

OFFICE OF THE INSPECTOR GENERAL

**EVALUATION OF THE IOM PROJECT FOR THE RETURN AND REINTEGRATION
OF TRAFFICKED AND OTHER VULNERABLE WOMEN AND CHILDREN BETWEEN
SELECTED COUNTRIES IN THE MEKONG REGION**

September 2003



IOM International Organization for Migration

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LIST OF ABBREVIATIONS AND ACRONYMS

AUSAID	Australia's Agency for International Development
CDC	Coordination and Documentation Centre
CT	Counter Trafficking
DFID	United Kingdom Government's Department for International Development
DSALVY	Department of Social Labour, Vocational Training and Youth Rehabilitation, Cambodia
DSDW	Department of Social Development and Welfare, Thailand
IDC	Immigration Detention Centre, Thailand
ILO	International Labour Organization
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
MOSALVY	Ministry of Social Labour, Vocational Training and Youth Rehabilitation, Cambodia
MOU	Memorandum Of Understanding
NGO	Non Governmental Organisation
OSALVY	District Social Labour, Vocational Training and Youth Rehabilitation, Cambodia
PDR	People's Democratic Republic
R&R	Return and Reintegration
RKK	Rissho Kosei-Kai
TOT	Training Of Trainers
UN-IAP	United Nations Inter-Agency Project to Combat Trafficking in Women and Children in the Mekong Sub-region
UNDP	United Nations Development Programme

FOREWORD

This External Evaluation Report is the result of a joint initiative on the part of the IOM Office in Bangkok and the Office of the Inspector General. The decision to evaluate the programme was taken due to the long experience of IOM Bangkok in managing the various regional projects implemented in the Mekong Region for combating human trafficking since 1996, and for reintegrating victims into their regions of origin. The regional approach was also unique in IOM and merited evaluation in order to draw lessons for future, similar interventions. There was also a strong interest from the main donor, as well as from other IOM constituents and partners, to have more information on the performance and success of IOM programmes in the field of counter-trafficking activities.

An external consultant, M. Christian Bugnion, was recruited to perform the evaluation. M. Bugnion has an extensive background and experience on project/programme evaluations with international organizations and donors, including the World Bank, UNDP, WFP, ECHO, USAID, UNHCR and IFRC. He is the Director of a consulting firm.

The Office of the Inspector General (OIG) was responsible for supervising the Consultant's work and for providing technical guidance for implementation of the evaluation, which has been endorsed by the IOM Director General. The IOM Office in Bangkok provided support to the Consultant for the documentation review, the interviews and field visits. The Office in Bangkok closely collaborated with OIG in commenting on the draft reports and in preparing the evaluation's Terms of Reference and written questionnaires.

In addition to evaluating the programme's performance and achievements, the report also draws attention to important issues on counter-trafficking, and attempts to highlight useful elements for a constructive debate on the future of the programme and IOM's overall strategy, both inside IOM and with IOM donor(s).

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EXECUTIVE SUMMARY

The regional IOM Project entitled *Return and reintegration of trafficked and other vulnerable women and children among selected countries in the Mekong Region*, which covers the countries of Thailand, Cambodia, Vietnam, Laos, and Myanmar, was formally evaluated during May 2003.

The evaluation's overall objective is 'to evaluate IOM's overall performance and achievements of project implementation and to assess IOM's strategy for delivering assistance in the field of counter-trafficking'.

The evaluation traced the project history back to its initial conceptualisation, back in 1995, through key informant interviews, notably with former IOM staff (1995 staff and the former regional Chief of Mission via e-mail). This has partially bridged the time gap and obtained a historical perspective from inception of the regional approach to counter- trafficking in the region up to the current 2000-2003 project.

The current project is thus the third phase of IOM's counter-trafficking efforts in the region. As a result of a position paper written by IOM for the Beijing Conference, two short projects were designed and implemented in 1996, totalling US\$ 82,000. In 1997 the two were merged and extended to the end of the year for an amount of US\$ 100,000. Phase Two started with the 1998-1999 two-year project, with three components: return and reintegration assistance to 290 victims, capacity building and research. The current project, funded by AUSAID, is therefore the result of four years of IOM experience in counter-trafficking in the Mekong region, from 1996 to 1999.

Three distinct levels of analysis have been identified during the evaluation: the political level, involving awareness by authorities on the work done by IOM (lobbying, normative framework, etc.), the implementation level, including all local partners and local authorities and government counterparts, and the networking/liaison level, involving all partners, both national and regional. An additional level of complexity relates to analysis of the countries covered in the project and the amount of resources and efforts allocated to each.

The evaluation visited three of the five countries covered under the project: Thailand, Cambodia and Laos. Feedback was also obtained from the Vietnamese Embassy in Phnom Penh regarding IOM's activities. At the political level in Thailand, IOM is perceived as performing quite well and even proving instrumental in bringing about policy change within government. However, it is not clear to what extent this can be attributed directly to the project. The evaluation feels that, especially in Thailand, this is an aggregate result of the overall IOM performance rather than a single project result, although the return and reintegration project has no doubt some weight in the positive appreciation by the Thai Government and concrete achievements have been obtained (such as standardized case management). Other countries had positive feedback on the work undertaken by IOM at political level. One exception was Laos, where comments were only made on the actual implementation of the project (i.e. return and reintegration of trafficked victims), since little work has yet been done on a policy/political level, given the absence of an established in-country IOM office (equal limitations apply to Myanmar, and no direct feedback from these authorities was obtained). In Cambodia, the feedback received by the evaluator from Government officials related only to the return and reintegration project, since it is the only IOM project collaborating with the Ministry of Social Labour, Vocational Training and Youth Rehabilitation (MOSALVY). Feedback for Vietnam was obtained from the Vietnamese Embassy in Phnom Penh.

At implementation level the project has carried out all its stated components and is successfully following the objectives as set out in the logical framework and the other project documents (change frame). The main achievement of the project is to have been able to realize these activities despite an overly optimistic scenario and timeframe for results, and with too little input in terms of human or material resources. **There is only so much that can be done in countries which do not have an established IOM office and with a very limited number of staff, given the spatial coverage and complexities of the project.** The current project structure may not be the most efficient and effective way to run a regional operation under the existing constraints.

Networking and liaison, both national and cross-border, is gradually building up and yielding positive collaboration (e.g. for Myanmar with World Vision and Save the Children). The project has reportedly carried out no less than 86 workshops, conferences, meetings and study tours, both nationally and regionally, which represents quite an accomplishment, with substantial cross-border information dissemination. **However, it is felt that since a functional system is in place for orderly returns, recovery and reintegration from Thailand to Cambodia, IOM's direction should now be geared more towards providing a normative framework on counter-trafficking issues. In particular IOM should possibly take a lead role (as technical assistance to government) in defining the minimum standards for assistance to counter-trafficking victims (either those living in temporary shelters or in long-term homes).** These minimum standards need to be endorsed by as many authorities and partners (NGOs and UN) as possible (especially relevant and necessary in Cambodia, which has a thriving NGO community). This could also eventually become a joint UN-IAP/IOM initiative (United Nations Inter-Agency Project to Combat Trafficking in Women and Children in the Mekong Sub-region), the opportunity of which has yet to be explored by IOM.

The single largest constraint of the project is poor project design. The rationale for each of the components is difficult to ascertain, beyond the fact that the current project (Phase 3) was inherited from the previous project (1998-99 Phase 2), which was itself inherited from the previous project(s) (1996-97, phase 1). Feedback from staff involved also confirmed that projects had to be drafted rapidly in order not to lose financing opportunities (activities were suspended in Poipet, Cambodia, until funding under the project had been secured, which forced UNICEF to take up support to the transit centre again for nine months in 2000), and that strategic and technical issues were not necessarily addressed in much depth, as the priority was to obtain financing for the project, while the project's high quality was a secondary issue. After all, since donor interest in trafficking was gradually rising, a continuation of already-funded past projects was probably felt to be reasonable (Phases 1 and 2 were funded by the Japanese Foundation RKK and the Finnish Government. Phase 2 also raised support from the US and Japanese governments). **Time constraint factors are in contradiction with quality project preparation and may undermine a proper project cycle management elaboration process.**

The one procedure to be avoided for any future expansion of IOM's regional counter-trafficking activities is to take the previous project document, and just change a few figures and numbers to continue with the same activities. The project document lacks a clear overall regional strategy. There are now many more participants than at the beginning of the project, dealing with trafficking issues in the region, a multiplicity of activities and of projects – even within IOM project countries - and greater donor support and awareness. This does not mean that all agendas are necessarily compatible. An essential difficulty is the fact that many partners operate on different project targets (e.g. children in difficult circumstances, street children, prostitutes, etc.) within which the trafficked victim caseload is a small minority. **A major review of the project design is necessary to establish a coherent and strong approach for the next phase of IOM regional counter-trafficking activities.**

In order to ensure quality project preparation, IOM should already start planning for the next step. The current project has been awarded a no-cost extension until February 2004. The time should be used to undertake participatory multi-stakeholder analysis with donors, government counterparts and local authorities, NGOs, UN agencies and targeted groups of beneficiaries from follow up cases, in order to define precisely the fields of activities in which IOM should be involved and exploit the existing opportunities and synergies between the various participants. It should be noted that most of the regional projects (ILO/International Programme on the Elimination of Child Labour (ILO/IPEC) or UN-IAP or UNICEF) have not undertaken extensive stakeholder participatory analysis. IOM would thus be in a lead and model role by ensuring that primary stakeholders and users are able to identify the needs that need servicing and ensuring these are incorporated into the project. This would also allow IOM to refine its niche in the field of counter-trafficking in the Mekong region and determine better, over and beyond this specific project, the general needs in the region in the field of counter-trafficking which is certainly an important issue for the governments of the project countries, albeit politically sensitive and delicate.

1. BACKGROUND

The current project is the result of three distinct phases in the field of counter-trafficking, starting in 1996. The apparent basis for counter-trafficking activities in the Mekong region stemmed from a concept paper written by IOM staff for the Beijing Conference in 1995. This identified four main areas of involvement, namely:

- Return and Reintegration
- Capacity Building and Technical Cooperation
- Research
- Awareness Raising and Information Campaigns.

Phase One 1996-1997

Two original project documents were prepared in 1996, but the evaluation mission was unable to obtain copies. The two projects reportedly helped establish a mechanism to stop the circle of trafficking and re-trafficking and provided return and reintegration assistance to women and children, in particular Cambodians, Vietnamese and Chinese. The original budgets or components are not known, but two donors supported the 1996 projects: Risho Kosei-Kai (RKK), a Japanese Foundation, with US\$ 30,000 and the Finnish Government with US\$ 52,000 (in total US\$ 82,000). The projects, which were reported to have merged and extended in January 1997 to the end of 1997, included assistance to trafficked women and children from Myanmar and Laos.

Phase Two 1998-1999

The second phase was started in 1998 with a US\$ 255,552 two-year project (1 January 1998 to 31 December 1999), funded by RKK with US\$ 37,865, the Finnish Government with US\$ 36,192, and later during 1998, the US Government with US\$ 100,000 and the Japanese Government with US\$ 80,000 (a total of US\$ 254,057). The anticipated results were the orderly return and reintegration from Thailand of some 290 trafficked and other vulnerable migrant women and children over a two-year period, 250 to Cambodia, 15 to China (5 from Cambodia), 10 to Myanmar, 5 to Laos, 10 to Vietnam (5 from China). Half of these 250 were expected to receive a full year's reintegration assistance. The project also provided for two surveys to be undertaken and three workshops and three meetings with partners, government authorities and institutions.

