summary Project Reports Survey	Synthesis of report findings to identify positive and negative factors	

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
				Level of achievement of objectives and outcomes		Semi-structured interviews with IOM staff Semi-structured interviews with beneficiaries and stakeholders	Simple descriptive statistics using SurveyMonkey Coding of themes
		1.5	To what extent have there been any unplanned positive effects in relation to anticipated results in the project proposal?	Respondent perception Level of achievement of objectives and outcomes	Stakeholders	Semi-structured interviews with IOM staff & stakeholders Survey Summary Reports	Synthesis of report findings to identify unplanned positive effects Simple descriptive statistics using SurveyMonkey Coding of themes
		1.6	Did the project take timely measures for mitigating any unplanned negative impacts?	Respondent perception Timely measures identified by project implementers Type of negative and unintended effects identified by implementers and stakeholders	IOM Project implementers Stakeholders	Project reports Interviews Survey	Synthesis of report findings Simple descriptive statistics using SurveyMonkey Coding of themes
B	Relevance						
2	Was the project design, outcomes and objectives relevant to the beneficiary's and	2.1	To what extent were stakeholders consulted and involved in designing the project?	Respondent perception Level of involvement	IOM Staff Implementers Stakeholders	Desk review of secondary data (summary reports of needs)	Synthesis of report findings

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
stakeholders' concerns and needs?				# of stakeholders consulted # of needs assessment conducted	Project Documentation Survey	assessments, project activities) Survey	Simple descriptive statistics using SurveyMonkey
		2.2	Were the project activities and outputs consistent with the intended outcomes and objectives?	Level of alignment	Project documentation	Desk review of secondary data	Match of project activities with outcomes and objectives
		2.3	Was the project in line with international and partner government policies and strategies to counter trafficking in persons and practices?	Level of alignment	Stakeholders	Interview Survey	Coding for themes Simple descriptive statistics
		2.4	Do the expected outcomes and outputs remain valid and pertinent either in terms of the beneficiary's and stakeholders' needs to which the project was designed to respond?	Respondent perceptions (Stakeholders and beneficiary's expressed satisfaction with project outputs, and outcomes)	Stakeholders	Interview	Coding for themes
		2.5	What, if any, changes could be made to similar future projects to make it more appropriate in line with relevant beneficiary concerns and needs?	Respondent perceptions	Stakeholders	Interview	Coding for themes
C	Efficiency and Cost Effectiveness						
3	How well have human and financial resources have been used to undertake activities?	31.	How well have human and financial resources been converted to outputs? (value for money).	No cost overruns (over or under expenditures)	Project documentation	Desk review of secondary data	Scrutiny of project documents to identify waste or cost overruns.

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
		3.2	Were the project activities implemented as planned in a timely manner and within budget?	No waste of time, money or materials during implementation of project	Project documentation	Desk review of secondary data	Scrutiny of project documents to identify waste or cost overruns.
		3.3	Was the project implemented in the most efficient way compared to alternative means of implementation?	No waste of time, money or materials during implementation of project compared with alternative means of implementation	Project documentation	Desk review of secondary data	Scrutiny of project documents to identify waste or cost overruns.
D	Impact						
4	Which positive / negative and intended / unintended effects were produced by the project?	4.1	What was the impact of the project in strengthening institutional capacity of criminal justice actors?	Respondent perception # of government training programs incorporating the manual/modules % of law enforcement officers demonstrating mastery of the training content 30% increase in number of cases referred to law enforcement and for care services (counseling, health, legal etc.) – case tracking sheet Referral process and guidelines are used to monitor assistance	Project documentation Stakeholders	Desk review of secondary data Survey Interviews	Comparative analysis of pre-post data based on baseline studies, including baseline organized according to prosecution, prevention, and protection. Simple descriptive statistics using SurveyMonkey Coding for themes

