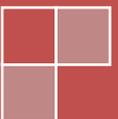


# JOINT FINAL EXTERNAL EVALUATION OF PROJECTS CT.0783 AND CT.0810

CT.0783: “Helping the Government of Madagascar Address Issues of Trafficking in Persons”

CT.0810: “Strengthening Protection of Victims of Human Trafficking in Post-crisis Madagascar”



## ACRONYMS

BLA	Bilateral Labour Agreements
BNLTEH	Bureau National de Lutte contre la Traite des êtres Humains (National Office for the Fight against Human Trafficking)
CECJ	Centres d'Ecoute et de Conseil Juridique (Social and Legal Advice Centres)
FGD	Focus Group Discussion
GBV	Gender Based Violence
GII	Gender Inequality Index
GNI	Gross National Income
GoM	Government of Madagascar
HDR	Human Development Report
ICPMWM	International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families.
IDF	IOM Development Fund
IGA	Income Generating Activities
ILO	International Labour Organization
IOM	International Organization for Migration
M&E	Monitoring and evaluation
NGO	Non-governmental Organization
PMPM	Police des Moeurs et de la Protection des Mineurs (Morals and Minors Protection Police)
PNA	Plan National d'Action de Lutte contre la Traite (National Action Plan to Fight Trafficking in Persons)
PPP	Purchasing Power Parity
RPE	Réseaux de Protection de l'Enfance (Child Protection Networks)
SPDTS	Syndicat Professionnel des Diplômés en Travail Social (Professional Union of Graduates in Social Work)
TiP	Trafficking in Persons
UNFPA	United Nations Population Fund
UNICEF	United Nations Children Fund
USA	United States of America
USAID	United States Agency for International Development
VoT	Victim of Trafficking

## INDEX

1. INTRODUCTION .....	5
SECTION 1: EVALUATING IOM COUNTER TRAFFICKING PROJECTS IN MADAGASCAR.....	6
2. EVALUATION APPROACH AND METHODOLOGY .....	6
3. INTERVENTION CONTEXT: HUMAN TRAFFICKING IN MADAGASCAR .....	7
SECTION 2: DESCRIPTION OF THE ASSESSED INTERVENTION .....	12
4. IOM ACTION CONCERNING COUNTER TRAFFICKING IN MADAGASCAR.....	12
5. IMPLEMENTED ACTIONS .....	14
5.1. Outcome 1: Anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs is improved.....	14
5.2. Outcome 2: Knowledge of TiP issues in Madagascar is increased .....	16
5.3. Outcome 3: Protection is strengthened.....	18
5.4. Outcome 4: Capacity among relevant GOM ministries to engage with destination and transit countries to ensure protection of Malagasy labour migrants is improved .....	21
SECTION 3: EVALUATION RESULTS.....	24
6. CRITERIA ANALYSIS.....	24
6.1. Relevance .....	24
6.2. Efficiency .....	27
6.3. Effectiveness .....	29
6.3.1. Outcome 1: Anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs is improved.....	30
6.3.2. Outcome 2: Knowledge of TiP issues in Madagascar is increased .....	31
6.3.3. Outcome 3: Protection is strengthened.....	34
6.3.4. Outcome 4: Capacity among relevant GOM ministries to engage with destination and transit countries to ensure protection of Malagasy labour migrants is improved	36
6.3.5. Overall goal.....	37
6.4. Coordination.....	37
6.5. Impact.....	39
6.6. Sustainability .....	42
6.7. Gender.....	44
7. CONCLUSIONS .....	46
8. RECOMMENDATIONS.....	47

9.	BIBLIOGRAPHY.....	51
10.	ANNEXES .....	53
10.1.	List of interviewed actors.....	53
10.2.	Participants in the focus group .....	54

## 1. INTRODUCTION

The International Organization for Migration (IOM) officially opened its office in Madagascar in October 2014. IOM's activities started in the country through the implementation of two projects in the field of Counter Trafficking (CT). The first, *"Helping the Government of Madagascar Address Issues of Trafficking in Persons"* (CT.0783) was funded by the IOM Development Fund<sup>1</sup> (US\$ 100,000). The second, *"Strengthening Protection of Victims of Human Trafficking in Post-crisis Madagascar"* (CT.0810) was implemented under a grant from USAID (US\$ 462,000).

This external evaluation was commissioned by IOM, as the projects come to the end of their implementation phase, to assess the level of achievement of set objectives by the two projects, as well as the level of relevance, efficiency, impact, and sustainability of the overall intervention. The evaluation was an exercise to gain insight and improve on potential future project implementation by IOM in the country.

The evaluation was carried out by an external Consultant, and monitored by the Head of Office and CT Project Coordinator in Madagascar. It took place over 5 weeks between 16 November 2015 and 21 December 2015. The fieldwork in Antananarivo took place over a span of two weeks, from 30 November to 14 December.

The evaluation report is organized into three sections. The first section describes the evaluation approach, the theory of change which sustained the intervention, and the context in the country as regards to trafficking in persons (TIP). The second section presents an analytical description of activities carried out in the framework of the two projects. The third section focuses on an in-depth evaluation of the intervention against the evaluation criteria of relevance, efficiency, coordination, effectiveness, impact, sustainability and gender. This precedes an analysis of learned lessons from the intervention, evaluation conclusions and recommendations for the performance of future actions.

---

<sup>1</sup> For more information see <http://mac.iom.int/developmentfund/about.htm>.

## SECTION 1: EVALUATING IOM COUNTER TRAFFICKING PROJECTS IN MADAGASCAR

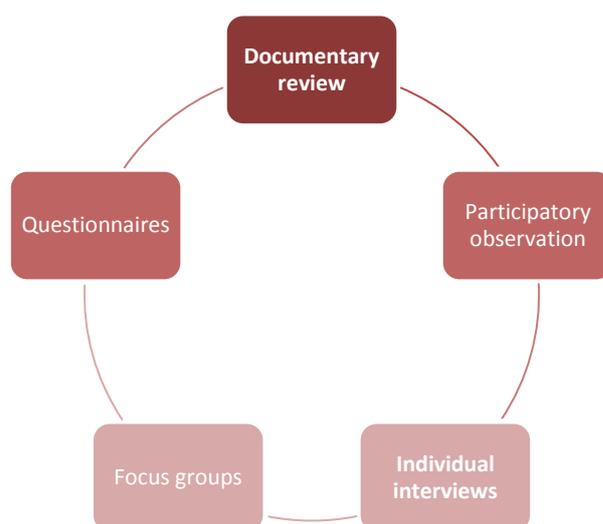
### 2. EVALUATION APPROACH AND METHODOLOGY

The evaluation was not considered as a control assessment but as a learning process, in which a broad range of actors involved in the projects' implementation carried out a participatory reflection about the implemented actions and their results. This reflection was encouraged and coordinated by the evaluator through the implementation of qualitative research tools.

The evaluation followed a *process and results-based approach*, focusing on the processes carried out, on the interaction between activities, results and objectives, and on the improvement of the Government of Madagascar's (GoM) capacity to combat Human Trafficking (HT) and assure mechanisms in order to protect Victims of Trafficking (VoT)<sup>2</sup>. Since this is a joint evaluation, the assessment took into consideration synergies and complementarities between the two projects. A *human rights* and *gender-based approach* were at the core of the process, placing VoT rights and the influence of gender factors in Trafficking in Persons (TiP) in a central position.

Five research tools were used in order to collect information. These are described in the next diagram.

**Diagram 1: Qualitative tools used during the evaluation.**



<sup>2</sup> The term VoT will be used to cohere with all IOM documents. Nevertheless, the term survivors of trafficking is preferred in order to reduce victims stigmatization and enhance victims empowerment.

In order to understand the projects' objectives and theory of change, as well as the context of implementation, a thorough home-based **documentary review** was carried out by the Evaluator (see *bibliography*). **Participatory observation** was carried out over two weeks of fieldwork in Antananarivo, during which the Evaluator worked in the IOM office, conducted meetings with different actors, learning through exposure to the day-to-day activities of participants, about their routine, constraints, work methods, and the general context of implementation.

During the fieldwork, **31 individual interviews** were held with main actors involved in the intervention in order to understand the project's implementation processes, achieved results, challenges, learned lessons and specifics of the country (see *list of interviewed actors in annex 1*). Individual interviews were complemented with a **Focus Group Discussion (FGD)**, with participation of 9 persons (2 men and 7 women) social workers representing NGO's assisting VoT in collaboration with IOM (see *list of participants in annex 2*). The FGD served to identify good practices and challenges with regards to the provision of assistance to VoT, identify project's effects and impacts for beneficiaries, and formulate recommendations for potential new interventions. Since the evaluation gave special importance to the opinions of VoT, an **informal interview** was conducted with 6 VoT assisted by the programme (1 man, 5 women) and their Income Generating Activities (IGA) were visited, in order to assess the assistance provide by IOM, and identify the assistance's effects and impact on their lives.

### 3. INTERVENTION CONTEXT: HUMAN TRAFFICKING IN MADAGASCAR

According to the Human Development Report<sup>3</sup> 2014, Madagascar is one of the poorest countries in the world, ranking 155 out of 187 countries and territories,<sup>4</sup> in human development. Life expectancy at birth in the country in 2013 was 64.7 years (66.2 for women and 63.2 for men), and the mean years of schooling was 5.2 (4.8 for women and 5.6 for men). Gross National Income (GNI) per capita in 2011 was US\$ 1,333 (purchasing power parity dollars - PPP US\$) (1,102 for women and 1,566 for men). These data reflect important inequalities concerning gender. The lack of relevant and reliable data seriously affected measurement of the Gender Inequality Index (GII)<sup>5</sup>. Nevertheless, in 2014 a new index was introduced in the HDR report. The Gender Development Index (GDI)<sup>6</sup> based on the sex-disaggregated HDI,

---

<sup>3</sup> The 2014 Human Development Report (HDR) presents the 2014 Human Development Index (HDI) (values and ranks) for 187 countries and UN-recognized territories, along with the Inequality-adjusted HDI for 145 countries, the Gender Development Index for 148 countries, the Gender Inequality Index for 149 countries, and the Multidimensional Poverty Index for 91 countries.

<sup>4</sup> UNDP, 2014. Explanatory note on the 2014 Human Development Report composite indices: Madagascar. Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience Human Development Report. HDI values and rank changes in the 2014. Available at [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/MDG.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MDG.pdf) (3-12-2015).

<sup>5</sup> GII reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Reproductive health is measured by maternal mortality and adolescent birth rates; empowerment is measured by the share of parliamentary seats held by women and attainment in secondary and higher education by each gender; and economic activity is measured by the labour market participation rate for women and men.

<sup>6</sup> The GDI measures gender inequalities in achievement in three basic dimensions of human development—health (measured by female and male life expectancy at birth), education (measured by female and male expected years of

defined as a ratio of the female to the male HDI. Madagascar's HDI for 2013 is 0.498. However, when the value is discounted for inequality, the HDI falls to 0.346, a loss of 30.5 percent due to inequality in the distribution of the dimension indices (the 2013 female HDI value for Madagascar was 0.476 in contrast with 0.519 for males). Disparities are not just associated with gender but also to socio-economic population backgrounds, in which the gender variable acts as a transverse factor.

This context represents structural and institutional weaknesses that are the root cause of underdevelopment and cyclical political crises in the country<sup>7</sup>. Only after the most recent elections in late 2013 did Madagascar start the process of exiting a five-year political crisis, compounded by economic disorder and international isolation which heavily impacted on donors and the reduction of international cooperation with the country. According to the International Crisis Group (2014) and as mentioned in interviews carried out during the evaluation, *“the political crisis and the inability of authorities to ensure rule of law following the military coup in 2009 resulted in a severe deterioration in public services, human rights abuses, and increased levels of poverty. During this period, many actors, including private employment agencies, operated with impunity. In addition, the absence of funding from international donors meant that many developmental gains were lost or put on hold”*<sup>8</sup>.

Poverty, economic inequity, gender disparities and challenging governance are at the core of TiP challenges in the country. According to study on TiP in Madagascar carried out by IOM in the framework of this intervention and the United States Department of State Annual Trafficking in Persons (TiP Report) for 2014, Madagascar suffers from different forms of international and national trafficking. Child labour exploitation as domestic servitude in mining, fishing and agriculture sectors; sexual exploitation of children in prostitution and/or forced begging, are the types of TiP affecting the largest number of persons in the country. Forced marriage is also another kind of trafficking specifically affecting girls.

Children who are victims of trafficking in labour exploitation, domestic servitude, mines, fishing or agriculture within Madagascar, generally come from rural areas. Sexual exploitation of children happens in tourist zones by the coast, such as Toamasina, Toliara, Antsiranana, Nosy Be, Mahajanga and Fort Dauphin<sup>9</sup>.

According to the information provided by the National Survey concerning Child Labour in Madagascar, cited in the IOM study, 300,000 children, or 4.5% of children in Madagascar between 5 and 17 years old, are suspected VoT.

---

schooling for children and mean years of schooling for adults aged 25 years and older); and command over economic resources (measured by female and male estimated GNI per capita). Country rankings are based on absolute deviation from gender parity in HDI. What this means is that ranking takes into consideration inequality in favour of men or women equally.

<sup>7</sup> International crisis group, 2014. A Cosmetic End to Madagascar's Crisis? Available at <http://www.crisisgroup.org/en/regions/africa/southern-africa/madagascar/218-a-cosmetic-end-to-madagascar-s-crisis.aspx> (3-12-2015).

<sup>8</sup> Idem pp 1.

<sup>9</sup> IOM, 2015. Etat des lieux sur la traite de personnes à Madagascar. USAID From the American People. Fonds de l'OIM pour le développement.