Phase Three 2000-2004

The current regional project was initiated in September 2000 for a three-year period, at a total cost of US\$ 2,533,765. A no-cost extension to February 2004 has just been granted. The funding is entirely provided by AUSAID, the Australian Government Cooperation Agency. The project focuses on four components:

- a) capacity building to government and NGO partners, to increase their ability to intervene in trafficking situations at multiple levels;
- b) provision of return and reintegration assistance to 900 trafficked women and children;
- c) continued research activities and commissioning of six studies, one per project country,
- d) fora activities designed to facilitate cross-border meetings and forging practical cooperation between governments and other partners.

However, almost immediately component (d) was merged with component (b), the original component (d) being replaced with 'Project Management'. Contrary to the previous projects, there are currently no orderly returns of Chinese nationals to China, therefore for practical purposes, the project is a five-country, regional project.

2. EVALUATION SCOPE AND METHODOLOGY

The evaluation has used several instruments for evidence finding and data collection, as well as for information analysis and processing. Initially, a documentary review was undertaken based essentially on the information supplied from the Bangkok regional office (for the project itself) prior to the fielding of the mission, and from IOM Geneva (for more global IOM information, mandate, structure and funding system). The documents are listed at Annex 7 in the evaluation bibliography.

Another source of key information has been interviews at four levels:

- government level, including ministry representatives, senior managers and embassy representatives, for a political perception of IOM's performance;
- partner level, including lower level officials working as partners in IOM's project (social welfare departments met during field trips) and both national and international NGOs;
- UN agencies (UNDP, UNIAP, ILO, UNICEF);
- within IOM itself, from both current and former staff.

A questionnaire survey was used to collect information about the four components undertaken by the project and other issues related to trafficking, from as many as possible of the 42 IOM-identified project partners¹. The evaluation took advantage of a cross-border information meeting between Myanmar and Thailand to issue the questionnaires during the two-day meeting. The survey was sent by e-mail to the IOM Office in Vietnam and one was handed over directly in Laos by the consultant. The evaluation is grateful for IOM's support in translating the questions into both Thai and Vietnamese and translating the answers back into English. As a result, 40 questionnaires have been received, of which 38 are validated. Twenty-seven of the 38 are direct IOM project partners (64 per cent of the total identified partners, although there is often more than one representative from each agency).²

Triangulation between documentary review, key informant interviews, survey results and observational notes was carried out. No primary data or direct beneficiary interview was undertaken, both given time constraints and lack of language skills to enable direct beneficiary interviews. Three countries were visited (Thailand, Cambodia, Laos) while two others could not be visited (Vietnam and Myanmar). Therefore, observational evidence is limited to those three countries to which the evaluation was able to travel.

The final draft document was prepared taking into consideration the comments received from the circulation for a period of three weeks of the initial draft document amongst IOM stakeholders and from the restitution meeting in Geneva on 19 June with senior IOM staff. The final report is therefore somewhat different from the initial draft report, as it reflects additional knowledge and information received during the draft review process.

¹ As of 4 April 2003, as mentioned on p. 2 of the AUSAID briefing document prepared by IOM.

² See **Annex 4** 'IOM Evaluation – Partner Survey Analysis' and **Annex 5** 'Questionnaire Survey Form'.

An essential approach of the evaluation mission has been the use of transparent and participatory methodology throughout the mission, while maintaining a total degree of independence. All key informant interviews have been undertaken without the physical presence of IOM staff, except for two cases where IOM staff provided the translation services in Cambodia. The evaluation process has focused in understanding the constraints and limitations of the project, in order to assess more realistically the actual level of achievement that was possible, given the difficult operating circumstances. As in all evaluations, it is not the conceptual project framework (ideal conceptual case), which must be used to appraise the project success, but rather an informed appraisal as to the history and evolution of the project's development in the light of the regional situation and considering the existing resources, both in financial and human resources.

3. PROJECT STRATEGY AND COMPONENTS

The project strategy was essentially based on a pragmatic approach to problem solving rather than a fully developed strategy for regional counter-trafficking.³ A number of reasons can be identified to explain this:

- former experience in the region in counter-trafficking had generated specific knowledge gains, but still partial and incomplete enough not to illuminate the whole picture, so counter-trafficking in its infancy around the world remained a learning process for IOM;
- shortness of funding made IOM eager to obtain donor support, so the project had to be more market oriented than strategically designed;
- the very nature of IOM operations, which are project-driven ('project' defined here as an individual intervention) rather than programme-driven (a set of interventions that may cut across sectors, themes and geographic areas), with consequent lack of flexibility leading to added constraints.

The current project document is thus mainly a continuation of the previous project as designed under Phase Two,⁴ but increased tenfold in terms of budget and with an improved understanding of the complexities and difficulties of undertaking assistance to trafficked victims in the Mekong Region. This led to higher investments in partnership networks (meetings, study tours) and capacity building (training seminars and workshops), in order to address the primary goal of the project: to establish a systematic, sustainable cross-border working arrangement for the return and reintegration of trafficked and other vulnerable migrant women and children within five of the six Mekong Region countries (China was finally dropped from the list of project countries).

The first project component was entitled 'Capacity Building'. This meant that IOM would focus on working both at policy and political levels to move the issue forward, (e.g. policy input and nurturing policy development, MOUs, etc.), but also at the more concrete implementation level through the provision of training and the development and support of networking and information exchange. Given the wide range of partners (42) in the various countries and taking into consideration that some are government authorities (social welfare departments) and others are national or international NGOs, a further layer of complexity is added, since all are contributing, albeit with different means and agendas, to the counter-trafficking efforts and are directly involved in the second component of the project, which is the provision of return and reintegration assistance to trafficking victims.

The provision of return and reintegration assistance is the second project component. This covers the various activities involved in the process, from the initial rescue and recovery of trafficked victims to their safe and orderly return and reintegration into their country of origin (whenever possible and on a voluntary basis). Given that needs vary according to the nature of the individual's personal experience and history, the project naturally offers a justified flexibility in the type of assistance provided, tailored to each case. This ranges from actual rescue/recovery assistance, to medical care, sheltering, counselling, vocational training, micro-credit assistance,

³ This was confirmed to the consultant by the former Bangkok Chief of Mission, by e-mail.

⁴ The project summary clearly states 'this Project is an expansion of IOM's *Return and Reintegration of Trafficked and Other Vulnerable Women and Children between Selected Countries in the Mekong Region* which has assisted 617 beneficiaries since 1996 to date'. Page 2 of the IOM project document.

etc. In terms of quantifiable output, the project had identified that 900 victims of trafficking would be assisted in their orderly return and offered reintegration assistance in the countries of origin.⁵ An individual follow-up for one year after return was decided, to provide a) reintegration information and b) information on effective counter-trafficking activities, especially in avoiding re-trafficking.

The third project component is research. The initial project document aimed to undertake one research study in each of the project countries, bringing the total to six studies. It was anticipated that research reports would be presented in workshops and seminars, and would draw on the actual return experience (component number two, above).

The fourth project component was originally entitled 'Fora Activities', with the objective of coordinating and facilitating cross-border meetings and forging practical cooperation between governments and other regional participants on the issue of trafficking. However, the first activity reports already indicated a change in this component. The previously mentioned fora activities are undertaken under the second project component (return and reintegration) and are no longer a separate component. However, a fourth component is maintained, named 'Project Management'. This component now essentially covers a number of project-related activities, especially documentary output. The activities identified were: identification and recruitment of project staff, preparation of risk matrix, implementation schedule, annual plan, progress reports, preparation of a Monitoring and Evaluation plan and preparation of final narrative and financial reports.

⁵ Although in Lao the reintegration assistance was not an option for the returnees who were repatriated before May 2003 and is only now becoming available.

4. PERFORMANCE AND ACHIEVEMENTS

4.1 Positive Results

The overall project performance is quite satisfactory, as appraised against the initial project objectives and logical framework, especially considering the limited input available in terms of staff and the complexity and difficulties of a regional five-country project, not to mention the very sensitive nature of the project: counter trafficking. A breakdown by component is necessary to illustrate further IOM's project performance in relation to each of the project components.

Component One: Capacity Building

Under the capacity building component, IOM has carried out no less than 86 training workshops for government staff, mass organizations and NGOs in the five project countries. This averages to three workshops per month, with a majority of workshops conducted in Cambodia (58), ten in Vietnam, nine in Laos, eight in Myanmar and one in Thailand. The project also provided the preparation of several training manuals used during the workshops. The workshop contents were normally subject to an evaluation for learning purposes. **Because each project country has a different operating environment, and IOM does not have the same structure across the five countries, capacity building has been unevenly developed.** The rationale for focusing on Cambodia (58 of 86 workshops) is that it is by now the most smoothly running orderly return procedure and covers the highest number of returns of the five countries. It should also be noted that the cost and implementation schedule for Component 1 (capacity building) was completely reserved for activities in Cambodia, which also benefits from the continuous presence of two Technical Advisers, thus ensuring adequate staffing to conduct such a relatively high level of training workshops and on-the-job training. The project works through the Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (MOSALVY), in collaboration with UNICEF, and includes no less than 16 national and international NGOs, with a good referral service, essentially in Banteay Meanchey (Poipet, Sisophon), Battambang provinces and Phnom Penh. The training received by government staff in case management and communication skills when dealing with trafficking victims to ensure proper and humane treatment is particularly important. **Field visits and interviews with MOSALVY staff in Cambodia has shown that the training delivered by IOM has had a positive impact in the way the work is done: case management and handling of trafficking victims has substantially improved in qualitative terms. This apparently positive impact needs to be triangulated with case management follow-up information from the reintegration cases.**

Capacity building in Cambodia also goes beyond mere training and includes some financial support for refurbishing the physical infrastructures and significant improvement of recovery facilities (Battambang Reception Center), leading to improved services (including health care, safety and hygiene). The project also provides some top-up incentives to the very low government staff salaries. It should also be noted that workshops and study tours provide an occasion to receive a welcome per diem allowance, which is also a source of motivation to attend, but brings added attention to selecting participants. Another aspect is the support to MOSALVY Coordination and Documentation Centre (CDC), where a project

technical adviser is placed. A database containing case management information is being maintained and MOSALVY staff are being trained in its use. The 16 NGO partners in the field of return and reintegration are also working with the IOM project, for the most part in good collaboration, although major differences do remain in terms of the scope and objectives of the activities to be undertaken.⁶

Among the less tangible components and at political level, possibly some of the most important achievements include the signing of the Cambodia/Thai MOU (despite some political tensions between the two countries during the project's duration) and the capacity of the project to obtain political backing and participation for establishing adequate structures for return and reintegration of the trafficked victims in Cambodia with the MOSALVY. The MOU is the result of a separate project *Capacity-Building on the Protection of Victims of Trafficking: Development of Procedures and Manuals, Training and a Monitoring Mechanism*, although the R&R project has also played a role in this achievement. However, no ministerial level meetings were held to appraise overall perception of IOM in Cambodia.