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
				<p>process through work place evaluation</p> <p>75% of victims identified receive info-sheets – doc check</p> <p>30% increase in number of cases investigated per country as per case tracking sheet</p> <p>% of training participants demonstrating mastery of training content</p> <p>Actors in the criminal justice system aware of their roles and responsibilities</p>			
	4.2	What was the impact of the project on identifying victims as well as preventing, investigating, prosecuting and adjudicating TIP cases utilizing a victim centred approach?		<p>Respondent perception</p> <p>30% increase in number of cases investigated per country- case tracking sheet</p> <p>% increase in cases investigated</p>	<p>Project documentation</p> <p>Stakeholders</p>	<p>Desk review of secondary data</p> <p>Survey</p>	<p>Comparative analysis of pre-post data based on baseline studies, including baseline organized according to prosecution, prevention, and protection.</p> <p>Simple descriptive statistics using SurveyMonkey</p>

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
				Sentences for traffickers are in proportion to other serious crimes % of VOTs identified, referred and assisted through bilateral mechanisms % of referrals from law enforcement agencies to other direct assistance providers % of victims receiving voluntary medical and psychosocial care linked to the needs in an assessment % of identified victims who have received legal counselling			
E	Sustainability						
5	Are the benefits generated by the project likely to continue once the external support ceases?	5.1	Do the project countries have the financial capacity and are they committed to maintaining the benefits of the project in the long run?	Respondent perception	Stakeholders (Task force chairs)	Interviews	Coding of themes
		5.2	Are the project countries committed to maintaining the benefits of the project in the long run?	Respondent perception Level of participation	Govt. political will measurement	Desk review of secondary data Interviews	Analysis of baseline data Coding of themes

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
				Evidence of adoption of new policies and initiatives (e.g. MOUs, SOP, establishment of special unit within police force) Speed of response to project requests percentage increase in baseline data re prosecution, prevention, and protection	Stakeholders (Task force chairs etc.)		
	5.3	How far is the project embedded in the institutional structures that are likely to survive beyond the life of the project?		Respondent perception # of Training of Trainers sessions # and type of changes implemented Respondent perception	Stakeholders (Task force chairs etc.)	Interviews	Coding of themes
F Addressing Equity and gender issues							
6	To what extent was the IOM project designed to appropriately incorporate contributions to the attainment of equality	6.1	To what extent was the IOM project designed and implemented to appropriately incorporate contributions to attainment of gender equality? (gender needs, strategic gender interests, gender related issues) How did the IOM project take into account the needs of the vulnerable and	Provide examples of how the initiative contributes to gender equality. (Level of gender integration in project activities %age of women participating in training # of women beneficiaries # of male and female victims identified	Project documents	Desk review of secondary data	Data synthesis

Evaluation Questions		Sub-questions		Indicators	Data Source	Data Collection Methods	Data Analysis
			disadvantaged to promote social equity?	Disaggregation of data by gender)			
		6.2	How did the IOM project take into account the needs of the vulnerable and disadvantaged to promote social equity?	Examples of how the project takes into account the needs of vulnerable and disadvantaged groups (VoT)	Project documents	Desk review of secondary data	Data synthesis

Annex III. List of Documents Reviewed

Documents provided by IOM

- i Project Summary Document
- ii Key Information and Brief Project Summary
- iii Project Amendment letter
- iv Budget Narrative
- v Quarterly Reports to Donor
 - a. September-December 2015 to April-June 2018
- vi Assessment Reports
 - a. Antigua & Barbuda
 - b. Belize
 - c. Jamaica
 - d. Trinidad and Tobago
- vii Summary Reports – Counter Human Trafficking Training for Criminal Justice actors for each country
- viii Summary Reports - Training and Training of Trainers for criminal justice actors for each country
- ix Summary report – cooperation workshop
- x Summary report – Meeting of task force chairs
- xi Summary report to develop manual for law enforcement officers
- xii TIP Country Reports
- xiii UNODC Human Trafficking report
- xiv IOM Inception Report guidelines and Template
- xv IOM Evaluation Report guidelines and Templates
- xvi UNODC Evaluation guidelines, templates, handbook