At the international level, women facing labour and/or sexual exploitation in Middle-Eastern countries (mainly Lebanon and Kuwait) are the most numerous VoT. Nevertheless, cases were also identified in China where women were victims of labour exploitation and sold as wives. Most victims of international trafficking are women, though some Malagasy men have also been reported as VoT, being exploited in the service or construction sector in the Middle East or on fishing boats in South African territorial waters<sup>10</sup>.

The GoM is concerned about this problematic situation, and efforts were made to address the issue. Madagascar ratified the Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, (supplementing the United Nations Convention against Transnational Organized Crime) on 15 September 2005, and in January 2015, Madagascar's Parliament passed Law n° 2014-040 of 20 January 2015 on TiP. The new law came to complete the Law n° 2007-038 of 14 January 2008 concerning child sexual exploitation and sexual tourism that had been passed in 2007. Consecutively, on 13 May 2015, Madagascar also ratified the International Convention on the Protection of the Rights of All Migrant Workers and Members of their Families (ICPMWM).

Madagascar also ratified some Conventions relating to forms of trafficking of the Labour International Organization (ILO) such as the Abolition of Forced Labour Convention (n° 29 and n° 105), the minimum age convention for the employment of children (n° 138) and the Worst Forms of Child Labour Convention (n° 182). Nevertheless, the Migrant Workers (Supplementary Provisions) Convention (n° 143), the Domestic Workers Convention (n° 189) and the Private Employment Agencies Convention (n° 181) have not been ratified by the country to date.

Concerning Children's Rights Protection, the country ratified the Convention on the Rights of Children in 1991 and a law focusing on Child Protection was passed by the Parliament in 2007 (law n° 2007 – 023 of 20 August 2007).

As a member of the African Union (AU), Madagascar ratified the African Charter on Human and Peoples' Rights and the African Charter on the Rights and welfare on the Child.

Although a legislative framework has been developed, and can assure a legal response to this problem, technical and, mainly, economic capacities of the government to fight against TiP are very limited.

The presence of push factors for emigration and internal mobility, dissatisfaction regarding families' basic needs and cultural aspects that are propitious to exploitation such as domestic work and early marriage, coupled with a lack of information of most of the population about migration and human rights, make the *prevention* of TiP in the country difficult, since the population is highly vulnerable.

One of the main actions implemented in order to avoid incidences of TiP in the Middle-East and Gulf Countries was the prohibition in 2009 of the allocation of work permits for migrant

---

<sup>10</sup> IOM, 2015. Etat des lieux sur la traite de personnes à Madagascar. USAID From the American People. Fonds de l'OIM pour le développement.

workers wanting to travel to Lebanon. In 2013, a new Decree<sup>11</sup> widened the suspension of travel to high risk countries such as Saudi Arabia, Kuwait, and Lebanon for the purpose of work. Nevertheless, rather than preventing departures and trafficking, the prohibition contributed to create irregular migratory flows, making it invisible and more dangerous for the migrants themselves. Currently, people use fake work or tourism visas to access countries such as the Comoros, Mauritius, or Kenya, as transit points before embarking on secondary journeys towards their intended final destination in the Middle East and in the Gulf Countries.

**Protection** of VoT also faces challenges since the social protection system is almost nonexistent in the country. Shelters for VoT are very limited, and are mostly reserved for children, which makes it difficult to find a vacancy for an adult VoT. Most of them are managed by Civil Society Organizations (NGOs), which rarely collaborate with public institutions. There are two main networks of stakeholders aiming to enhance coordination between public institutions and NGOs. The first aims to address the protection of children (Child Protection Network – RPE), and is led by the Ministry of Population and Social Affairs and UNICEF. The second are the CECJ (Centre d’Ecoute et de Conseil Juridique – Social and Legal Advice Centers for women victims of domestic violence), also created by the Ministry of Population and Social Affairs, with UNFPA’s support and managed by local NGOs.

One of the most important challenge in protection is the identification of VoT. Both economic resources and technical skills needed to detect cases are limited. RPE lack adequate capacities to identify situations of trafficking, and do not operate at a satisfactory level necessary to offer an effective response for child VoT. This is also true of the CECJ, and the recently established Tourist Police, in Nosy Be<sup>12</sup>.

**Prosecution** is hindered by weaknesses and challenges of the judicial system in the country. Absence of economic resources to face the day-to-day workload of the judicial police officers (fuel for cars, for example), prevalence of corruption and lack of knowledge on TiP, the identification of VoT or the particulars of cases, are some of the problems which hamper the prosecution of trafficking cases. Low resolution of cases consequently causes the distrust of the population in juridical process, which creates a vast separation between positive and community law. In fact, most cases finish with an informal negotiation, and the payment of a monetary settlement from the accused trafficker to the family of the victim.

Entities in charge of receiving complaints are the Fokontany Offices<sup>13</sup> of social assistance in the City Hall, the RPE, the CECJ, the Gendarmerie, the Police and tribunals. Judicial Police and the Gendarmerie have special departments for the prosecution of infractions committed against children. The Morals and Minors Protection Police (MPPM), is the special Department in charge of the affairs involving children. In 2001, a pool of lawyers was created in order to provide free legal assistance to victims of gender-based violence. They also take on cases related to TiP.

---

<sup>11</sup> Décret n° 2013-594 portant suspension de l’envoi de travailleurs migrants malgaches dans les pays à haut risque.

<sup>12</sup> Nosy Be being a prime sexual tourism destination in Madagascar, with incidences of TiP reported.

<sup>13</sup> Local authority at the level of neighborhood.

Most of the GoM efforts are concentrated on the creation of **partnerships** with international organizations, providing support to address TiP through the provision of funding and technical support. Efforts were also made to establish Bilateral Labour Agreements (BLAs) with typical destination countries of Malagasy migrant workers where incidences of TiP have been documented, as will be further explained later.

## SECTION 2: DESCRIPTION OF THE ASSESSED INTERVENTION

### 4. IOM ACTION CONCERNING COUNTER TRAFFICKING IN MADAGASCAR

The assessment consists of the evaluation of two different projects, funded by two different donors (USAID and IDF). Even so, they complemented each other, covering all areas that need to be considered when working in CT: prevention, protection, prosecution and partnership.

Project CT.0810, with a significantly larger budget covered all 4 areas, while CT. 0783 aimed to enhance **partnership** through their support to the GoM to carry out forums and coordination meetings and **prevention** through research and awareness raising campaigns.

**Table 1: Description of the evaluation’s target projects.**

	CT.0783	CT.0810
<b>Title</b>	<b>Helping the Government of Madagascar address issues of trafficking in persons</b>	<b>Strengthening protection of victims of human trafficking in post-crisis Madagascar</b>
<b>Partners</b>	IOM, relevant ministries in Madagascar, United Nations agencies, civil society organizations (NGOs)	IOM, relevant ministries in Madagascar, United Nations agencies, civil society organizations (NGOs)
<b>Target groups</b>	Victims of trafficking, Government of Madagascar	Victims of trafficking, Government of Madagascar
<b>Budget</b>	US\$ 100.000	US\$ 462.000
<b>Date<sup>14</sup></b>	1 September 2014 – 30 August 2015	1 October 2014 – 30 September 2015

This evaluation aims to assess the overall CT intervention of IOM under these two projects implemented in Madagascar through an analysis of global objectives, outcomes and inputs, as well as indicators which compose the theory of change. The evaluation analysis will be a result of the integration of two projects, as presented in the next table.

---

<sup>14</sup> Initial planned timeframe.

**Table 2: Intervention theory of change.**

<b>General Goal: To contribute to the efforts of the Government of Madagascar in responding to human trafficking, reducing incidences of trafficking and protecting victims, in an informed, coordinated and victim-centered manner</b>	
<b>Outcome 1: Anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs is improved</b>	<b>Output 1.1 (CT.0810)</b> Revised National Action Plan to Combat HT in Madagascar
	<b>Output 1.2 (CT.0810 and output 1.1 in CT.0783)</b> Inter-ministerial committee is re-enforced to address HT
<b>Outcome 2: Knowledge of TiP issues in Madagascar is increased</b>	<b>Output 2.1 (output 2.1 in CT.0810 and output 1.2 in CT.0783 project)</b> A research on TiP issues in Madagascar and main destination countries is carried out and disseminated amongst main actors in TiP in the country
	<b>Output 2.2 (output CT.0810 and output 2.1 in CT.0783)</b> Information campaign materials are disseminated to potential migrants and the public.
<b>Outcome 3: Protection is strengthened</b>	<b>Output 3.1 (CT.0810)</b> VoT referral and assistance mechanism established
	<b>Output 3.2 (CT.0810)</b> Government and civil society service provides have increased knowledge and skills on identification, referral and the provision of assistance
	<b>Output 3.3 (CT.0810)</b> Improved availability of direct assistance services to VoT
<b>Outcome 4: Capacity among relevant GoM ministries to engage with destination and transit countries to ensure protection of Malagasy labour migrants is improved</b>	<b>Output 4.1 (CT.0810)</b> Increased knowledge and skills related to bilateral agreements and rights of migrants workers among GOM officials
	<b>Output 4.2 (CT.0810)</b> A tool for GOM officials on how to effectively engage with destination country governments

## 5. IMPLEMENTED ACTIONS

### 5.1. Outcome 1: Anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs is improved

**Table 3: Activities planned in the framework of outcome 1.**

OUTPUT	ACTIVITIES	BUDGET (US\$)
Output 1.1 (CT.0810) Revised National Action Plan to Combat HT in Madagascar	<b>A 1.1.1:</b> Provide technical support to Committee for the development /revision of National Action Plan to Combat HT in Madagascar.	<b>CT.0810: 3,500</b>
	<b>A 1.1.2:</b> Disseminate meeting notes and a list of action items following each meeting.	
Output 1.2 (CT.0810 and output 1.1 in CT.0783) Inter-ministerial committee is reinforced to address HT	<b>A 1.2.1:</b> Identify all relevant stakeholders and focal points within GoM and NGOs to support existing inter-ministerial committee/working group to combat HT	<b>0</b>
	<b>A 1.2.2:</b> Clearly define roles and mandates of stakeholders.	<b>0</b>
	<b>A 1.2.3:</b> Organize quarterly meetings, inviting all relevant stakeholders, to discuss the revision and adoption of victim care mechanisms and associated tools.	<b>CT.0810: 3,000 CT.0783: 5,400 TOTAL: 8,400</b>

#### Output 1.1: Revised National Action Plan to Combat HT in Madagascar

The official validation and public launch of the 2015 – 2019 National Action Plan to Combat TIP in Madagascar (PNA) took place on 5 March 2015. It was the result of a process of bilateral and multilateral consultations initiated during the final months of 2014, led by the GoM and facilitated by IOM. As planned in **activity 1.1.1** IOM provided technical assistance to the GoM to develop the PNA, and contributed financially and logistically to the holding of different consultation and pre-validation workshops for stakeholders.

The first of them was organized by the Prime Minister's Office and co-financed by IOM and UNICEF. It took place in Antsirabe on 13 and 14 November 2014 and its objective was to agree upon a common strategy to create the PNA. The Prime Minister's Office and most ministries (15) were represented, as well as diplomatic corps (including one representative of the US Embassy in Antananarivo), representatives from UN agencies two NGOs and one placement agency from the private sector.

Afterwards, IOM recruited a National Consultant that led the series of bilateral consultations, gathered sectoral action plans from the ministries, and drew from that a first working document for IOM. The working document was then revised by IOM and submitted to multilateral consultations with all stakeholders. Two more workshops were organized by IOM

in order to present observations of individual actors to the PNA and consolidate the final version.

After each workshop, IOM facilitated secretarial functions for the dissemination of meeting minutes and the list of action items to follow up on, as planned in activity 1.1.2. IOM also contributed to the translation of the PNA into Malagasy language, although this activity was not initially planned.

### **Output 1.2 Inter-ministerial committee reinforced to address HT**

On 3 March 2015, two days before the validation of the PNA<sup>15</sup>, the Council of Ministers of the GoM, passed Decree n° 2015-269 pertaining to the creation, organization, management and assignment of the National Office for the Fight against Human Trafficking (BNLTEH). This is the structure responsible for the coordination and monitoring of the PNA implementation and is composed of all ministries and actors (NGOs, private sector, media) involved in the fight against TiP, which were nominated through decree n° 2015-995 pertaining to the appointment of the members of the BNLTEH in June 2015.

The process of the creation of the BNLTEH was led by the GoM and supported by IOM as planned by **activities 1.2.1, 1.2.2 and 1.2.3**. IOM actions mainly consisted of organizing meetings and advocacy in order to accelerate the setting up of the BNLTEH and provide it with technical support and advice. Two plenary working sessions were held on 1 June and 27 August 2015 by the BNLTEH, followed by regular working sessions since then. In the last meeting, four commissions were established, each one with the objective to focus its work on one specific outcome pursued through the PNA.

In addition to this, on 17 September 2015, IOM provided a one-day training session to the members of the BNLTEH on the main concepts around TiP, and the international and national situation concerning TiP. In total 23 people participated in the workshop, representing different ministries, the police, the media, and recruitment agencies.

---

<sup>15</sup> The PNA was set to be validated on 18 February 2015, but it was postponed upon the request of one specific ministry which had concerns about their roles and responsibilities. The validation was then pushed back to 5 March 2015 to meet the agenda of the Prime Minister.