In Thailand, material support, technical advice, and training to DSDW and IDC staff have led to more humane conditions, both material and psychological, when dealing with the trafficked victims. Although the Detention Centre is a far from ideal place, with irregular immigrants crammed into very large rooms with metallic fences and bars, the project has succeeded in improving somewhat the conditions of the detainees and particularly the trafficked victims, as before they were simply expelled without receiving proper treatment (according to the IDC official yearly turnover is 40,000 people). The normal capacity of the centre is 700 people, which can be stretched to 1,000 for a maximum of two days in crises. At the time of the visit there were 980 people). The project has now established an identification and referral system from the IDC to DSDW shelters, where appropriate care is given and proper case management ensured. In the IDC itself, trafficked children now have a play room (result of another IOM project, *Improvement of Childcare Services and facilities at the Bangkok Immigration Detention Centre*) and adults have 'life skills' training and other support (at the time of the visit, training was taking place in the Khmer language, a result of another IOM project *Life skills for tuberculosis (TB) and HIV/AIDS prevention among migrant detainees at the IDC and training for immigration Police Officers*). Specific support was given to the NGO partners, particularly at the Ban Kredtrakam Centre, one of the largest referral centres in Bangkok.

Capacity building of local partners and NGOs was also undertaken through workshops and training. The evaluation interviewed a number of NGOs who participated in such training. **A major achievement is the standardization of the case management procedures, which is itself a complex and difficult objective.**

As in Cambodia, the most important achievement in Thailand may be through lobbying and advocacy with the national authorities. No less than three MOUs have been signed, thanks to IOM's active involvement: *Working Procedures for the Government Agencies and Private Organizations to comply in their dealings with Human Trafficking of Children and Women, Guidelines for relevant Agencies to work together in dealing with*

⁶ See Section 5. Looking beyond the Project: a Meso-analysis of Counter-trafficking Activities in the Mekong Region

Human Trafficking of Children and Women, Operation Guidelines for relevant Private Organizations in their dealings with Human Trafficking of Children and Women, which are now becoming reference documents.

In Vietnam, the project has undertaken ten workshops to train project partners according to the project's annual training plan, on a range of issues conducive to having partners plan case-specific reintegration assistance. In addition, a structure for return and reintegration between Cambodia and Vietnam has been developed. At political level, OIM is very favourably viewed in Hanoi (according to Cambodia's Vietnamese Embassy First Secretary) and the efforts for return and reintegration are certainly appreciated. A series of very sensible suggestions for improvement were made. While the Cambodia/Vietnam MOU is yet to be signed, the First Secretary is confident that this will occur, hopefully during the course of this year.

In Myanmar, capacity building was given through eight training workshops, essentially to the two main IOM partners, World Vision and Save the Children UK, as well as with their own partner agencies. Again, the focus was to enable partners to provide adequate return and reintegration assistance to trafficking victims. No meetings were held with government staff or authorities (none attended the Bangkok meeting and the evaluation did not go to Myanmar).

In Laos, nine training workshops were held for the local partners, with the same objectives. Additionally, reintegration assistance is now starting; previous returns could not benefit from reintegration assistance, as the structures were not yet in place.

Component Two: Return and Reintegration Assistance

Out of a project target of 900 (to the end of August 2003), a total of 710 trafficking victims have been assisted to return to their respective countries of origin (Cambodia, Myanmar, Laos, Vietnam) during September 2000 to March 2003.

The bulk of the return has been to Cambodia (420 trafficked victims, being 418 children and 2 women, all of whom were provided with reintegration assistance). Since September 2000, a total of 548 children and women were provided with recovery and reintegration assistance (128 of whom had been expelled by immigration police).⁷ Of these 202 (37 per cent of 548) have been successfully reintegrated, either with their family (126) or in long-term shelters (76), and 203 are still open cases (actual outcome needs monitoring at a later date). 21 returnees are no longer monitored because their family moved away. To date, 122 out of the 548 trafficking victims (22 per cent) were not successfully reintegrated. This means that the children either ran away from a long-term shelter or reception centre, or they were reported to have run away from home. It is not possible to tell with absolute accuracy how many of these runaway children have been re-trafficked, but 28 trafficking victims were orderly returnees more than once and can therefore be concluded with certainty as having been re-trafficked. Also, out of the total 548 trafficking victims assisted,

⁷ IOM has supported the recovery and reintegration of returnees in Cambodia since January 2001, from which date 387 returnees have been offered reintegration assistance (81 of whom were expelled by immigration police).

229 returnees said they had been to Thailand more than once before being orderly returnees.

Returns to Vietnam amounted to 13 trafficked victims, of whom 11 were orderly returnees from Cambodia and two from Thailand. Reintegration assistance was given to 33 victims (including self-returnees and earlier official returnees).

In Myanmar, 119 women and girls, plus four babies, were orderly returnees from Thailand. Reintegration assistance was offered to 135 trafficked victims, including returns from other agencies, 33 of whom re-migrated to Thailand.

In Laos there was orderly return of 158 victims (including two boys) from Thailand and an additional three babies were returned with their trafficked mothers. No reintegration assistance had yet started, although it is now available for new returns. No information is accessible on how many returned to Thailand.

Table 1
IOM Return and Reintegration September 2000-March 2003

IOM Project Evaluation Return Table as of March 2003	Thailand to Cambodia	Cambodia to Vietnam	Thailand to Vietnam	Thailand to Myanmar	Thailand To Laos	TOTAL
Orderly Returns	420	11	2	119	158	710
Other Returns	128	22	0	16	N/A	166
Total All Returns	548	33	2	135	158	876
Reintegration Assistance	548	33	2	135	0	718
Successfully Reintegrated	202	N/A ¹	2	N/A ²	N/A	
Percentage of Total	36.9%	█	100%	█		
Unsuccessful Reintegrated	122	N/A ¹	0	N/A ²	N/A	
Percentage of Total	22.3%	█	█	█		
Others	203	N/A	N/A	N/A	N/A	
Percentage of Total	37.0%		█			
Lost Contact (Moving)	21	0	0	5	N/A	
Percentage of Total	3.8%			3.7%		
Total Percentage	100.0%					
Re-migrated	229 ³	0	0	33 ⁴	N/A	
Percentage of Total				24.4%		
Evidence of Re-trafficking	28	0	0	< 33	N/A	
Percentage of Total	5.1%			< 24.4%		
Deceased	0	0	0	1 (Myanmar)	N/A	

Notes

1. No criteria for successful reintegration had been established other than 'being back in a community in Vietnam for one year or longer' but trafficking victims are continuously followed-up. Out of 33 cases, 22 (66.7%) have been back in Vietnam for longer than one year. As regards their economic situation: for 75% the small business activity is working well, loan repayment is difficult for most and only 5% were able to repay the loan. (No one returned to Cambodia).
2. The reintegration success is currently under investigation, through a research study. Project partners are monitoring the situation of returnees closely. Although only 33 of the 135 returned trafficking victims re-migrated to Thailand (and some are reportedly better off in Thailand), it is likely that more will re-migrate to Thailand at some point.
3. 229 returnees in Cambodia said they had been to Thailand more than once before being orderly returnees, i.e. they had been to Thailand on several occasions before being assisted through the project. (This figure only shows that the children were travelling to Thailand more than once and has nothing to do with the success of the project).
4. Returns from Thailand to Myanmar indicate actual re-migration to Thailand.

In terms of the project's quantifiable target of 900 returns, the project is currently at 79 per cent of the estimated project target at the end of March 2003.

Component Three: Research

In total nine research studies were commissioned on a series of subjects:

1. Trafficked Cambodian children and women returned from Thailand
2. Situation of Vietnamese women and children trafficked to Cambodia and returned to Vietnam
3. Cambodian children trafficked to Vietnam
4. Migrant children and youth in Laos (conducted by SCF-UK)
5. Myanmar trafficking victims in Thailand and returned to Myanmar
6. Lao trafficking victims in Thailand and returned to Laos
7. Ethnic Vietnamese children trafficked to Thailand and returned to Poipet, Cambodia
8. Study to develop an integrated project proposal for market relevant, viable and sustainable training and income generation activities in O'chrov district, Cambodia (ZOA Refugee Care)
9. Mapping exercise of formal and informal return and reintegration of trafficked victims activities, procedures and strategies implemented in and between countries in the Mekong region

The evaluation was not charged with reviewing every research report, but randomly picked (3) and (7) above for review. While there are certainly a number of comments and suggestions which need to be considered in every research report, the evaluation did not find a set procedure for dealing with research studies or even for disseminating or publishing the studies. While all studies deal with important issues relating to the project activity, the project coordinator also indicated in progress reports and narratives that the overall quality of the studies varies considerably, with some re-writing and editing necessary in some cases and insufficiently solid information being obtained (too anecdotal). Nonetheless, a considerable effort to increase IOM regional counter-trafficking knowledge base has been undertaken.

Component Four: Project Management

While the rationale for including project management as a project component has not been made clear to the evaluation, the activities planned for execution in the logical framework and change matrix have been realized. Staff have been identified and posted, and all the narrative and financial reports have been made. The evaluation is not conducting a management review, but some personality conflicts and competency issues have somewhat undermined and slowed implementation of a number of project components at two levels: one being the high project staff turn-over, another the lack of synergies between the Bangkok regional delegation senior staff and the project senior staff for mutual support and elicit more vigorous support at government level, (e.g. there is still no IOM office in Laos, although the project will end in six months).

4.2 Necessary Improvements

4.2.1 Component One: Capacity Building

A clear distinction must be made between building up government capacity and that of the NGO or local non-governmental organizations, especially in the field of Counter Trafficking. First and foremost, the objectives and means of each are not identical, so they should not be grouped together. **There should be a dual strategy, one for government authorities and another for the other types of implementing partners, mostly local and international NGOs.**

Government Authorities

The capacity-building strategy for government authorities should focus on the following aspects:

- participation
- ownership
- who is to be involved
- ensuring humane treatment to trafficking victims from identification to reintegration

Participation

Making someone a participant in a project implies first identifying the objectives, asking the participant for his specific needs, explaining the resources available and how best to maximize them in order to attain the project's objectives while filling the participant's needs. This is obviously a difficult negotiation process, which must necessarily be win/win oriented if it is to be fruitful. Participation is the first step of the process leading to ownership.

Ownership

No project can be sustainable without the participants' ownership. As the project's stated purpose is to 'establish a systematic and sustainable cross-border working arrangement for the return and reintegration' of trafficked victims, a key element is ownership by all governmental authorities involved in each of the project countries. **This can hardly become a reality without some form of financial commitment from the authorities themselves, which is also confirmation that they are taking counter-trafficking seriously.** At present the project is providing material support and incentives to government staff, in addition to paying per diem to those officials who attend workshops. Ownership must be obtained, building on participation, and must necessarily include **cost-sharing agreements.** This is a confirmation from government that in time it will be committing sufficient resources to ensure its capacity to continue with the activities and arrangements beyond the duration of the project. While the exact percentage and period may vary from country to country, the evaluation recommends that, for the design of a four-year expansion (over the 2004-2008 horizon), a gradual 35 per cent with yearly 15 per cent increases be built into the project proposal if it is to be for a four-year period, bringing government contributions (both material and human resource costs) to 80 per cent at the end of the project. **Alternatively, a decrease in incentives should be built in over time**

and transfer of responsibilities and activities should also be defined with a corresponding timetable. In any case, whether cost sharing or decreasing incentives is the approach chosen by IOM, the Organization bring pressure to bear at the political level to ensure that return and reintegration of trafficking victims is officially part of the Mekong Region Governments' National Action Plan (e.g. in Cambodia, the Ministry of Finance apparently can only allocate funds to MOSALVY under this scheme). In other words, political commitment should be matched by budgetary allocation to the appropriate structures, to enable development of a sustainable system for return and reintegration of trafficked victims.

The obvious alternative is that, when external funding ceases or the project stops, the authorities will no longer have an incentive to carry out or maintain the structures as they were during the project, and investments made will simply be lost.

