



International Organization for Migration (IOM)

The UN Migration Agency

Evaluation Report

Mid-term internal evaluation of the project

“Technical assistance to the Government of Kyrgyzstan to strengthen the legal and operational framework for combating trafficking in persons”

Implementing agency: International Organization for Migration (IOM)

IOM project code: CT.0918

Donor: Office to Monitor and Combat Trafficking in Persons, US Department of State (“J/TIP”)

J/TIP award number: S-SJTIP-15-GR-1003

Field visits: February 2018

Report date: June 2018

*Internal evaluator: Sarah Harris, Regional Monitoring and Evaluation Officer,
Regional Office for South-Eastern Europe, Eastern Europe and Central Asia*

Commissioned by: IOM Country Office in the Kyrgyz Republic

Table of contents

List of Acronyms	3
Executive Summary	4
1. Introduction	9
2. Context and purpose of the evaluation	9
2.1 Evaluation context	9
2.2 Evaluation purpose	9
2.3 Evaluation scope	10
2.4 Evaluation criteria	10
3. Evaluation framework and methodology	10
3.1 Data sources and collection	10
3.2 Data analysis	10
4. Findings	11
4.1 Relevance	11
4.2 Effectiveness	16
4.3 Efficiency	22
4.4 Impact	24
4.5 Sustainability	29
6. Conclusions	31
6. Recommendations	34
Annexes	
Annex 1 – Theory of Change (ToC) diagram	36
Annex 2 – Evaluation Term of Reference	40
Annex 3 – Evaluation Matrix	44
Annex 4 – Agenda of field visit	47
Annex 5 – Data collection tools	48
Annex 6 – List of documents reviewed	53
Annex 7 – List of persons interviewed	54

List of acronyms

CT	Counter Trafficking
GoK	Government of the Kyrgyz Republic
GLO.ACT	The Global Action to Prevent and Address Trafficking in Persons and the Smuggling of Migrants
HQ	Headquarters
ILO	International Labour Organization
INL	United States Bureau of International Narcotics and Law Enforcement Affairs
IO	International Organization
IOM	International Organization for Migration
J/TIP	Office to Monitor and Combat Trafficking in Persons of the US Department of State
JTC	Judicial Training Center
MLSD	Ministry of Labour and Social Development of the Kyrgyz Republic
MFA	Ministry of Foreign Affairs
Moi	Ministry of Interior of the Kyrgyz Republic
NAP	National Action Plan
NGO	Non-Governmental Organization
NRM	National Referral Mechanism
OSCE	Organization for Security and Co-operation in Europe
RO	Regional Office
SOPs	Standard Operating Procedures
SMS	State Migration Service of the Kyrgyz Republic
TCP	Training Center for Prosecutors
TIP	Trafficking in Persons
TFG	Task Force Group
ToC	Theory of Change
ToR	Terms of Reference
UNEG	United Nations Evaluation Group
UNODC	United Nations Office on Drugs and Crime
US	United States
USAID	United States Agency for International Development
VoT	Victims of Trafficking

EXECUTIVE SUMMARY

This report presents the results of a mid-term evaluation of the project “Technical Assistance to the Government of Kyrgyzstan to Strengthen the Legal and Operational Framework on Combating Trafficking in Persons,” funded by Office to Monitor and Combat Trafficking in Persons of the US Department of State (“J/TIP”). The evaluation was carried out as an independent, internal evaluation by the Regional Monitoring and Evaluation Officer in IOM’s Regional Office in Vienna.

Project description: This 36-month project (1 October 2015 to 30 September 2018) aims to provide the Government of the Kyrgyz Republic (GoK) with technical assistance to strengthen its legal and operational framework for combating trafficking in persons (TIP) using a coordinated and victim-centred approach. It supports alignment of legislation with international standards; developing a National Referral Mechanism (NRM) and Standard Operating Procedures (SOPs) to improve services to victims of trafficking (VoTs) and enhancing cooperation between government and civil society; trainings for judges, prosecutors and law enforcement; and increasing awareness on trafficking and related legislative and operational updates. The project also provides technical and logistical support to Parliament, essential for successful achievement of the legislative component of this project. The project has four intended objectives, as follows:

- **Objective 1:** GoK to draft, debate and adopt an amendment bringing the country’s TIP law in line with international standards.
- **Objective 2:** Support GoK in the development, institutionalization and implementation of a National Referral Mechanism to identify and provide assistance to VoTs using a victim-centered approach
- **Objective 3:** Prosecutorial and judicial officials engage in the effective investigation and prosecution of TIP cases using the draft amended TIP law and a victim-centered approach
- **Objective 4:** Vulnerable individuals and partners and relevant government institutions are aware of the risks of TIP, as well as the development of new updates to national legal and operational framework, and engage with available services

As part of the evaluation, a Theory of Change (ToC) diagram was developed to further illustrate the intended results of the project (Annex 1).

Evaluation purpose: This mid-term evaluation is being conducted at the end of two and half years of implementation of a three-year project. The evaluation purpose is to take stock of progress in project implementation to provide IOM project management, the donor (J/TIP) and key partners (Parliament, Ministry of Interior, State Migration Service, Ministry of Labour and Social Development) with an indication of how well the project is doing including quality of project implementation, bottlenecks and constraints, achievements and milestones, lessons learned and best practices. The purpose is described in fuller detail in the Evaluation TOR (Annex 2).

Evaluation scope: The evaluation covers the period from October 1, 2015 until the time of the evaluation visit during 26 February to 2 March 2018. The geographical area covered included Bishkek (North) and Osh (South). Some final activities were yet to be carried out at the time of the evaluation.

Evaluation criteria and questions: The evaluation covers criteria of relevance, effectiveness, efficiency, impact and sustainability. The focus is on effectiveness, efficiency and sustainability. A list of evaluation questions can be found in the evaluation TOR (Annex 2) and the Evaluation Matrix (Annex 3).

Evaluation methodology: The data collection for the evaluation involved document review (see list of documents reviewed in Annex 4); an initial reflection session with IOM staff facilitated by the evaluator; semi-structured key informant interviews with partners and stakeholders (see list in Annex 5); and a final debrief and discussion with IOM staff including participative identification of initial recommendations.

Conclusions:

The following provides a summary of the key conclusions that can be drawn, based on the detailed findings presented in the previous section:

Relevance: *extent to which the project objective or outcomes remain valid and pertinent either as originally planned or as subsequently modified*

- **The proposal is well-designed with a clear, concise and logical description of activities and results that forms a solid basis for the project’s theory of change (ToC).** The Evaluator reviewed the ToC based on the proposal’s results matrix and narrative with IOM staff, revising assumptions and adding some key contributing factors. A diagram of the ToC is included in Annex 1.
- **The project’s objectives and outcomes are well aligned with context and needs.** The project supported national legislative reforms at the request of the government, in line with findings of a Parliamentary Monitoring Report produced in 2015. At that time, other CT actors chose to focus attention on other identified needs, such as UNODC support for the NAP 2017-2020. IOM identified legal amendments and establishment of the NRM as key priorities, for which IOM could leverage its expertise in legal standards and coordinated, victim-centered approaches. The project continues to align to national priorities, as evidenced by inclusion of all project components in the CT National Action Plan (NAP) for 2017-2020, and CT was identified as a priority issue for government. Finally, IOM aligned the project well to its other CT efforts and with those implemented by other international actors through meetings in the scope of the OSCE-led CT Coordination Platform.
- **Overall, this project combines well both theoretical and practical approaches.** The project provided the needed technical and financial resources to lay the foundation for an NRM and promotion of a victim-centered and coordinated approach among national actors. In terms of investigation and prosecution, IOM supported development of national identification criteria, shifting the mentality towards a victim-centered approach, and improving interaction and coordination among judges, prosecutors, law enforcement, and other CT actors. Finally, related to awareness raising, IOM promoted an existing national CT hotline and prioritized selection of innovative campaign ideas among IOM’s network of NGOs, as well as development of a new mobile application. All campaigns promoted both the hotline and the mobile application.

Effectiveness: *extent to which a project achieves its objectives or produces its desired results*

- **The project appears to be on track to complete all activities and achieve all planned outputs by the end of the project.** However, it was unclear in some instances based on available data, given that monitoring data is reported only in quarterly reports with no other tool to track progress.
- Some key results achieved by the project to date include:
 - **Legal amendments have already been adopted following a review and debate process that proceed much smoother and quicker than initially expected,** from public hearings (Sept-Dec 2016), to parliamentary hearings (June-Nov 2017) and finally adoption by the Present in January 2018. This represents a key achievement, especially as the project had only originally planned to produce a draft by the end of the project. Additionally, the project also supported the drafting of a law on Private Employment Agencies.
 - **All stakeholders generally perceived that knowledge and understanding on a victim-centered and coordinated approach has improved since the start of the project,** though monitoring data was not available in all instances to corroborate these perceptions.
 - **Draft SOPs are drafted and validated,** and stakeholders perceived that engagement was strong and that efforts were on track to achieve the adoption of by-laws by the relevant ministries and agencies for the operationalization of an NRM.

- **The planned trainings were completed, except for some final trainings for police**, which were delayed slightly due to Leahy vetting procedures, and the **training modules have been provided to the training centers** to enable future replication.
 - **Trainings were perceived to be of high-quality by stakeholders, including the module content and the international expert trainers.** Stakeholders appreciated the use of Russian-speaking trainers who brought relevant country contexts and experiences. The Training Center for Prosecutors noted that many formal requests have been received from prosecutors to repeat the training for additional participants.
 - **In 2017, the Ministry of Interior reported that 4 cases were investigated and prosecuted (according to IOM staff)**, thereby exceeding the project's outcome-level target (3 cases).
 - **All information campaigns were successfully completed or on track, all have promoted the national hotline and a new mobile application developed under this project**, and project monitoring data indicates that progress towards the targets is on track.
- **IOM has appeared to successfully mitigate identified challenges and constraints.** The main delays experienced were in the start-up period, due to national elections and resulting reforms, mitigated by IOM through close and ongoing coordination with all relevant stakeholders, including the TFG. In terms of legal and NRM activities, the legal review and approval process took full shape only after the project started, resulting in a need to adjust sequencing of activities. Therefore, NRM related activities were delayed from the first to the second year, but proceeded smoothly once they started. Concerning training for law enforcement, the main issue has been the delayed approval of participant lists given government-required MFA approval and donor-required Leahy vetting. IOM is mitigating this through frequent meetings with partners and has kept the donor well informed.

Efficiency: *how well the resources (funds, expertise, and time) are used to undertake activities, and how well these resources are converted into outputs*

- **Analysis indicates that expenditures and activity implementation is overall timely and on track.** Efforts at the start of the project involved a lot of consultation, reflection, and capacity building on a victim-centered, coordinated approach to CT based on international best practice. Now, as the project is nearing its end, efforts are more logistical in terms of finalizing all activities and ensuring a proper exit strategy and closure of the project.
- **The project appears to have made efficient and effective use of NGO partners and consultants.** IOM project team and NGOs all reported good communication and information sharing. In working with NGOs, IOM selects proposals based on a scoring system that prioritizes innovation and efficiency. High quality consultants were used, and the team strived to maximize the efficiency and utility of each consultant.

Impact: *positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally*

- **Long-term impacts are likely to be achieved related to implementing legal amendments.** The project facilitated adoption of a comprehensive TIP law aligned with international standards, by supporting drafting of the law and building the knowledge among stakeholders needed to review, debate and adopt it. Originally, outputs focused on providing the knowledge and skills needed to debate amendments, but given the quick and smooth adoption process the project focus was extended to also support the implementation. This is reflected in the scope of workshops for NRM stakeholders on the SOPs, which were amended to include attention not just to drafting the SOPs but also to training on their use. A final event is also planned by IOM to present and promote the full package of amendments and SOPs to further contribute to their implementation.
- **Capacity building on victim-centered and coordinated approaches went in parallel to legislative developments from the start of the project, and the role of the expert consultants was cited by stakeholders as critical in promoting reflection and shifting mindsets.** The project thereby has also

laid the basis for adoption of by-laws by relevant ministries to operationalize an NRM, and IOM staff and the expert consultants continue to explain and promote the amendments and SOPs.

- Other contributing factors include efforts of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy), the OSCE-led CT Platform, the development of the NAP 2017-2020, and government engagement and facilitation (Mol, SMS, MLSO).

Sustainability: *the durability of the project's results, or the continuation of the project's benefits once external support ceases*

- **Project activities and goals were embedded within national agendas and action plans**, and coordination and interaction were promoted through the Parliament-led TFG.
- **The project has supported practical implementation by NRM stakeholders by providing a package of laws, SOPs and national identification criteria** that will help to improve coordination among GoK and civil society. NRM stakeholders have gained a solid knowledge of these, and a willingness to implement them is in place. However, further training may be needed to clarify roles and to work out practical implementation details. Implementation will also require sustained engagement and coordination, and long-term sustainability depends on the GoK gradually taking on a larger support role, including allocation of budget lines for CT. To support this, IOM is planning an event that will present the package of amendments and SOPs to GoK and civil society.
- **IOM continued supporting its existing network of CT NGOs under this project, including building capacity of NGOs on identification and assistance to VoTs, funding prevention efforts, and improving networking and coordination.** NGOs will continue to play an important role going forward, as the GoK continues to expand attention to CT efforts. However, many of the NGOs continue to rely on IOM and other projects to fund their activities, and concerns about a lack of institutional memory and SMS presence in the regions were raised by various stakeholders, resulting in NGOs as well as IOM being called on to respond to referrals for assistance. These are factors to consider in terms of implementing and sustaining an effective NRM.
- **Partnering with training centers, sharing the training materials, and using a 'training of trainers' approach facilitates sustainability of project benefits.** The training centers both reported they continue to use, strengthen and expand upon the materials, by incorporating interactive case studies or using them as the basis for developing materials. However, there may still be a need for external support, such as financial support for future trainings or in case international experts are needed to train additional trainers. Stakeholders also noted that support and facilitation would also be helpful in case joint trainings among prosecutors, judges and police will be organized.
- **The project was designed to support sustainable awareness raising by promoting the national CT hotline and by supporting development of a mobile application**, while will continue provide lasting benefits through continued sharing and promotion by IOM, NGOs and the GoK.

Recommendations:

The recommendations identified by the Evaluator are summarized below. Further details on each can be found in the Findings and Recommendations sections of the report.

Recommended actions for IOM in the next month:

- (1) Review the ToC diagram (Annex 1) and revise as needed, to inform monitoring, design of the exit strategy, and reporting progress to the donor and other stakeholders.
- (2) Convert the logic model from the proposal into a Results Monitoring Framework to more clearly align indicators to specific outputs and outcomes and to better track overall progress of indicators.

Recommended actions for IOM by the end of this project:

- (3) Carry out a fuller analysis of the status of each relevant ministry and agency regarding existence of dedicated CT unit or staff, as part of final exit planning for this project.
- (4) Gather data needed to report on the percentage of TFG members that demonstrate capacity and knowledge on a coordinated and victim-centered approach.
- (5) Explore ways to monitor progress for Outcome 2.1 (GoK active engagement) and Outcome 2.2 (institutional capacity of NRM stakeholders) to inform exit planning and final reporting.
- (6) Explore with each training center and with the MoI the possible approaches to monitoring application of knowledge and other impacts on an institutional level.
- (7) As part of exit planning, assess the status of institutionalization of the trainings and foreseen needs in terms of future support.

Recommended actions for IOM for future CT projects:

- (8) Continue to promote the use of the mobile application for supporting awareness raising and prevention of CT.
- (9) Continue supporting and building capacity of IOM's network of NGOs including building skills in advocacy and strategic planning.
- (10) Support the GoK in interpreting and applying the SOPs in a unified and coordinated manner, including further training and workshops for NRM stakeholders.
- (11) Explore ways to build capacity of the GoK administrative and financial staff by providing technical advice and best practice on estimated costs for operationalizing the various elements of the NRM.
- (12) Explore interest among stakeholders for joint trainings for prosecutors, judges and police, as well as potentially the penitentiary system, including exploring potential added value of IOM facilitation.
- (13) Translate into Russian and Kyrgyz languages all training materials that are rolled out nationally.

Recommended actions for IOM for all future projects:

- (14) Develop and use tools to monitor four key areas: activities, results, budget and expenditures, and risks, including a Results Monitoring Framework (results) and a Detailed Work Plan (activities).
- (15) Integrate post-training assessments to check retention and use of knowledge several months after a training.
- (16) Provide written guidance to each implementing partner on contractual and budget agreements including an indicator of procedures for requesting amendments.

1. INTRODUCTION

This mid-term evaluation was commissioned by the IOM Mission in the Kyrgyz Republic for the project “Technical Assistance to the Government of Kyrgyzstan to Strengthen the Legal and Operational Framework on Combating Trafficking in Persons” funded by Office to Monitor and Combat Trafficking in Persons of the US Department of State (“J/TIP”). This was carried out as an independent, internal evaluation by the Regional Monitoring and Evaluation Officer in IOM’s Regional Office in Vienna.