## 5.2. Outcome 2: Knowledge of TiP issues in Madagascar is increased

**Table 4: Activities planned in the framework of outcome 2.**

OUTPUT	ACTIVITIES	BUDGET (US\$)
Output 2,1 (output 2,1 in CT.0810 and output 1,2 in CT.0783)  Research on TiP issues in Madagascar and main destination countries is carried out and disseminated amongst main actors in TiP in the country	<b>A 2.1.1:</b> Write TOR and identify appropriate consultant to conduct assessment of TiP issues in Madagascar	<b>CT.0810: 17,200</b> + <b>CT.0783: 38,400</b> <b>TOTAL: 55,600</b>
	<b>A 2.1.2:</b> Share findings with all relevant stakeholders  <b>A 2.1.3:</b> Facilitate workshops for GOM and NGOs based on findings from survey and study.	<b>CT.0810: 4,000</b> + <b>CT.0783: 6,000</b> <b>TOTAL: 10,000</b>
Output 2,2 (output CT.0810 and output 2,1 in CT.0783) Information campaign materials are disseminated to potential migrants and the public,	<b>A 2.2.1:</b> Develop and implement a small-scale but targeted awareness raising campaign in Antananarivo using radio and print media (CT.0783)	<b>CT.0783: 10,000</b>
	<b>A 2.2.2:</b> Develop a targeted awareness raising campaign in vulnerable communities in Antananarivo, Antsiranana, Mahajanga, Toamasina, Tolagnaro, and Toliara using radio and print media with the support of a communication agency (CT.0810)	<b>CT.0810: 20,000</b> + <b>CT.0783: 5,000</b> <b>25,000</b>
	<b>A 2.2.3:</b> Send survey with assessment report	<b>CT.0810: 7,500</b>
	<b>A 2.2.4:</b> Create survey with questions about basic TiP risks and available resources	
	<b>A 2.2.5:</b> Survey 50 people before and after the campaign to rate level of understanding	<b>CT.0810: 2,500</b>

### **Output 2.1 Research on TiP issues in Madagascar and main destination countries is carried out and disseminated amongst main actors in TiP in the country**

A research on TiP in Madagascar was carried out between April and July 2015 by an International Consultant who led the team and carried out fieldwork in Antananarivo, in Kuwait, and in Lebanon, and by a National Consultant who was in charge of the field research in six regions of the country. Target cities were Mahajanga in the region of Boeny, Antsiranana and Nosy Be in the Region of Diana, Toamasina in the Region of Atsinanana, Toliara in the region of Anstimo-Adrefrana and the city of Fianarantsoa in the region of Matsiatra-Ambony (*activities 2.1.1 and 2.1.2*).

The study contains information about the legislative and institutional framework concerning TiP in Madagascar, the prevalence and forms of trafficking in the country, and analyses responses at the social and judicial level. The results of the study were presented to the public on 13 October 2015 in Antananarivo (activity 2.1.3) with the presence of 61 persons: the special advisor to the Prime Minister, the special advisor to the President, 18 representatives of different ministries, 8 representatives from embassies in Madagascar, 6 representatives

from technical and financial partners, 13 representatives from NGOs, 1 representative of the BNLTEH, 1 representative of a recruitment agency and 12 journalists.

### **Output 2.2 Information campaign materials are disseminated to potential migrants and the public**

Both projects CT.0783 and CT.0810, included within their activities the development and implementation of an information campaign on TiP. By pooling funds allocated under the two projects, IOM has been able to develop a large-scale and targeted awareness rising campaign in Antananarivo and in the other regions of the country (Analamanga, Antsinanana, Boeny, Diana, Anosy, and Atsimo-Andrefana). A message designed to give information about the most frequently documented forms of TiP affecting Malagasies, prevent and, calling on the general public to act or denounce a possible situation of TiP in his/her neighborhood, was disseminated through posters, flyers, billboards (only in Antananarivo) and a T-shirt, as well as the diffusion of a national TV and Radio campaign.

Regarding the selection of a company responsible to develop the campaign, IOM disseminated a call for proposals. A reputed advertising company operating in Madagascar was selected after screening of the 4 applications received. The message was carefully crafted and the visuals developed by the company in collaboration with IOM and with inputs of the Prime Minister's Office. The campaign was launched in a high-visibility public event on 30 July 2015, the occasion of the celebration of the International Day against TiP, in presence of the Prime Minister.

In order to rate the level of understanding of the population concerning TiP, a survey was carried out before and after the campaign (**activities 2.1.4, 2.1.5 and 2.1.6**). The first survey was carried out by IOM between 27 and 30 April 2015. A sample of 212 persons were approached randomly in the street (104 men and 108 women), assuring the composition of a structural sample including different age groups, levels of educations and sexes, and asked about their knowledge concerning trafficking and response mechanisms.

The post-survey was performed by a professional surveying company which carried out 200 face-to-face questionnaires (97 men and 103 women), conducted door to door over 5 days, between 17 and 23 September 2015, targeting people over 15 years old. The main objective of the survey was to rate the impact of the campaign through the measure of the population's exposure to it, their understanding of the message, the adhesion to the campaign and changes in behavior that the campaign produced.

### 5.3.Outcome 3: Protection is strengthened

**Table 5: Activities planned in the framework of outcome 3.**

OUTPUT	ACTIVITIES	BUDGET
Output 3.1 (CT.0810) VoT referral and assistance mechanism established	<b>A 3.1.1:</b> Establish a victim referral mechanism in consultation with stakeholders, including procedures for the identification and referral of victims of trafficking with accompanying standard tools, including screening, referral, and assistance forms.	<b>CT.0810: 9,250</b>
Output 3.2 (CT.0810) Government and civil society service providers have increased knowledge and skills on identification, referral and the provision of assistance	<b>A 3.2.1:</b> Conduct trainings for 60 civil society and government service providers on how to effectively use the referral mechanism and related tools.	<b>CT.0810: 4,950</b>
Output 3.3 (CT.0810) Improved availability of direct assistance services to VoT	<b>A 3.3.1:</b> Support screening and identification of VoT in destination countries and provide necessary pre-return assistance.	<b>CT.0810: 36,250</b>
	<b>A 3.3.2:</b> Provide victims with assistance for voluntary, dignified and safe returns to country of origin for Malagasy VOTs identified in other countries and provide all victims—domestic and international—with assistance with access to shelter, medical and psychosocial care, legal assistance and reintegration program.	<b>CT.0810: 158,750</b>

#### Output 3.1: Establishment of VoT referral and assistance mechanism

A manual on the identification, referral, and provision of assistance to VoT in Madagascar, was produced by IOM in the framework of the intervention (**activity 3.1.1**). The manual, in French, contains an explanation about TiP, the legal context in Madagascar, and the principles relating to provision of assistance to VoT. Four specific and standardized forms are also included as annexes to the manual:

- i. The screening form to identify VoT
- ii. The needs assessment form
- iii. The risk assessment form
- iv. The M&E form

IOM recruited a National Consultant in order to develop a participatory process to conceive the Manual and contextualize the foreseen standard annexes to the country context and needs. Under the leadership of the Ministry for Social Affairs, the National Consultant lead bilateral consultations with ministries and NGOs providing assistance to vulnerable populations, in order to establish the draft manual and annexes in line with international standards. A total of 34 interviews were conducted between 16 June and 3 July 2015. On 14 August 2015 a workshop gathering all stakeholders was organized to present the draft manual and the annexes and gather inputs. Further to the revisions that followed the multi-

stakeholders workshop, IOM finalized the manual and submitted it to the Ministry of Social Affairs for endorsement.

### **Output 3.2: Government and civil society service providers have increased knowledge and skills on identification, referral and the provision of assistance**

According to **activity 3.2.1**, two training programs were developed to enhance knowledge and skills of NGOs and government officials on the identification, referral and provision of assistance to VoT in Madagascar.

The first of them was addressed to the social workers from NGOs, with a total of 19 persons participating (4 of the representatives were social workers in the Ministry of Population). This workshop took place on the 14, 15 and 16 October 2015. The second one took place on 19, 20 and 21 October 2015, and was specially addressed to social workers operating in the Ministry of Social Affairs. Both were facilitated by an IOM CT expert based in Geneva with support from the CT Project Coordinator in Madagascar, and were divided into 9 sections:

- i. Fight against TiP.
- ii. Situation concerning TiP in Madagascar
- iii. Victim identification, indicators and interview techniques
- iv. Global presentation of the guide, carried out by IOM
- v. Conducting an interview with a victim, the screening form in order to identify VoT
- vi. Template to monitor and evaluate provided assistance to VoT
- vii. Direct assistance to the victims, assistance needs assessment
- viii. Template to assess risks when assisting VoT
- ix. Referential mechanism in the local context

### **Output 3.3: Improved availability of direct assistance services to VoT**

IOM set up an assistance fund to provide a response to highly vulnerable cases, in which VoT need an urgent response (**activities 3.3.1 and 3.3.2**). Only persons who suffered exploitation during 2014 or 2015 were targeted. IOM Madagascar contextualized standard IOM assistance forms such as the VoT screening form, the template for assistance determination, and created others in French and Malagasy such as the assistance fund information sheet, in order to provide assistance adapted to the local context.

The IOM assistance process in Madagascar planned for:

1. **Detection** of VoT by partners in the field. Cases were detected inside the country but also in Kuwait and Lebanon, in cases of international trafficking.
2. **Status determination interview**, carried out by IOM in host country (Lebanon) for cases of International trafficking, and by IOM Madagascar in cases of internal trafficking.

3. **Return assistance** in international cases, including pre-departure support and services such as translation, psychological support, emergency medical treatment, consular assistance/acquisition of travel documents, shelter, and safe return travel for Malagasy VoTs to Madagascar.
4. **Reintegration assistance** provided by IOM Madagascar in both internal and international cases. Reintegration assistance was provided after the development of a needs assessment. Once the person was recognized as a VoT, medical and socio-psychological support was provided. Economic assistance consisting of the development of an IGA (income generating activity) by the VoT with the support of IOM in three different ways: technical and professional training in relation to the activity, small business management training, and support with financial assistance to start the activity of up to US\$ 700 per person. Judicial assistance was not provided as it was not demanded by VoT.
5. **Follow up** of the case to assure the success of the process and assure VoT needs are met during the reintegration phase.

IOM established a coordination mechanism with some NGOs which permitted a preliminary identification and referral of VoT to IOM, to facilitate identification by the organization, using its screening form. IOM also established relationships with a range of preferred partners for the provision of assistance to the recognized VoTs, as summarized in the next diagram.

**Diagram 2: IOM partners in assisting VoT.**

Detection	Professional Training	Economic assistance	Socio - psychological support	Medical Assistance
<ul style="list-style-type: none"> <li>• ASSEFEMA</li> <li>• AVOTRA</li> <li>• Grain de Bitume               <ul style="list-style-type: none"> <li>• ENDA</li> <li>• AINA</li> </ul> </li> <li>• ECPAT - France               <ul style="list-style-type: none"> <li>• CICR</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>• Private academies</li> </ul>	<ul style="list-style-type: none"> <li>• Madagascar Entreprises Développement</li> </ul>	<ul style="list-style-type: none"> <li>• Private psychologist</li> <li>• Youth First</li> </ul>	<ul style="list-style-type: none"> <li>• Private clinics</li> </ul>

A total of 29 persons (2 men and 27 women) have been assisted since the beginning of the intervention. A total number of 51 cases were referred to IOM, between them 34 were recognized as VoT but just 29 were eligible according to IOM directives already mentioned. Most are international TiP cases (17), and adult VoT. Two children were identified but assistance was not provided by IOM, and the cases were referred to UNICEF. The follow up of these cases is not easy and no responses had been provided at the time of the evaluation.

As presented in the next table, most assisted persons were provided with medical and psycho-social assistance. Training was also given to most assisted persons, who chose trades related to

their interests. The majority of training consisted of business management, butchery and farming. Most income generating activities (IGA) implemented involved the running of small food shops. Other projects started were related to animal husbandry, home-made bakery, dressmaking, or mobile banking.

**Table 6: Kind of assistance received by VoT.**

Type of assistance	Number of VoT who benefited
Medical assistance	28
Professional training	26
IGA	14
Shelter	7
Transportation costs	27

Apart from that, after the awareness raising campaign, a 24/7 phone line for urgent assistance and/or information was made available. Calls were answered by IOM staff. This activity was not planned in the document of the project. The number of calls received between 10 August and the 9 of November was 19 (7 men and 12 women)<sup>16</sup>.

#### **5.4. Outcome 4: Capacity among relevant GOM ministries to engage with destination and transit countries to ensure protection of Malagasy labour migrants is improved**

**Table 7: Activities planned in the framework of outcome 4.**

OUTPUT	ACTIVITIES	BUDGET (US\$)
Output 4.1 (CT.0810) Increased knowledge and skills related to bilateral agreements and rights of migrants workers among GOM officials	<b>A 4.1.1:</b> Facilitate trainings and meetings with GoM officials on how to effectively engage with destination countries regarding protection of Malagasy labour migrants	<b>CT.0810: 4,864</b>
Output 4.2 (CT.0810) A tool for GoM officials on how to effectively engage with destination country governments	<b>A 4.2.1:</b> Develop a bilateral engagement tool for GoM officials	<b>CT.0810: 10,000</b>
	<b>A 4.2.2:</b> Translate bilateral engagement tool, as necessary	<b>CT.0810: 10,000</b>

<sup>16</sup> The fund for assistance provision has been extended until March 2016 in coordination with the donor, as will be explained later in the section on efficiency.

#### **Output 4.1 Increased knowledge and skills related to bilateral agreements and rights of migrant workers among GOM officials**

As planned in **activity 4.1.1**, a workshop on migrant workers' rights protection was organized over three days on 25, 26 and 27 March 2015. A total of 21 people participated in the first session, 18 in the second and 26 in the third, representing different ministries, NGOs, and the private sector. The main objective of the workshop was to increase the skills of stakeholders in the formulation, negotiation, and conclusion of BLAs, that would promote the respect of Malagasy migrant workers' rights and the establishment of mechanisms for responses in cases of rights violation.