Who is to be involved

The implementing counterpart on the authorities' side is the Social Welfare Ministry or part thereof in most project countries. However **there are other important participants, if not partners, who should at least be involved in dissemination and training sessions on the handling of trafficking victims.** These naturally include immigration police or border police in all project countries, at border checkpoints and entry points, but also in or near centres or shelters. There may be other, important government agencies that should be involved in the project. The project is necessarily limited in terms of both partners and geographical coverage, but a strategic planning seminar held with government authorities in each country should help IOM determine who would be involved in a future expansion of activities, what kind of training would be adequate and in addition to specify the extent of the coverage (at national, provincial and local levels).

Ensuring humane treatment from identification to reintegration of trafficked victims

The overall objective regarding trafficking victims is to ensure humane treatment from the time they are identified as trafficked victims. There is an ethical and moral responsibility, as much for IOM as for the authorities, to provide humane treatment in accordance with human rights and dignity, as defined in IOM's Constitution. This means that the entire chain process leading from the initial identification of the trafficked victims (including rescue if relevant) all the way to his/her reintegration must be based on the proper handling of the individual at each stage of the process.

But when is capacity built? One of the major questions in capacity building has to do with the actual benchmarks that need to be used to measure the progress. Should this be based on the number of workshops undertaken? (although it is now conventional wisdom that training is a multi-layer process: learning the skills is only the first part, the second being actually capable of applying these skills, and the third part is of course having a working environment conducive to their application). If not, should there be a baseline, as was originally planned, for assessing the initial capacity? And if so, what kind of skills should be covered? There is a multiplicity of potential indicators that could be used, but it would all lead to further, time-consuming data collection for a very limited use.

The evaluator instead recommends a subjective appraisal of the capacity building component (and overall progress), based on the conjunction of two primary factors: 1) the subjective appraisal of the people trained as to whether a) the training has been useful for their job, b) they have been able to apply the new skills in their work, c) it has resulted in a more humane treatment of trafficked victims, and 2) include in the case management follow-up a subjective appraisal from the reintegrated victims of the different authorities involved along the process, both in departure, intermediary (if applicable) and destination countries, asking whether they were treated humanely and with dignity. (This is currently being done as part of the research study for trafficking victims returned to Myanmar). The name of the authorities and/or the relevant official should be given whenever possible for each step. Alternatively, a description of the site and person who dealt with the trafficked victim should be given.

NGOs

The capacity building component of NGOs should essentially focus on ensuring that the staff possess and apply the skills relevant to a humane, safe and dignified handling of trafficking victims. This implies defining the framework in which return and reintegration activities are taking place, and providing specific training for each NGO appropriate to their degree of involvement and according to the nature of their activities. This requires a differentiated training on the basis of each country's existing NGO and partnership structures (and their individual objectives. Differences in capacities and resources obviously require adjustments; also, some highly experienced NGOs can be used as TOT in certain project components and constitute a valuable resource pool, which needs to be fully exploited). But all partners should nonetheless be aware of the entire return and reintegration official process, as established with IOM, and be familiar with each step of the process.

While beyond the IOM official channel there are always unofficial channels, the evaluation supports the fact that IOM remains committed to developing the official channels (the only ones which can provide legal guarantees to returned trafficked victims), also as the only viable and sustainable means of reaching the long-term objective and overall project purpose.

4.2.2 Component Two: Return and Reintegration Assistance

The return and reintegration component should only be quantified for budgetary purposes. Results should not be seen in the light of the number of returns, but on the basis of successful reintegration as the primary objective, the return figure being only the secondary, e.g. focus on reintegration rather than on return, in order to minimize the re-trafficking rate. Success should thus be identified by successful reintegration, which in turn needs a different form of measurement. In the project, the measure of successful reintegration was the presence of the victim one year after reunification in the host community (family or long-term care). There is a need for better identification of successful reintegration, taking into consideration quality indicators in addition to time indicators. However, it should remain a fairly simple exercise and easy to monitor for the field staff and operating partners.

It appears from the evaluation's perspective and the details shown in Table 1, that Cambodia is far ahead of the other countries in case management follow-up and ensuring an efficient return and reintegration system, with adequate data collection and information feedback. However after an initial seven years' experience in the region (since the first project in 1996), IOM should now concentrate on developing a similar capacity in the neighbouring countries, rather than continuing to focus on supporting the activities undertaken in Cambodia. **It is now high time to concentrate on establishing project offices in each of the project countries. If not, then the indication is that the Government is not interested in IOM's presence for counter-trafficking, in which case IOM should either open the office with another purpose, or decide to discontinue returns to that country. A limited field presence in project countries undoubtedly leads to limited progress and may lead to non-effective coverage, e.g. scattered dissemination of resources.**

The IOM focus for returns from Thailand to Cambodia should shift to normative framework of return and reintegration, e.g. the 16 partners in Cambodia each operate under different mandates and with different objectives; there are no common admission or exit criteria for trafficked victims in shelters or centres, nor common core activities to be undertaken during their stay, not even on the same competencies amongst the staff, nor is there a standard length of stay. In short, there is an urgent need for identifying minimum operating conditions that should form a part of a normative framework and allow the shelters and centres to be registered and endorsed by the Government of Cambodia. Two months ago an NGO Coalition started meetings to define minimum standards of care for agencies working with trafficking victims and other vulnerable children, with funding from UNICEF. IOM R&R project participates in these meetings and so far, all organizations have been included as committee members. Currently information on similar standards is gathered from other countries in the region. The NGO Coalition will be submitting its recommendations to MOSLAVY for discussion between them. The fact that Cambodian NGOs operate under different mandates with different criteria, etc., is difficult but not impossible to manage. The standards as recommended by the NGO Coalition will work towards ensuring care and support is of an adequate level at each shelter, irrespective of admission and exit criteria - this cannot be enforced, but IOM can choose (as it has done so far) to work with the agencies that have criteria appropriate for its target group, e.g. trafficked children.

In this IOM should play a proactive role, based on its previous experience and wide partner network. In Thailand IOM should now allow local NGOs to follow the official channel and become involved as partners in the new structures that have been established through the project (disengage and gradually hand over to government authorities and NGOs).

In both Myanmar and Laos, IOM needs to be proactive in obtaining the necessary formal permission to open an IOM office. Should the respective authorities withhold authorization, IOM should consider refocusing on counties where its activities reflect the interest of their governments. In particular, China's Yunnan province, which has been all

but forgotten despite being originally included in the initial project⁸ and also participated in the previous project, should again be placed on the agenda. **A serious assessment regarding the feasibility of including China in the regional framework needs to be undertaken in the very near future.**

In Vietnam the very low number of both returns and reintegration cases may wrongly give the impression that the potential caseload of trafficked victims is very small. Special emphasis should be placed by IOM in this case in increasing the caseload, so that it may be at least comparable to those of Laos and Myanmar.

The basic issue is that setting up a systematic, sustainable structure for return and reintegration under the proper procedures should certainly lead to an increase in the number of returns. There may be a lack of marketing capacity and awareness-raising amongst the Vietnamese victims in Cambodia, particularly in Phnom Penh, which seems to be the largest origin country (and not Thailand) for Vietnamese trafficked victims. The evaluation endorses the three suggestions for improvement made by the Vietnamese Embassy in Phnom Penh, namely:

- Low numbers of returnees are due to bad marketing or ‘salesmanship’ of the official return. The advantages need to be better explained, to make the process more appealing to trafficked victims;
- Centres in Cambodia have already improved and now have at least one Vietnamese-speaking staff member in each centre. However, not all are fluent in Vietnamese, or versed in the Vietnamese culture. Ideally, a Vietnamese should be placed in the centre. The evaluation suggests considering a cross-border NGO staff exchange, having the Vietnamese partners work on a six-month contract in Phnom Penh, while the Cambodian partners work on a six-month contract in Ho Chi Minh, in an exchange programme that can also promote cross-border networking, understanding and coordination.
- There is a need to produce a brochure in Cambodia to advertise the official return services, detailing all steps of the official return and the entire assistance package for reintegration in the Vietnamese language.

4.2.3 Component Three: Research

One of the first questions the evaluation asked was to obtain baseline data on the magnitude of the trafficking problem in the region. However, no data is available, as no one has commissioned such a study. Even donors have indicated to IOM their interest in obtaining some figures (in a donor meeting in Bangkok), since everyone appears to be working in a vacuum. As a result, small-scale individual research has been made, often with insufficient means and staff, yielding only partial and fragmented information. **The evaluation is convinced that it is possible to bring several donors together to fund a full, large-scale regional research into the trafficking situation in the region,**

⁸ It should be noted that the reason for not having any direct involvement in returns to China is due to the fact that IOM's only place of victim identification is the IDC in Bangkok, where interviews and screening are taking place. As there were no identified Chinese trafficked victims, no orderly returns were undertaken. This, however, should not necessarily indicate that there are no Chinese trafficked victims in Thailand.

regarding the number of trafficked victims, their migration patterns and trafficking/re-trafficking routes. IOM would be comparatively well placed to present such a proposal, provided it were undertaken in direct collaboration with the Research and Publication Unit in Geneva, who should be in charge of identifying and recruiting the researchers, in partnership with MRF Bangkok (This research should not be conducted solely by the IOM Bangkok, but should profit from the comparative advantage and wide experience of the Research and Publication Unit in Geneva, in order to build institutional knowledge and capacity on CT regional research practices). If IOM Bangkok undertakes the research without involving the Geneva RPU it is likely that the results would not become part of the institutional knowledge base of IOM. In particular, the TOR should be jointly drafted by both Geneva and Bangkok. Geneva should provide expert guidance on the number of researchers and methodology to be used for the research, according to its scope and size.

It is also surprising that there is no set procedure for dealing with the research that has been commissioned under the project. Its usefulness and relevance are therefore essentially determined by the project coordinator. However, since it is an essential component in building knowledge and ensuring more effective project targets, **research studies must be subject to formal review by project management, in order to have a formal appraisal of the research conducted**, otherwise, it is difficult to determine whether the study was worth the money, or the researchers were appropriate for the task. This should be done in the form of a research appraisal form that also provides answers to the points raised by researchers. It is important that the information be shared with IOM Headquarters in Geneva and that it be processed adequately, in order to build institutional knowledge and memory, rather than treating it as a local product with limited application. Research and evaluation are similar, in that they are not worth the expenditure if they do not lead to use and improved results. But quality comes at a price, and meaningful research requires a much higher level of support, both financial and otherwise, if it is to deal comprehensively with something as difficult and intricate as counter-trafficking on a regional scale.

4.2.4 Component Four: Project Management

In the absence of information on the rationale for including project management as a component, the evaluation feels that it should be dropped from any future project as a component, which is not to say that project management activities should not be undertaken. They are simply part of any well-designed project. However, **Annex 2** proposes improvements for the Project Management Structure and lines of responsibility in case of an extension of IOM's intervention.

4.3 Coordination and Synergies with other Regional Projects (UN-IAP, ILO/IPEC and UNICEF)

The evaluation contacted or visited the staff from the three above-mentioned organizations in the project countries, including UNDP's Resident Coordinator in Bangkok and the UNDP Resident Coordinator in Phnom Penh (by phone). The UN-IAP project had a difficult first phase, reportedly because a 30 per cent direct assistance clause requested by the Turner Fund made the project both a coordination and implementation mechanism, which led to a series of misunderstandings and some degree of inter-agency competition. The second

phase has just been launched; it is expected that greater potential for coordination and synergies will be possible with the IOM project (for US\$ 2.5 million, from May 2003 to May 2005). This requires IOM and UN-IAP to review together their respective extension projects, to identify possible fields of cooperation.