2. CONTEXT AND PURPOSE OF THE EVALUATION

2.1 Evaluation context

This 36-month project (implementation period from 1 October 2015 – 30 September 2018) intends to provide the Government of Kyrgyzstan (GoK) with technical assistance to strengthen the legal and operational framework for combating trafficking in persons (TIP) in a coordinated manner and using a victim-centered approach. The aim is that the national TIP legislation will be enhanced in line with international standards, particularly as it applies to the trafficking of children for the purpose of sexual exploitation. It also supports development of a National Referral Mechanism (NRM) and Standard Operating Procedures (SOPs) to improve government services to victims of trafficking (VoTs) and to enhance cooperation between government and civil society actors. In order to build professionalism in combating TIP, the project supports trainings for judges, prosecutors and law enforcement (LEAs) in partnership with the national Training Center for Prosecutors (TCP), the Judicial Training Center (JTC), and the Ministry of the Interior (MoI). Finally, the project aims to increase awareness of stakeholders on national legislative and operational TIP updates. To ensure GoK’s buy-in, a Task Force Group (TFG) led by Parliament was established. The project also provides technical and logistical support to Parliament, identified as essential for the successful achievement of the legislative component of this project. In its advocacy and awareness raising campaigns the project relies on an IOM network of about 30 NGOs across the country.

The project has four intended objectives, as follows:

- **Objective 1:** GoK to draft, debate and adopt an amendment bringing the country’s TIP law in line with international standards.
- **Objective 2:** Support GoK in the development, institutionalization and implementation of a National Referral Mechanism to identify and provide assistance to VoTs using a victim-centered approach
- **Objective 3:** Prosecutorial and judicial officials engage in the effective investigation and prosecution of TIP cases using the draft amended TIP law and a victim-centered approach
- **Objective 4:** Vulnerable individuals and partners and relevant government institutions are aware of the risks of TIP, as well as the development of new updates to national legal and operational framework, and engage with available services

As part of the evaluation, a Theory of Change (ToC) diagram was developed to further illustrate the intended results of the project, based on the project document and on conversations with IOM staff and stakeholders (see Annex 1).

2.2 Evaluation purpose

This mid-term evaluation is being conducted at the end of two and half years of implementation of a three-year project. It is an internal independent evaluation by the Regional Monitoring and Evaluation Officer in IOM’s Regional Office in Vienna. The purpose is to stock of progress in project implementation to provide IOM project management, the donor (J/TIP) and key partners (Parliament, Ministry of Interior, State Migration Service, Ministry of Labour and Social Development) with an indication of how well the project is

doing including quality of project implementation, bottlenecks and constraints, achievements and milestones, lessons learned and best practices. Further details on the evaluation purpose is described in the Evaluation Terms of Reference (Annex 1).

2.3 Evaluation scope

The evaluation covers the entire project period from October 1, 2015 until the time of the evaluation visit (26 February to 2 March 2018). The geographical area covered included Bishkek (North) and Osh (South). Some specific activities were yet to be carried out at the time of the evaluation: additional trainings for prosecutors, judges and police; and a final event to present the legal amendments and the SOPs.

2.4 Evaluation criteria

The evaluation covers criteria of relevance, effectiveness, efficiency, impact and sustainability. The focus is on effectiveness, efficiency and sustainability. A full list of the related evaluation questions for each of the criteria can be found in the TOR (Annex 2) as well as in the Evaluation Matrix (Annex 3).

1. *Relevance*: extent to which the project objective or outcomes remain valid and pertinent either as originally planned or as subsequently modified
2. *Effectiveness*: extent to which a project achieves its objectives or produces its desired results
3. *Efficiency*: how well the resources (funds, expertise, and time) are used to undertake activities, and how well these resources are converted into outputs
4. *Impact*: positive and negative, primary and secondary long-term effects produced by a project, directly or indirectly, intentionally or unintentionally
5. *Sustainability*: the durability of the project's results, or the continuation of the project's benefits once external support ceases

3. EVALUATION FRAMEWORK AND METHODOLOGY

3.1 Data sources and collection

The Regional M&E Officer from the IOM Regional Office in Vienna led the evaluation. The focal persons in the Mission – Head of Office, Project Manager, Project Assistant – provided country specific information, relevant documents, and information on progress and achievements of the project to date.

The data collection for the evaluation also involved the following:

- Document review (*see list of documents reviewed in Annex 4*);
- Initial reflection session with IOM staff facilitated by the evaluator;
- Semi-structured key informant interviews with partners and stakeholders (*see list in Annex 5*); and
- Debrief with IOM staff including participative identification of initial recommendations.

The evaluator strived to promote participation of all stakeholders in the process. The evaluator explained the purpose and scope of the evaluation at the start of each interview, and asked for stakeholder opinions regarding recommended actions. The evaluator also note that evaluation reports can requested from the Project Manager, who will be responsible for sharing the report externally.

3.2 Data analysis

As with data collection the data analysis was guided by the Evaluation Matrix (Annex 3). The analysis relied primarily on qualitative analysis of data collected through document review and notes from semi-structured interviews. The evaluator strived to ensure that the assessments were objective and balanced, affirmations accurate and verifiable, and recommendations realistic, and to follow IOM Data Protection Principles, UNEG norms and standards, and relevant ethical guidelines.

4. FINDINGS

Relevance

Relevance concerns the extent to which the project remains valid and pertinent. Specifically, this section addresses the following evaluation questions:

- What is the theory of change underlying the project, and to what degree is it reasonable and logical?
- To what extent do the objectives and outcomes of the project remain valid?
- To what extent does the project contribute to the CT efforts of other agencies and government activities?

Project design and theory of change:

What is the theory of change underlying the project, and to what degree is it reasonable and logical?

- The proposal was very well designed in terms of a clear, concise and logical description of activities and results. There is a logical consistency and coherence, and the assumptions provided are logical, even though some levels of the results chain are missing corresponding assumptions. Taken together, these elements form a solid basis for the theory of change (ToC).¹
- During the field visit, the Evaluator reviewed the ToC with the project team, revising assumptions, and adding key contributing factors (*see ToC diagram in Annex 1*). It was identified that some aspects could be further explored or strengthened. For example, some assumptions were missing, and some original assumptions proved to be incorrect. Some contributing factors were added, for instance the contribution of a USAID-funded project that supports development of an additional SOP on state shelter that will help to establish the NRM. Finally, it was discussed how a fuller explanation of some linkages between results would be helpful, particularly at the outcome level given that the project is ending in a few months, for example why and how improved knowledge among NRM stakeholders will facilitate their more active engagement, and how that is intended to contribute to the long-term goal of NRM institutionalization.
 - **Recommendation:** In the next month, review the ToC diagram (Annex 1) and revise as needed (adjusting the linkages, filling in missing assumptions, and adding other contributing factors as needed). It is suggested to focus on the outcome level, related to how project inputs and other contributing factors are expected to lead to outcomes, and thereby to objectives. This can help to inform final monitoring activities, design of the project's exit strategy in terms of promoting greater sustainability and impact, and reporting progress to the donor and other stakeholders.

Alignment with context and needs:

To what extent do the objectives and outcomes of the project remain valid?

- The project was repeatedly cited by stakeholders as timely and critical following a Parliamentary Monitoring Report in 2015 on the progress achieved in the ten years since passage of the 2005 TIP law, which identified gaps and ineffective regulations.
- There was also a general need to improve government attention to and involvement in CT. NGOs have been involved in protection and prevention efforts for a long time, but government involvement has until recently been weak because CT was not seen as a priority issue.
- Overall, this project combines well the establishment of a theoretical and legal foundation with practical application through SOPs and trainings for law enforcement. The project facilitated a platform for high-level discussions guided by international experts and with inclusion of relevant

¹ A Theory of Change (ToC) explains causal pathways between activities, outputs, outcomes and objectives. It is a description and/or illustration that not only indicates the desired change, but explains *how* and *why* the desired change is expected to happen. The term 'theory of change' is sometimes used generally to refer a results chain or a logical framework. For IOM projects, the results matrix therefore provides the basic elements of a TOR and the narrative of the proposal can provide further details on the how and the why. In addition to these elements from the proposal template, a full ToC should ideally also include other necessary pre-conditions before the long-term objectives can be achieved. This can include assumptions that should hold true and other contributing factors.

government agencies and civil society actors. IOM brings its extensive global and national experience in the field of CT, including with rights-based and victims-centered approaches.

The following table provides a summary of needs organized per each of the four objectives of the project. The various needs mentioned are then described in more detail further below.

Objectives:	Original needs (2015)	Evidence from:	Current needs (2018)	Evidence from:
Legal framework	Improve TIP law and awareness of GoK actors of their roles in implementation.	IOM proposal, citing Monitoring Report of the 2005 law. Stakeholder perceptions, citing NAP 2013-2016.	Implementation and monitoring of TIP law. Implementation of NAP, supported by government budget and IO support.	Stakeholder perceptions, citing evaluation of NAP 2013-2016 and NAP 2017-2020.
NRM	Improve knowledge of a coordinated, victim-centered approach. Standard procedures to guide actions. Coordination platform among government and civil society.	IOM rationale in proposal, based on Parliamentary Monitoring Report of the 2005 law. Stakeholder perceptions, citing NAP 2013-2016.	Put in place by-laws for setting up the NRM. Trainings to facilitate the implementation of NRM, including at regional level. Implement practical coordination among government and civil society based on SOPs.	Stakeholder perceptions.
Investigation and prosecution	Improve knowledge of investigation and prosecution including a coordinated, victim-centered approach and proactive victim identification and referral to assistance. Increase LE training and reduce reliance on NGOs and IOs to train LE personnel.	Stakeholder perceptions, citing evaluation of NAP 2013-2016. 2017 TIP report.	Further roll-out of trainings to prosecutors, judges and police, including at regional level. Continued need to reduce reliance on NGOs and IOs to train LE personnel.	Stakeholder perceptions.
Awareness raising and prevention	Focus on civil society rather than only on government. Need to continue driving traffic to national hotline, while also exploring more innovative digital approaches.	Stakeholder perceptions.	Further spread knowledge within relevant ministries and agencies, and to regional levels.	Stakeholder perceptions.

- **Legal framework.** The need to improve the TIP law and its implementation was a key identified need for this project. An assessment of implementation of the first national TIP law of 2005 was carried out by Parliament in 2015. Initial findings at the time of drafting the project proposal indicated that: (1) none of the responsible ministries and agencies had developed secondary legislative acts (by-laws) to properly address TIP, (2) nor had they adopted SOPs to create an effective operational framework (NRM), and (3) they also did not fully understand their role and involvement in the implementation. Based on this and on IOM’s own assessment and consultations, the project prioritized amending legislation that would lay a foundation for the establishment of an NRM and promote a victim-centered and coordinated approach to protection and prosecution.
 - **Ongoing needs:** Currently, needs and priorities expressed by stakeholders include ongoing monitoring and oversight of implementation of TIP law, a function led by the Parliament, and the NAP for 2017-2020, a function led by the Government. Related to the NAP, there is also a need to build the ownership of government through dedicated budget lines for CT and to establish dedicated CT units within the relevant ministries and agencies. However, there is not currently a full analysis of the existing dedicated CT units within each relevant ministries and agencies.

- **Recommendation:** By the end of the project, IOM is recommended to carry out a fuller analysis of the status of each relevant ministry and agency regarding existence of dedicated CT unit or staff, potentially as part of the final exit planning for this project. According to IOM project staff, such analysis is planned as part of the UNODC-led GloACT project; it is therefore recommended that IOM request results of this analysis from UNODC.
- **NRM.** IOM has been doing CT work in the Kyrgyz Republic since 2002, starting with direct assistance in identifying and assisting VoTs, then transitioning to building capacities of national stakeholders. In this regard, written guidance was needed by both government and NGOs to more effectively coordinate CT efforts, as called for in the NAP 2013-2016. However, national actors lacked technical and financial resources to develop those documents. This project stepped in to support through international experts and IOM’s own expertise in victim-centered, coordinated approaches. The project also aimed to provide a platform for coordination among government and civil society to review and debate the draft SOPs. This is in line with needs expressed by stakeholders – for instance, state bodies are often limited in their interactions with NGOs as they are not always able to organize meetings. The SMS, for instance, only has a central office and therefore limited reach in the regions. IOM has generally played an intermediary role between state actors and NGOs, including facilitation and capacity building of a network of NGOs working on CT.
 - *Ongoing needs.* After the project, the developed SOPs (pending formal adoption through by-laws of each ministry and agency) are intended to guide further practical coordination efforts on victim identification and referral. Stakeholders noted that there will likely be a need for ironing out the SOPs based on actual practice, as well as a need for further training within each relevant entity including to staff in the regions.
 - **Recommendation** (also listed in sustainability section): In future, it is recommended that IOM support the GoK in interpreting and applying the SOPs in a unified and coordinated manner, including further training and workshops for NRM stakeholders.
- **Investigation and prosecution.** There was also a need to extend training for identification and referral to include law enforcement, in addition to NGOs. The 2017 TIP report cites a need to increase law enforcement training and reduce reliance on NGOs and IOs to train their personnel. Through this project, IOM supported the Mol to develop national identification criteria based on a victim-centered and coordinated approach, to shift the mentality related to conceptions of victims and how to best interact with them, and to encourage more interaction and coordination among prosecutors, judges and police and with other CT actors. To promote buy-in and sustainability, the modules were developed in cooperation with the Mol’s CT unit, the training center for judges, and the training center for prosecutors. Russian-speaking international experts were brought in to facilitate adaptation of international standards to the local context, and separate training modules were tailored for each group (prosecutors, judges, and police) along with a ‘training of trainers’ approach to encourage continued use of trainers and materials in future trainings.
 - *Ongoing needs.* While modules have been handed over and trainers are available to deliver them, there is a need for further roll-out, especially to the regions. The local authorities are reportedly not very aware of the issue of TIP, and migrants are mostly from rural areas. There may be a need in future for technical or financial assistance to train more trainers, as the government budget is often unable to cover costs related to bringing in international experts. Joint trainings for prosecutors, judges and police, as well as potentially the penitentiary system, could be beneficial to promote shared understanding of laws and procedures and improve interaction and coordination. IOM may be well positioned to facilitate such joint trainings by lending its convening power to overcome cooperative resistance. There was also an interest in getting more acquainted with international best practice; Eastern Europe or Southeast Asia contexts may be particularly useful and relevant.

- **Recommendation:** In future, IOM is recommended to explore interest among stakeholders for joint trainings for prosecutors, judges and police, as well as potentially the penitentiary system, including the potential added value of IOM facilitation of such trainings.
- **Awareness raising and prevention.** While the GoK was the main partner, IOM identified an added value to working also with civil society. Specifically, there was a need to continue awareness raising of risks of human trafficking and to promote the national CT hotline as the main avenue for receiving quality information on risks and referral to services. At the same time, the project supported other awareness raising activities across the country, for which it encouraged innovative approaches through competitive bidding processes. In developing the mobile application, Android was selected as the operating system to use based on an assessment of the technologies most used by the project’s target group. IOM consulted with experts in mobile technologies when planning the mobile application component including for drafting TOR for the call for proposals.
 - **Ongoing needs:** There will continue to be a need to carry out awareness and prevention activities among vulnerable groups, and to spread knowledge of TIP law, referral systems and available services among the local government and law enforcement agencies who deal directly with victims and potential victims of trafficking, especially in the regions. Though the government is poised to take on greater technical and financial responsibility, there will still be a need to rely on civil society support. NGOs stand ready with their institutional memory, experience and expertise, though two needs stand out in respect to NGO capacities. First, bidding procedures for NGOs are needed to facilitate their support to government-led CT efforts. This should be possible under current laws and regulations on public private partnerships, but reportedly have not yet been used for CT. Second, NGOs will need strong strategy and advocacy skills. IOM recently identified a need to improve these skills among NGOs in their network as part of a mapping of NGO capacities carried out jointly by IOM and the USAID Collaborative Governance Program. Such skills will be beneficial also to supporting NGOs in case bidding processes are introduced by the government for CT efforts.
 - **Recommendation (also listed in sustainability section):** In future, IOM is recommended to continue supporting and building capacity of its network of NGOs including building skills in advocacy and strategic planning to strengthen the willingness and ability of NGO to respond to requests from the GoK and to ensure visibility for their role in supporting CT efforts.
- **Other needs. In addition to the above, other related needs were identified that are not specifically addressed by the project that could be potentially explored or addressed in future projects:**
 - Expand training and awareness raising activities to the regions. The lack of regional representation of SMS, as the service was transformed several years ago, resulting in the closing down of regional offices and keeping only a central office, is a key factor in this regard highlighted by stakeholders. For instance, the NGOs reported this was a major concern and represents a constraining factor in their prevention work.
 - Involve private employment agencies. This would be beneficial according to various interviewed stakeholders, either through awareness raising or training activities to improve their knowledge of trafficking risks and to include them in prevention efforts.