An evaluation questionnaire and a pre/post workshop knowledge quiz were prepared in order to, on one hand evaluate the organization of the workshop, and on the other evaluate participants' learning. In the effectiveness section results are analyzed.

Sessions were led by an IOM staff member, the Senior Thematic Specialist on Labour Migration and Human Development based in the Regional Office for West and Central Africa in Dakar – Senegal. A presentation was made by Malagasy authorities to highlight the framework and processes currently in place in Madagascar that regulates the departure of Malagasy migrant workers to other countries. The ministries involved were the Ministry of Employment, Technical Training and Professional Training, and the Ministry of Civil Service, Labour and Social Law, and the Ministry of Foreign Affairs. The ILO made a presentation focusing on the international principles and framework document governing labour migration, and the Syndicat Professionnel des Diplômés en Travail Social (SPDTS) made a presentation on behalf of NGOs on the challenges encountered in the provision of assistance to vulnerable cases of migrant workers.

Correlation between labour force supply and demand, a framework for placement agencies, the association between migration and development, and the situation concerning bilateral agreements in Madagascar were other subjects introduced during the training. The third day was dedicated to identifying good practices concerning BLA, and to establish the steps for Madagascar to follow in the future concerning bilateral agreements negotiation.

#### **Output 4.2: A tool for GOM officials on how to effectively engage with destination country governments**

During the implementation period of this intervention, the GoM revived a long-standing negotiation of a BLA with the Kingdom of Saudi Arabia (KSA) in order to regulate the mobility of migrant workers from Madagascar to KSA, including aspect for assistance and protection in case of rights violations and assure protection of Malagasy workers' rights in that country. IOM has provided technical assistance to the process, sharing best practices, and making comprehensive rounds of observations and recommendations to the successive draft documents. At the date of the evaluation, the BLA with KSA is still being negotiated through an improved draft. After the validation, the translation of the document will be carried out by IOM, if necessary (**activity 4.2.2**).

These efforts responded to the implementation of **activity 4.2.1** which aimed for the development of a bilateral engagement tool for GoM officials on how to effectively engage with Governments of destination countries. This should have included clear and succinct guidelines on how to address and negotiate for inclusion of internationally recognized rights and protections for labour migrants. At the moment of the evaluation, the tool has still not been created.

## SECTION 3: EVALUATION RESULTS

### 6. CRITERIA ANALYSIS

Criteria that the evaluation will analyze are those formalized by the OECD-DAC<sup>17</sup>, and constitute an essential element in any evaluation process: relevance<sup>18</sup>, effectiveness<sup>19</sup>, efficiency<sup>20</sup>, impact<sup>21</sup> and sustainability<sup>22</sup>. In addition to this, two complementary criteria will be included (coordination and gender), in order to go in depth into the analysis of coordination aspects, concerning both: the projects' management and the trafficking responses, and in consideration of gender factors.

#### 6.1.Relevance

The analysis of this criterion aims to assess the consistency between the results and objectives of the intervention and the implementation context. Six main questions are answered through analysis of this criterion, as presented in the diagram below.

**Table 8: Evaluation questions concerning relevance.**

RELEVANCE
1. Were the projects responsive to the needs and priorities of the Government of Madagascar concerning TiP?
2. Were the projects responsive to the special needs of VOT in Madagascar?
3. Is the Theory of Change suited to the context, responsive to the identified challenge(s) – especially concerning victim protection-, and logically linked?
4. Were stakeholders involved in the formulation of project objective and outcomes?
5. Is the intervention coherent with stakeholders' resources and technical capacities?
6. To what extent is the intervention aligned with IOM regional and global priorities?

The Malagasy government is concerned about this problem, and, as mentioned in the context description, efforts began in 2013 to address the issue. Nevertheless, technical and, mainly, economic capacities of the government to fight against TiP were very limited. In this sense, the *technical and economic support of IOM was relevant* in order to supply lacking information

<sup>17</sup> OCDE, 2010. Estándares de calidad para la evaluación del desarrollo. Serie: Directrices y Referencias del CA.

<sup>18</sup> The extent to which the aid activity is suited to the priorities and policies of the target group, recipient and donor.

<sup>19</sup> A measure of the extent to which an aid activity attains its objectives.

<sup>20</sup> Efficiency measures the outputs -- qualitative and quantitative -- in relation to the inputs.

<sup>21</sup> The positive and negative changes produced by a development intervention, directly or indirectly, intended or unintended.

<sup>22</sup> Sustainability is concerned with measuring whether the benefits of an activity are likely to continue after donor funding has been withdrawn.

and knowledge on the subject, to facilitate meetings and coordination between a broad range of partners and national stakeholders, and to set up a fund for assisting confirmed victims. The interest of the GoM in actions and in fighting against trafficking has often been observed in interviews carried out by the Evaluator and mentioned by most of stakeholders.

This interest has also been demonstrated through the adoption of a solid legal and political framework concerning trafficking in the country during 2015:

- a) The approval of the “*loi 2014/040 du 20 janvier 2015 sur la traite des personnes*” (Law n° 2014-040 of 20 January 2015 on trafficking in persons) by the Parliament.
- b) “*Décret n° 2015-269 portant création, organisation, fonctionnement et attributions du Bureau National de Lutte contre la Traite des Etres Humains*” (decree n° 2015-269 about the creation, organization, management and assignment of the BNLTEH) and the “*Décret n° 2015-995 portant nominations des membres du BNLTEH*” (decree n° 2015-995 about the nomination of members of the BNLTEH).
- c) The 2015 – 2019 National Action Plan to fight against Human Trafficking (PNA).

All these actions are also coherent with the National Development Plan 2015 – 2019 which includes in its first result: “Governability, Rule of Law, Security, Decentralization, Democracy and National Solidarity” with the objective of “fighting against smuggling and all kinds of mistreatment”.

In fact, the implementation of this agenda requires technical and financial capacities that the GoM lacks. The economic and political situation of the country, coupled with the lack of knowledge about trafficking by governmental officials, limit the capacities of the GoM to respond to this problem individually, and more specifically to respond to VoT protection needs. Because of this, ***intervention implemented by IOM is relevant and adapted to the needs and priorities of the GoM concerning TiP***. Before the implementation of the project a very limited response was offered to the victims. Identification of cases was minimal, as were possibilities to provide protection, due to a weak social security system in the country. ***The inclusion of an outcome in the project aiming to strengthen victim protection***, through the enhancement of Government and civil society service providers knowledge and skills on identification, referral and the provision of assistance ***fits with victim’s needs***, and make action coherent within the context in the country.

Therefore, ***it can be asserted that the Theory of Change is suited to the context and challenges of the country***, since it reflects actions concerning the four main axes to fight against trafficking mentioned in the Protocol of Palermo (the so-called 4P: prevention, protection, prosecution and partnership), which was ratified by Madagascar in 2005<sup>23</sup>.

---

<sup>23</sup> [https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg\\_no=XVIII-12-a&chapter=18&lang=fr](https://treaties.un.org/Pages/ViewDetails.aspx?src=TREATY&mtdsg_no=XVIII-12-a&chapter=18&lang=fr)

Outcome 1 of the intervention was addressed to improve anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs which allows the enhancement of partnerships and to have a political context which encourages prosecution for crimes associated to TiP. Outcome 2, aiming to increase Knowledge of TiP issues in Madagascar is positive as it helps with prevention, the identification of the phenomena, and to the eradication of TiP. It can also contribute to better respond to VoT which is related to outcome 3 (“Protection is strengthened”). Outcome 4 focuses on the improvement of partnership at the international level, between Madagascar as an origin country, and transit and destination countries of VoT.

***Concerning relevance of the intervention according to stakeholders' resources and technical capacities as well as IOM regional and global priorities, some deficiencies were found.*** IOM experience in TiP is reflected in the actions that the organization has carried out in countries where it is present, and in the number of implemented projects. IOM work under a victim-centered approach, and consider that responses to trafficking need to be approached within the global context of managing migration<sup>24</sup>. Nevertheless, the high number of VoT in the country, especially children, is a concern on the national level. Because of that, actions carried out by IOM in the country should be closely coordinated with other agencies and partners working in that field, such as UNICEF and ILO.

Apart from that, although IOM provides assistance to more than 7000 VoT every year around the world, it does it in collaboration with partners, mainly local NGOs, ***and lack experience in direct assistance to VoT in reintegration programs.*** In the case of Madagascar, where no organizations were identified during the identification phases as trusted partners, this situation has had a negative influence on the implementation of actions included in outcome 3, since assistance to victims presented barriers and challenges during the implementation phase, as will be explained later.

The ***formulation of the project did not include a participative workshop with all partners, and was solely based on the individual interviews conducted.*** This limited the relevance of the intervention, since not all actors related to trafficking in the country are included at the same level in the action. The leadership of the government is very positive, but real participation of NGO's and ministries in the formulation of the program was lacking. This is also the case for IOM offices in the main destinations countries (Kuwait and Lebanon), which might have been the cause of the unreasonably high targets set under indicators of outcome 3.

---

<sup>24</sup> IOM 2012. Human trafficking: IOM's response.

## 6.2. Efficiency

This criterion analyzes the relationship between objectives and results achieved by the intervention, and the resources used to obtain them (human, financial and material). For this purpose, questions in the table below will be answered.

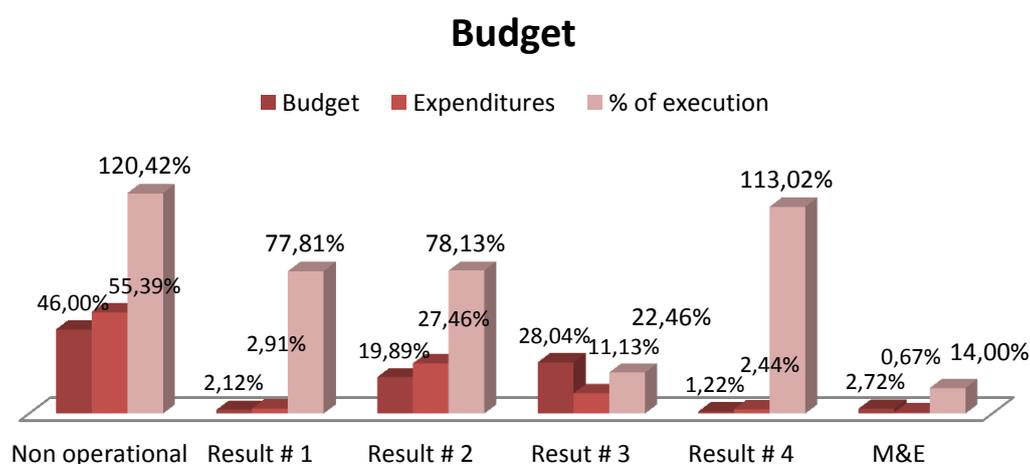
**Table 9: Evaluation questions concerning Efficiency.**

EFFICIENCY
1. Were the project expenditures spent as planned?
2. Were activities carried out in a well-organized fashion?
3. Were challenges in project implementation addressed swiftly and appropriately?
4. To what extent did the monitoring and evaluation system contribute to the efficiency of the intervention?
5. Were indicators appropriate to measure the projects' improvements?
6. Were the resources allocated to projects appropriate to the achievements?
7. Are the implemented methodologies grounded in a human rights approach?

The total budget of the two projects was US\$ 562,000 (US\$ 100,000 for project CT.0783 and US\$ 462,000 for project CT.0810). The planned period of implementation was 12 months in both cases: Project CT.0783 financed by the IDF, ran from 1 September 2014 until 30 August 2015, and project CT.0810 financed by USAID, ran from the 1 October 2014 until 30 September. The final period of implementation, after the request to the donors of three months non-cost extension (one for CT.0783 and two for CT.0810), will be 30 November for the project CT. 0783 and 30 March 2016 for the CT. 0810.

Distribution of the budget between operational and non-operational costs, and the percentage of total expenditure at the time of evaluation are represented in the next diagram:

**Diagram 6: Distribution of the budget.**



*From the total planned budget of the intervention, 46 % was allocated to non-operational costs*, in order to pay staff and office expenses. As a consequence of the *under-execution of the budget for operational costs, and of extension of the projects, non-operational costs had increased by around 9% at the time of the evaluation*. This means that more than 50% of the total budget has been allocated to pay non-operational costs, which has a negative impact on efficiency. Nevertheless, proportions could change by the end of the project. The high proportion of indirect costs is justified because of the new opening of IOM in Madagascar, which is financed by this intervention at this time, and with no other projects running.

*The total percentage of budget execution is 56.60% at the time of the evaluation*. The main delay concerns outcome three since just the 22.46% of the total was implemented. *Difficulties in the identification and establishment of a referential system explain this delay*, as will be explained in the analysis of the effectiveness criteria. *Short planned time of execution of the intervention (12 months) for a budget that reached over US\$ 562,000 also explain difficulties to spend the budget*. In addition to this, IOM had no previous presence in the country, which means that 3 first months of the intervention were used to set up the office, and for the recruitment of staff.

Due to difficulties to fulfill the budget, IOM demanded no-cost extensions of three months for both projects, which means that actions will finish in March 2016. Nevertheless, the final period of implementation will be 12 months, as planned in the document of formulation of both projects. Delay in the implementation of activities did not greatly affect the evaluation, since almost all activities have already been implemented with exception of assistance to the foreseen caseload of VoTs. Indeed, extension concerns mainly the fund to assist VoT, whose level of implementation was slower than planned.