Similarly, the ILO/IPEC project is already into its second phase, with another US\$ 10.2 million over the next five years up to 2008, funded by DFID (US\$ 9.2 million) and from Japan (US\$ 1.2 million), with an additional US\$ 120,000 from Ireland. Both projects have also undergone an external mid-term evaluation. Interestingly, the ILO/IPEC project focuses on communities that have been selected and shown to have a critical mass for undertaking sustainable activities (rather than focusing on the most vulnerable communities, which normally jeopardizes sustainability prospects), and therefore does not necessarily correspond with the reintegration areas of IOM's project beneficiaries. It should also be noted that ILO is reportedly able to obtain 60 per cent cost-sharing input in Papayo directly from the Governor's Office and that, both in China and Laos, some cost-sharing is provided by the authorities linked to the project.

UNICEF also has a three-year regional trafficking project, with funding from Italy, the Cambodian component receiving US\$ 700,000. While there are spontaneous contacts between the different regional projects' staff, there is no actual overall synergy between the different regional participants. Four main factors can be identified to explain this:

- different mandates and objectives;
- inter-agency competition and risk of overlap of activities;
- inter-personal relations capacity;
- lack of a clear understanding of what the others are doing.

As a result, it is difficult for participants to see the potential benefits of collaboration, although concrete examples of joint collaboration have been given. The other agencies are also under the same constraints as IOM, namely the urgency to obtain funding - UN-IAP has yet to secure donor commitments for the second phase, but is apparently obtaining a positive response so far - and time constraints versus quality project development.

Other regional projects exist, such as SCF-UK's Regional Cross-border Project Against Trafficking in the Mekong Sub-Region (DFID funded, with very different levels of achievements according to the countries as in the regional IOM project; for example, activities are well advanced in Myanmar, but only incipient in Laos) and AusAID's project Asia Regional Cooperation to Prevent People Trafficking, covering Cambodia, Laos, Myanmar and Thailand and focusing on law enforcement.

IOM's foreseeable counter trafficking activities extension thus comes at a time when other regional participants have already undertaken their own extension. It should thus be useful for the planning phase of the future project to hold consultative participatory meetings with the three-above mentioned UN agencies, in order to state, inform, share and refine IOM's adequate niche in counter-trafficking activities and maximize the synergies, while avoiding

possible duplication of activities. In fact, overall coordination is extremely difficult⁹ at regional level in counter-trafficking, taking into consideration that:

- donors do not have the same agenda, nor do they agree amongst themselves;
- regional governments do not have the same agenda, or political sensitivities regarding trafficking;
- there is no consensus on key questions regarding counter-trafficking amongst the major participants (donors, UN agencies, NGOs and INGOs), nor indeed a demonstrated willingness to be coordinated;
- information flow and dissemination is poor and there is limited awareness of prospects and opportunities for joint collaboration.

⁹ As confirmed by the UNDP Resident Coordinator in Bangkok

5. LOOKING BEYOND THE PROJECT: A MESO-ANALYSIS OF COUNTER-TRAFFICKING ACTIVITIES IN THE MEKONG REGION

5.1 Recommendations¹⁰

The evaluation clearly supports the extension of IOM's counter-trafficking activities, provided they are built upon a national CT strategy in each of the project countries¹¹.

Given the existing structures, this would currently apply to Thailand, Cambodia, Vietnam, Laos and Myanmar (and eventually China) should also develop a national CT strategy, as IOM offices are being officially opened in these countries (the Laos project manager should already be in a position to draft an initial strategy paper, based on the CT experience acquired over the past three years).

The national CT strategy should be established by the Head of the IOM Mission, together with the Mekong R&R Country Project Manager. This national strategy should be based on wide stakeholder participation, in particular from governments, both at ministerial (IOM Chief of Mission) and technical (Country Project Manager) levels. In addition, stakeholder analysis should include local and international NGOs, as well as UN agencies. Last but not least, beneficiary direct feedback, based on the project's return and reintegration experience and case management information, should be used to identify unmet needs and possible improvements. A comprehensive documented report on the process should be produced in each country, as a reference for CT activities, allowing both a retrospective analysis and a clear sense of direction as to where IOM CT activities should be going, while identifying country-specific constraints. **This implies two major changes for IOM:**

- 1) **that all CT projects are linked together, each forming a part of the national CT strategy; as a result, greater information sharing and dissemination amongst IOM staff on CT projects is necessary (such as monthly one-day seminars, which could be a part of the regular management review mechanisms), as projects are currently segregated with little or no interaction between the various project staff although they are all working towards the same overall goal,¹²**
- 2) **that IOM offices maintain, regularly update and share a CT information system with the other Mekong countries, covering the range of projects included in each of the country's national CT strategy; at regional level, the national CT strategies should be brought together into a common framework, to ensure consistency and coherence in IOM's activities in the region.**

¹⁰ The contents of the initial draft report have been updated to reflect the added knowledge gained by the evaluator regarding the background and constraints of IOM's activities in counter-trafficking. This is the result of a meeting with IOM senior staff in Geneva in mid-June 2003 to discuss the first draft report that provided very valuable insights and information. The current document also incorporates some of the comments and all factual corrections from the IOM project staff, who equally reviewed the first draft report. As a result, the revised analysis leads to the following recommendations and overall conclusions regarding IOM's counter-trafficking activities in the Mekong region, based on a phased approach to developing a regional strategy.

¹¹ See also **Annex 3** 'Pitfalls and Key Issues' for the continuation of R&R activities.

¹² See **Annex 9** for list of existing projects and examples

The design of the regional CT strategy should be the responsibility of the IOM Regional Representative of the IOM Bangkok, together with the Mekong R&R Project Coordinator, the Chiefs of IOM Missions and Project Managers from the various project countries. Ideally, once the national CT strategies are established, the Regional Representative and Project Coordinator should prepare a strategic planning workshop, which will form the basis of the regional CT strategy.

The evaluator feels that any strategic process has to be participatory and owned by the primary users, in this case the IOM staff in the project countries and regional office. Therefore, despite recognizing the very positive capacity and flexibility of IOM's use of consultants for a range of services, it does not support any strategy, which has not been written by the primary users themselves, in particular in this case by the future Regional Representative and the Project Coordinator. **Strategic planning is part of any senior manager's job description and normal management functions, and not a consultant's responsibility.**

Given the imminent staff change in the post of Regional Representative, the evaluator recommends that incoming Regional Representative (who should be included in this process as soon as possible) be forwarded a copy of the evaluation for information.

The strategy papers should be written:

- a) at national level by the IOM Chief of Mission and Project Manager, in close collaboration with the Regional Representative, and**
- b) at regional level by the Regional Representative and Project Coordinator.**

The evaluator feels that the rationale and recommendations of the strategy paper on CT written by the IOM consultant are unsubstantiated by any relevant facts and that ownership by the key IOM staff cannot be established.

There are many reasons outside the scope of this evaluation that support a programme rather than project approach¹³. **While programmes are technically more difficult and involve larger quantities of funds than individual projects, they are nonetheless a necessity when the level of complexity is similar to that of the project's current working environment.** While the evaluator has carried out five other regional project and programme evaluations, the current regional project is by far the most demanding and challenging, given a fairly small budget for a quite ambitious goal. As a single example, the fact that five different languages are needed to work in the current project countries (without counting the specific ethnic languages of some of the trafficked population, which would increase the numbers if, for example, trafficked victims from Myanmar of Shan, Karen, Mon and Akha ethnicity were included) is an indication of its complexity, while the nature of the project and its political sensitivity make expert personal communication skills a necessity and a clear sense of direction an absolute need. An additional difficulty is the

¹³ A programme is a coherent set of policies, strategies, activities and investments designed to achieve a specific time-bound national or regional development objective or set of objectives; a 'programme approach' refers to the pursuit of national or regional development goals through cohesive programmes. A project is an individual intervention, often being a component of a programme.

very different types of governments and political systems within the region and the sometimes difficult neighbouring relations of the Mekong countries amongst each other. This approach also requires very strong leadership from the Regional Representative to support a clear and coherent counter-trafficking strategy for the region, and very good personal relationships between IOM staff across the region. There is much that could be gained from such a situation, provided that very strong leadership is steering the process.

In any case, whether IOM retains a regional project approach or decides on the programme path, some minimum requirements should be met, chief among which are:

1. IOM offices opened in each project country;
2. Additional staff, one international for each new office and one local assistant being the absolute minimum, although a core of five people (four national and one international, including medical staff) would be desirable;
3. Greater interaction among the IOM project staff from the project countries: not only should partners attend cross-border workshops, but the IOM staff should also hold quarterly cross-border meetings, rotating in turn to each project country (both as retroactive feedback mechanism, improvement, awareness and knowledge raising, as well as capacity building for IOM staff and institutional learning);
4. Ensure participation from all stakeholders (governments, partners, UN agencies and trafficked victims) in the development of any intended project extension, by undertaking strategic planning exercises as soon as possible, ideally in each country and separately with each stakeholder – separate Governments from NGOs, UN agencies and trafficked victims, as negotiations are more productive bilaterally than multilaterally - while victim feedback should be obtained from the reintegration case follow-up information;
5. Position IOM towards a more normative role in defining benchmarks, minimum standards and procedures in assistance to the victims of trafficking regarding orderly return and reintegration (e.g. establishing the system and its framework in each country), and continue to increase IOM's role at policy level, while gradually handing over actual implementation to government authorities and NGO partners as much as possible (first and foremost in Thailand and Cambodia);
6. A very careful, critical review of the elements to be included in a further phase of counter-trafficking activities needs to be made by IOM Bangkok; in particular, the capacity building component should be broken down and planned in much greater detail, separating government authorities from NGOs and ensuring an acceptable degree of cost-sharing with governments to ensure sustainability over time;
7. Ensure that all possible stages of the return process are carefully examined to see if there remain any opportunities for improvement, based on a critical review and feedback from reintegration cases, to ensure that return and reintegration are truly being provided in a just and humane way to all victims of trafficking in all countries;
8. IOM needs to ensure that there are no geographical gaps where it is already working, such as in Thailand. Therefore IOM should study the feasibility, together with the Immigration Police, to identify a second point of intervention in Northern Thailand from which identification of trafficked victims could be made. Likewise, IOM

should critically review its geographical coverage in Cambodia and Vietnam, with a view to ensuring that there are no spatial gaps;

9. IOM should focus more on reintegration assistance as the primary focus, regard return as a secondary issue and avoid specifying numbers, except for Vietnam, where there is a need to increase the caseload in order not to appear as the lame duck of the project. If Myanmar and Laos are able to undertake 119 and 158 orderly returns respectively without having an IOM office, a cost-effectiveness comparison with the Vietnam IOM office (which has repatriated only 11 orderly returnees and reintegrated 33 persons), certainly indicates that the effort may not be worth the money or that IOM may be doing something wrong, either in Cambodia or in Vietnam, or in both. While trafficked victims are numbered in the tens of thousands for any of the project countries, some degree of success needs to be made in terms of numbers in Vietnam and the hopefully soon-to-be-signed MOU between Cambodia and Vietnam may bring about some positive change.