Annex IV. List of Persons Interviewed or Consulted

Total # of interviewees contacted - 10

Antigua & Barbuda		
Name	Position	Organization
Stacey Paige	Permanent Secretary / Coordinator of Special Projects	Ministry of Public Safety and Labour
John McKinnon	Coordinator of Special Projects	Ministry of Public Safety and Labour
Phillisha Francis* not for interview	Administrative Assistant, TIP Secretariat	Ministry of Public Safety and Labour
Belize		
Judith Alpuche	CEO	Ministry of Human Development, Social Transformation and Poverty Alleviation
Stephen Diaz	Focal Point	Ministry of Human Development, Social Transformation and Poverty Alleviation
Michelle Segura	TIP Focal Point	Ministry of Human Development, Social Transformation and Poverty Alleviation
Jamaica		
Keisha West* Former Manager for TIP Secretariat		Legal Reform Department
Chenee Russell	Manager	Trafficking in Persons Secretariat Ministry of Justice
Trinidad and Tobago		
Alana Wheeler	Director	Ministry of National Security / Counter Trafficking Unit
Garvin Narine-Ramsepaul	Senior Legal Officer	Ministry of National Security / Counter Trafficking Unit

Annex V. Data Collection Instruments

Semi-Structured Interview Guide

Contact Sheet

Institution	Department	Interviewee / Position
Date	Time	Location
Other persons present	Team members present	Notes by
Project Focus		

Questions relating to the main evaluation criteria
<p>Effectiveness</p> <ul style="list-style-type: none"> a. What activities have been undertaken under the IOM project that you are familiar with? What short-term outputs have been produced? What longer term effects were produced? b. Were there significant unexpected results or achievements that you know of? What were they? c. What has been the scope or reach of the project activities (working group, regional coordination meetings, SOPs, MOUs, Law enforcement manual, trainings)? Who has been affected (either positively or negatively)? To what extent were men and women affected differently? d. Was the project linked to government activities or other agencies? How well were they coordinated? e. Has the project been effective in developing capacities of the participants involved? Please explain. f. Has any significant event occurred affecting project outcomes? How well did IOM adapt to these circumstances or changes? g. Were the capacity development needs identified for your country? Were some left out? h. Has the IOM made a difference due to this project? To whom? In what way? i. Please tell us about any factors that hindered the effectiveness of the project. Please tell us about any factors that assisted the effectiveness of the project j. What if any changes could IOM make that would make the project more effective. From your involvement with the counter-trafficking process in your country, please describe for us any unplanned positive effects that you have experienced or observed due to the project k. Please identify any negative unplanned effects that this project contributed to.
<p>Relevance</p> <ul style="list-style-type: none"> a. How has the IOM's project supported or contributed to relevant national policies or strategies? In which areas? Can you provide specific examples of good contributions? b. Has IOM followed good practice in the development and implementation of this project? Why or why not? Can you provide specific examples of where IOM approaches were appropriate, well-needed and fit with national efforts c. Did the IOM's project support the government's development goals and strategies? d. How has the IOM project supported the government's development goals and strategies on counter trafficking in persons and practices? e. Is IOM's project aligned with government plans, procedures and policies? f. Did IOM design the right project to meet the needs of the stakeholders? Why or why not? What could have been done differently? g. Were there obvious or critical gaps that the IOM project or activities did not address? What were they? h. Was the IOM project adequately adapted to changes in local conditions? Provide examples.

- | |
|---|
| <ul style="list-style-type: none"> i. Do you believe that you were fully consulted and involved in the design of the project? j. What if any changes could the project make, to make it in line with your concerns and needs? |
|---|

Efficiency (Qs for IOM staff if necessary)

To your knowledge, how well did IOM use its human and financial resources? Were resources used well? Were funds received on time? Why or why not? Were projects approved and launched in a timely manner? Why or why not? Please provide specific examples. Were there any unplanned negative effect of the project? Please provide examples. What measures did the project use to mitigate any unplanned impact?

Impact

What was the impact of the project in strengthening institutional capacity of criminal justice actors? (MDAs)?