These data help to confirm that, besides weaknesses in the formulation of the programme that push to implement a vast programme in a very short period of time, *activities were carried out in a well-organized fashion, and challenges in project implementation were addressed swiftly and appropriately by IOM staff in the country*.

**Table 10: Percentage of budget execution.**

Activity description	CT.0783	CT.0810	Total Budget	Expenditure	% of execution
Staff Costs	20.400,72 US\$	151.500,00 US\$	171.900,72 US\$	135.206,02 US\$	78,65%
Office Costs	9.600,00 US\$	77.024,87 US\$	86.624,87 US\$	41.003,43 US\$	47,33%
<b>Total non operational costs</b>	<b>30.000,72 US\$</b>	<b>228.524,87 US\$</b>	<b>258.525,59 US\$</b>	<b>176.209,45 US\$</b>	<b>127,51%</b>
Result # 1	5.400,00 US\$	6.500,00 US\$	11.900,00 US\$	9.259,98 US\$	77,81%
Result # 2	60.600,00 US\$	51.199,92 US\$	111.799,92 US\$	87.350,09 US\$	78,13%
Result # 3	- US\$	157.602,20 US\$	157.602,20 US\$	35.390,33 US\$	22,46%
Result # 4	- US\$	6.864,00 US\$	6.864,00 US\$	7.757,71 US\$	113,02%

M&E	3.999,96 US\$	11.310,00 US\$	15.309,96 US\$	2.143,33 US\$	14,00%
<b>Total operational costs</b>	<b>69.999,96 US\$</b>	<b>233.476,12 US\$</b>	<b>303.476,08 US\$</b>	<b>141.901,44 US\$</b>	<b>46,76%</b>
<b>Total Costs</b>	<b>100.000,68 US\$</b>	<b>462.000,99 US\$</b>	<b>562.001,67 US\$</b>	<b>318.110,89 US\$</b>	<b>56,60%</b>

This is also reflected at the M&E level. *M&E systems help to follow up the intervention and rapidly identify constraints and challenges during the implementation.* The introduction of indicators at the level of outcome and products, is also a positive aspects of the M&E system which allowed the results of the intervention to be followed at different levels. Nevertheless, high expectations concerning some indicators, especially in the case of result 3, have been identified during the evaluation. The number of VoT that were expected to be assisted by the intervention, largely exceed the capacities of the intervention, since the achievement of the indicator of assistance to VoT (assistance for 75 VoT, 50 at international level, and 25 in the country), required the development of identification methods and a referential mechanism that did not exist at the beginning of the intervention. The evaluation considers that the aim to achieve this objective in just 12 months, without having identified any partner during the formulation phase, was very ambitious.

On the other hand, the elaboration of reports after each activity contributed to constant reflection on the intervention, and the implementation of solutions in the case of shortcomings. In the case of training, completion of pre and post evaluation knowledge assessments by participants, helped to measure effects on the activity and have resulted in a very useful input for the current evaluation. Coordination between IOM staff at the internal level contributed to the clarity in information systematization.

Concerning overall methodology of implementation and according to information collected during interviews, it can be considered that activities were grounded in a human rights approach, since participation of those taking part in the activities organized by IOM, and leadership of the GoM as responsibility-holder concerning the protection of VoT, was always encouraged. In addition to this, a special focus was made on the improvement of victims' self-confidence and capacity of decisions about the assistance. Nevertheless, challenges in all processes of assistance that will be described in the section on effectiveness, limited the effects of this approach on VoT lives.

### 6.3.Effectiveness

The analysis of this criterion aims to measure and make an assessment of the level of achievement of the original objectives and outcomes of the intervention, evaluating the intervention in terms of its results-oriented character. Analysis will answer the following questions:

**Table 11: Evaluation questions concerning effectiveness.**

EFFECTIVENESS
1. Are the quality and quantity of the produced results and outputs in accordance with the results matrix?
2. What are the reasons for the accomplishment of or the lack of results?
3. Are outputs/products of projects being utilized by the Government of Madagascar and/or other partners?
4. Have the outputs/products contributed to the establishment of enhanced structures and processes for addressing issues of TiP?
5. Have the outputs/products contributed to the establishment of enhanced referral mechanisms and direct assistance in order to identify and protect VOT?
6. Have VOT received integral assistance, including socio-economic, Medical, psychological and juridical support?

In order to analyze the level of achievement of the intervention in terms of its effects, it is important to measure the level of accomplishment of indicators. As mentioned when analyzing the efficiency criterion, in the logframe of the project, there are two kinds of indicators: products and effects. Information in the section describing the intervention allowed measurement of product indicators. In this section, effects indicators will be analyzed which will allow the development of a discussion about the factors which contributed to, or prevented the effectiveness of the intervention.

### **6.3.1. Outcome 1: Anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs is improved**

Outcome 1 of the intervention aimed to improve on national coordination concerning TiP. According to the evidences in the evaluation, it is possible to affirm that the outcome was achieved, since the number of **activities concerning TiP in which more than one stakeholder was involved, increased**. All interviewed persons during the interview coincided in mentioning that the engagement of the government of Madagascar to fight against TiP is strong, and was a valuable input to the intervention. IOM financial and technical support contributed to speeding up the process that the government had already planned. In that sense, IOM participation was necessary to assure the implementation of governmental actions and ensure coordination and meetings between different stakeholders. Four main actions in which coordination was required can be highlighted.

First of all, the “*loi 2014/040 du 20 janvier 2015 sur la traite des personnes*” Law n° 2014-040 of 20 January 2015 on trafficking in persons), was passed in the Parliament, which represents a general consensus between different parties in the fight against TiP. Secondly, the consecutive creation of the “*Bureau National de Lutte contre la Traite d’Êtres Humaines*” (National Office to Fight against Human Trafficking) through the decree n° 2015-269 about the creation, organization, management and assignment of the BNLTEH and decree n° 2015-995 about the

nomination of members of the BNLTEH, assured the creation of a committee in which all ministries, one trade union, two placement agencies, the media and four NGOs working in the defense of the rights of women and children are present. IOM contributed to the implementation of meetings.

Thirdly, the elaboration of the PNA and its launching also represent an action in which participation of different stakeholders was active, and in which IOM contributed through economic support of meetings and the presentation, and technical support of the plan.

Finally, the steps already implemented to advance the implementation of a referential system for assisting VoT, and assistance provided by IOM to them in collaboration with NGOs and some ministries, (especially the ministry of Foreign Affairs and the Ministry of the Population) can also be considered as an action assuring the participation of different stakeholders.

According to this information, the achievement of the indicated *percentage increase in the number of CT activities/ initiatives in which more than one stakeholder is involved was 200%, 150% more than expected*. Main factors contributing to this achievement are related to the *financial and also technical capacity of IOM in Madagascar*, which assured both support to the government, and *good communication between IOM staff and government and NGO representatives* that assure the dynamism of the process, although it was the first action of IOM in the country and the starting date of the project was delayed.

INDICATORS	BASELINE	TARGET	ACHIEVED
<b>Outcome No. 1 (CT.0810): Improved national coordination on human trafficking.</b>			
<b>Outcome No. 1 (CT.0783): Anti-trafficking communication and coordination among relevant ministries, law enforcement entities, partners, and NGOs is improved.</b>			
✓ Percentage increase in the number of CT activities/ initiatives in which more than one stakeholder is involved <sup>25</sup> .	1	50%	4 (200%)

### 6.3.2. Outcome 2: Knowledge of TiP issues in Madagascar is increased

The indicator formulated to measure the level of achievement of outcome 2 was “*Number of individuals who seek information from IOM, government partners or NGO partners for prevention or referral purposes*”. In order to count the numbers of persons who either contacted IOM, or who contacted the government and that were referred to IOM, the evaluation has considered the number of persons having taken part in a screening interview to determine her or his status, and the number of persons having called IOM after the awareness raising campaign to seek information. According to data registered by IOM, *the total number*

<sup>25</sup> There is the same indicator in both projects. In order to be able to respond to expectations of two donors, the target evaluated will be increased (100%).

*of persons who approached the organization was 68, which is below the planned target number of 100.*

Two reasons could explain this situation. One being that the awareness raising campaign on media channels was only broadcast during 6 consecutive weeks in the same time slot. Although it has had a clear impact, as will be analyzed later, it would be necessary to broadcast it at different times of the year to assure a larger exposure of the message. As well as this, the campaign referred to a phone number to call to seek information. This is considered as an effective initiative that was not planned initially and represents a valuable input to the intervention. Nevertheless, using the telephone as a way to communicate with target persons as the means of first contact, might present a barrier for Malagasy citizens, since the lack of a physical direct contact with a person, and absence of knowledge and understating about IOM in the country, make potential victims doubt assistance possibilities. Moreover, it was the person to person passing of information which was most effective in identifying the majority of VoT (mainly through the NGO Avotra). This reinforces the idea of the need for a personal and trusted relationship between the person who transmits the message and the potential VoT. It appears that it is this personal contact which creates trust in the information provided, and subsequently encourages contact with IOM.

In the same way, the area in which the IOM office is situated, might act as a barrier for vulnerable Malagasy people, as it is far from their place of residence, and is associated with large businesses and rich people. These conditions might obstruct the creation of a trusting relationship between IOM and suspected VoT. To this extent, NGOs working in the field are vitally important in the identification of VoT, but the development of identification mechanisms and confidence in IOM capacities can only be improved with time. In fact, the short period of implementation of the intervention could be added to the causes which prevented the achievement of this indicator.

This is demonstrated when analyzing results of the survey carried out after the awareness raising campaign. According to obtained data, more than three quarters of interviewed people asserted that they remember a campaign about TiP, but around 58% said they did not remember which organization was leading the campaign, or who its partners were. Concerning the impact of the campaign, almost the half of the interviewed persons said they had spoken about the advertisement to his/her families or friends, and just one third informed other persons about TiP. At the behavioral level, the campaign had little effect on individuals. For example, in the case of people admitting to have identified a suspected case of TiP, 39% did not do anything, 60% advised the concerned person, and 3% called the police.

INDICATORS	BASELINE	TARGET	ACHIEVED
<b>Outcome No. 2 (CT.0810): Greater awareness about human trafficking achieved.</b>			
<b>Outcome No. 2 (CT.0783): The general public demonstrates increased knowledge of TiP issues in Madagascar.</b>			
✓ Number of individuals who seek information from IOM, government partners or NGO partners for prevention or referral purposes	0	100	68
Output 2.2: Increased knowledge among vulnerable groups on the dangers of irregular migration and on TiP.			
✓ Percentage increase in knowledge among vulnerable groups on the dangers of irregular migration and on TiP	TBD based on pre-activity survey	30%	
Output 2.4 (output 2.1 in CT. 0783): Information campaign materials are disseminated to potential migrants and the public.			
✓ Percentage increase in the number of people surveyed who demonstrate an increase in understanding of TiP (indicator of output 2.2 in CT. 0783 project)	0	25%	

Regarding the effects indicator included in this outcome at the level of outputs: *“Percentage increase in knowledge among vulnerable groups on the dangers of irregular migration and on TiP”* and *“Percentage increase in the number of people surveyed who demonstrate an increase in understanding of TiP (indicator of output 2.2 in project CT. 0783)”*, available data do not allow accurate measurement of the percentage increase of these aspects. When comparing the level of knowledge concerning trafficking between the pre-test and the post-test, it seems to be higher in the post-test. Nevertheless, differences in methodology for the sample selection of both surveys make data comparison impossible. In the case of differences found between responses of persons having been exposed to the campaign and those not exposed, the survey concluded that opinions of the two groups of individuals were almost the same.

As for the kind of messages which were understood by persons exposed to the campaign, it was found that their understanding was not directly linked with the concept of TiP. In fact, the most recognized messages mentioned during interviews in post-test were: the need to fight against child labour, child mistreatment/child exploitation, respect of vulnerable and poor people’s rights, and respect for the labour code and social laws. The concept of trafficking did not appear in the responses of interviewed persons.

All these data confirm the need to continue with this kind of awareness raising campaign, since the level of exposure to information is high, but it would be more effective based on a longer campaign with more visibility, and the reinforcement of the message through the encouragement of discussions on the subject.

Separately, it is important to mention two elements which assisted in the strengthening of knowledge concerning TiP which were detected during the evaluation. Firstly, awareness raising campaigns were also used to inform regional authorities about the presence of IOM in the country and the activities it performs. This has contributed to increased political concern and advocacy in preventing TiP in the provinces. Secondly, the provision of protection might

help to raise awareness of the population about the dangers and rights violations committed against a person when submitted to exploitation and trafficking.

### 6.3.3. Outcome 3: Protection is strengthened

Outcome 3 of the intervention aimed to strengthen the protection of VoT through the creation of a referential system with the participation of the GoM and NGOs, as was mentioned in the document of formulation of the intervention<sup>26</sup>. IOM should have a role of support to the system. Nevertheless, constraints found during the intervention to select qualified partners to assist victims coupled with the lack of time to work on the enhancement of their capacities and the construction of a trusted relationship between IOM as a new organization in the country, and the rest of partners, impeded the establishment of a referral system for victims. Because of that, the evaluation cannot assert that the indicator for output 3.2 *“Number of victim referral mechanisms (SOP) established”*, was achieved. It would mean that a referential system is operational and that different actors with defined roles are involved. *At the time of the evaluation, IOM is the leader in VoT assistance and no viable prospect of assisting VoT without the intervention of IOM exists in the country.*

Nevertheless, *efforts were made to improve capacities of local actors in the identification and assistance of VoT, through the elaboration of a manual and the organization of training on the subject.* During interviews, all actors agreed upon the importance and quality of the training and on the input that the Manual could constitute for their work. In the same way, analysis of the pre and post-test carried out by IOM before and after the training, affirmed the increase of knowledge about TiP among the participants, which confirmed that the indicator of output 3.1 *“Percentage Increase in knowledge as determined by pre- and post-training survey of trained individuals”* was achieved. Although the level of increase of knowledge depended on the type of question, in general more than 80% of interviewed people responded correctly to questions in the post-test, according to the report elaborated by IOM after the activity.