5.2 Overall Conclusions

Overall project results are quite positive and meet the stated project outputs. While a number of improvements are still necessary, the evaluation acknowledges the significant amount of work and headway that IOM has made with this project. It should also be stated that the initial project objectives are certainly much too ambitious in relation to IOM's existing regional capacities and project input, both in material and human resources, as there is simply not enough time to collect, process and analyse the enormous amount of valuable information and data that has been generated by the project, while at the same time ensuring cross-border networks of government authorities and NGOs, working at policy level and having to identify adequately the potential for advancing the counter-trafficking agenda in each of the project countries. While the theory of project design is to carry out an assessment of existing capacities in relation to project objectives, in practice this is never really undertaken and the project naturally assumes that all is in place to reach the objectives ... which of course it never is. A more careful analysis of existing resources avoids over-extending or simply re-adjusting objectives to what can realistically be achieved in the project time frame with the stated inputs. The working environment of each project country and its internal complexities, given its different language, history, culture, political system, degree of permeability and specific sensitivity to an already very conflictive issue – counter-trafficking – renders making a regional project successful extremely difficult and challenging.

The evaluator endorses the need for a continuation of counter-trafficking activities beyond the project end date (extended to February 2004) over a four-year period, to 2008. However the approach should be much more targeted and strategic, reflecting all the learning IOM has acquired to date. At the same time, some project components should be redesigned and project management should not be a project component, although its output can be included in the logical framework or monitoring plan. The largest single challenge is for IOM to define strategically its involvement at national level and, more critically, to build a coherent regional strategy able to combine the different project countries' individual, national strategies into a meaningful whole, despite the wide variations and levels in the field of CT from one country to another.



IOM International Organization for Migration
OIM Organisation Internationale pour les Migrations
OIM Organización Internacional para las Migraciones

OFFICE OF THE INSPECTOR GENERAL

Evaluation of the IOM Project for the 'Return and Reintegration of Trafficked and Other Vulnerable Women and Children between selected countries in the Mekong Region'

TERMS OF REFERENCE

1. BACKGROUND

The project is expected to establish a systematic and sustainable cross-border working arrangement for the return and reintegration of trafficked and other vulnerable migrant women and children within six countries of the Mekong region: Thailand, Vietnam, Cambodia, Myanmar, Laos and Yunnan Province in China. It is planned to assist the return and reintegration of 900 women and children victims of trafficking over a three-year period, with a particular focus on return to Cambodia from Thailand and Vietnam, and to strengthen the ability of the Governments and NGOs to provide assistance to the victims.

The project also intends to promote cooperation in the region necessary for successful counter-trafficking through legal, administrative, policy and advocacy measures. It will also seek to promote understanding and cooperation among government entities, international agencies and non-governmental organizations on policy issues, as well as practical counter-trafficking activities, through seminars and workshops at both national and regional levels. Targeted research is planned to provide timely information on the trafficking dynamics in the target countries and a mapping of the regional networks and routes that facilitate this activity.

The project consists of four main components:

Capacity Building aimed at developing government and NGO ability to intervene at multiple levels in trafficking situations;

Provision of Return and Reintegration Assistance to support Government and NGO activities involved in the rescue and recovery of trafficked and other vulnerable women and children, as well as their return to and reintegration in their countries of origin in the Mekong Region;

Research commissioning studies in the six countries covered by the project, focusing on the practical concerns of return and reintegration for trafficked and other vulnerable migrant women and children and their communities;

Fora Activities to coordinate and facilitate meetings between sending and receiving countries in the Mekong Region, with a view to forging practical cooperation among governments and other bodies concerned on issues relating to the return and reintegration of trafficked and other vulnerable migrant women and children.

The overall objective of the project is stated as follows:

'To contribute to the establishment of a systematic and sustainable cross-border working arrangement for the return and reintegration of trafficked and other vulnerable migrant women and children in the Mekong Region. This project is designed to complement other IOM projects in the region that focus more specifically on the prevention of trafficking, including information campaigns, within the overall framework of the Bangkok Declaration on Irregular Migration and IOM's global approach to combating trafficking.'

Four project purposes have been defined:

- ***To strengthen the capacity of government agencies and NGOs in the Mekong Region to assist victims of trafficking;***
- ***To facilitate rescue, recovery, return and reintegration assistance to trafficked and other vulnerable women and children, in accordance with the rights of migrants;***
- ***To increase understanding of the practical issues surrounding the return and reintegration of trafficked and other vulnerable migrant women and children in the Mekong Region;***
- ***To promote practical cooperation between and among governments and concerned partners in the Mekong Region on issues related to the return and reintegration of trafficked and other vulnerable migrant women and children.***

A series of anticipated results are listed in the project document. In addition, a general activities matrix was established for each country, highlighting the major focus in line with the project's four components. Both sources will be used as references for measuring performance and achievements.

It is also important to note that this project is an expansion of IOM's project *Return and Reintegration of Trafficked and Other Vulnerable Women and Children Between Selected Countries in the Mekong Region*, which has assisted 617 beneficiaries since 1996. The project document states that this new phase has been developed taking into account previous experience and lessons learned.

2. OBJECTIVES OF THE EVALUATION

The project document stipulated an internal evaluation after 33 months of implementation and another within six months of project completion. Considering the value of conducting two evaluations in a relatively short period of time (the initial duration of the project being 36 months), IOM Bangkok and the Office of the Inspector General (OIG) discussed the possibility of organizing only one evaluation, at the end of project implementation.

In addition, the increasing focus and expectations from the international community on trafficking issues and the cluster approach proposed by the project convinced OIG that to pilot an evaluation, with the assistance of an external consultant, would definitely be appropriate. The complexity of the project, the innovative approach, the regional dimension and the size of the budget meet the criteria established for an OIG evaluation.

The evaluation' s overall objective is:

' To evaluate IOM' s overall performance and achievements of project implementation and to assess IOM' s strategy for delivering assistance in the field of counter-trafficking.'

More specifically, the evaluation will:

- Briefly review the situation of trafficking of women and children in the region and the different initiatives proposed by IOM to assist the Governments and beneficiaries, bearing in mind that the migration context varies from country to country; identify constraints that could negatively impact successful project implementation;
- Analyse the project' s strategy in the light of the existing situation and governmental policies, including gender perspective;
- Analyse the institutional arrangements and IOM' s overall management of the project;
- Analyse the associated activities and projects implemented by IOM in the region, as well as the complementary nature of initiatives of other partners collaborating with IOM, if applicable;
- Evaluate the project' s relevance to IOM' s mandate, including an analysis of the comparative advantage in adopting a regional approach for its assistance;
- Evaluate the relevance of the target groups and criteria used for selecting beneficiaries, including the category of ' other vulnerable women and children' ;
- Evaluate the project' s effectiveness in moving towards the achievement of its objective and project purposes, particularly capacity building, provision of return and reintegration assistance, research and fora activities;¹⁴
- Assess the effectiveness in addressing issues highlighted in the overall objective of the project, in particular the effectiveness of the steps taken for a 'contribution to the establishment of a systematic and sustainable cross-border working arrangement';
- Evaluate project administration efficiency and cost-effectiveness;
- Analyse the measures taken to achieve the project' s sustainability, with a major focus on the capacity building of state entities, local authorities, NGOs and communities;
- Analyse the mechanisms established for monitoring and evaluating project, including risk assessment and management strategy, as presented in the project document;
- Analyse the project' s potential for replication in other regions facing the same problems;
- Assess the project' s impact on the basis of existing data (a detailed impact evaluation will be discussed with the IOM mission, pending the availability of funds for conducting such an analysis).

¹⁴ See page 1

3. EVALUATION METHODOLOGY

The evaluation methodology will consist of:

- A documentation review: IOM Bangkok will be responsible for providing the necessary documentation, including activity and project performance reports, financial data, correspondence, specific agreements and/or sub-agreements, technical documentation and former evaluation reports, together with any other documentation that IOM Bangkok considers important for the evaluation exercise, e.g. on the formal policies of the Governments regarding trafficking of women and children.
- A series of interviews in the field with government representatives, official partners, NGOs, international organizations — such as ILO, UNDP and UNICEF — as well as beneficiaries of the programme and any other institutions or persons that IOM Bangkok deems necessary. The schedule of interviews will be finalized with IOM Bangkok, taking into account the duration of the field visit and the regional dimension of the project. In addition to the field visit in Thailand, at least one other country covered by the project will be selected, in agreement with IOM Bangkok.

The organization of focus group discussions or surveys will be further examined with IOM Bangkok during the preparation phase of the evaluation, depending on the qualitative and quantitative data already available at IOM and obtained from the Government and other institutions.

4. RESOURCES AND TIMING

The evaluation costs will be borne mainly by OIG. A contribution by IOM Bangkok will be discussed, especially for the recruitment of an external consultant.

The provisional timetable for the evaluation consultant, with a maximum of 30 working days, is as follows:

	Days
Briefing in Geneva (subject to confirmation)	2
Field visit	15
Debriefing in Geneva	4*
Drafting report	6
Finalizing report	3
	<hr/> 30 <hr/>

*6 days if no briefing in Geneva

A draft report should be provided on 6 June 2003 at the latest. The final report should be provided on 30 June 2003.

The current Project did not have an organizational or management chart, a clear sign that management issues must be given more attention. Development of a regional project management chart requires having defined responsibilities in discussion with the various country offices. In particular, the current system makes reporting and accountability for country project managers difficult, as they may feel that in the Regional Project Coordinator and the IOM country Chief of Mission they have two supervisors with different and sometimes competing agendas, (not to mention difficulties between project expenditure and in-country financial reporting procedures). In order to streamline responsibilities and clarify the chain of command and reporting lines (including financial reporting), it is absolutely necessary to draw up a clear project management chart and specify how the regional project fits into each country's management chart. This requires a certain level of consistency in human resource management (hiring adequate staff at the right level through the most appropriate structures).

Recommendations for a continuation of IOM CT activities in the region through a regional project would require certain adjustments to the Project's human resource structure:

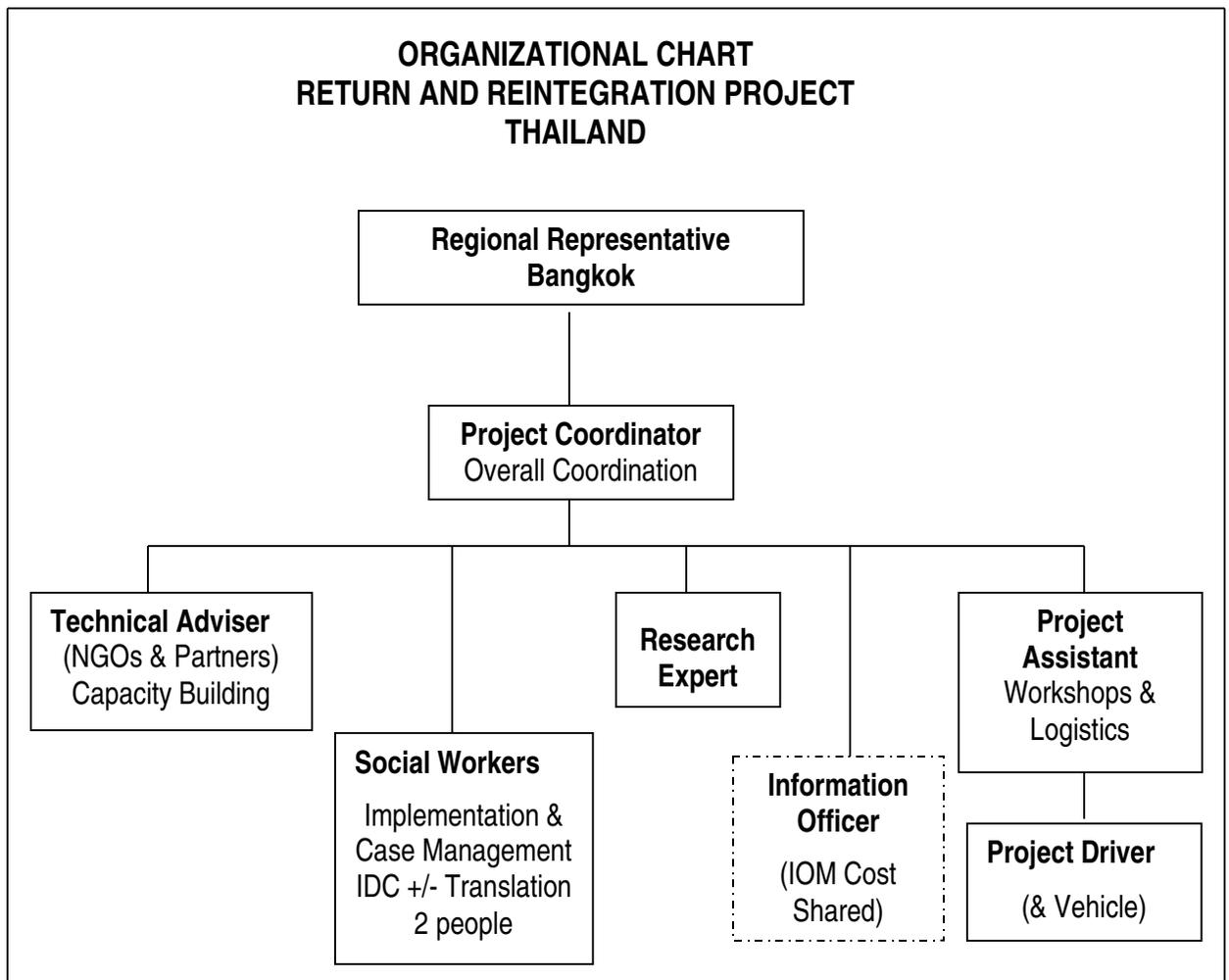
1. The Regional Representative of IOM Bangkok has overall responsibility, both for the regional project and the various IOM country missions, as s/he has the highest degree of authority in the region. The position requires highly developed interpersonal skills and substantial experience at **senior management level**. Previous experience or exposure to regional projects is highly desirable.
2. The position of Regional Project Coordinator should be upgraded to the same level as the IOM Chief of Mission in the various countries. This would also require placing a more senior manager in the post of Project Coordinator, with mandatory previous experience in regional (multi-country) projects.

Two additional staff need to be placed in Thailand: a research expert and an information officer. The research expert would formally ensure quality review and produce a synthesis of the research carried on by IOM in the region's CT field, disseminating the information amongst all partners (governments, authorities, UN agencies, local and international NGOs, private organizations, etc.). This is needed to ensure better knowledge, quality, visibility and marketing of IOM's research activities. Supplementary tasks would focus on information collection regarding the existing CT research and related topics from governments, authorities, UN agencies, local and international NGOs, private organisations, etc., to create the basis of a regional library on CT (with obviously great potential to develop in time a 'good practice in CT' network, contributing to improved effectiveness in the CT field).

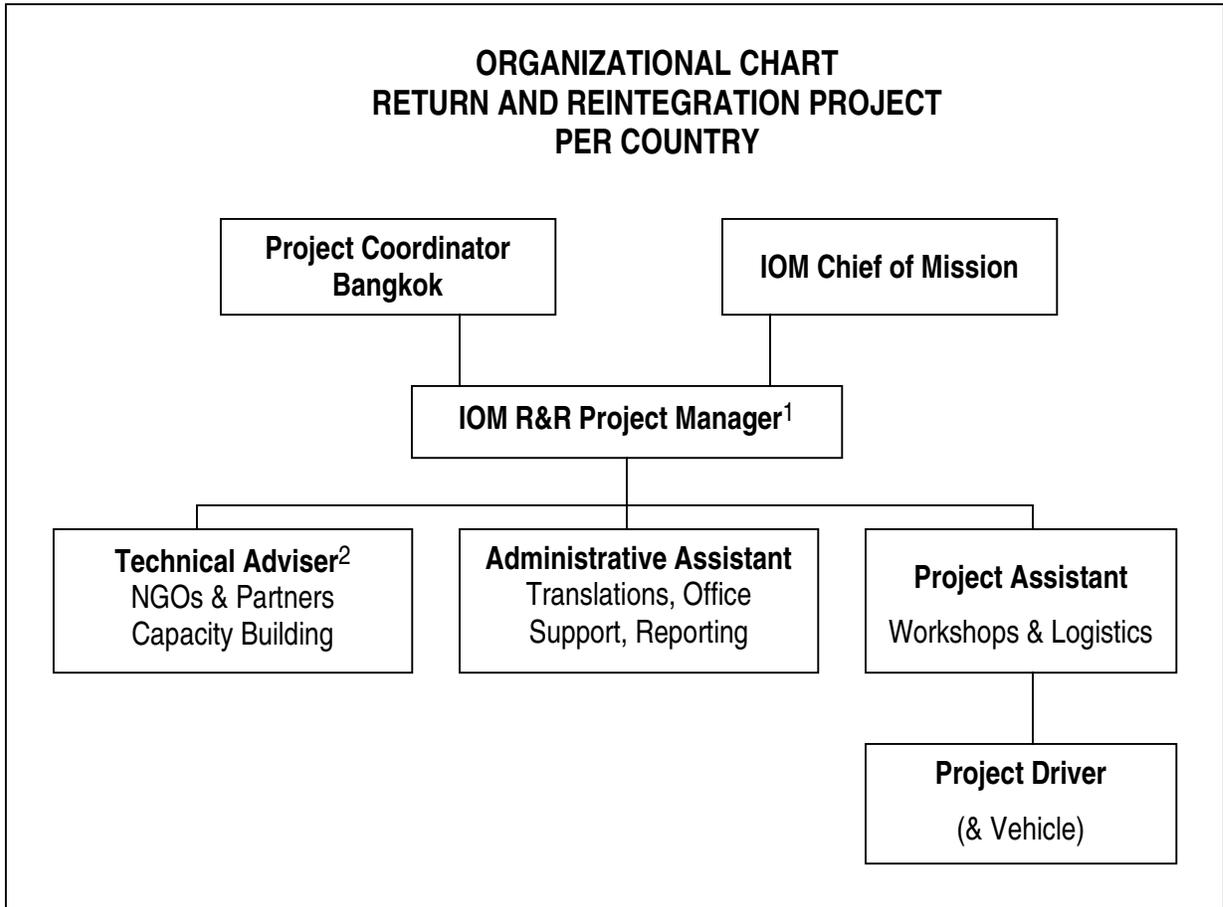
The information officer would be needed to assure proper timing of and adequate participation in cross-border workshops and seminars, ensure liaison with the different IOM offices in the region and serve as information officer for potentially all IOM activities. This is necessary because the project-based structure of the staffing within IOM does not allow for an overall two-way, horizontal and vertical, information flow. Consequently, key information is missing at various levels, which may lead to a certain amount of duplication or gaps between projects. In any case, it does not facilitate the holistic view necessary to develop a regional strategy on CT over time. This post should be co-financed by other project(s) as the information officer could work for the whole of the IOM, not just for the regional project.

3. The opening of IOM missions in each of the project countries, with a similar basic staff of five people: one international (head of mission) and four local staff, comprising the regional project manager, one project assistant/translator, one secretary, one driver and one or two technical advisors, as appropriate. This leads to the revision of the current Cambodia office structure and the possibility of converting some technical assistant posts to local employees, bearing in mind management streamlining and the difficulty for a local employee to supervise international staff. In Laos, Myanmar and possibly China's specific provinces, this entails a review of the requirement for international staff. The evaluation recommends using an international officer as project manager for a two-year period, while training the project assistant with a view to handing over the post at the end of the two years.
4. A human resource management plan needs to be created for the next phase of the regional project, with a clear job description for each staff member. The job description should be written by the Project Coordinator and Project Assistant, approved by the Chief of IOM Mission in each country and the Regional Representative.

A possible project organizational chart for the Thailand office could be as follows:



In the other project countries, the structure could be as follows:



Notes

1. International in 1st Phase in Laos, Myanmar and possibly China, continue with nationals in Viet Nam and Cambodia.
2. Where possible and needed, an additional (one or two) medical staff member(s) for health care and psychosocial advice.

The country Project Manager is responsible and accountable to the project coordinator for all matters regarding the IOM R&R regional project, management of project related staff and budget expenditure. However the Project Manager is also accountable to the Chief of Mission for matters pertaining to the overall IOM in-country activities, specific norms and guidelines, and for ensuring overall coherence and consistency of IOM's country strategy, particularly in developing a consolidated strategy for counter trafficking in the country. If there is conflict between regional project requirements and in-country requirements, the Project Manager will request the Project Coordinator in writing (with a copy to the Chief of Mission) for a win/win solution, to be endorsed by the Regional Representative once both the Project Coordinator's and Chief of Mission's views have been considered.

Feedback, both between countries and to and between the regional office and the country offices, should be ensured by the Information Officer in Bangkok.

The Technical Advisers can be either internationals or nationals, depending on the capacities and availability of national staff. In Cambodia, it is likely that one adviser's post could be transferred to a national (Poipet/Battambang). The need to expand the office network makes the recruiting of national staff as technical advisers an obvious priority, for reasons of cost, language skills and cultural knowledge, in addition to likely greater political awareness.

Also, in those countries where medical services and psychosocial support will form a part of the project structure, (as a result of a needs assessment in each country), the project should provide the posting for one potential medical staff in each project country.

The continuation of R&R activities in the Mekong region is beset with pitfalls and difficulties. IOM therefore needs to address thoroughly at least the following core questions, for which the evaluator formulates a series of recommendations.

1. Logic for ensuring spatial coverage (rationale for intervening where IOM intervenes, and in particular for NOT intervening elsewhere, despite the existence of uncovered needs); specifically, the identification of trafficked victims only at the IDC Bangkok appears much too limited. Other possible identification points should be selected, particularly in the north of Thailand. DSDW has three referral shelters country-wide, and the project only directly supports the Ban Kredtrakarn shelter. The evaluation recommends that high level negotiations together with the Regional Representative and the Thai authorities (including the Immigration Police) be undertaken to ascertain the feasibility of IOM's extending the identification process to encompass at least one other site nearer the border areas;
2. The R&R project has focused on individual trafficked victims identified in the IDC for official return and reintegration assistance. However, UNICEF reports a high number of entire families deported to the border, a number of which are likely to have their own children trafficked back into Thailand. While the data needs to be confirmed and triangulated (the evaluation did not have the time to verify or cross-check the figures), the inclusion of deportation cases would be likely to change the caseload of potential project beneficiaries substantially. The figures are included in table form at the end of this Annex. In any case, the evaluation recommends that deportation be paid special attention and that IOM should perhaps consider participating, together with partners, in establishing a deportation information centre at the border point in Poipet (and possibly in other locations), in which deported families are provided with some guidance and minimum assistance for return. This could be treated as a separate project, but linked to the R&R regional project and within the overall regional counter trafficking strategy.
3. The R&R project sees Thailand as a receiving country, whereas Thailand is also a transit and origin country for trafficking. For internal coherence and with a view to developing a regional strategy for counter trafficking, IOM should study the feasibility of providing assistance to Thai trafficked victims. This should be a different project, but again should form part of the global counter trafficking strategy which is being developed in the region.
4. The actual process of return and reintegration is well established in both Thailand and Cambodia. This should allow IOM to disengage from implementation, with a gradual handover to NGOs and government of the return and reintegration activities. In contrast, IOM should strengthen its monitoring of government and partners, to ensure that procedures are being correctly followed and trafficked victims are treated appropriately.
5. During the handover process, workshops and seminars should be organised and run (by government authorities as far as possible) in each of the project countries, with IOM providing technical assistance to the governments on how to organize these meetings, selection of the assistants, agenda and follow-up required.