Alignment with strategies and priorities:

To what extent does the project contribute to the CT efforts of other agencies and government activities?

- The project supported national legislative reforms at the request of the government, in line with findings of a Parliamentary Monitoring Report produced in 2015. At that time, other CT actors chose to focus attention on other identified needs, such as UNODC support for the NAP 2017-2020. IOM identified legal amendments and establishment of the NRM as key priorities, for which IOM could leverage its expertise in legal standards and coordinated, victim-centered approaches.

- The actions of the project continue to align to national priorities, as evidenced by their inclusion in the NAP for 2017-2020. The NAP foresees work on further improvement of legislation (Objective 1), NRM establishment (Objective 2), concerted action to prevent trafficking in persons and raise awareness on risks of exploitation (Objective 4), efforts to promote interagency and international cooperation (Objective 2) and more effective investigation and prosecution (Objective 3).
- Trafficking in persons and the smuggling of migrants remain priority issues for the government as evidenced by the NAP for 2017-2020 and the Migration Policy Framework. The project also aligns well to the priorities of specific GoK partners under this project. For instance, partnerships with SMS on awareness raising made sense based on their mandate and portfolio. The General Prosecutor's Office is addressing CT as a principle directions in their efforts.
- IOM aligned this project with its other CT efforts, including a USAID-funded project under which an additional SOP on state-run shelters for VoTs. Those SOPs were presented in the workshops with the stakeholders, in addition to the four SOPs developed under the scope of this project. In terms of awareness raising, this project aligns with another regional IOM-implemented project funded by USAID, the regional Dignity and Rights (DAR) project. Under that project, the focus is on social media whereas this project promotes the mobile application, the CTIP website *traffikunet.kg*, and the physical information campaigns.
- In relation to alignment with other CT projects implemented by other IOs, IOM meets regularly with other international actors working in the Kyrgyz Republic. This includes meetings in the scope of the OSCE-led CT Coordination Platform. One key project is the GLO.ACT project implemented by UNODC, in which IOM participates globally but in the Kyrgyz Republic provides only in-kind support; still, IOM stays up to date on the prevention initiatives under that projects to ensure alignment and avoid duplication, and several NGOs in the IOM network also participate in that project. The GoK plays a lead role in ensuring coordination and avoid duplication of efforts, including by developing annual work plans with each IO. However, one stakeholder expressed concern that there have been some minor cases of duplication, resulting at times in similar activities in the same regions.

Effectiveness

Effectiveness concerns the extent to which the project produced the desired results. Specifically, this section addresses the following evaluation questions:

- How well is the project achieving its planned results? Is the project effective in reaching planned outputs and achieving the intended outcomes?
- What are the barriers which constrained and delayed IOM Missions' achievement of planned outputs? What are the external and internal factors/constraints?

Achievement of planned results:

How well is the project achieving its planned results? Is the project effective in reaching planned outputs and achieving the intended outcomes?

- The project established **indicators** for output and outcome levels in the logic model. The project team regularly tracks progress against the indicators and reports progress in the quarterly reports, with no additional monitoring tools used. Therefore, based on data from quarterly reports, the Evaluator compiled data into a Results Monitoring Framework to review indicators and progress.
- In doing so, it was found that data is not always clear regarding progress in some of the indicators, as well as regarding which output/outcome some of the indicators corresponded to. The logic model clearly lists indicators for each output and outcome; however, additional 'performance indicators' are listed below the outputs and outcomes and it is not always clear to which output/outcome those indicators correspond, and in some cases the indicators appear to repeat.
 - **Recommendation:** In the next month, convert the logic model from the proposal into a Results Monitoring Framework to more clearly align indicators to specific outputs and outcomes and to better track overall progress of indicators. The version started by the Evaluator can serve as a foundation, to be corrected as needed and then used to check progress for final reporting.²
 - **Recommendation:** In future projects, it is recommended to develop and use tools to monitor four key areas: activities, results, budget and expenditures, and risks. A template for monitoring each of these areas is provided in the IOM Project Handbook.

Based on the compilation of data on progress against the indicators gained from a review of project quarterly reports, combined with the data gathered from interviews during the field visit, the following section provides a **summary of progress** for each output and outcome using a selection of key indicators chosen by the Evaluator and other evidence gathered from the interviews.

Objective 1: Legal amendments

- Activities are completed or on track, and all outputs are achieved. The project successfully drafted and delivered the draft amendments, the main intended output under the control of the project (Output 1.1). Furthermore, the amendments have already been adopted following a review and debate process that proceeded much smoother and quicker than initially expected. This provides a proxy indication that stakeholders had sufficient knowledge to engage in debate (Output 1.2). Also, TFG members interviewed cited anecdotes and examples of improvements in knowledge since the start of the project, and all stakeholders generally perceived that knowledge has improved since the start of the project. However, monitoring data was not available on whether TFG members now demonstrate greater capacity and knowledge on a coordinated and victim-centered approach. The fact that the draft amendments were successfully adopted in January 2018 (Outcome 1) is an indication that they had sufficient knowledge; however, it could be possible for instance that knowledge is uneven among all TFG members.
 - **Recommendation:** Before the end of the project, gather data needed to report on the percentage of TFG members that demonstrate capacity and knowledge on a coordinated and

² The IOM Project Handbook provides also an RMF template (which served as the basis for the Evaluator's version) and related guidance, including a suggestion to review monthly (see pg. 253-278 on project planning, and pg. 285 on internal coordination).

victim-centered approach. This could be carried out in the context of a TFG working group meeting, a survey of all TFG members, or assessed potentially during the final event planned for all stakeholders (in which case it could assess knowledge of all relevant stakeholders, including civil society – see next recommendations).

Activity/result:	Evidence of progress:		Status:
Activities:	<p>1.1.1 TFG created in the second quarter.</p> <p>1.1.2 Draft amendments finalized in September 2016, and passed to process of public and parliamentary hearings.</p> <p><i>Additional activity:</i> The project also added support for drafting a law on Private Employment Agencies at the request of the government.</p> <p>1.2.1 Present amendments to civil society and Parliament. Review, debate and adoption of amendments proceeded quicker than expected: from public hearings (Sept-Dec 2016), to parliamentary hearings (Jun-Nov 2017), and adoption by the President in Jan 2018.</p> <p><i>Additional activity:</i> Initially, a large event was planned during the review and debate of amendments. In the end, as that review was quicker and simpler than expected and the GoK therefore didn't deem it necessary to hold an event at that time. Therefore, a final event will be organized to present the amendments and SOPs.</p> <p>1.2.2 Support Parliamentary review. A series of three parliamentary hearings was completed during Jun-Nov 2017.</p>		<p>Completed</p> <p>Completed</p> <p>Completed</p> <p>Completed</p> <p>On track</p> <p>Completed</p>
Output 1.1 – Draft amendments	<p><u>Indicators/targets:</u></p> <p>2 amendments drafted</p>	<p><u>Progress:</u></p> <p>Yes. 3 amendments drafted (TIP law including NRM, national identification criteria, and private employment law)</p>	Achieved
Output 1.2 – Key stakeholders have knowledge to debate the amendments	<p><u>Indicators/targets:</u></p> <p>50% of TFG members demonstrating capacity and knowledge on a coordinated and victim-centered approach</p> <p>Successful debate leading to formal adoption of legal amendments</p>	<p><u>Progress:</u></p> <p>Yes. Post-tests from an April 2018 workshop demonstrated average 90% of TFG members increased capacity and knowledge.</p> <p>Yes. The quick and smooth review process is a proxy indication that stakeholders had the knowledge needed to debate amendments.</p>	Achieved (though data is limited)
Outcome 1 – GoK engaged in adoption of amendments	<p><u>Indicators/targets:</u></p> <p>30 Members of Parliament attended the reviews</p> <p>3 Parliamentary Reviews concluded</p>	<p><u>Progress:</u></p> <p>Yes. 40 MPs attended.</p> <p>Yes. The review process was smooth, quick and successful, indicating strong engagement.</p>	Achieved

Objective 2: National referral mechanism

- Activities were all completed or on track at the time of the evaluation. Outputs are achieved or on track based on data available, although there was more limited data available at level of outcome.
 - **Recommendation:** By the end of the project, explore ways to monitor progress for Outcome 2.1 (GoK active engagement) and Outcome 2.2 (institutional capacity of NRM stakeholders) to inform exit planning and final reporting. This could be done using established or other relevant indicators indicators, which could be measured through use of an end of project survey to ministries to find out awareness of and engagement in reviewing SOPs, potentially integrated into the planned event to share and present amendments and SOPs.

Activity/result:	Evidence of progress:		Status:
Activities:	2.1.1. Workshop on NRM - <i>amended to joint NRM/SOP, with 2.2.1</i> 2.1.2. TFG drafts article on the NRM 2.2.1. Workshop on SOPs - <i>amended to joint NRM/SOP, with 2.1.1</i> 2.2.2. Draft four SOPs 2.2.3. Publish draft SOPs – <i>amended to use budget for this activity to rather cover additional trainings for judges and prosecutors</i> 2.3.1 Four workshops on SOPs		Completed Completed Completed Completed On track Completed
Output 2.1 – TFG have knowledge and technical capacity to draft amendments	<u>Indicators/targets:</u> 12 TFG members attend the NRM/SOP workshop At least 50% of participants score 70% on post training test for NRM	<u>Progress:</u> Yes. 12 TFG members attended the NRM/SOP workshop. Yes. 50% scored at least 70% on the post training test (of those who took both the pre and post test)	Achieved
Output 2.2 – Draft SOPs available	<u>Indicators/targets:</u> 4 draft SOPs developed.	<u>Progress:</u> Yes. Draft SOPs have been finalized and the relevant government agencies are working on by-laws to institutionalize the SOPs.	Achieved
Output 2.3 – Key stakeholders have knowledge to identify and refer victims	<u>Indicators/targets:</u> 4 workshops on SOPs 140 stakeholders trained	<u>Progress:</u> Yes. 4 workshops on SOPs were held by end of Mar 2017. Yes. 140 stakeholders trained.	Achieved
Outcome 2.1 – GoK is engaged in adopting by-laws for NRM	<u>Indicators/targets:</u> Monitoring data was not available on this outcome, so assessment relies on stakeholder perceptions.	<u>Progress:</u> Unclear. Though full data was not yet available, the stakeholders interviewed felt that engagement was strong and that efforts were on track to achieve the adoption of by-laws for the NRM.	Unclear
Outcome 2.2 – NRM stakeholders have institutional capacity to identify and refer	<u>Indicators/targets:</u> 10 victims identified and referred to appropriate services by potential NRM stakeholders	<u>Progress:</u> Unclear. No data available, but apparently, no progress yet.	Unclear

Objective 3: Investigation and prosecution

- Trainings have all been completed as planned, with exception of final trainings for police, though those appear to be on track pending Leahy vetting procedures. The project appears on track to deliver all outputs: training modules (Output 3.1); knowledge increased through trainings (Output 3.2); refurbishment of a simulation exercise room for Training Center for Prosecutors (Output 3.3).
- Training modules are perceived to be of high-quality, comprehensive and well presented. They cover national and international legislation, various categories of victims, how to interview, referral to assistance, and what assistance is provided by IOM. The Training Center for Prosecutors noted there have been many formal requests from prosecutors to repeat the training for additional participants.
- The international experts that delivered the training of trainers were perceived to be high-quality and effective trainers, and importantly they brought relevant experiences and contexts that they've worked in (Moldova, Kazakhstan) and were Russian-speaking which was highly valued as it facilitates more effective training. However, several stakeholders commended on the fact that the modules for prosecutors and judges was provided only in Russian, while the module for police was in Kyrgyz and Russian. Training centers and trainers for prosecutors and judges felt that it would be very valuable to have it also in Kyrgyz, especially for use in the southern regions. The module for police was translated into Kyrgyz as well as Russian, and a trainer for the police noted that it was very helpful.
 - **Recommendation:** In future projects, translate all training materials that are intended to be rolled out nationally into both Russian and Kyrgyz languages.
- In terms of judges, prosecutors and police applying the law and using a victim-centered approach (Outcome 3), the data available is more limited. In 2017, the Ministry of the Interior reported that four cases were investigated and prosecuted, according to IOM staff; this exceeds the outcome-level target of three cases established under this project. Also, the Training Centers and the trainers interviewed did agree that there has been an obvious qualitative change in investigations since the trainings were offered. For instance, the stakeholders referred to recent cases that were being investigated more thoroughly and accurately, and more use of the CT article in the criminal code in prosecutions. However, there has not yet been an analysis and assessment of statistics of cases over recent years to cite quantitative improvements.

“The main thing I learned was to better understand victims and how to interview them. Before, there was no real content to the word ‘victim’ for us, it was just a word, and I didn’t have a full idea of what it meant. But after the training, I have changed my opinion, and I now understand what the term victim means.” – A trainer
- The trainer centers staff and trainers interviewed were pleased with the quality of the courses and perceived that they have been very useful in improving knowledge of victim-centered approaches to investigation and prosecution. This was cited as an unusual focus compared to other or previous trainings, and represents an added value of these trainings.
- All stakeholder interviewed felt that the training modules provided a solid foundation that can be complemented and built upon with further case studies and examples, and all were pleased with the quality of international experts especially the selection of Russian-speaking experts from nearby and similar countries. However, some stakeholders felt that not all models and approaches fit to the local context. One law enforcement official, for instance, felt that the interviewing methodology doesn’t fully fit the local mentality and culture, and that perhaps local psychologies could have helped to better adapt it. Overall, however, most stakeholders were pleased with the modules.
 - **Recommendation:** Before the end of the project, explore with each training center and with the Mol the possible approaches to monitoring application of knowledge and other impacts on an institutional level, in terms of institutionalization of trainings and ability to implement further trainings including any external support needed. Specifically, with the Training Center for Prosecutors, explore possibility of analyzing cases over past years, to inform monitoring and final reporting by IOM and also inform the work and planning of the Training Center for Prosecutors.

Activities/results:	Evidence of progress:		Achieved?
Activities	4.1.1. Allocate 3 grants for conducting awareness raising campaign in the South, North, and online		Completed (3 rounds)
Output 4.1 – Target groups call hotline	<u>Indicators/targets:</u> 8,000 calls to the hotline	<u>Progress:</u> Yes. 6,656 calls (as of Dec 2017)	On track
Output 4.2 – Partners and government institutions know about amended law	<u>Indicators/targets:</u> 9 awareness raising campaigns conducted 6,000 print materials	<u>Progress:</u> Yes. 6 awareness raising campaigns conducted (3 more underway). 5,381 print materials	On track
Outcome 4 – Vulnerable individuals aware of risks of TIP and partners and relevant government institutions are aware about new updates to TIP legislation	<u>Indicators/targets:</u> 100,000 individuals, including partners and relevant government institutions reached by awareness events	<u>Progress:</u> Yes. 5.8 million people had been reached by the end of Dec 2017 by physical information campaigns or mass media (41,511 via physical information campaigns; 5,797,850 people reached via mass media ³)	Over-achieved

Challenges and constraints:

What are the barriers which constrained and delayed IOM Missions' achievement of planned outputs?

What are the external and internal factors/constraints?

- The main delays experienced were in the start-up period, due to an external factor of the national **elections and resulting government reforms**. The reforms included the transformation or termination of various state agencies. IOM mitigated impact on the project by identifying the key partners and quickly bringing them up to speed on project goals and activities, though formation of the planned Task Force Group (TFG) was delayed slightly from first to second quarter. IOM continued to mitigate impacts of government changes including government resignation in April 2016, changes in the heads of the two training centers, and presidential elections in Oct 2017 through close and ongoing coordination with all relevant stakeholders, including through the TFG.
- In the second quarter (Jan-Mar 2016), the TFG was established and a consultant hired to facilitate drafting legal amendments, representing only a few months' delay from original plans. Also, in the end, the **TFG was led by Parliament** rather than the Ministry of Labor, Migration and Youth (MLMY) as originally planned. This decision was based on assessment that a Parliament-led TFG would be more sustainable, given that the monitoring of the implementation of TIP law is implemented annually under the auspices of Parliament. Also, the MLMY was terminated after the reforms, with some functions transferred to newly established State Migration Service (SMS) and others to a transformed Ministry of Labor and Social Development (MLSD).
- In terms of legal and NRM activities, the **legal review and approval process** took full shape after the project started, resulting in a need to adjust the sequencing of activities. Initially, the idea was that development of amendments and SOPs for the NRM could proceed in parallel. However, it became clear that this would not be possible; rather, the amendments would first need to be drafted before development of SOPs could begin. Therefore, NRM related activities (workshops, drafting SOPs) were delayed from the first to the second year, but proceeded smoothly once they started. Drafting of SOPs were concluded by the end of the second year as initially planned, and SOP workshops have continued as planned during this third and final year.
- Concerning the **training for law enforcement** the main issue has been the delayed **approval of participant lists** given the government process of MFA approval and the donor requirement of Leahy

³ Note that this is a total statistic for online awareness raising and does not reflect unique views, meaning that it may include double counting as people can visit the website multiple times.

vetting. IOM is actively working to mitigate this through meetings with partners and has kept the donor informed of the issue. It currently appears likely that the planned trainings will be completed by the end of the project.