INDICATORS	BASELINE	TARGET	ACHIEVED
<b>Outcome No 3 (CT.0810): Strengthened Victim Protection.</b>			
# VOTs referred by partners for assistance using the referral system	0	25	29
Output 3.1: Government and civil society service provides have increased knowledge and skills on identification, referral and the provision of assistance			
Percentage increase in knowledge as determined by pre- and post-training survey of trained individuals	TBD	80%	80%

<sup>26</sup> Objective activity 3.2.2: Establish a victim referral mechanism in consultation with stakeholders, which will include procedures for the identification and referral of victims of trafficking with accompanying standard tools, including screening, referral, and assistance forms.

INDICATORS	BASELINE	TARGET	ACHIEVED
Output 3.2: VoT referral and assistance mechanism established			
✓ Number of victim referral mechanisms (SOP) established	0	1	1/2
Output 3.3: Improved availability of direct assistance services to VoT			
✓ Number of victims reintegrated with an income source as a result of reintegration program	0	50	14

Regarding assistance provided to VoT, 29 persons were assisted from a total of 51 referred. The target of the indicator of outcome 3 *“Number of VOTs referred by partners for assistance using the referral system”* was 25, however, it cannot be stated that a formal referral system exists at the time of the evaluation. The target number of VoT assisted was 75, which is superior to the final number of persons receiving IOM support. Difficulties to establish and work in coordination with NGOs already mentioned are at the root of this situation. In the same way, difficulties in identifying victims because of the lack of capacities of partners in the field, difficulties for persons suffering a trafficking experience to recognize themselves as actual victims, and social tolerance towards different types of TiP present in the country (such as child domestic work), made it difficult to reach the established indicator.

Nevertheless, when identifying a case, *IOM faced problems to find qualified local partners for professional training, follow up of economic projects, and psychological support, which delayed the start of activities.* During the identification phase of the intervention no partners were identified, which makes it necessary to include in the project the mapping of organizations before commencing assistance for VoT. Short intervention time and the need to find actors during the implementation phase are the main reasons for this delay which, coupled with the ambitious indicators established for a project of one year duration regarding number of assisted VoT, explain difficulties in reaching the indicator.

Regarding the indicator of output 3.3, *“Number of victims reintegrated with an income source as a result of reintegration program”*, at the moment of the evaluation 14 had already started up an IGA, but the short time between the start date of the IGA (October 2015) and the evaluation, prevent an accurate assessment of the indicator. Equally, the number of assisted people at the economic level (14) is lower that the target of the indicator (50). Once again, the overly ambitious indicator explains this difference.

Provision of *psychological assistance* also presents some constraints, since the method of individual psychological consultations is not relevant in the Malagasy culture, where having the need to be assisted by a psychologist is highly stigmatized and not welcomed by VoT. For this reason, most VoTs rejected the offer and IOM needed to adapt the assistance to VoT specific needs, which is considered as a positive aspect of the project. Finally, five VoTs received psychiatric assistance, seven were assisted by a psychologist, and 11 have participated in “social counselling sessions” for personal development. Reinforcing psychological capacities of victims and self-confidence is considered as necessary to assure the success of the reintegration process provided by IOM.

Concerning health assistance, it was provided in public hospital and through private consultations since *challenges of the Malagasy health system would have inhibited effective assistance for some VoT at the medical level*. In fact, the public health system in Madagascar is weak and provides a poor quality of care. Because of this, it would also have been important for IOM to implement advocacy actions upon the GoM to guarantee the free and quality assistance of VoT in the health system. This would be in coherence with actions carried out for NGOs working with victims of gender-based violence (GBV), which advocate to have free assistance and free certificates for victims of GBV and will assure an integral assistance for VoT. Including a goal concerning health access to this end in the PNA would have been an important element, which would have also contributed to the sustainability of the action and the establishment of a national referential system.

#### **6.3.4. Outcome 4: Capacity among relevant GOM ministries to engage with destination and transit countries to ensure protection of Malagasy labour migrants is improved**

Outcome 4 aimed to reinforce the capacities of the GoM to establish labour agreements with main destination countries to ensure protection of Malagasy labour migrants and, therefore, reduce possibilities of TiP. In the project framework, an outcome indicator was not included and the evaluation needed to formulate a new one in order to be able to reach the level of achievement of this outcome. The indicator included is *“Number of agreement proposals sent by the government of Madagascar to destination countries to be approved by them”*. Though including another indicator targeting the signature of the agreement would be pertinent (the acceptance of the agreement by the other country), it is not viable to include it given the one year duration of the intervention, as it is almost certainly too ambitious.

Before the intervention period, the GoM had already worked on the elaboration of a draft of an agreement with the Kingdom of Saudi Arabia in order to regulate labour migration between two countries. Nevertheless, as a consequence of the training organized by IOM in the framework of the project regarding this subject, the GoM decided to reformulate it and included changes to improve the quality of the document. At the time of the evaluation, IOM made the last modifications to the document in collaboration with the ILO before the government sends the definitive draft to the government of Saudi Arabia. *The indicator has therefore been achieved, with the contribution of IOM and the increase in knowledge and skills of GoM officials in the elaboration of these kind of agreements.*

The indicator of output 4.1 aimed to measure the level *of increase of knowledge by officials participating in the training*. To this end, a questionnaire was prepared by IOM staff in order to measure the level of knowledge before and after the training carried out by IOM. However, lack of time made it impossible to complete the test, and in consequence it is impossible for the evaluation to measure this indicator. Nevertheless, *the modifications made to the agreements as a consequence of the training strongly indicate that, in fact, knowledge has improved.*

INDICATORS	BASELINE	TARGET	ACHIEVED
<b>Outcome No. 4 (CT.0810): Improved capacity among relevant GOM ministries to engage with destination and transit countries to ensure protection of Malagasy labour migrants.</b>			
✓ Number of agreement proposals sent by the government of Madagascar to destination countries in order to be approved by them <sup>27</sup>	0	1	1
<b>Output 4.1: Increased knowledge and skills related to bilateral agreements and rights of migrants workers among GOM officials</b>			
✓ Percentage increase in knowledge and skills related to bilateral agreements and rights of migrants workers among GOM officials	0	50%	-

### 6.3.5. Overall goal

INDICATORS	BASELINE	TARGET	ACHIEVED
<b>General intervention goal<sup>28</sup>: To contribute to the efforts of the Government of Madagascar in responding to human trafficking in an informed, coordinated and victim-centred manner.</b>			
✓ Number of thorough HT assessments provided to the government of Madagascar	0	1	1
✓ percentage increase in number of GOM officials participating in CT meetings	TBD	100%	100%
✓ Number of IOM-supported public awareness initiatives in which the government took an active part	0	1	1

## 6.4.Coordination

Closely related to efficiency, the analysis of the coordination level in the programme implementation is considered as a different evaluation criterion because of two reasons. On one hand, coordination is an important potential factor influencing the intervention's achievement objectives. On the other hand, coordination also affects improvement in the responses to trafficking. The main questions to be answered by the evaluation at this level are:

<sup>27</sup> Since the log frame lacks an indicator of effect to outcome 4, the evaluation formulated that indicator in order to measure the level of achievement of outcome 4.

<sup>28</sup> These indicators should be analyzed in the impact section since they refer to the general objective. Nevertheless, as mentioned in efficiency, indicators which were formulated in project document are indicators to measure outputs.

**Table 12: Evaluation questions concerning coordination.**

COORDINATION
1. How does the cooperation between IOM and the other projects partners contribute to the outcomes?
2. How does the intervention management contribute to the reinforcement of multi-actor cooperation?

IOM is entirely responsible for project implementation. Nevertheless, to achieve results it needs to maintain close coordination with other partners in the institutions, especially in order to achieve outcomes 1, 2 and 4, and with civil society organizations in order to achieve outcome 3.

*The effectiveness of coordination and cooperation between IOM and its partners, especially the GoM, facilitated by the work of IOM staff in the country, are at the core of the achievement of main results by the intervention.* The coordination to implement the project, reflected in the continuous communication between IOM and their partners, also positively influenced the relations between different ministries and between Malagasy government and NGOs, who found a point of communication thanks to the intermediation of IOM. This situation contributed to the enhancement of multi-actor cooperation, which is necessary in order to adequately respond to challenges of TiP in the country. Although levels of confidence between all actors needs to be developed, as was especially reflected in the focus group conducted during the evaluation, work developed during the last year encouraged discussion of TiP issues between actors that do not often work together.

IOM's role in facilitating coordination between United Nations Agencies was also important. It was encouraged through the creation of a group with representation of all agencies in Madagascar working on TiP (UNICEF, ILO, OHCHR, and UNFPA), the *Trafficking Thematic Group*, and lead by IOM in order to coordinate all actions concerning TiP in the country and serve as a common platform to further advocacy on the issue.

*Coordination between IOM Madagascar and other offices in Kuwait and Lebanon during the implementation phase of the intervention is also a factor contributing to the identification and assistance of VoT*, as mentioned in interviews maintained during the evaluation process with IOM offices in destination countries. Nevertheless, during the identification phase, direct collaboration with IOM missions in destination countries might have been suitable, to measure the real possibilities of assistance to VoT in those countries. In fact, during the evaluation process, both missions mentioned the low number of Malagasy VoT identified by the office, which even before the formulation of projects suggested it would be difficult to meet the indicator established concerning outcome 3.

## 6.5. Impact

Under this criterion, the positive and negative effects of the intervention over time will be analysed, answering questions in the table below.

**Table 13: Evaluation questions concerning impact.**

IMPACT
1. Do indicators show significant progress towards achieving the planned goals and results? What are the reasons for the accomplishment of/or the lack of results?
2. According to the current level of achievement of the projects thus far, could the intervention have any unexpected impacts? Positive or negative? Why?
3. Are stakeholders confident that the projects have provided relevant support to the Government of Madagascar in responding to current TiP challenges?
4. Are VoTs satisfied with received assistance? How did the projects encourage VoTs to exercise their rights?

*The short period of time in which the intervention was achieved and the short time passed since the end of the majority of activities and the evaluation process, limit the possibilities to carry out a deep analysis of the impact criteria.* Because of these reasons, the impact analysis focused on stakeholders and partners' impressions about project effects and impacts, and on their level of satisfaction. It would also be possible to measure the level of achievement of indicators, calculating the level of achievement of the overall goals which were contained in the project framework.

Although set out in different ways, the two projects had the same overall objective: to contribute to the efforts of the Government of Madagascar to reduce incidences of trafficking and protect, as well as assist victims of trafficking. Indicators in project CT.0783 were already analyzed in the section of effectiveness, since they were indicators measuring effects and not impacts. In this section indicators contained in the log frame of project CT.0810 were measured.

After the creation of the BNLTEH and the approval of the PNA, the GoM planned a budget of US\$ 1,200,347 to finance actions carried out by the Prime Minister's Office during the next four years (2016-2019) concerning human rights, which include the activities carried out by the National Office. Even if the whole amount will not be allocated to activities concerning TiP, the priority that the government has displayed on this issue, indicates that an important percentage of the total budget will be allocated for TiP. Since *the budget previously allocated to fight against trafficking by the government was zero, any increase will reach 100%, more than the 10% expected by the project, which is an important impact.* The second indicator of the overall goal, concerns the number of VoT assisted by the Government of Madagascar. In this case, *the number of victims is zero, since all of them were assisted by IOM in coordination with other NGO's, and not through the government, although the Ministry of the Population tracked the process.* Constraints in the formulation of indicators that were already mentioned are the main cause of the non-achievement of this indicator.

In addition to this, difficulties in identifying NGOs with sufficient capabilities to provide assistance for VoT also impeded the implementation of referential procedures. *This situation obliged IOM to work directly in the assistance of VoT, providing support to 29 persons, but making it difficult to strengthen the coordination and capacities of other stakeholders, strongly limiting the impact and sustainability of the intervention.*

INDICATORS	BASELINE	TARGET	ACHIEVED
<b>CT. 0810 Project Goal: To contribute to the efforts of the Government of Madagascar to reduce incidences of trafficking and protect as well as provide assistance to victims of trafficking.</b>			
✓ Percentage Increase in the amount of government resources allocated to prevent trafficking and protect victims	0	10%	100%
✓ Number of Malagasy VoTs who receive Government-supported assistance during the project period	0	75	0

In general, activities carried out and outputs of the intervention could have a high potential impact. However, *the short implementation time of the intervention does not allow IOM to go in depth and transform short-term effects of the intervention* - such as, elaboration of a political framework, improvement of knowledge through additional awareness raising campaigns, and training and assistance to VoT - *into long-terms impacts*, including implementation of political framework, improving the identification of cases of VoT, or strengthening of a referential system between different stakeholders, etc.

*The level of confidence of the GoM in the relevance of the support provided by IOM upon the impact of the intervention is considered by the evaluation as high.* In all interviews with government representatives, high satisfaction was expressed for the support of IOM, which was considered as important, and a contribution to improve the capacities of the government to fight against TiP. IOM have managed to gain a position as the most trusted and key partner for the government in issues related to TiP, which is an important impact of the intervention, especially when the period of implementation is taken into consideration. Coordination, collaboration and strong relations between IOM Staff contributed to this.