What was the impact of the project in identifying victims as well as preventing, investigating, prosecuting and adjudicating TIP cases utilizing a victim centered approach?

Sustainability

Were the project achievements maintained and expanded over time?

- a. Did you nominate representatives who are responsible for training in respective agencies?

What lessons have you learned from the IOM assisted project? Have any knowledge and lessons been used?

Would you say there is a high degree of local / national ownership of this project? Why or why not?

How could national ownership be improved?

Gender and Equity issues

Was the project based on a gender analysis of targets and resources? What effects were realized in terms of gender equality, if any (provide examples)?

Were women and men distinguished in terms of participation and benefits within specific projects? Were there clear gender strategies provided and / or technical advice on gender mainstreaming issues?

Were specific vulnerable groups helped by the project? If so, how (provide examples)

Were the rights of indigenous peoples addressed in the project? If so, how?



Strengthening the Institutional Capacity of Criminal Justice Actors in the Caribbean to Counter Trafficking in Persons Using a Victim- centered Approach

Demographics

1. Country

- Antigua and Barbuda
- Belize
- Jamaica
- Trinidad & Tobago

2. Please provide your name and the name of your organization/agency if you are willing.

3. Position

4. Briefly describe your role in the counter trafficking process in your country

5. I participated in the following project activities. (Please check all that apply).

- Regional meeting of **Task Force Chairs**
 - Sensitization session for the **Judiciary**
 - Counter Human Trafficking Training & Training of Trainers for **Labour Officers**
 - Counter Human Trafficking Training & Training of Trainers for **Social Workers**
 - Counter Human Trafficking Training & Training of Trainers for **Immigration Officials**
 - Other (please specify)
- Working group meetings** to draft training modules for law enforcement officials
 - Sensitization session for **Prosecutors**
 - Cooperation workshop:** Navigating the challenges of the criminal justice system in the Caribbean for human trafficking cases
 - Validation meeting** for law enforcement manual
 - Capacity building and Training of Trainers for **law enforcement officers** to identify and investigate TIP matters

6. Gender

- Man
- Woman
- Other gender (please specify)



Effectiveness

7. In your opinion, how effective was the JTIP project in achieving the following objectives/outcomes?

Please select 'not applicable' if you have no knowledge of a particular item.

	Not Applicable	Very ineffective	Ineffective nor ineffective	Neither effective nor ineffective	Effective	Very effective
Strengthened the capacity of law enforcement personnel on victim-centered investigations and prosecution of TIP cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Improved the awareness of national stakeholders of the existing gaps around victim-centered investigations and prosecution of TIP cases	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sensitized national stakeholders to the need for a victim-centered approach to identify victims	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Improved the awareness of national stakeholders about the need for a victim-centered approach to investigate and adjudicate cases of human trafficking	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Strengthened the capacity of labour officers, social workers and immigration officials to identify, refer, protect victims, investigate cases and support government prosecutorial efforts	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Not Applicable	Very ineffective	Ineffective	Neither effective nor ineffective	Effective	Very effective
Established multilateral coordination between countries and national criminal justice actors to combat trafficking in persons, including protection of persons	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Improved the knowledge and skills of criminal justice actors to identify, certify, refer, investigate and /or adjudicate cases of trafficking in persons	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Developed the capacity of ministry, department and agency personnel to train in their respective agencies	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Prepared agency personnel to incorporate TIP into standardized institutional training	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Drafted an inter-agency Guideline/SOP for criminal justice actors (Antigua & Barbuda, Belize, & Trinidad & Tobago).	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Drafted Guideline/SOP for immigration officers, labour officers, prosecutors and the judiciary	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Disseminated information sheets that highlight the victim rights	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Sensitized judiciary about international and national legal frameworks, case scenarios and investigations and criminal justice options	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Facilitated the sharing of best practices among key stakeholders to share best practices	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Facilitated the discussion of multilateral MOUs	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