- Assessment of activity progress relied on quarterly reports and interviews with the IOM project staff, as no additional monitoring tools were used.
 - **Recommendation:** In future projects, use a Detailed Work Plan or similar monitoring tool to more clearly track progress of planned activities, including the activities outlined in the project document's basic work plan with the addition of tasks related to project launch, M&E, reporting, and project closure.⁴

Efficiency

Efficiency concerns how well resources (funds, expertise, time, etc.) are used to undertake activities and converted to results. Specifically, this section addresses the following evaluation questions:

- *Are the project expenditures in line with the agreed upon budget?*
 - *Could activities have been implemented with fewer resources without reducing the quality and quantity of results?*
-
- Internally, staff of the IOM Mission in Bishkek meet weekly to monitor progress across its projects and also hold meetings for each program area to review progress. Externally, the project staff maintained close communication with GoK partners, as stated by the stakeholders interviewed. This included support to coordination of the TFG and regular bilateral meetings with the main GoK stakeholders, including briefing new staff following government reforms, which occurs regularly following elections. The GoK stakeholders reported that the support was timely provided and met expectations.
 - IOM project team and NGOs all reported good communication and information sharing, including through periodic reports from NGOs and frequent updates and information sharing from IOM. In general, including in this project, IOM keeps all NGOs in its network aware of relevant events and new information related to CT efforts in the country. In this project, the NGOs interviewed were satisfied with the support provided by IOM, stating that the project team was available and responsive to their questions and helped to solve problems that arose during implementation. However, one NGO representative expressed frustration with restriction of expenditures according to the specified budget line, and was apparently unaware that it was possible to contact IOM to request approval for a reallocation of budget lines.
 - **Recommendation:** In future projects, in addition to current practice of orientation sessions for all implementing partners, provide a written guidance to each implementing partner on contractual and budget agreements including an indicator of procedures for requesting amendments to those agreements. At minimum, this could be a short guidance note that is shared with all implementing partners upon signing a new agreement. In future, IOM could also consider developing more detailed guidance in the form of a manual for implementing partners.
 - Financial reports are regularly generated and reviewed by the IOM project staff to ensure that the project expenditures are in line with the agreed upon budget. The project appears to be on track to completed expenditures by the end of the project, and the budget was well planned and allocated to cover planned activities and achieve the intended results by the end of the project.
 - Analysis of the implementation timeline and completion dates from the quarterly reports indicates that the project was overall very timely in conducting its activities. Most activities were in line with original estimated timelines, with the exceptions being mostly due to external circumstances.

⁴ The IOM Project Handbook provides a proposed template and further guidance (see pages 253-278 on project planning, and page 285 on suggested internal coordination meetings).

- Efforts at the start of the project involved a lot of consultation, reflection, and capacity building on a victim-centered, coordinated approach to CT based on international best practice. This ran in parallel to the legislative developments to ensure that all stakeholders were well informed and improved their understanding and knowledge. There was also more discussion towards the start of the project among the stakeholders on the best models and experiences to use, and IOM staff also made concerted to ensure that best practice continued to inform the discussion. Now, as the project is nearing its end, efforts are more logistical in terms of finalizing all planned activities as well as ensuring a proper exit strategy and closure of the project.
- High quality consultants were used, and the project team strived to maximize the efficiency and utility of each consultant. The project team closely reviewed and aligned of respective TORs. For instance, the first training consultant could cover a greater scope of work than originally envisioned, so the TOR of a second planned training consultant was adjusted to remove some elements related to developing the training modules while adding additional work related to the delivery of trainings. As another example, IOM endeavored to ensure complementarity among the international experts selected for the trainings in terms of relevant expertise and experiences. The project team also identified other ways to maximize the added value of the local and international consultants, for instance by adding work to the local NRM consultant to also draft a law on private employment agencies. This was highly appreciated by the GoK partners.
- In working with NGOs, IOM selects proposals based on a scoring system that prioritizes innovation and efficiency. The overall approach of working with NGOs to carry out local prevention campaigns is also predicated on an assumption that NGOs can leverage connections to local governments, thereby boosting the effectiveness and impact of the awareness raising campaigns.
- The project amended the initial plan for an international NRM consultant given the revised understanding of how the SOP adoption process would proceed (amendments to CTIP law were developed by Government – SMS and MoI – then submitted via the Office of the Prime Minister to Parliament, which adopted it after three reviews, and then sent to the President for signature). Given an uncertain timeline for the parliamentary process, it was decided to rather hire a local consultant for a longer period. Later, an international consultant was contracted to support a joint NRM/SOP workshop, as it was determined that the same consultant could provide the necessary expertise in both NRM and SOPs. This represented a more efficient use of resources and was more impactful by providing stakeholders with a more comprehensive workshop led by a high-quality international expert.
- Experts are well known and wanted now by other organizations. They increased their capacities and complemented each other for developing NRM for KG.
- IOM is also able to leverage its global presence by facilitating assistance to Kyrgyz trafficking victims identified in other countries. Examples were cited by one stakeholder in Kazakhstan and Turkey, noting that IOM is always available to provide facilitate contacts and effective assistance.
- IOM consulted with experts in mobile technologies to draft the TOR for the call for proposals for the development of the mobile application for awareness raising.

Impact

Impact concerns the long-term effects produced by a project, whether positive or negative, direct or indirect, intentional or unintentional. Specifically, this section addresses the following evaluation questions:

- Is there any evidence of unplanned outcomes outside of project plans?
 - What are direct and indirect impacts of the project at outcome level? Are there indicators or means of verification?
 - Did the project produce positive impacts so far?
- The project's long-term goal is to contribute to developing and strengthening the national legal and operational framework for combating TIP in the Kyrgyz Republic. The intended outcomes are designed to contribute to that long-term impact. In addition, the evaluation identified various unintended outcomes that also contribute, as also mentioned in the chart below.
 - Adoption of amendment to TIP law in January 2018 represents a full achievement of Objective 1 (GoK to draft, debate and adopt an amendment bringing the country's TIP law in line with international standards). The original planned outputs were focused on providing knowledge and skills needed to debate the amendments. Given the quick and smooth adoption process, however, the project extended beyond supporting drafting to also supporting implementation. This is reflected in the scope of the workshops for NRM stakeholders on the SOPs, which similarly included attention not just to drafting the SOPs but also to training on their use. A final event is also planned by IOM to present and promote the full package of amendments and SOPs to further contribute to their implementation. Aspects related to implementation are also reflected in the other components of this projects – NRM (Objective 2), investigation and prosecution (Objective 3) and prevention through awareness raising (Objective 4).
 - The following provides a summary of the outcomes (intended as well as a few unintended outcomes) and the long-term impacts that this project will potentially contribute to along with other related contributing factors that were identified in the evidence gathered for the evaluation.

Summary of impacts on national prioritization and coordination of CT efforts:

Outcomes and impacts:	Evidence:	Source of evidence:	Contribution of project:	Other factors:
Unintended outcome – Increased attention to CT as a priority issue among government actors since the start of the project.	<i>Already observed:</i> Interest of both SMS and MoI to take on National Coordinator role. NAP 2017-2020 in place. GoK actors have fuller understanding of their role in CT efforts.	Stakeholder perceptions and examples.	IOM promoted a victim-centered approach and general capacity building throughout all activities of this project, to raise awareness of the issue.	Support of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy).
Unintended outcome – Improved coordination among government actors and between government and civil society on CT.	<i>Already observed:</i> Improved since the start of the project. Central level coordination is now strong. Legal foundation established for designating a CT National Coordinator, and various ministries and agencies are interested in the role, including SMS, MoI, MLSD.	Stakeholder perceptions and examples.	TFG led by Parliament, supported under this project. NGO network, supported under this and other projects. Project helped amend law that establishes need to designate a National Coordinator; its achievement depends more on other factors.	OSCE-led CT Platform. Support of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy).
Impact – Sustained	<i>Likely in future:</i>	Stakeholder	The amended TIP law	Support of

engagement and commitment of GoK on CT efforts.	There is limited evidence so far, but stakeholders cited a growing momentum to support CT efforts and are hopeful that the benefits provided by the project will contribute. For example, a few ministries and agencies have expressed interest to take on the National Coordinator role (SMS, MoI, MLSD).	perceptions.	drafted under this project expanded the list of entities responsible for CT. The coordination supported under this project is also likely to contribute to sustained engagement, e.g. if the government decides to establish a National Coordinator or if respective ministries and agencies decide to establish CT units.	other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy). NAP 2017-2020 in place and monitored, led by Parliament. Establishment of National Coordinator and CT units.
Impact – Implementation of NAP 2017-2020.	<i>Already observed:</i> Related to sustained engagement, this project is also likely to contribute to improved implementation of the NAP for 2017-2020.	IOM staff and Stakeholder perceptions and examples.	Project objectives were included as points in the NAP. Fulfillment of project objectives, as part of NAP, will therefore contribute to NAP implementation. There is also an expectation that SOPs will guide a more comprehensive implementation of NAP.	UNODC and support of other actors (OSCE, ILO, USAID, INL, US Embassy). GoK sustained engagement and allocation of budget.
Impact – Monitoring of progress in the NAP 2017-2020 to identify progress and gaps.	<i>Likely in future:</i> Finally, related again to likelihood of the project contributing to more sustained engagement on CT, it is similarly likely that the project will support its ongoing monitoring. This started before this project with IOM support, and was strengthened during the project.	Stakeholder perceptions.	IOM continues to work with NGOs and supports visibility of their efforts vis-a-vis the government and Parliament. The support for Parliament under this project contributes to strengthening its efforts to monitor progress on CT, and more clearly attribute progress to responsible actors (e.g. NGOs).	Support of other actors (UNODC, OSCE, ILO, USAID, INL, US Embassy).

(1) Legal framework effectively implemented and monitored

Outcomes and impacts:	Evidence:	Source of evidence:	Contribution of project:	Other factors:
Outcome 1 – GoK engaged in adoption of amendments	<i>Already observed:</i> Amended TIP law was adopted in Jan 2018.	IOM quarterly reports.	Significant contribution through drafting the TIP law and building knowledge among GoK stakeholders involved in its review and debate.	Support of ILO, OSCE, UNODC, USAID, INL, US Embassy. Engagement and facilitation by MoI, SMS, and MLSD.
Impact – Comprehensive TIP law aligned with	<i>Already observed:</i> Stakeholders confirm	IOM staff and stakeholder	The project had a likely highly direct and	Legislative processes.

international standards	that the law aligns with international standards.	perceptions, IOM quarterly reports.	significant contribution by supporting drafting of the TIP law, and building knowledge among GoK stakeholders needed to review, debate and adopt the law.	Support of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy).
Impact – GoK engaged in implementation of amendments	<i>Likely in future:</i> Examples include improved practices in investigation and prosecution of cases; discussions to establish a CT National Coordinator; discussions to adopt by-laws for the SOPs on the NRM.	IOM staff and stakeholder perceptions.	This project is likely to contribute significantly, as it was directly responsible for drafting the amendments through its expert consultants and facilitation of coordination through the TFG. Support for the Parliament will also strengthen its work in carrying out ongoing monitoring.	Support of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy) and GoK actors in reviewing and providing inputs into the draft law.
Impact – Improved monitoring and regulation of private employment agencies.	<i>Likely in future:</i> Amendments to improve regulation of private employment agencies.	Stakeholder perceptions.	The project supported adoption of amended law by providing the drafts used by SMS.	GoK leadership and engaged efforts to implement. Support of other actors (OSCE, UNODC, ILO, USAID, INL, US Embassy)

(2) Effective implementation of NRM using a coordinated and victim-centered approach

Outcomes and impacts:	Evidence:	Source of evidence:	Contribution of project:	Other factors:
Outcome 2.1 – GoK engaged in adopting by-laws	<i>Already observed:</i> Stakeholders cite that the ministries and agencies are currently engaged in this.	Stakeholder perceptions.	The amendments and SOPs supported by the project laid the basis on which the by-laws can be introduced, and IOM and the experts continue to work with respective ministries and agencies to explain and promote them.	Engagement and willingness of GoK agencies and ministries.
Outcome 2.2 – NRM stakeholders have institutional capacity to identify victims and refer them to direct assistance	<i>Already observed:</i> Institutional capacity has increased but may need increased capacity among more staff and at a regional level.	Stakeholder perceptions.	Capacity building went in parallel to legislative developments from the start of the project. IOM provided knowledge and expertise on a coordinated and victim-centered approach to CT, and expert	Ministries and agencies engaged in adoption of SOPs for NRM through by-laws of each state agency and ministry.

			consultants to guide drafting of SOPs. Role of experts was cited by stakeholders as critical in promoting reflection and shifting mindsets. Promoted in all meetings and activities of the project, discussion of the identification criteria, the SOP workshops and the trainings for police.	Support of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy). By-laws to institutionalize NRM adopted. Coordination between GoK and with NGOs.
Impact – Coordinated and victim centered approach used by NRM stakeholders based on SOPs.	<i>Likely in future:</i> Stakeholders were hopeful that the SOPs provided are likely to provide a strong foundation for a coordinated and victim centered approach, pending adoption of by-laws and then the working out during the practical application of SOPs of gaps that will likely emerge.	Stakeholder perceptions.	The project provided a significant contribution to establishing coordinated and victim-centered approaches and practices by drafting the SOPs for an NRM, based on which by-laws should be adopted by each ministry and agency.	SOPs on state shelter under USAID funded project. Adoption of by-laws and SOPs. National list of CT NGOs is distributed among police and posted to SMS website. Effective coordination of all CT actors. Working out practical application.

(3) Effective investigation and prosecution

Outcomes and impacts:	Evidence:	Source of evidence:	Contribution of project:	Other factors:
Outcome 3 – Prosecutors, judges and police officers are aware of and apply the amended TIP law and a victim-centered approach to investigate and prosecute TIP cases.	<i>Already observed:</i> The trainers interviewed reported that they continue to pass their knowledge to others and further distribute materials among colleagues.	Stakeholder perceptions and examples.	Promoted in all activities. National identification criteria developed based on international standards and stakeholder inputs. Role of experts was critical in promoting reflection and shifting mindsets, including about how agencies can work together.	Support of other actors (OSCE, UNODC, ILO, USAID, INL, US Embassy)
Impact (Objective 3) – Improved capacity to investigate and prosecute using a coordinated and victim-centered	<i>Already observed:</i> 15% of total number of prosecutors in the country were reached through the trainings	Stakeholder perceptions and statistics.	The trainings developed and delivered in the context of the project will contribute to sustained capacity	Institutionalization of the trainings within the training centers and MoI.

approach.	24% of the total number of judges in the country reached through the trainings		building efforts.	
-----------	--	--	-------------------	--

(4) Awareness raising

Outcomes and impacts:	Evidence:	Source of evidence:	Contribution of project:	Other factors:
Outcome 4 – Vulnerable individuals aware of risks of TIP and partners and relevant government institutions are aware about new updates to TIP legislation	<i>Already observed:</i> 5.8 million people been reached by the end of Dec 2017 (41,511 via physical campaigns; 5.8 million via mass media)	Project monitoring data	All campaigns supported under the project promoted the hotline, as well as the mobile application (developed with project support).	Other awareness raising by the GoK and NGOs.
Impact – Expanded reach and sustained benefit through use of mobile application, including ability to reach rural areas and across borders, and appeal to young and tech-savvy audiences.	<i>Already observed and will likely continue:</i> The mobile application to date has been downloaded more than 10,000 times.	Stakeholder perceptions, and mobile application download statistics.	The project had a direct contribution through its funding and support of the mobile application development, and its promotion through the other awareness raising components of this project. The application includes information on safe migration and lists hotlines in Kyrgyzstan and other countries.	GoK and NGOs continue to promote the mobile application.