Concerning the assistance provided to victims, just 14 of them started an economic activity, which means that they received all components of IOM assistance (screening interview, medical, psychological and social support where necessary, training, and economic assistance). At the time of the evaluation, activities have just begun and, therefore it was impossible to measure impacts in the life situation of the VoT in the long term. Even so, *all interviewed persons (4 women and 1 man) asserted that they were satisfied with the assistance provided.*

IOM's perceived image changed greatly during the course of the intervention. According to information provided by partners and IOM, at the beginning of the intervention VoT were disappointed with the assistance offered by IOM, because it did not respond to their expectations. This might be explained for two reasons. Firstly, trafficking and exploitation

contributed to the intensification of a demanding psychological situation, in which support provided is always considered as insufficient to recover from the situation of vulnerability. On top of this, challenges in communication were also present; the relationship between IOM and VoT was intermediated by other organizations that did not necessarily understand the intervention of IOM and, which created high expectations in VoT. In addition to this, actions of international organizations in developing countries are associated with the idea of abundance, which increase the level of demands to IOM by the VoT.

At this point, *it is important that the evaluation addresses how dynamics that are created and encouraged by international organizations when starting an intervention in a country impact negatively on already existing processes.* The arrival of a new project with a significant budget to spend in the course of one year, which is the case of IOM, can create temporary, superficial and illusory situations. Once the assistance comes to an end, negative impacts can manifest in two ways. On one hand, processes and structures are not consolidated, which reduce the efficiency and effectiveness of the intervention. As well as this, it can create an ambience of mistrust in organizations, and perverse dynamics in which some persons attempt to personally profit from the intervention. This is the case of IOM activity when trying to collaborate with local NGOs.

According to information collected through the interviews, IOM found it difficult to find local NGO partners to consolidate a referential system for VoT. On one hand, local organizations able to provide assistance in a quality manner were sceptical of working with an organization new to the country. On the other hand, there were unconsolidated organizations trying to approach IOM to establish partnerships, without guaranteeing minimal levels of transparency and experience. Working with these organizations is an opportunity to encourage the empowerment of local civil society, while at the same time risky, as they are organizations which may not represent group interests. Lack of time to analyze partners' capacities, and to create trusted links between organizations forced IOM in Madagascar to implement assistance to VoT directly, and to work with NGO's as service providers who were paid depending of the number of victims assisted. In these cases, it is important to ask if positive impacts in the life of assisted victims (29) are valuable in relation to the implementation of a system that can be considered as parallel to the conditions and forms of intervention present in the country.

The evaluation concludes that this situation in which IOM create a parallel system of assistance without sufficient perspective of sustainability, far removed from the real capacities of the country and the local actors, foster perverse impacts which encourage opportunism, false expectations of target beneficiaries and mistrust of serious partners. In the same way, it limits the impacts of the intervention in the long-term, reducing the effectiveness and efficiency of the intervention.

In order to avoid these situations, it would have been necessary to set up less ambitious objectives in terms of assistance of victims for an action whose perspective of continuation was just one year, focusing instead on partnerships concerning protection and the reinforcement of capacities of local actors already working in the protection of vulnerable women and children. In the same way, creating parallel systems of assistance for VoT, rather

than basing them on current models of protection which already exist limits the efficiency of the protection system in the country, the effectiveness of assistance provided, and diminishes potential positive impacts in the long term. Working directly with public institutions at this level might be desirable; especially taking into consideration good coordination that exists between IOM as an international organization and the GoM.

### a. Sustainability

The sustainability analysis aims to measure the probability of maintaining the positive effects of the intervention, and the implementation of the programme’s actions over time. Questions to be answered are:

**Table 14: Evaluation questions concerning sustainability.**

SUSTAINABILITY	
1.	<b>Do stakeholders indicate that research outputs and established networks will be used in future?</b>
2.	<b>Has the Government of Madagascar appropriated the outputs/outcomes of the projects? And any other stakeholders</b>
3.	<b>Have there been discussions on further assistance by IOM to support the Government of Madagascar in addressing issues of TiP?</b>
4.	<b>In the frame of this project, have there been discussions with other international partners to support the GoM and/or civil society partners in addressing issues of TiP?</b>

As in the case of the impact criterion, evaluating the intervention’s sustainability at the moment of this evaluation presented some difficulties, due to the short period of time between the implementation of actions and the evaluation.

Because of this reason, the evaluation focused on the level of appropriation of products by partners and on the analysis of possibilities to continue with the intervention, since all needs which concern trafficking in Madagascar have not been targeted during this one year intervention.

*Appropriation of products and results of the intervention by the government of Madagascar, such as the PNA or the Manual to identify and assist VoT seems to be high, as mentioned in interviews conducted in the evaluation with the government representative.* In fact, the high level of engagement of the GoM in fighting against TiP is also reflected in their *interest in using the products already available and to work to improve the protection provided to victims.* This is especially important in the case of the Ministry of Population, which during the interview showed a strong interest in continuing to collaborate with IOM, and in improving prevention and protection responses given to VoT especially in regions far from the capital. The same can be said for the Ministry of Foreign Affairs, which is interested in strengthening mechanisms to assist VoT identified by consulates and embassies in destination countries. In the case of the Prime Minister’s Office, they confirmed that help will still be needed to implement the PNA. These elements contribute to the sustainability of the intervention and the possibility to continue with the work, if funds are available.

*In the case of NGO's*, both during individual interviews carried out, and the focus group session, interest in developing capacities for detection and protection of VoT was demonstrated. *Most participants mentioned that the Manual produced by IOM to identify and assist VoT was used in their organization, or was going to be adapted to their specific field.* These elements contribute to the sustainability of the intervention, though closer ties with NGO's need to be developed in order to increase their appropriation of the subject, and to raise trust between IOM and their potential partners, as was already mentioned.

*In the same way, analyzing the level of economic sustainability of IGA's implemented by VoT was not possible.* The short period of time between the implementation of activities (in October 2015) and the evaluation period (November and first week of December 2015), prevented adequate measurement of the profitability of the economic activities.

Concerning the continuation of the intervention, IOM is currently making efforts to guarantee the continuation of the support to the government of Madagascar. Conversations with the GoM in order to implement more actions, especially to implement the PNA, have taken place and two project proposals have been submitted by IOM in order to continue the support to the government. Efforts to guarantee sustainability were also made by the GoM, which included in the draft of the financial law of 2016; a budget of US\$ 1,200,347 to support the BNLTEH during next 4 years (2016 – 2019). Nevertheless, laws need to be approved by the Parliament and changes could prevent the final allocation of resources.

At the same time, donors interviewed during the evaluation (USAID and the European Union), showed their interest in continuing to work in the field of TiP in Madagascar, since this is a need in the country and a priority for the government. In the case of the US Embassy, one of its priorities is supporting the government of Madagascar in this area, as the country ranks on the “tier 2 watch list” that the Department of State prepares each year after the publication of its report on trafficking in persons<sup>29</sup>.

All these elements add to the sustainability of the intervention. Nevertheless, *at the time of the evaluation it is not possible to confirm that the action carried out by IOM in the country is sustainable.* If new funds are not available, IOM will have to discontinue their involvement in the country, which will negatively influence actions carried out in Madagascar in the fight against TiP, and also the image of the organization in the country. After just one year of activity in Madagascar, IOM achieved high visibility in the country and has become the main partner of the GoM concerning TiP. The termination of this collaboration and contribution will mean the end of coherent action, as the GoM lack capacity to work independently on this issue. It would mean also the loss of trust in IOM from the perspective of NGO partners. It is only now, after one year of IOM presence in the country, that IOM have begun to work regularly with NGOs and the outlook of closer collaboration with main NGOs are becoming possible. Terminating the intervention will paralyze the process, and it would be difficult to restart, even if new funds become available.

---

<sup>29</sup> For more information about the ranking concerning trafficking visit:  
<http://www.state.gov/j/TiP/rls/TiPrpt/2014/226649.htm>

*Problems of sustainability are related to the financial structure of the organization, which is based on a project-based approach, which does not allow a long-term view of interventions and programmes carried out by the organization.* Although analyzing challenges concerning IOM funding is not an objective of this evaluation, it is important to mention, as it affects this intervention. IOM commenced its actions in Madagascar assuring permanence in the country for just one year and without any view of sustainability for the future. The absence of a minimum plan of sustainability could seriously damage the image of the organization and its credibility, if the actions cannot continue. It would be important before engaging in actions in a country, or to give support to a government in a new area, to assure support of at least three years, in order to make it possible to carry out actions with measurable impacts and sustainability. The risk of failure is very high, and impedes the efficiency and effectiveness of the action, as all progress will be lost.

## b. Gender

This criterion focuses on the differences between men and women in order to analyze how the programme has helped to reduce these differences, mainly through the integration of gender approach during the implementation of the projects and in their results, and through the reinforcement of the rights of women, who comprise the majority of VoT. To this end, the main questions to be answered are set out in the table below.

**Table 15: Evaluation questions concerning gender.**

GENDER
1. To what extent have gender issues influencing trafficking been taken into account?
2. Were gender considerations integrated in the project implementation process?
3. How gender issues are reflected in the project outputs, such as the National Action Plan to Combating Trafficking in Madagascar or the study on TiP in Madagascar?
4. How did the projects impact gender equality?

In all countries and as in the case of Madagascar, the number of VoT who are women or girls greatly exceeds the number of male victims. In addition to this, the type of trafficking depends on the sex of the persons (see section 3 of the report). *During the intervention, it is important to consider all factors concerning gender social construction, and gender structural inequalities' influence in the root causes of trafficking.* Without taking these aspects into consideration, all prevention and protection measures could be lacking in effectiveness.

The *introduction of the gender approach was mentioned* in the documents of formulation of both projects, *but beyond that, it is difficult to find the materialization of this in the log frame*, for example with the introduction of gender indicators, target divided by sex or the explanation on how gender inequities affected TiP. Concerning the level of results, no objectives or outputs in terms of gender factors are mentioned. Nevertheless, *at the*

*evaluation level, IOM made a point of the introduction of the gender approach*, which will allow improvement to this aspect in subsequent interventions.

*At the process level*, and according to information collected in interviews, *the inclusion of the gender approach should have been strengthened*. Gender aspects were considered in the production of the awareness raising campaigns, where images were selected in order to increase knowledge about trafficking, included different kinds of VoT (a man, a child and a woman). In training exercises, a few elements concerning gender were included, such as mentioning that although the majority of VoT are women, men are also affected, as were some advices as regards to the specific assistance needs of women and girls. Nevertheless, no analysis of gender factors affecting trafficking or the lives of victims were introduced, such as the analysis of how the responsibilities of women at home affect possibilities to participate in the activities organized by IOM, or why men and women are victims of different kinds of trafficking.

*At the results level, main outputs are the PNA, the guide to identify and assist VoT, and the research concerning trafficking lack of gender approach*. In the case of the PNA, and taking as an example actions aiming to prevent TiP in objective 3 “Développer des projets visant à réduire la vulnérabilité des personnes, des enfants et des personnes vivant avec handicap à la traite »<sup>30</sup>, *no specific mention to women is made, although they form the majority of VoT. When speaking about actions regarding the reduction of the vulnerabilities* “Conceptualisation et mise en oeuvre d’un projet pilote visant à limiter la vulnérabilité à la traite »<sup>31</sup>, we cannot gauge how gender inequities will be faced. The only action included in the PNA specifically mentioning the empowerment of women as an instrument to reduce TiP, is in the action 1.4.3 concerning the protection of victims, which aims to enhance the empowerment of women facilitating the access to credit and to the land<sup>32</sup>.

*As a final point, when talking about gender, the use of a non-sexist language is basic*. In the case of documents in English, in base of the characteristics of the language, no problems are presented. However, when producing a document in French it is important to use a language which mentions both men and women, using words in feminine and masculine, especially in the case of adjectives. For example when speaking about domestic workers use both “travailleurs et travailleuses domestiques” or about children “mineurs et mineures”. This should be included in all documents of IOM and in all documents produced by the project, as in the study in trafficking carried out in the framework of the project.

In the same sense, *it would also be important, instead of referring to victims of trafficking, which always has a negative connotation, to refer to survivors of trafficking*. This concept would empower and allow the person to regard themselves as rights-holders, not as a victim, and in an inferior position.

---

<sup>30</sup> Develop projects aiming to reduce the vulnerability of persons, children and persons with handicap to the TIP”.

<sup>31</sup> Elaboration and implementation of a pilot project aiming to limit the vulnerability of TiP.

<sup>32</sup> “1.4.3 Promotion de l’autonomisation des jeunes et des femmes à travers la facilitation de l’accès au crédit ou à la terre».

## 7. CONCLUSIONS

The International Organization for Migration officially opened its office in Madagascar in October 2014. IOM's activities started in the country through the implementation of two projects in the field of TiP. The assessment consists of the evaluation of two different projects, financed by two different donors (USAID and IDF) with a total budget of US\$ 562,000.

The evaluation carried out concludes that *the intervention was relevant*, given that it was adapted to the needs and priorities of the GoM concerning TiP. The two programmes complemented each other, covering all areas that need to be considered when working in TiP: prevention, protection, prosecution and partnership. Especially important to the relevance of the intervention, is the inclusion of a result concerning the protection of victims, where attempts are being made to assist VoT at the national and international level through the creation of a referral system with the participation of different stakeholders. Nevertheless, weaknesses in the formulation of the intervention which did not identify service provider partners before the beginning of the programme and the establishment of overambitious indicators regarding VoT assistance, present an obstacle for the relevance of the intervention.

The intervention demonstrated considerable *efficiency in the implementation of activities* that were carried out over 12 months, as was planned in the document of formulation. Nevertheless, the short time period planned for the effective execution of the significant budget of the intervention, made it necessary to demand no-cost extensions to be able to use the total funds and improve the number of VoT assisted. The M&E system contributed positively to the timely implementation of activities, to the management of the intervention and enabled valuable inputs for the evaluation.