	Not Applicable	Very ineffective	Ineffective	Neither effective nor ineffective	Effective	Very effective
Strengthened the relationship between IOM and the national task forces in each country	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Provided technical support the governments on TIP related matters not covered under the project	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Implementation of Guidelines/SOPs developed during the project	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
Supported gender and vulnerable, marginalized target groups	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
8. From your involvement with the counter-trafficking process in your country, please describe for us any unplanned positive effects that you have experienced or observed due to the project.	<input type="text"/>					



Impact

9. If you have participated in counter trafficking training and the training of trainers, how much has your participation in these sessions, contributed to your:

	Not at all	A little	Somewhat	Quite a lot	Very much
Ability to identify victims of trafficking through common indicators	<input type="radio"/>				
Ability to identify victims within your country that do not fit the typical victim profile	<input type="radio"/>				
Ability to identify the methods used to control victims of trafficking	<input type="radio"/>				
Understanding of the rights that victims of trafficking have	<input type="radio"/>				
Ability to use victim-centred methods to investigate TIP cases	<input type="radio"/>				
Attitude towards victims of trafficking	<input type="radio"/>				
Ability to interview victims of trafficking	<input type="radio"/>				
Understanding of the long-term care required for victims of trafficking due to trauma	<input type="radio"/>				
Ability to identify referral agencies	<input type="radio"/>				
Ability to follow referral mechanism procedures	<input type="radio"/>				
Ability to complete a screening form to facilitate victim identification	<input type="radio"/>				

10. Which of the following is **not** a cause of TIP?

- | | |
|--|--|
| <input type="radio"/> Disorientation | <input type="radio"/> Desire for a better life |
| <input type="radio"/> Poverty | <input type="radio"/> Conflict |
| <input type="radio"/> Cultural Practices | |

11. The consequences of being trafficked are many. Which of the following is not a consequence of being trafficked?

- | | |
|--|---|
| <input type="radio"/> Physical injuries and disabilities | <input type="radio"/> Psychological mental issues |
| <input type="radio"/> Psychosomatic reactions | <input type="radio"/> limited opportunities |
| <input type="radio"/> Isolation, loneliness | |

12. Smuggling involves:

- a. illegal border crossing
- b. illegal (false or stolen) documents
- c. coercion and exploitation

- a & b only
- a & c only
- All of the above

13. What does the letter 'A' stand for in the PEACE method?

- | | |
|-------------------------------|--------------------------------|
| <input type="radio"/> Assess | <input type="radio"/> Analysis |
| <input type="radio"/> Account | <input type="radio"/> Address |
| <input type="radio"/> Allow | |

14. What are the three elements of TIP?

- Activity, mechanism, purpose
- Movement, means, purpose/exploitation
- Activity, means, purpose/exploitation
- Recruitment, abduction, deception

15. Which of the following is true in relation to the profile of victims in the Caribbean?

- | | |
|--|--|
| <input type="radio"/> A. Many perceive themselves as poor | <input type="radio"/> A & C only |
| <input type="radio"/> B. They enter through airports legally | <input type="radio"/> All of the above |
| <input type="radio"/> C. They overstay their time granted | |

16. In order to prove trafficking in persons, **movement** of the individual from one place to another must be present.

- True
- False

17. Child trafficking:

- Requires only the activity and the means elements of TIP
- Requires only means and exploitation
- Requires only exploitation
- Requires only activity and exploitation



Sustainability

18. I have read my country's national legislation on Trafficking in Persons

- Yes
- No
- Not Applicable

19. I have used the Standard Operating Procedures (SOP) / guidelines developed for my organization/agency.

- Yes
- No
- Not Applicable

20. Since the time you participated in counter trafficking training and the training of trainers activities, how many TIP training sessions have you conducted within your organization/agency?

- 0
- 1-2
- 3-4
- 5 or more

21. Since the time you participated in counter trafficking training and the training of trainers activities, have you identified any possible victim(s) of trafficking?

- Yes
- No

22. Where applicable, what steps have you taken to ensure that victims rights are respected when handling trafficking in persons cases?

23. What does it mean for you to uphold victims rights in your work setting?

24. Please feel free to provide any other comments you may have about the project.