Sustainability

Sustainability concerns the durability of the project's results or the continuation of the project's benefits once external support ceases. Specifically, this section addresses the following evaluation questions:

- What does the project have as an element(s) of sustainability?
 - Were activities appropriately designed to ensure sustainability of project benefits?
 - What could be done to better guarantee the sustainability?
-
- *Embedding project activities and goals within agendas and action plans.* IOM provided support to coordination and interaction through the TFG, which was intended to help ensure GoK buy-in, as well as facilitating exchange among ministries and agencies to address issues as they arose. The legislative initiatives of this project were included into the agenda of the Committee on Social Policy, led by the TFG Chair. Project activities were included into the NAP for 2017-2020.
 - *Supporting practical implementation by NRM stakeholders.* The new amended TIP law, package of SOPs for establishing a NRM and related national identification criteria lay a foundation for improved coordination among GoK and civil society. This package of documents is new in terms of concepts and content, and their implementation will require practical training and support. Different agencies may interpret the SOPs differently in practice, given general lack of experience among NRM stakeholders in collaborating to support victims. The relevant NRM stakeholders have gained a solid knowledge of the main concepts and have reviewed the draft documents, and a willingness to implement them is in place. However, there is a need for further training to further specify the role and each actor and to work out the details of practical implementation, including potential adaption or refining of the procedures based on real world testing. The draft documents are based on sound expertise and international standards, and have been reviewed and amended with inputs from relevant stakeholders; however, it is expected that further gaps and weaknesses will only emerge at the moment when each institution starts to implement the SOPs.
 - **Recommendation** (also listed in relevance section): In future, it is recommended that IOM and other international actors support the GoK in interpreting and applying the SOPs in a unified and coordinated manner, including further training and workshops for NRM stakeholders.
 - *Sustained coordination among GoK and civil society partners.* Their implementation will also require sustained engagement and coordination among the relevant actors to effectively implement the NRM. Long-term sustainability depends on the GoK gradually taking on a larger support role, including allocation of budget lines for CT. In terms of exit planning for this project, IOM is already planning an event that will present the package of amendments and SOPs to GoK and civil society. This will aim to promote wider understanding and sustained engagement of relevant ministries and agencies. This idea was well received by interviewed stakeholders.

In future, a CT National Coordinator could more sustainably support the coordination. Budgetary issues are discussed at Parliament level; ministries can then raise the concerns that they don't have the budget and state budgets are approved by Parliament. Through Parliament, they could advocate to include budget as a specific line item rather than miscellaneous budget to contribute to clearer and more sustainable funding for CT. To date, IOM has not had any funding or projects to build capacity of administrative and financial staff, but has some relevant expertise that they could contribute. For instance, under a regional Dignity and Rights (DAR) project funded by USAID, IOM helped to estimate the costs of running a state shelter to help guide GoK planning.

 - **Recommendation**: In future projects, IOM is recommended to explore projects that would build capacity of the GoK administrative and financial staff by providing technical advice and best practice related to costs for operationalizing the various elements of the NRM.
 - *Continued support to NGOs.* Under this project, IOM continued supporting its network of CT NGOs. This included building capacity of NGOs on identification and assistance to VoTs, funding prevention efforts, and improving networking and coordination. This has contributed to ability of

NGOs to contribute to CT efforts by building knowledge and skills. NGOs will continue to play an important role going forward, as the GoK continues to expand attention to CT efforts.

- *Factors potentially limiting sustainability:* However, many NGOs continue to rely on IOM and other projects to fund activities. For instance, NGOs that have received funds from IOM over past several years for prevention have built up staff expertise, but are often unable to retain staff once projects end. Concerns about a lack of institutional memory and SMS presence in regions were raised by stakeholders. For instance, a lack of regional SMS offices means that there are no migration specialists representing government at the local level. This means that NGOs as well as IOM are often called on to respond to referrals for assistance. In the trainings for police, for instance, participants were advised to refer VoTs to local NGOs for assistance. These are factors to consider in terms of implementing and sustaining an effective NRM.
- **Recommendation:** In future projects, IOM is recommended to continue supporting and building capacity of NGOs including skills in advocacy and strategic planning to strengthen willingness and ability of NGO to respond to GoK requests and to ensure visibility for their role in supporting CT efforts.
- *Supporting institutionalization of trainings.* Partnering with training centers, sharing the training materials, and using a ‘training of trainers’ approach facilitates the delivery of additional trainings, including making it possible for other staff to request trainings. For instance, the Training Center for Prosecutors reports that it has received many letters of request to repeat the training. The refurbishment of the training facilities of the Training Center for Prosecutors will also have lasting benefits; the Training Center noted that the room was and is still very useful for carrying out interview simulation trainings. The training modules also provide a solid foundation that will remain relevant with the need only to update periodically to align with future changes to law or the criminal code, or to build upon with additional case studies and examples. The training centers both reported they continue to use, strengthen and expand upon the materials, by incorporating interactive case studies or using them as the basis for developing further guidance materials. The Training Center for Prosecutors is planning several more trainings based on the manuals provided, and the Training Center for Judges included the training program in its action plan for CT trainings.
- *Factors potentially limiting sustainability:* However, there may still be a need for continued reliance on external support to train personnel, such as financial support for future trainings or in case international experts are needed to train additional trainers. One training stakeholder noted a need for further funding support from IOM to continue trainings in future. Stakeholders also noted that support and facilitation would also be helpful in case joint trainings among prosecutors, judges and police will be organized, which several of the stakeholders interviewed highlighted as an idea intended to better ensure a common vision and interpretation of legislation and generally promote improved interaction and cooperation.
- **Recommendation:** By the end of the project, as part of exit planning, assess status of institutionalization of the trainings and foreseen needs in terms of future support, based on findings of the evaluation and optionally supplemented with further information gathering, such as consultations with training centers.
- *Support to sustainable and long-lasting awareness raising tools.* This project’s awareness raising activities were designed to support existing national CT hotline, for which government provides in-kind support (the premises for the hotline). The project also supported development of a mobile application that will continue to operate and provide lasting benefits after the end of this project. IOM, NGO partners, and GoK can continue to share and promote the mobile application.
- **Recommendation:** In future projects, continue to promote the use of the mobile application for supporting awareness raising and prevention of CT.

5. CONCLUSIONS

The following provides a summary of the key conclusions that can be drawn, based on the detailed findings presented in the previous section:

Relevance

- **The proposal is well-designed with a clear, concise and logical description of activities and results that forms a solid basis for the project's theory of change (ToC).** The Evaluator reviewed the ToC based on the proposal's results matrix and narrative with IOM staff, revising assumptions and adding some key contributing factors. A diagram of the ToC is included in Annex 1.
- **The project's objectives and outcomes are well aligned with context and needs.** The project supported national legislative reforms at the request of the government, in line with findings of a Parliamentary Monitoring Report produced in 2015. At that time, other CT actors chose to focus attention on other identified needs, such as UNODC support for the NAP 2017-2020. IOM identified legal amendments and establishment of the NRM as key priorities, for which IOM could leverage its expertise in legal standards and coordinated, victim-centered approaches. The project continues to align to national priorities, as evidenced by inclusion of all project components in the CT National Action Plan (NAP) for 2017-2020, and CT was identified as a priority issue for government. Finally, IOM aligned the project well to its other CT efforts and with those implemented by other international actors through meetings in the scope of the OSCE-led CT Coordination Platform.
- **Overall, this project combines well both theoretical and practical approaches.** The project provided the needed technical and financial resources to lay the foundation for an NRM and promotion of a victim-centered and coordinated approach among national actors. In terms of investigation and prosecution, IOM supported development of national identification criteria, shifting the mentality towards a victim-centered approach, and improving interaction and coordination among judges, prosecutors, law enforcement, and other CT actors. Finally, related to awareness raising, IOM promoted an existing national CT hotline and prioritized selection of innovative campaign ideas among IOM's network of NGOs, as well as development of a new mobile application. All campaigns promoted both the hotline and the mobile application.

Effectiveness

- **The progress appears to be on track to complete all activities and achieve all planned outputs by the end of the project.** However, it was unclear in some instances based on available data, given that monitoring data is reported only in quarterly reports with no other tool to track progress.
- Some key results achieved by the project to date include:
 - **Legal amendments have already been adopted following a review and debate process that proceed much smoother and quicker than initially expected,** from public hears (Sept-Dec 2016), to parliamentary hearings (June-Nov 2017) and finally adoption by the Present in January 2018. This represents a key achievement, especially as the project had only originally planned to produce a draft by the end of the project. Additionally, the project also supported the drafting of a law on Private Employment Agencies.
 - **All stakeholders generally perceived that knowledge and understanding on a victim-centered and coordinated approach has improved since the start of the project,** though monitoring data was not available in all instances to corroborate these perceptions.
 - **Draft SOPs are drafted and validated,** and stakeholders perceived that engagement was strong and that efforts were on track to achieve the adoption of by-laws by the relevant ministries and agencies for the operationalization of an NRM.

- **The planned trainings were completed, except for some final trainings for police**, which were delayed slightly due to Leahy vetting procedures, and the **training modules have been provided to the training centers** to enable future replication.
 - **Trainings were perceived to be of high-quality by stakeholders, including the module content and the international expert trainers.** Stakeholders appreciated the use of Russian-speaking trainers who brought relevant country contexts and experiences. The Training Center for Prosecutors noted that many formal requests have been received from prosecutors to repeat the training for additional participants.
 - **In 2017, the Ministry of Interior reported that 4 cases were investigated and prosecuted (according to IOM staff)**, thereby exceeding the project's outcome-level target (3 cases).
 - **All information campaigns were successfully completed or on track, all have promoted the national hotline and a new mobile application developed under this project**, and project monitoring data indicates that progress towards the targets is on track.
- **IOM has appeared to successfully mitigate identified challenges and constraints.** The main delays experienced were in the start-up period, due to national elections and resulting reforms, mitigated by IOM through close and ongoing coordination with all relevant stakeholders, including the TFG. In terms of legal and NRM activities, the legal review and approval process took full shape only after the project started, resulting in a need to adjust sequencing of activities. Therefore, NRM related activities were delayed from the first to the second year, but proceeded smoothly once they started. Concerning training for law enforcement, the main issue has been the delayed approval of participant lists given government-required MFA approval and donor-required Leahy vetting. IOM is mitigating this through frequent meetings with partners and has kept the donor well informed.

Efficiency

- **Analysis indicates that expenditures and activity implementation is overall timely and on track.** Efforts at the start of the project involved a lot of consultation, reflection, and capacity building on a victim-centered, coordinated approach to CT based on international best practice. Now, as the project is nearing its end, efforts are more logistical in terms of finalizing all activities and ensuring a proper exit strategy and closure of the project.
- **The project appears to have made efficient and effective use of NGO partners and consultants.** IOM project team and NGOs all reported good communication and information sharing. In working with NGOs, IOM selects proposals based on a scoring system that prioritizes innovation and efficiency. High quality consultants were used, and the team strived to maximize the efficiency and utility of each consultant.

Impact

- **Long-term impacts are likely to be achieved related to implementing legal amendments.** The project facilitated adoption of a comprehensive TIP law aligned with international standards, by supporting drafting of the law and building the knowledge among stakeholders needed to review, debate and adopt it. Originally, outputs focused on providing the knowledge and skills needed to debate amendments, but given the quick and smooth adoption process the project focus was extended to also support the implementation. This is reflected in the scope of workshops for NRM stakeholders on the SOPs, which were amended to include attention not just to drafting the SOPs but also to training on their use. A final event is also planned by IOM to present and promote the full package of amendments and SOPs to further contribute to their implementation.
- **Capacity building on victim-centered and coordinated approaches went in parallel to legislative developments from the start of the project, and the role of the expert consultants was cited by stakeholders as critical in promoting reflection and shifting mindsets.** The project thereby has also laid the basis for adoption of by-laws by relevant ministries to operationalize an NRM, and IOM staff and the expert consultants continue to explain and promote the amendments and SOPs.

- Other contributing factors include efforts of other actors (ILO, OSCE, UNODC, USAID, INL, US Embassy), the OSCE-led CT Platform, the development of the NAP 2017-2020, and government engagement and facilitation (Mol, SMS, MLSD).

Sustainability

- **Project activities and goals were embedded within national agendas and action plans**, and coordination and interaction were promoted through the Parliament-led TFG.
- **The project has supported practical implementation by NRM stakeholders by providing a package of laws, SOPs and national identification criteria** that will help to improve coordination among GoK and civil society. NRM stakeholders have gained a solid knowledge of these, and a willingness to implement them is in place. However, further training may be needed to clarify roles and to work out practical implementation details. Implementation will also require sustained engagement and coordination, and long-term sustainability depends on the GoK gradually taking on a larger support role, including allocation of budget lines for CT. To support this, IOM is planning an event that will present the package of amendments and SOPs to GoK and civil society.
- **IOM continued supporting its existing network of CT NGOs under this project, including building capacity of NGOs on identification and assistance to VoTs, funding prevention efforts, and improving networking and coordination.** NGOs will continue to play an important role going forward, as the GoK continues to expand attention to CT efforts. However, many of the NGOs continue to rely on IOM and other projects to fund their activities, and concerns about a lack of institutional memory and SMS presence in the regions were raised by various stakeholders, resulting in NGOs as well as IOM being called on to respond to referrals for assistance. These are factors to consider in terms of implementing and sustaining an effective NRM.
- **Partnering with training centers, sharing the training materials, and using a ‘training of trainers’ approach facilitates sustainability of project benefits.** The training centers both reported they continue to use, strengthen and expand upon the materials, by incorporating interactive case studies or using them as the basis for developing materials. However, there may still be a need for external support, such as financial support for future trainings or in case international experts are needed to train additional trainers. Stakeholders also noted that support and facilitation would also be helpful in case joint trainings among prosecutors, judges and police will be organized.
- **The project was designed to support sustainable awareness raising by promoting the national CT hotline and by supporting development of a mobile application**, while will continue provide lasting benefits through continued sharing and promotion by IOM, NGOs and the GoK.

6. RECOMMENDATIONS

The below list is a compilation of the recommendations presented in the Findings section.

Recommended actions for IOM in the next month:

- (17) **Review the ToC diagram (Annex 1) and revise as needed** (adjusting the linkages, filling in missing assumptions, and adding other contributing factors as needed). It is suggested to focus on the outcome level, related to how project inputs and other contributing factors are expected to lead to outcomes, and thereby to objectives. This can help to inform final monitoring activities, design of the project's exit strategy in terms of promoting greater sustainability and impact, and reporting progress to the donor and other stakeholders.
- (18) **Convert the logic model from the proposal into a Results Monitoring Framework** to more clearly align indicators to specific outputs and outcomes and to better track overall progress of indicators. The version started by the Evaluator can serve as a foundation for this, to be corrected as needed and then used to track progress for final reporting.⁵

Recommended actions for IOM by the end of this project:

- (19) **Carry out a fuller analysis of the status of each relevant ministry and agency regarding existence of dedicated CT unit or staff, potentially as part of the final exit planning for this project.** Such analysis is planned as part of the UNODC-led GloACT project according to IOM project staff; it is recommended that IOM request results of this analysis.
- (20) **Gather data needed to report on the percentage of TFG members that demonstrate capacity and knowledge on a coordinated and victim-centered approach.** This could be carried out in the context of a TFG working group meeting, a survey of all TFG members, or assessed potentially during the final event planned for all stakeholders (in which case it could assess knowledge of all relevant stakeholders, including civil society – see next recommendations).
- (21) **Explore ways to monitor progress for Outcome 2.1 (GoK active engagement) and Outcome 2.2 (institutional capacity of NRM stakeholders) to inform exit planning and final reporting.** This could be done using established or other relevant indicators, which could be measured through use of an end of project survey to ministries to find out awareness of and engagement in reviewing SOPs, potentially integrated into the planned event to share and present amendments and SOPs.
- (22) **Explore with each training center and with the Mol the possible approaches to monitoring application of knowledge and other impacts on an institutional level,** in terms of institutionalization of trainings and ability to implement further trainings including any external support needed. Specifically, with the Training Center for Prosecutors, explore possibility of analyzing cases over past years, to inform monitoring and final reporting by IOM and also inform the work and planning of the Training Center for Prosecutors.
- (23) **As part of exit planning, assess the status of institutionalization of the trainings and foreseen needs in terms of future support,** based on findings of the evaluation and optionally supplemented with further information gathering, such as short consultations with each training center.

Recommended actions for IOM for future CT projects:

- (24) **Continue to promote the use of the mobile application** for supporting awareness raising and prevention of CT.

⁵ The IOM Project Handbook provides also an RMF template (which served as the basis for the Evaluator's version) and related guidance, including a suggestion to review monthly (*see pg. 253-278 on project planning, and pg. 285 on internal coordination*).