*Regarding effectiveness, most indicators were achieved.* The financial and also technical capacity of IOM in Madagascar, which assured both support to the government, and useful communication between IOM staff, the Government and NGO representatives, encouraged the increase of activities concerning TiP in which more than one stakeholder was involved.

*The awareness raising campaign and training sessions increased knowledge about TiP between government officials and the general public.* This facilitated the formulation of a draft of an agreement with Saudi Arabia to improve the protection of Malagasy migrant workers. It also played a strong role in that 68 persons approached IOM to seek information about trafficking. Nevertheless, the target number of 100 was not achieved. Concerning the assistance of VoT, indicators were also not achieved, since constraints were found to selecting qualified partners to assist victims. The lack of time to work on the enhancement of their capacities and create a referral system for victims contributed to this.

The short implementation time of *the intervention did not allow IOM to go in depth and transform short-term effects of the intervention into long-term impacts.* Nevertheless, it is important to mention that the GoM has allocated a budget for the functioning of the BNLTEH for the next four years, which is considered as an important impact of the action. Concerning

the protection of VoT, the context obliged IOM to work directly in the assistance of VoT, making it difficult to concentrate on strengthening the coordination and capacities of other stakeholders, strongly limiting the impact and sustainability of the intervention.

In terms of sustainability, appropriation of products and results of the intervention by the government of Madagascar, such as the PNA or the guide to identify and assist VoT seems to be high, and is an important input for sustainability. Nevertheless, *at the time of the evaluation it is not possible to confirm that the action carried out by IOM in the country is sustainable* since no sure prospect of continuation exists.

## 8. RECOMMENDATIONS

Different groups of recommendations will be formulated, as a conclusion of main evaluation findings. Each group of recommendations will focus in one of the 4P areas needed to be considered when working in TiP. In addition to this, a group of recommendations will aim to give feedback in order to enhance project efficiency, facilitating project management and M&E processes.

### A. Recommendations concerning project management

- ✓ *Carry out a participatory process in the formulation of interventions*, in collaboration with main stakeholders in the country and IOM in main destination countries. Formulating the intervention through the operation of workshops would improve the level of appropriation and understanding that partners have about the project, and will encourage their active participation in the implementation of activities.
- ✓ *Establish a communication plan before commencing a new intervention in a new country*, especially if the budget is significant, to avoid the creation of misunderstandings or erroneous ideas concerning IOM support. This is especially important when working with vulnerable groups.
- ✓ *When working in the field of TiP and in the protection of victims, a long-term intervention is necessary*, as such short-term results planning in countries where the protection system faces many challenges is overambitious. For this reason, it is necessary to guarantee a minimum period of intervention, allowing the completion of all necessary activities, and guaranteeing the sustainability of actions carried out.
- ✓ *Include the gender approach in the entire process of implementation of the projects.* *This* means that gender structural inequities have to be taken into consideration in documents produced by the projects and in training, that it is necessary not to use sexist language, and so that we can describe and analyze how the intervention

affected women and men differently. It would be important that in all project documents, the number of men and women targeted is specified, including gender indicators in the log frame, and including statistics about the number of men and women which have been reached.

## **B. Recommendations concerning TiP prevention**

- ✓ ***Carry out raising awareness campaigns which combine a mass media approach*** such as the one already implemented, ***with a community approach*** in which discussions, meetings and exchanges at the community level are organized. These actions will foment the development of knowledge and understanding of vulnerable populations concerning TiP. It is important ***to focus on the promotion of a right-holder ethic*** among people more vulnerable to trafficking.
- ✓ ***Focus campaigns at the regional level***, in order to spread information throughout communities where resources are more limited. As communities become better informed, the risk of trafficking is reduced.
- ✓ ***Disseminate information about the risks of TiP, and how to face them in destination countries as a way to prevent international trafficking.*** It is essential to avoid an approach which limits the mobility of the population, as it encourages irregular migratory flows and added risks for migrants.
- ✓ Spread a message in which the focus is placed on the ***definition of the concept of trafficking, and its links with other kinds of violence and exploitation***, enhancing capabilities to distinguish one situation from the other.

## **C. Recommendations concerning VoT protection**

***Create a referential system which is based on the work of NGOs already active in the field of the protection of rights of women and children, and through the support of the network already implemented in which public institutions are included.*** Support might consist of training sessions, allocation of budgets for meetings, and production of material which reinforces the assistance to VoT (screenings forms, referential templates, etc.). Some of the ***principles and actions*** needed to establish the system are:

- ✓ ***Identify organizations capable of working in the assistance of cases of VoT.*** Organizations with experience in the field of the defense of women and children's rights in Antananarivo and in the provinces would need to be approached and assessed.

- ✓ The *referential system should be established on a case-based approach*, permitting the organization to assist VoT directly. The organization responsible for the identification of the case has to be in charge of coordination and monitoring of the provided assistance. IOM could follow up the process during the initial months.
- ✓ The referential system should be based on *networks that already exist*, but which need support to be operational, as in the case of the « Réseau de Protection de l'Enfance » (Network for Child Protection) supported by UNICEF.
- ✓ *NGOs capabilities need to be developed in order to assist VoT*. Screening templates of NGOs not specialized in VoT should be adapted in order to be able to identify VoT and other types of vulnerabilities. Once the person has been identified as a potential VoT, use of screening forms included in the manual is recommended. To this end, the translation of templates into Malagasy is important.
- ✓ Support of *NGOs with grants to assure assistance to the victim*, and also to cover the payment of the indirect costs to the organizations, such as electricity, telephone and water that the organization need to cover to continue their work. Support to the NGOs with human resources specialized in VoT working directly in their offices in the field, is an option to explore.

Due to weaknesses of NGOs in Madagascar, it *would be important to work in the reinforcement of capacities of civil society partners* which collaborate with IOM. Since IOM is not specialized in direct assistance for VoT, this should be implemented through the collaboration with organizations specialized in organizational reinforcement capacities.

*Assure psychological support for VoT through a group approach*, where group sessions focused on self-confidence and empowerment are encouraged. This would enhance each person's reflection process about his or her experience as a survivor of trafficking, which is important to ensure greater success in the recovery process.

#### **D. Recommendations concerning TiP crimes prosecution**

- ✓ *Support the government of Madagascar in the divulgation of the law concerning trafficking* to the general population, at the government level and, mainly, to the human resources department of the ministry of justice.

#### E. Recommendations concerning partnership regarding TiP

- ✓ Secure *periodic meetings between government representatives and NGOs*, at the national level in the framework of the BNLTEH, and at the regional level.
- ✓ *Improve coordination between ministries* in order to reinforce the protection system and assistance for VoT. Encouraging *the Ministry of Health* to guarantee free treatment and consultations for victims of violence and VoT is necessary through advocacy.
- ✓ *Improve coordination with other agencies of the United Nations system* to assure a unified approach when working in protection, and with vulnerable people. In this sense, it is important to coordinate with ILO working in the field of child labour exploitation to effectively identify a trafficking situation, and to act accordingly using the same concepts when speaking about similar situations.
- ✓ *Improve judicial cooperation at the international level* to give a response to procedures concerning international trafficking. IOM could support efforts of the GoM economically and technically.

## 9. BIBLIOGRAPHY

- 2013 mission report from a Special Rapporteur (SR) from the United Nations High Commissioner for Human Rights (OHCHR)
- International crisis group, 2014. A Cosmetic End to Madagascar's Crisis? Available at <http://www.crisisgroup.org/en/regions/africa/southern-africa/madagascar/218-a-cosmetic-end-to-madagascar-s-crisis.aspx> (3-12-2015).
- IOM 2012. Human trafficking: IOM's response.
- IOM, 2007. The IOM handbook on Direct Assistance for Victims of Trafficking. Cooperazione Italiana.
- IOM, 2015. Etat des lieux sur la traite de personnes à Madagascar. USAID from the American People. Fonds de l'OIM pour le développement.
- IOM, 2013. Migration à Madagascar. Profil National 2013. Available at [https://publications.iom.int/system/files/pdf/mp\\_madagascar\\_vfinale.pdf](https://publications.iom.int/system/files/pdf/mp_madagascar_vfinale.pdf) (04-12-2015).
- OCDE, 2010. Estándares de calidad para la evaluación del desarrollo. Serie: Directrices y Referencias del CA.
- SNU, 2013. Bilan Commun du Pays 2012. Republique du Madagascar. Système de Nations Unies.
- UE, 2014. Feuille de route de l'UE pour l'engagement envers la société civile 2014 – 2017. Madagascar.
- UNDP, 2014. Explanatory note on the 2014 Human Development Report composite indices: Madagascar. Sustaining Human Progress: Reducing Vulnerabilities and Building Resilience Human Development Report. HDI values and rank changes in the 2014. Available at [http://hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/MDG.pdf](http://hdr.undp.org/sites/all/themes/hdr_theme/country-notes/MDG.pdf) (3-12-2015)

### LAWS

- Law n° 2014-040 of 20 January 2015 concerning trafficking in persons by the Parliament.
- Decree n° 2015-269 concerning the creation, organization, management and assignment of the National Office to Fight against Human Trafficking and decree n° 2015-995 concerning the denomination of the members of the National Office to Fight against Human Trafficking.
- The National Action Plan 2015 – 2019 to fight against human trafficking.
- Protocol to Prevent, Suppress and Punish Trafficking in Persons Especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime. Adopted and opened for signature, ratification and accession by General Assembly resolution 55/25 of 15 November 2000.

### PROJECT DOCUMENTS

- Endorsed programme documents
- Interim narrative and financial reports
- External evaluation report from the awareness raising campaign

- ToRs of activities
- Minutes from meetings
- Activities reports
- Monitoring Tables for assistance to VoTs

## 10. ANNEXES

### a. List of interviewed actors

ORGANIZATION	REPRESENTATIVE
<b>INTERNATIONAL ORGANIZATIONS</b>	
UNFPA	ANDRIAMANANA Tolotra (Gender Programme Officer)
OHCHR	KAMALEU Omer (Human Rights Adviser)
UNICEF	GRANDIN Yann (Protection Coordinator)
ILO	RAKITONDRAINIBE Fanja (National Project Coordinator)
<b>DONORS</b>	
U.S. Embassy in Antananarivo	HARRISON Paul (Chief of the Political and Economic Section)
USAID	ONIVOGUI Miriam (Supervisory Programme Officer)
European Union	HUMBLLOT Odile (Programme Officer for Human Rights)
<b>IOM</b>	
Regional Thematic Specialist for Counter-Trafficking, RO Pretoria	GETACHEW Yitna
Regional Policy and Reporting Officer, RO Pretoria	BAYER Elisabeth
Project Development Officer, RO Pretoria	TRUONG Amy
Regional Thematic Specialist on Labour Mobility and Human Development, RO Dakar	NATALI Claudia
Programme Manager GCC, Kuwait	EL ZARKANI Mohamed
Programme Officer, Lebanon	FITRIANA Nur
Case worker, Lebanon	EL KASSOUF Jeanine,
Direct Assistance Coordinator, Lebanon	HADDAD Dima
Project Manager, Madagascar	SILVA Y POVEDA Daniel
Project Coordinator, Madagascar	RAMEL Audrey
Project assistant, Madagascar	PEREZ Clara
<b>PUBLIC INSTITUTIONS</b>	
Prime Minister's Office	RAKOLOLAHY Charles Clément (Special Adviser)
Ministry of Population and Social Affairs	SOLOARIVELO Antsa (Director for Expatriate Workers)
Ministry of Foreign Affairs	RAHAJARIZAFY Lanto (Director for the Diaspora)
Ministry of Labour	RANDRIAMARO Jean-Roland (Director General)
Ministry of Justice	TOMBOHAVANA Fabien (Head of Human Rights Service)
Borders Police	TSARAMONINA Ravony (Inspector)
Lawyers Pool	RAHARISON Hubert (President of the Bar)
<b>CIVIL SOCIETY ORGANIZATIONS</b>	
ICRC	LOVERGINE Joanna, (Protection Coordinator)
ECPAT France	BAUTISTA Olga (Country Director)
ASSEFEMA	MAMPIONONA Ando (President)
ENDA	RAZAFINDRAVAO Lydia (Project coordinator)

Graines de Bitume	RAVELOSEM Ronald (Social worker)
Youth First	RFINIMANANA Tina (Chief Executive Officer)
Avoatra	RAVELOARISA Marie Albertine (National President)
<b>OTHERS</b>	
National Consultant for the local and regional research on TiP	RAKOTONANAHARY Hery Andry
National Consultant for the elaboration of annexes to the manual on identification and assistance to VoT	Rian'aina RAZAFIMANDIMBY
SPDTS	NOROTIANA Jeannoda (President)

**b. Participants in the focus group**

<b>ACTORS</b>	<b>PERSON</b>
<b>IOM</b>	
Project Assistant	PEREZ Clara
Project Assistant	RAKOTOMAMONJY Marinah
<b>PUBLIC INSTITUTIONS</b>	
Ministry of Population and Social Affairs	ROKOTOMANANA H.A Katenscia
<b>CIVIL SOCIETY ORGANIZATIONS</b>	
ECPAT France	ROKOTOMALALA Noalisoa Haundrany
ASEFEMA	MOMENJAMAHARY Ando Manpionona
Graines de Bitume	RAVELOSEM Ronald
SPDTS	RAKOTOMANAMISATA Mbolatiana Nirina
SPDTS	ANDRIONOMENA JANAHARY A- Herman
Avoatra	RAVELOARISA Marie Albertine