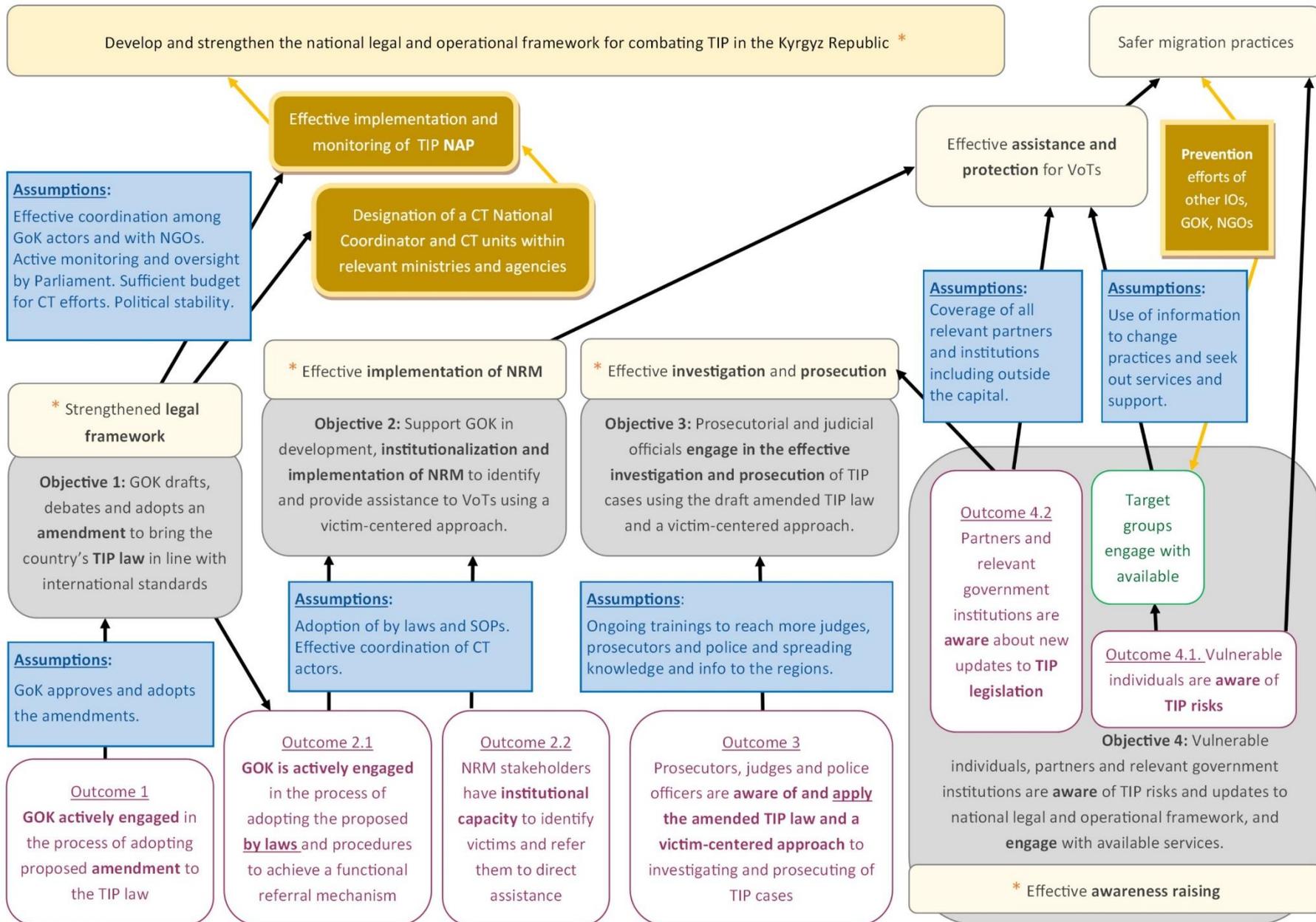
- (25) **Continue supporting and building capacity of IOM's network of NGOs** including building skills in advocacy and strategic planning to strengthen the willingness and ability of NGO to respond to requests from the GoK and to ensure visibility for their role in supporting CT efforts.
- (26) **Support the GoK in interpreting and applying the SOPs** in a unified and coordinated manner, including further training and workshops for NRM stakeholders.
- (27) **Explore projects that would build the capacity of the GoK administrative and financial staff** by providing technical advice and best practice related to estimated costs for operationalizing the various elements of the NRM.
- (28) **Explore interest among stakeholders for joint trainings for prosecutors, judges and police**, as well as potentially the penitentiary system, including exploring the potential added value of IOM facilitation of such trainings.
- (29) **Translate into Russian and Kyrgyz languages** all training materials that are rolled out nationally.

Recommended actions for IOM for all future projects:

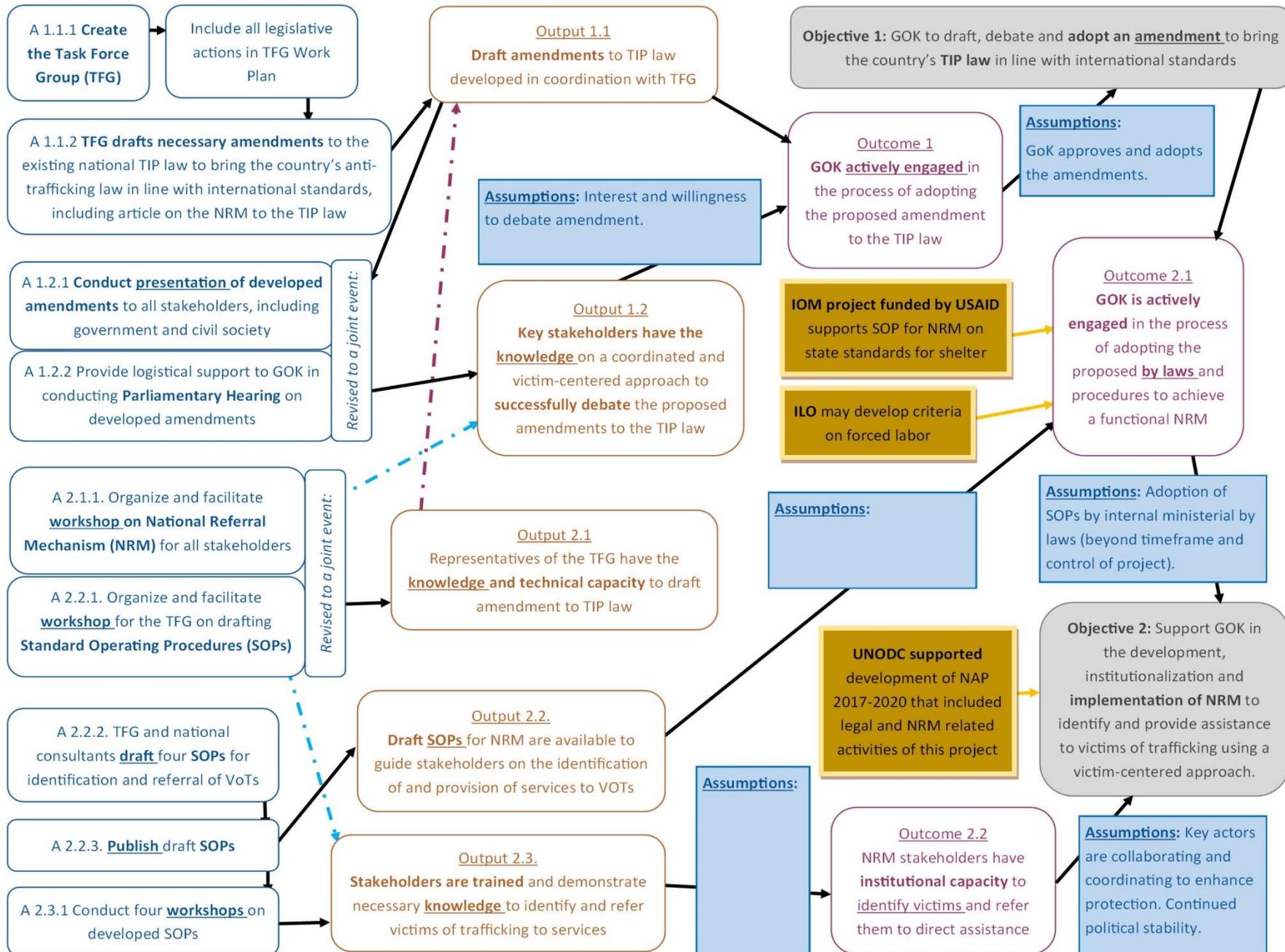
- (30) **Develop and use tools to monitor four key areas:** activities, results, budget and expenditures, and risks. This a Results Monitoring Framework to monitor results and a Detailed Work Plan to more clearly track progress of planned activities, including the activities outlined in the project document's basic work plan with the addition of tasks related to project launch, M&E, reporting, and project closure. The IOM Project Handbook provides proposed templates and further guidance (*see pages 253-278 on project planning, and page 285 on suggested internal coordination meetings*).
- (31) **Integrate post-training assessments to check retention and use of knowledge several months after a training.** When working with training centers, this could be developed with the center and the center could even carry out the assessment.
- (32) **Provide written guidance to each implementing partner on contractual and budget agreements including an indicator of procedures for requesting amendments**, in addition to current practice of orientation sessions for all implementing partners. At minimum, this could be a short guidance note shared with all implementing partners upon signing a new agreement. In future, IOM could also consider developing more detailed guidance in the form of a manual for implementing partners.

Annex 1: Theory of Change (ToC) diagram

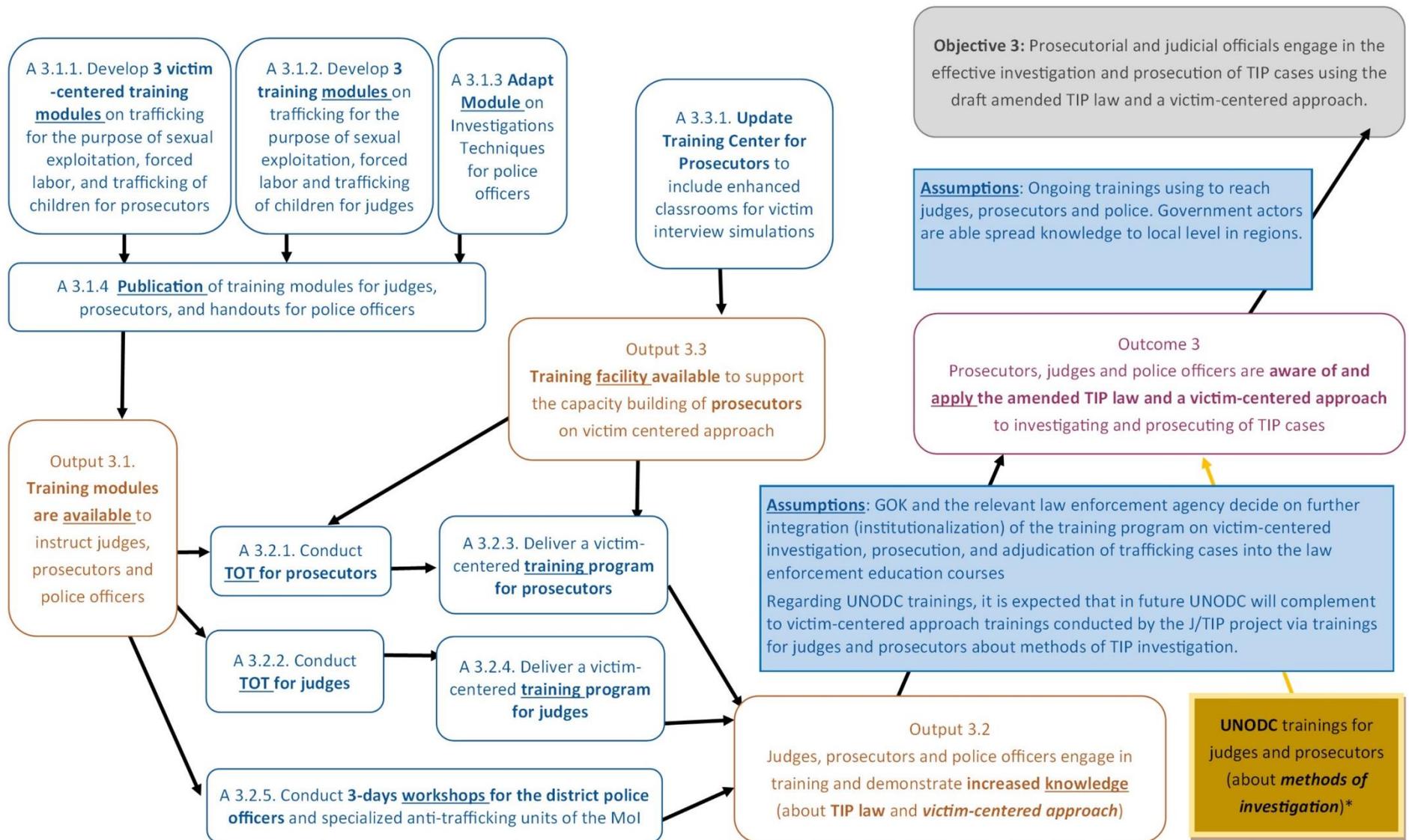
Outcome and objective level



Objectives 1 and 2

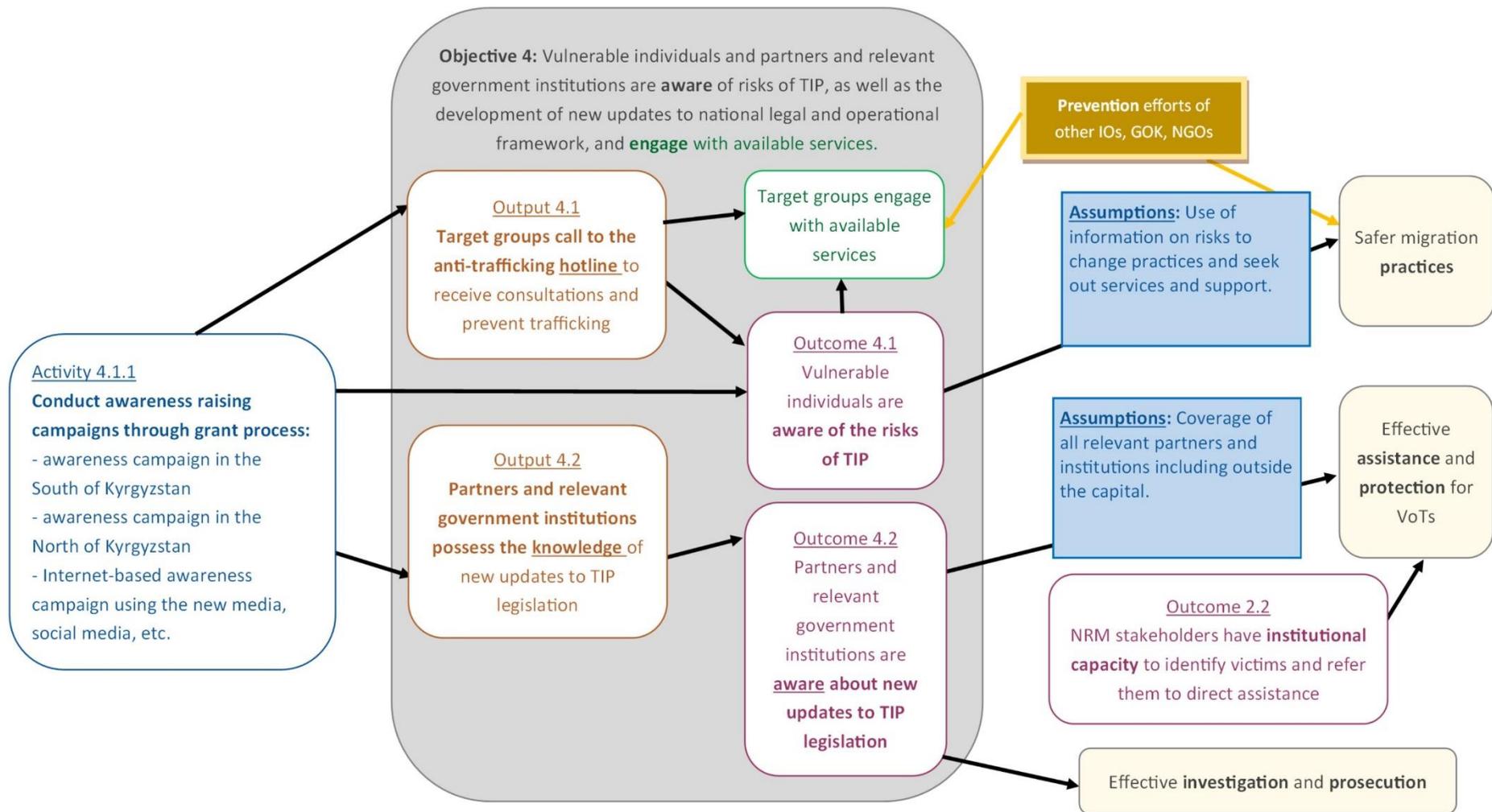


Objective 3



* It is expected that in future UNODC will complement to a victim-centered approach trainings conducted by J/TIP project via trainings for judges and prosecutors about methods of TIP investigation

Objective 4



Annex 2: Evaluation Terms of Reference

Evaluation Terms of Reference MIDTERM EVALUATION FOR PROJECT “Technical Assistance to the Government of Kyrgyzstan to Strengthen the Legal and Operational Framework on Combating Trafficking in Persons” financed by JTIP

Commissioned by: IOM Kyrgyzstan

Evaluation context

IOM Kyrgyzstan has been implementing the Project “Technical Assistance to the Government of Kyrgyzstan to Strengthen the Legal and Operational Framework on Combating Trafficking in Persons” since October 2015.

Project code – CT.0918.

Award #: S-SJTIP-15-GR-1003

Project dates – 1/10/2015 – 30/09/2018

This 36-month project intends to provide the Government of Kyrgyzstan (GoK) with technical assistance to strengthen the legal and operational framework for combating trafficking in persons (TIP) in a coordinated manner and using a victim-centered approach. The national TIP legislation will be enhanced to be in line with international standards, particularly as it applies to the trafficking of children for the purpose of sexual exploitation. A National Referral Mechanism (NRM) and Standard Operating Procedures (SOPs) will be developed to improve government services to victims of trafficking (VoTs) and to enhance cooperation between government and civil society actors. In order to build professionalism in combating TIP, trainings for judges, prosecutors and law enforcement (LEAs) will be carried out and partnerships established with the national Training Center for Prosecutors (TCP) and the Judicial Training Center (JTC). The awareness of stakeholders about Kyrgyzstan’s legislative and operational TIP updates will also be raised. To ensure GoK’s buy-in, a Task Force Group (TFG) will be established and will include governmental and non-governmental stakeholders. The project will provide technical and logistical support to Parliament, which will be essential for the successful achievement of the legislative component of this project. In its advocacy and awareness raising campaigns the project will use the capacity of the IOM network of about 30 NGOs across the country.

The project has four intended objectives, as follows:

- Objective 1: GoK to draft, debate and adopt an amendment bringing the country’s TIP law in line with international standards.
- Objective 2: Support GoK in the development, institutionalization and implementation of a National Referral Mechanism to identify and provide assistance to VoTs using a victim-centered approach
- Objective 3: Prosecutorial and judicial officials engage in the effective investigation and prosecution of TIP cases using the draft amended TIP law and a victim-centered approach
- Objective 4: Vulnerable individuals and partners and relevant government institutions are aware of the risks of TIP, as well as the development of new updates to national legal and operational framework, and engage with available services

The main project achievement as of December 2017 is that the draft amendments to the Law of the Kyrgyz Republic “On Prevention and Combating Trafficking in Persons” introducing the notion and definition of the National Referral Mechanism were accepted in three readings of the Parliament of the Kyrgyz Republic and by the end of January 2018 it is expected that President of Kyrgyzstan will sign the amendments.

Evaluation purpose

The project has been implemented for over two years and this evaluation is being conducted at the third year of the project as planned in the project document and project budget. There is a need for IOM to conduct a midterm evaluation of the project to take stock of progress in the project implementation including achievements and milestones to date, and make adjustments to the design or management of the project as and when necessary. Its main purpose is to provide the project management, donor and key partners (Parliament, Ministry of Interior, State Migration Service, Ministry of Labour and Social Development) with an indication of how well the project is doing, to assess the quality of project implementation and to identify any bottlenecks in implementation in order to address the identified problems in a timely manner and in which areas a change of activities may be required.

The intended audience for the evaluation will be IOM Kyrgyzstan so that it can improve the implementation of an ongoing set of activities within this project, document lessons learned and best practices; the donor so that they can assess value for money for a set of activities they funded; and by key stakeholders (Parliament, Ministry of Interior, State Migration Service, Ministry of Labour and Social Development), so they can assess the relevance and accountability of a project to intended beneficiaries project partners. The findings of evaluation will be used to develop an exit strategy for the project to ensure a proper government's buy-in.

Furthermore, for purpose of designing future projects based on evidence, it is essential that the evaluation highlights constraints which affect the implementation of the project, such as changing players/stakeholders, recent changes in political situation, developments in the economic situation of the country etc. The evaluation should focus on identifying gaps of the implementation and design of this project, and yield data to be used for a lesson learnt and/or best practice exercises.

IOM will share the evaluation report with the donors of the project and project stakeholders to demonstrate the value of the project, and its impact.

Evaluation scope

The intervention period being evaluated should cover the entire project period starting from October 1, 2015 until the time of the evaluation visit. The geographical area to be covered will be Bishkek (North) and Osh (South).

Some specific activities will have yet to be carried out, such as five counter-trafficking trainings for officers of the Ministry of Interior, three workshops on drafted SOPs, and public and parliamentary hearings on drafted amendments and SOPs,

Evaluation criteria

This evaluation will cover criteria of relevance, effectiveness, efficiency, impact and sustainability. The main focus will be on effectiveness, efficiency and sustainability in order to inform assessment of progress to dates, inform any needed adjustments, and ensure an exit strategy is developed.

Evaluation questions

Relevance: to what extent the project is valid and pertinent

- Whether the objectives and outcomes of the project remain valid?
- To which extent does the project contribute to the CT efforts of other agencies and government activities?

Effectiveness: to what extent the project produced the desired outcomes

- How well is the project achieving its planned results? Is the project effective in reaching planned outputs and achieving the intended outcomes?

- What are the barriers which constrained and delayed IOM Missions' achievement of planned outputs? What are the external and internal factors/constraints?
- Is there any evidence of unplanned outcomes outside of the projects' plans?

Efficiency: how well resources (funds, expertise, time, etc) were used to undertake activities and converted to results

- Are the project expenditures in line with the agreed upon budget?
- Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?

Impact: how the project contributed to a change in a situation and what the project was expected to bring

- What are the direct and indirect impacts of the project at outcome level? Are there any indicators or means of verification?
- Did the project produce positive impacts so far?

Sustainability: to what extent the project benefits continue after external support is no longer available

- What does the project have as an element(s) of sustainability?
- Were the activities appropriately designed to ensure sustainability of project's benefits?
- What should be done in order to guarantee the sustainability, if necessary?

Evaluation methodology

Internal evaluator with the support of the IOM Project Focal Points (PFPs) will take the lead role in identifying appropriate data collection mechanisms. The methodology for data collection should include, but is not limited to, the following:

- Document/Desk review: internal evaluator
- Development of interview guide and questions adapted to relevant context: internal evaluator
- Logistics and coordination of field visits: PFPs
- Meetings with beneficiaries and partners, in the form of open discussion and semi-structured interviews: PFPs to provide a comprehensive list of partners and stakeholders and organize field visits, including organization of translation during meetings
- Self-evaluation and reflection: by the PFPs facilitated by the evaluator

The evaluation must follow the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

Evaluation deliverables

The evaluator will be responsible for providing an inception report, a presentation outlining the initial findings and a final report.

Evaluation workplan

Activity	Days	Responsible	Location	February-March 2018 (weeks)									
				1	2	3	4	5	6	7	8		
Review project documents and relevant literature.	3	Evaluator	Home based										

Development of methodology and survey tools	3	Evaluator	Home based																	
Preparation of field visits		Evaluator and PFPs	Home based																	
Data collection, field visits																				
Presentation of preliminary findings and debriefing with IOM																				
Draft evaluation report																				
IOM KG feedback																				
Final evaluation report																				
Acceptance of final evaluation report																				

Evaluation budget

Total project budget for Evaluation is 3,000 USD including all travel costs and daily subsistence allowance, and translation costs.

Annex 3: Evaluation Matrix

Evaluation criteria	Evaluation questions	Sub-questions	Indicators / Data	Document review	Interviews ⁶				
					IOM	TFG	TCs	Intl/IO	NGOs
Relevance	<i>Additional to TOR:</i> What is the theory of change underlying the project?	What are the hypotheses and assumptions within the theory of change and to what degree are these reasonable and logical?	Expected results and assumptions regarding legal developments, institutional capacities to identify and assist victims, investigation and prosecution, and prevention.	Project documents Quarterly reports	X				
		Are any important assumptions missing? Do underlying assumptions remain valid?	Changes to social, political, security and economic context. Degree to which roles of different partners are clearly defined and being implemented as expected.	Quarterly reports	X	X	X	X	X
	Do the objectives and outcomes of the project remain valid ?	Have any gaps been identified that should be addressed in future programming?	Inputs, activities, outputs, outcomes and objective with contextual and capacity factors.	Quarterly reports	X	X	X	X	X
	To which extent does the project contribute to the CT efforts of other agencies and government activities?	Are the project's intended results aligned with internal and external strategies and priorities ?	Alignment with national strategies and stated priorities. Alignment with IOM national, regional and global strategies.	National strategy and policy documents. IOM strategy documents.	X	X	X	X	
Effectiveness	How well is the project achieving its planned results ? Is the project effective in reaching planned outputs and achieving the intended outcomes?	<u>Output 1.1.</u> Have draft amendments been developed in coordination w/ TFG? Did presentations to stakeholders include civil society, in addition to government?	Amendments drafted. Amendments line with international standards.	Quarterly reports, Monitoring data	X	X			
		<u>Output 1.2.</u> Have key stakeholders increased knowledge on a coordinated and victim-centered approach, to successfully debate proposed amendments to TIP law?	Number attending presentation and Parliamentary Hearing. Percentage TFG demonstrating capacity and knowledge.	Quarterly reports, Monitoring data	X	X		X	
		<u>Outcome 1.</u> Has the GoK actively engaged in the process of adopting the proposed amendment to the TIP law?	Number of reviews by Parliament of Kyrgyzstan.	Quarterly reports, Monitoring data	X	X		X	
		<u>Output 2.1.</u> Do TFG members have the knowledge and technical capacity to draft amendment to TIP law for NRM?	Number attending NRM workshop and SOP workshop. Percentage knowledge increase.	Quarterly reports, Monitoring data	X	X			
		<u>Output 2.2.</u> Are SOPs for NRM available?	SOPs developed/distributed.	Quarterly reports, Monitoring data	X	X			

⁶ The stakeholders to be interviewed have been divided into four groups: IOM and experts, government partners, training centers and trainers, international donors and organizations, and NGOs. This guided the identification of questions relevant to each group.

Evaluation criteria	Evaluation questions	Sub-questions	Indicators / Data	Document review	Interviews ⁶				
					IOM	TFG	TCs	Intl/IO	NGOs
		<u>Output 2.3.</u> Are stakeholders trained on NRM : do they demonstrate necessary knowledge to identify and refer victims of trafficking?	Number of persons trained. Perceptions of stakeholders on increase in knowledge.	Quarterly reports, Monitoring data	X	X		X	
		<u>Outcome 2.1.</u> Is the GOK actively engaged in adoption of laws and procedures to achieve a functional NRM ?	Number of ministries aware of and actively reviewing draft SOPs.	Quarterly reports, Monitoring data	X	X		X	
		<u>Outcome 2.2.</u> Do NRM stakeholders have institutional capacity to identify victims and refer them to direct assistance?	Number of victims identified and referred to appropriate services by potential NRM stakeholders.	Quarterly reports, Monitoring data	X	X		X	
		<u>Output 3.1.</u> Are modules available for judges, prosecutors, police officers?	Number of published copies of training modules.	Quarterly reports, Monitoring data	X	Mol only	X		
		<u>Output 3.2.</u> Did judges, prosecutors and police officers engage in training ? Do they demonstrate increased knowledge about TIP law and victim-centered approach?	Number of ToTs. Number of trainings. Number of training participants. Percentage knowledge increase.	Quarterly reports, Monitoring data	X	Mol only	X		
		<u>Output 3.3.</u> Is a training facility available to support prosecutor capacity building?	Quality refurbishment of the training classroom.	Quarterly reports, Monitoring data	X	Mol only	X		
		<u>Outcome 3.</u> Do prosecutors, judges, police apply amended TIP law and victim-centered approach to investigating and prosecuting?	Perceptions of stakeholders.	Quarterly reports, Monitoring data	X	Mol only	X	X	
		<u>Output 4.1.</u> Has there been an increase in calls to the hotline ? What evidence that any increase is linked to awareness raising?	Number of hotline calls answered. Content of hotline calls.	Quarterly reports, Monitoring data	X				X
		<u>Output 4.2.</u> Did the information campaigns contribute to increasing knowledge of new updates to TIP legislation among partners and relevant government institutions?	Perceptions of stakeholders.	Quarterly reports, Monitoring data	X			X	X
		<u>Outcome 4.1.</u> Are vulnerable individuals more aware of the risks of TIP ?	Estimated number of people reached.	Quarterly reports, Monitoring data	X				X
		<u>Outcome 4.2.</u> Are partners and relevant government institutions aware about new updates to TIP legislation ? <i>Same as Output 4.2.</i>	Estimated number of partners and institutions reached, and types of institutions reached.	Quarterly reports, Monitoring data	X				X
	What barriers constrained and delayed achievement of planned outputs? What are external and internal factors/constraints ?		Changes in actors and stakeholders, political situation, developments in the economic situation of the country, etc.	Quarterly reports	X	X	X		X
	Is there any evidence of unplanned outcomes outside of project plans?	<i>Covered later under Impact</i>	-	-					

Evaluation criteria	Evaluation questions	Sub-questions	Indicators / Data	Document review	Interviews ⁶				
					IOM	TFG	TCs	Intl/IO	NGOs
Efficiency	Are the project expenditures in line with the agreed upon budget ?	To what extent were project activities implemented within planned budget?	Adherence to financial plans.	Quarterly reports, financial reports	X				
		Is the burn rate consistent? Will funds be spent by the end of the project?	Adherence to financial plans.	Quarterly reports, financial reports	X				
	Could the activities have been implemented with fewer resources without reducing the quality and quantity of the results?	To what extent did the project make the best use of available resources ?	Average cost per unit, checked with RMU colleagues at the RO. Extent to which additional resources were leveraged.	Quarterly reports, financial reports	X				
		How efficient is the overall project management of the project?	Perceived strengths and weaknesses in management structures and processes.	Quarterly reports	X	X	X		X
Impact	What are the direct and indirect impacts of the project at outcome level? Are there any indicators or means of verification?	In addition to the outcomes covered under effectiveness, what other indirect or unintended outcomes are observed?	Perceptions of individuals, groups and institutions affected by changes resulting from activities.	Quarterly reports	X	X	X	X	X
		What major factors influence the achievement of the project's expected outcomes?	Analysis of development, social, political, economic context.	Quarterly reports	X	X	X	X	X
	Did the project produce positive impacts so far?	Did activities lead to other long-term changes , positive or negative, intended or unintended?	Perceptions of the impact of the project.	Quarterly reports	X	X	X	X	X
		Would the changes have been possible without the project activities?	Perceptions on contribution of impacts to project activities.		X	X	X	X	X
		Are there other factors including other actors working towards similar goals, which could be responsible for results?	Analysis of development, social, political, economic context.	Quarterly reports	X	X	X	X	X
Sustainability	What does the project have as an element(s) of sustainability ?	What if any elements of sustainability were built into the project design ?	Identification of aspects of project design.	Project document	X				
	Were activities appropriately designed to ensure sustainability of project benefits?	What if any aspects of implementation contribute to sustainability?	Identification of actions and approaches in implementation.	Quarterly reports	X	X	X	X	X
	What could be done to better guarantee the sustainability?	Are the project benefits expected to continue after the end of the project? Are structures, resources and processes in place to ensure that benefits generated by the project continue once external support ceases?	Perception of stakeholders of: Government commitment and capacity to sustain engagement in counter-trafficking efforts. Technical/financial capacities to assist, investigate and prosecute, and continue awareness raising.	Quarterly reports	X	X	X	X	X
		What external factors could contribute to or hinder sustainability?	Analysis of context	Quarterly reports	X	X	X	X	

Annex 4: Agenda of field visit

February 26

- 09.00-13.00 Initial reflection session at IOM office in Bishkek (*details in Annex 5.1*). Head of Office Bermet Moldobaevaproject manager Jyldyz Ahmetova, project assistant Salia Borbieva
- 13.00-14.00 Lunch
- 15.00-16.00 US Embassy in the Kyrgyz Republic
- 16.00-17.30 Visit to 189 hot line (NGO Arysh)

February 27

- 9.00-10.30 Meeting with the experts Ayana Koduranova, Ajigulova Zamira
- 11.00-13.00 Meeting with the member of the Committee for Social Policy, Culture, Education and Health of the Parliament of the Kyrgyz Republic, Mrs. Strokova
- 13.00-14.00 Lunch
- 15.00-16.00 Meeting with the State Migration Service under the Government of the Kyrgyz Republic
- 16.30- 18.00 Meeting with the NGOs Leader, Aikol, Pangea, Center for Public Policy

February 28

- 9.00-10.00 Meeting with the Ministry of Labor and Social Development of the Kyrgyz Republic
- 10.00-12.00 Meeting with the Ministry of Interior of the Kyrgyz Republic, Counter-Trafficking Unit
- 13.00-14.00 Lunch
- 16.00-17.00 Meeting with the trainers for prosecutors Mr.Ormushev, Mr.Kenjееv
- 17.00 Departure to Osh (flight at 18.45)

March 1

- 9.00-11.00 Meetings with NGOs DIA, Ayalzat
- 11.00-12.00 Lunch
- 12.00 Departure to Bishkek (flight at 13.50)
- 16.00-17.00 Meeting with Training Center for Prosecutors under the General Prosecutor's Office of the Kyrgyz Republic

March 2

- 10.00-11.00 Meeting with the High School of Justice under the Supreme Court of the Kyrgyz Republic
- 12.00-13.00 Meeting with the trainer for police officers Kerimova Nurbubu
- 13.00-14.00 Lunch
- 15.00-16.00 Wrap-up meeting with programme staff at IOM office Bishkek

Annex 5: Data collection tools

Annex 5.1 – Initial reflection session with IOM Staff

The Evaluator facilitated an initial 2-hour session with IOM staff following the below agenda and methodology. Participants: project manager, project assistant, and Head of Office.

Time	Topics	Methodology	Outputs
30 minutes	Activities: Review timeline, identify operational challenges, and reflect on key milestones during the past years	<ul style="list-style-type: none"> Review the timeline of activities. Add any other key activities: <i>Are any important activities missing, or does this provide a good picture of the project?</i> Reflect on delays and adjustments to plans: <i>Where did things go the most smoothly? Why? Where did you experience problems? Why?</i> Discuss external events and contextual changes: <i>What contextual milestones have impacted the implementation of the project?</i> 	Collection of data on: <ul style="list-style-type: none"> Activity timeline. Contextual factors and limitations. Lessons learned and best practices.
30 minutes	Results: Develop the Theory of Change based on the project's logical framework	<ul style="list-style-type: none"> Present draft theory of change in graphic format developed by evaluator based on the project's logical framework. Review linkages and assumptions: <i>Is there a logical link between activities - results? What are the key external factors impacting the achievement of results?</i> Achievements and milestones: <i>What major achievements and milestones of the project can we identify? Are we achieving the intended results? (refer to monitoring data)</i> Unintended/indirect/long-term results. <i>What other results can we observe? What is the contribution of the project? What other factors contribute to results?</i> Review relevance to needs and strategies: <i>Does the project objective and outcomes remain relevant to the current context? Is there strong alignment with IOM strategies? How does this complement other CT projects and initiatives?</i> Sustainability: <i>What is the likelihood that project benefits will continue? Are structures, resources and processes in place? Are there elements of sustainability in the design or implementation?</i> 	Theory of change is clarified and complete. Collection of data on: <ul style="list-style-type: none"> Key achievements and milestones. Lessons learned and best practices.
30 minutes	Management monitoring, and reporting	<ul style="list-style-type: none"> Management within the project. Monitoring tools. Budget, burn rate and resources. Reporting and relationship with donor. 	<ul style="list-style-type: none"> Overview of project management/monitoring. Lessons learned and best practices.
15 minutes	Stakeholder coordination	<ul style="list-style-type: none"> Coordination with stakeholders. Review list of stakeholders (this will also help prepare for the later meetings on the agenda) 	<ul style="list-style-type: none"> Stakeholder list

Annex 5.2 Interview Guides

Introduction: My name is Sarah Harris and I work with the IOM Regional Office in Vienna as Monitoring and Evaluation Officer. I am here to evaluate one project that IOM has been implementing since 2015, funded by the US government.

The overall goal of the project is to support development and strengthening of a national legal and operational framework for combatting trafficking in persons. Specifically, the project supports four areas: developing legal amendments, establishing a National Referral Mechanism, training for judges, prosecutors and police officers, and awareness raising campaigns.

The purpose of my visit is to learn from you and other stakeholders about what is working and what can be improved. I have a series of questions prepared, and I invite you to be open in your responses. Everything that you share is confidential. I will be writing a report, and I will list the people that I meet with, but I won't cite specific people or agencies. Is that clear? Any questions before we begin?

Each interview is split into two parts – first part was tailored to each group of interviewees (government partners, experts, training centers and trainers, NGOs, hotline and shelter, and donors and international actors); second part was asked the same to all interviewees with minor adjustments as needed.

PART 1.1 – Questions for government partners:

- Parliament
- State Migration Service (SMS)
- Ministry of Interior (Moi), Counter-Trafficking Unit
- Ministry of Labor and Social Development (MLSD)

- Was your agency/ministry consulted during the design and conceptualization of this project? (Relevance)
- In your opinion, does this project contribute to national strategies and priorities? If so, how? (Relevance)
- Does this project complement efforts of your agency and other actors working in the CT field? (Relevance)
- What is your perception of the quality of support provided by IOM and the experts that were hired? (Effectiveness)
- In terms of the progress made to date, are you pleased with the quality of the products – the legal amendments and SOPs that have been drafted? Are they well designed and respond to needs? (Effectiveness)

Legal amendments

- Was improved knowledge needed to support the legal amendment process? (Relevance)
- In your opinion, what progress has been made in improving knowledge? Is there any need for further improving knowledge or technical capacity? (Effectiveness – output)
- In your opinion, have the relevant government actors been actively engaged in the process of adopting amendments? (Effectiveness – outcome)
 - Would this level of active engagement have been possible without IOM support? (Impact)
 - What factors have supported or hindered active engagement? (Effectiveness, Impact)
- Overall, in your opinion, how is the progress so far in adopting amendments to TIP law? (Impact)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

NRM

- Do you feel that the relevant stakeholders have the knowledge needed to identify and refer victims of trafficking as part of a National Referral Mechanism? (Effectiveness)
- Have the workshops helped to increase knowledge and facilitate SOP development?
- Do you feel that the relevant stakeholders have institutional capacity to identify victims and refer them to direct assistance? (Effectiveness)

- Overall, what progress has been made towards establishing a functional NRM? (Impact)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

Trainings for police officers (Mol only)

- In your opinion, what progress has been made in improving knowledge to apply TIP law and use a victim-centered approach? (Effectiveness – output)
- Can you observe any changes in the behavior or attitudes of those who have been trained? (Effectiveness – outcome)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

PART 1.2 – Questions for experts:

- Experts – Ayana Koduranova, Ajigulova Zamira

- What is your perception of the progress made to date in drafting legal amendments and SOPs? Are they well designed, aligned with international standards, and respond to needs? (Effectiveness)
- In your opinion, does this project contribute to **national strategies and priorities**? If so, how? (Relevance)
- Was support from IOM needed in these areas? Does the project respond to **current needs**? (Relevance)
- Does this project **complement efforts** of other actors working in the CT field? (Relevance)

Legal amendments

- Was improved knowledge needed to support the legal amendment process? (Relevance)
- In your opinion, what progress has been made in improving knowledge? Is there any need for further improving knowledge or technical capacity? (Effectiveness – output)
- In your opinion, have the relevant government actors been actively engaged in the process of adopting amendments? (Effectiveness – outcome)
 - Would this level of active engagement have been possible without IOM support? (Impact)
 - What factors have supported or hindered active engagement? (Effectiveness, Impact)
- Overall, in your opinion, how is the progress so far in adopting amendments to TIP law? (Impact)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

NRM

- Do you feel that the relevant stakeholders have the knowledge needed to identify and refer victims of trafficking as part of a National Referral Mechanism? (Effectiveness)
- Have the workshops helped to increase knowledge and facilitate SOP development?
- Do you feel that the relevant stakeholders have institutional capacity to identify victims and refer them to direct assistance? (Effectiveness)
- Overall, what progress has been made towards establishing a functional NRM? (Impact)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

PART 1.3 – Questions for training centers and trainers:

- Training Center for Prosecutors, General Prosecutor's Office
- Trainer for prosecutors Mr.Ormushev, Mr.Kenjееv
- High School of Justice, Supreme Court
- Trainer for police officers Kerimova NurbubuX

- Was your agency/ministry consulted during the design and conceptualization of this project? (Relevance)
- In your opinion, does this project contribute to national strategies and priorities? If so, how? (Relevance)
- Was support from IOM needed in these areas? Does the project respond to current needs? (Relevance)
- Does this project complement efforts of other actors working in the CT field? (Relevance)
- What is your perception of the quality of support provided by IOM and the trainers that were used? (Effectiveness)
- In terms of the progress made to date, are you pleased with the quality of the products – the training modules and trainings carried out? Are they well designed and respond to needs? (Effectiveness)

Trainings for police officers (MoI only)

- In your opinion, what progress has been made in improving knowledge to apply TIP law and use a victim-centered approach? (Effectiveness – output)
- Can you observe any changes in the behavior or attitudes of those who have been trained? (Effectiveness – outcome)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

PART 1.4 – Questions for NGOs implementing awareness raising campaigns:

- NGOs Leader, Aikol, Pangea, Center for Public Policy, DIA, Ayalzat

- In your opinion, does this project contribute to national strategies and priorities? If so, how? (Relevance)
- Does this project complement efforts of other actors working in the CT field? (Relevance)
- Was support from IOM needed in these areas? Does the project respond to current needs? (Relevance)
- Awareness raising:
 - Tell me about the target group for the information campaigns. Who are you targeting, and how do you reach them? Do you have tailored activities for different target groups?
 - I know that with awareness raising campaigns it can be hard to know what impact it has. For these campaigns, how do you measure or track the impact?
 - In terms of partners and relevant government institutions, the project wanted to increase their knowledge of new updates to TIP legislation. How did your awareness raising campaigns do this?

NRM

- Do you feel that the relevant stakeholders have the knowledge needed to identify and refer victims of trafficking as part of a National Referral Mechanism? (Effectiveness)
- Have the workshops helped to increase knowledge and facilitate SOP development?
- Do you feel that the relevant stakeholders have institutional capacity to identify victims and refer them to direct assistance? (Effectiveness)
- Overall, what progress has been made towards establishing a functional NRM? (Impact)
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)

PART 1.5 – Questions for hotline and shelter:

- 189 hot line (NGO Arysh)
- Shelter for VOTs

- Does this project complement efforts of other actors working in the CT field? (Relevance)
- I understand that the hotline is advertised in the awareness raising campaigns that IOM supports.
 - Tell me a bit about the history of the hotline. When was it established? How has it evolved?
 - Has there been an increase in calls to the hotline in the past years?
 - How do people hear about the hotline (apart from IOM supported awareness raising campaigns)?
 - Do you ask people when they call how they heard about the hotline?
- I also understand that the hotline is a key component of referral system for victims of trafficking and it will also play a role in the National Referral Mechanism.
 - Do you feel there is a need for a National Referral Mechanism?
 - How is the situation now? Do you feel that the relevant stakeholders have the **knowledge** needed to identify and refer victims of trafficking as part of a National Referral Mechanism? (Effectiveness)
 - Overall, in your opinion, what progress has been made towards establishing a functional NRM? (Impact)

PART 1.6 – Donors and international agencies:

- Was your agency/organization consulted during the design and conceptualization of this project? (Relevance)
- In your opinion, does this project contribute to national strategies and priorities? If so, how? (Relevance)
- Does this project complement efforts of other actors working in the CT field? (Relevance)
- Was support from IOM needed in these areas? Does the project respond to current needs? (Relevance)
- What is your perception of the quality of support provided by IOM and the experts that were hired? (Effectiveness)
- In terms of the progress made to date, are you pleased with the quality of the products – the legal amendments and SOPs, workshops on SOPs, training modules? (Effectiveness)
- Do you feel that stakeholders have increased their knowledge on counter-trafficking in past years?
 - Are stakeholders more aware of a coordinated and victim-centered approach?
 - Are stakeholders able to identify and refer victims and trafficking?
- What is your impression of the level of active government engagement to adopt new CT law and establish an NRM?
- What do you feel have been the major contextual factors impacting the success of counter-trafficking efforts generally? Any factors specific to legal amendments, NRM establishment, trainings, or awareness raising? (Relevance, Impact)
- What in your opinion are the most significant contributions of IOM support to counter-trafficking? (Impact)

PART 2: Final questions for all interviewees

- Overall, what changes have you observed related to improving the national legal and operational framework for combatting trafficking in persons?
 - What role has IOM support under this project played? (Impact)
 - What other factors have supported or hindered progress? (Effectiveness, Impact)
- Can you think of any other barriers that have constrained or delayed achievement of results?

- In addition to the results that we've already talked about, can you think of any other changes that IOM support contributed to, directly or indirectly? positive or negative?
- Was the communication and cooperation between all stakeholders involved effective and efficient? Have all relevant stakeholders been included (TFG members, civil society)? (Effectiveness, Efficiency)
- Looking ahead, do you feel that benefits of the project will be sustained after IOM support under this project ends (knowledge, capacity, coordination)? (Sustainability)
 - Are the needed structures, resources, and processes in place?
 - Are there any external factors that could impact sustained engagement and institutional capacity to address trafficking in persons?
- Is more support needed to further strengthen the national legal and operational framework?
- Based on our discussions today, what would you say is working well with IOM support to counter trafficking?
- Is there anything that is not working well? Are there any aspects that you would have liked to change, or should be improved in future?
- And can you think of any recommended actions to improve this project or to keep in mind for future projects?

Annex 5.3 Debrief and wrap-up meeting with IOM Staff

The Evaluator debriefed at the end of the visit to offer initial findings and participatively come up with initial ideas for recommendations. Participants: project manager, project assistant, and Head of Office.

Time	Topics	Methodology	Outputs
30 minutes	Initial findings	<ul style="list-style-type: none"> • Evaluator to present an overview of initial findings of the evaluation 	<ul style="list-style-type: none"> • Summary to feed into the draft report
15 minutes	Tentative recommendations	<ul style="list-style-type: none"> • Open discussion about potential actions to take based on the findings. 	<ul style="list-style-type: none"> • List of tentative recommendations to be incorporated into the draft report.
10 minutes	Next steps	<ul style="list-style-type: none"> • Agree on next steps in evaluation process. 	<ul style="list-style-type: none"> • Tentative dates for finalizing report

Annex 6: List of documents reviewed

- Final proposal (donor format) including narrative, logic model, timeline, budget summary, line-item budget, and budget narrative.
- Final proposal (IOM format) including narrative and budget.
- Donor reports (final versions of Q1 – Q8; draft of Q9) including financial reports, and annexes:
 - Cooperation Agreements with Training Center for Judges and Training Center for Prosecutors
 - Photos of training room reconstruction
 - Hot line statistics
 - NRM workshop concept note, agenda, list of participants and report
 - Report of TOT for judges, 18-20 January 2017
 - Report of TOT for prosecutors, 15-17 February 2017
 - Report of training for prosecutors, 16-17 March 2017
 - Report of training for judges, 20-21 April 2017
 - Report of training for judges, 27-28 April 2017
 - Report of training for prosecutors, 25-26 May 2017
 - Report of training for prosecutors, 25-28 July 2017

Annex 7: List of persons interviewed

IOM Staff

- Ms. Bermet Moldobaeva, Head of Office, IOM Mission in Kyrgyz Republic
- Ms. Jyldyz Ahmetova, Project Manager, IOM Mission in Kyrgyz Republic
- Ms. Salia Borbieva, Project Assistant, IOM Mission in Kyrgyz Republic

Experts

- Ms. Ayana Koduranova, legal expert
- Ms. Zamira Ajigulova, expert on SOPs

Parliament

- Ms. Eugeniya Strokova, Member of Parliament of the Kyrgyz Republic, Committee for Social Policy, Culture, Education and Health, Head of Counter-trafficking TFG

Government

- Ms. Jyldyz Ahmedgalieva, Counter-trafficking Focal Point, Ministry of Interior of the Kyrgyz Republic, Counter-Trafficking Unit
- Mr. Ulan Shamshiev, Head of the Labour Migration Unit, State Migration Service under the Government of the Kyrgyz Republic
- Ms. Cholpon Satarova, Senior Specialist, Ministry of Labor and Social Development of the Kyrgyz Republic

NGO partners conducting information campaigns

- Mr. Erbol Pazylov, representative of NGO Pangea,
- Mr. Emilbek Zhamakeev, representative of NGO Aikol,
- Ms. Saniya Dauzova, representative of NGO Center for Public Policy
- Ms. Banur Abdieva, representative of NGO Leader
- Ms. Avazkan Ormonova, Head of NGO DIA
- Ms. Nargiz Eshtaeva, Head of NGO Ayalzat

Training Centers

- Mr. Mirlan Ashirbaev, Director of the Training Center for Prosecutors under the General Prosecutor's Office of the Kyrgyz Republic
- Ms. Raushanai Turgunbaeva, Director of the High School of Justice under the Supreme Court of the Kyrgyz Republic

Trainers

- Mr. Nazar Kenjeev, trainer for prosecutors, General Prosecutor's Office of the Kyrgyz Republic
- Mr. Tilek Ormushev, trainer for prosecutors, General Prosecutor's Office of the Kyrgyz Republic
- Ms. Nurbubu Kerimova, trainer of trainings for police officers
- *Note: the representative from the MoI listed above was also a trainer for police officers*

International actors

- Mr. Dane Robbins, Political Officer, Political-Economic Section, US Embassy in the Kyrgyz Republic