6. While there are a number of donors interested in more punitive aspects of counter-trafficking, e.g. prosecution of traffickers and enforcing jail sentences for confirmed offenders, IOM should not strive to include prosecution activities under its regional R&R project. Due to the risks involved for both the victims and the Organization's staff, IOM should draw on its comparative experience elsewhere, if it exists, regarding involvement in the delicate issues of rescue, prosecution and protection. In particular, a summarized review of existing regional structures (such as Trafcord) and objectives should be undertaken before deciding whether prosecution should form part of IOM's regional strategy. Again, the decision should not simply be based on the apparent availability of funds from donors, but should reflect a clear and unambiguous commitment from IOM in the field of counter-trafficking and should be linked with a regional strategy. At present, the evaluation sees IOM's involvement in this field as an even higher risk area in which its comparative advantage is not obvious, nor its need to be involved, as long as other structures exist and there are no gaps. In particular, the UN definition of trafficked victims applies to all persons under 18 years of age, which complicates the identification and rescue of victims, since from available evidence generated by the project, a percentage of 15 to 17 year-olds are voluntarily trafficked, do not want to be rescued and certainly wish even less to prosecute their traffickers. The other difficult aspect regards police forces, which are as much a part of the problem as they are part of the solution, since they are well aware of the trafficking locations and networks. In any case, the inclusion of prosecution aspects into a regional counter trafficking strategy would entail high costs for IOM, particularly due to the specific security and legal training that all IOM staff would require in order not to jeopardize the security of victims or themselves. Regarding prosecution, the evaluator feels that the 'do no harm' approach should be guaranteed: in other words, IOM should not become involved in a highly sensitive and risky area unless it is totally convinced that it will not cause, directly or indirectly, any harm to its beneficiaries or to the Organization.
7. Another key issue concerns the existence of semi-formal or unofficial return channels. Quite often these channels have the advantage of being much faster than the official return channels established under government authorities through the IOM R&R project. On the negative side, these returns do not guarantee the proper legal protection to trafficked victims, as they are not made through the official channels. However, if the overall goal as stated in the R&R project logical framework is to create 'sustainable mechanisms', the trade-off must be that over the long term, only the official channels should be used as they are the only ones giving the legal guarantees to the trafficked victims. IOM is thus, rightly, focusing on the official channels. The existence of other, quicker channels, should be used by IOM to push the official channels into a more dynamic mode with faster response from government authorities. Any system that includes government is by definition more time consuming than one which excludes government structures. However, with unofficial channels the outcomes are different and beneficiary protection cannot be guaranteed.
8. IOM's beneficiary category has been the subject of many discussions with partners, particularly NGOs. It should be noted that by definition 'trafficked victims' are only a fraction of the beneficiary caseload with which IOM partners are working, which is a common source of complaint. The much wider categories used by partners range from 'women and children' for UNICEF, with specifically targeted projects to smaller categories, to a range of groups including street children, prostitutes, children in especially difficult circumstances and unaccompanied minors, for the NGO partners. As IOM's R&R project originally targeted 'return and reintegration of trafficked **and other vulnerable women** and children', partners saw it as an opportunity to cover their entire caseload under the R&R project. IOM's project coordinator rightly defended the view that only trafficked victims were covered under the project. IOM should continue to focus on trafficked victims only, given the different characteristics and

specific needs emerging from the other beneficiary groups. It should be noted that IOM already has different categories of beneficiaries, as some have benefited from both return and reintegration activities, whereas others have only claimed reintegration assistance, using separate channels for their return.

UNICEF Information on Deportation and Repatriation 2000-2003

(not confirmed or triangulated, deported children statistics in tens)

2000	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Deported Children	27	16	25	33	26	37	21	30	29	19	43	3
Deported TC	-	-	-	-	18	25	7	7	24	25	7	14
Repatriated TC	-	-	12	38	15	13	51	20	19	27	32	37

2001	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Deported Children	26	17	14	16	2	41	25	57	23	8	13	50
Deported TC	11	3	5	1	2	-	2	3	1	1	1	7
Repatriated TC	11	12	22	-	29	-	19	16	17	-	25	-

2002	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec
Deported Children	70	62	76	43	35	34	72	55	51	40	49	77
Deported TC	3	8	2	-	-	-	-	3	2	5	3	2
Repatriated TC	28	7	-	9	16	6	16	13	16	5	5	7

2003	Jan	Feb	Mar	Apr
Deported Children	71	67	48	41
Deported TC	2	4	2	2
Repatriated TC	8	4	-	5

Total	Deported Children	Deported TC	Repatriated TC	Total
2000*	336	127	264	391
2001	310	37	151	188
2003	664	28	128	156
2004	227	10	17	254

*Note: only 8 months for Deported TC, 10 months for Repatriated TC

Introduction and Rationale for the Questionnaire Survey

1. The evaluation has prepared a short questionnaire survey covering the four project components, to obtain feedback from IOM's partners. The questionnaire was prepared at the beginning of the field evaluation and taking advantage of a cross-border meeting organized with partners from Myanmar and Thailand. Given the short evaluation time-frame, the fact the evaluation was not going to every project country and the time limitation for interviews (with 42 official partners identified for the regional project, excluding UN agencies and donors), the evaluation took the initiative to conduct the following questionnaire survey as an alternative way of gaining insight into various trafficking issues.
2. The survey is structured along the project components:
 - training and skills application (capacity building component);
 - return and reintegration activities;
 - amount of research undertaken;
 - project management capacities and skills.

Finally, additional key questions covering coordination, gender, prevention and success rates in reintegration have also been asked, as they are thought to provide useful answers.

3. The assumption is that the meeting participants are the most knowledgeable people in the field of counter-trafficking in the region, as they are all directly involved in counter-trafficking activities. As a result the survey should show where current knowledge now stands as regards to the questions that have been asked. Once the final report is completed, it would be desirable for a formal review of the results to be undertaken by the project team, to extract lessons that could potentially be applied over the recommended next phase of activities.
4. Currently 40 forms have been completed, of which 38 have been validated and included in the process and information analysis.

Survey Synthesis

- Thirty-one of 38 participants received training at least once over the past three years, with a very high average (2.97 – scale from 0 = minimum to 4 = maximum) of appraisal regarding the usefulness of the training received.
- Thirty of 38 participants are already applying these skills in their jobs. (Anecdotal but not generally evident from the field observation and interviews tend to confirm that skills are being applied and that it is resulting in improved treatment of trafficking victims).
- Thirty-seven of 38 partners are actively involved in the overall project purpose; 37 are involved in return and reintegration, 31 in protection, 29 in prevention and 31 in legal assistance, plus 13 in a range of other services. As a result, all the process components from rescue/recovery to reintegration appear to be covered and there are no obvious gaps in the activities undertaken by partners.

- Ten partners have conducted research over the past five years on return and reintegration of trafficked victims. IOM should certainly have a copy of these studies and be aware of their contents. A further 19 research studies have been undertaken on related topics. This shows a clear interest (and indeed some material) in the region. **This should all be centralized into a counter-trafficking library. IOM could certainly seize the opportunity to play a lead role in building a regional library in counter-trafficking research.**
- Twenty-two of 33 partners are either not aware of project planning or M&E tools, or simply do not design projects. However, the number of partners using some kind of tools is 10, a 30 per cent average.
- This is in contradiction with information relating to the systematic use of logical framework and of the PCM, which each obtain a high number of positive responses (respectively 60 per cent or 24 positive on the use of the log frame and 50 per cent of 20 positive for the use of the PCM). However the use of PCM entails using specific tools (including the log frame), so the answers must be taken with extreme caution, as it is likely that a 'politeness' bias has been introduced in most answers. In comparison with a similar survey undertaken by the same evaluator regarding ECHO partners under the FPA, the results appear exceedingly positive.¹⁵
- Less than half the partners have had a formal evaluation and only one has been external. A culture of evaluation as a constant improvement process must be developed in the region.
- The level of coordination/networking at national level is seen merely as adequate, but could certainly be improved (2.33 out of 4 for 30 answers). More importantly, there does not seem to be a clear definition of whom the national coordinating body is supposed to be, as answers cover more than ten different organizations (see details under survey results). This indicates a need for IOM to clarify coordination mechanisms amongst its partners.
- The level of coordination at international level is similar, with a low average of 2.50 out of 4, a higher number of N/A and only 25 answers. However, the same confusion exists as to who is the coordinating body. Information dissemination and exchange through the network of partners clearly needs to be enhanced.
- The question on the appraisal of the legal framework concerning trafficking in the region does not obtain the median, with a 1.72 average out of 4. This indicates to IOM that there is still much work to be done at policy level to bring about the formal legislative framework that will support more effective counter-trafficking activities.
- Only 23 of 38 participants are aware of specific guidelines for the protection and security of trafficked victims and staff security. On the positive side, 8 of 23 (35 per cent) referred to the MOUs that have been one of the achievements of IOM's work with governments at policy level.
- Twenty-six of 38 answers indicate application of gender policies.
- On the question regarding the importance of prevention, the average is 3.5 out of 4 (very high indeed). However, when asked to appraise the effectiveness of prevention activities, the average

¹⁵ Survey results from working group 1 are available at europa.eu.int/comm/echo/partners/conference_11_2002_en.htm

drops below 50 per cent to a 1.89 out of 4. This seems to confirm that, although prevention is important, it is still difficult to identify effective deterrent schemes through which prevention may yield positive results, or in short, how to undertake effective prevention.

- Of 38 valid answers, 17 consider that a success rate can be identified for prevention of re-trafficking, and 17 believe that a success rate cannot be identified; 4 did not answer. Of the 14 that believe there is such a rate, the percentage of acceptable re-trafficking ranges from 10 per cent to 50 per cent, with an overall average of 31 per cent. This indicates that among the less than 50 per cent of participants who believe that success in re-trafficking can be quantified, the benchmark for prevention of re-trafficking should be of 70 per cent of successful cases, with 30 per cent of 'unavoidable' potential re-trafficking.
- Finally, two questions about the interest and usefulness of the IOM-organized meeting were asked only to meeting participants (28 forms). Both questions scored a 2.75 out of a maximum of 4.

Survey Information: Numbers and Details

1. Forty questionnaires were received, of which 38 have been validated. The number of participants who are direct IOM partners is 27, out of a total number of 42 identified project partners (64 per cent). However, sampling is lower, since sometimes a number of people attended from the same organization.
2. Of 40 questionnaires 9 went filled by Vietnamese partners, 1 by Lao partners, 3 from Myanmar partners, 2 from Cambodian partners and the rest (25) by Thai partners.
3. Thirty-one answers indicated having received skills training over the past three years; of these, 15 received training from IOM (50 per cent of IOM's direct partners). The total number of training sessions received altogether amounts to 76 (both from IOM and other training sources).
4. Number of people finding skills training received useful: 31 valid answers. Average of 31: 2,97 (0 = min., 4 = max.) 7 N/A (not applicable or no answer).
5. Number of people applying/using the skills in their job: 30 valid answers. Average of 30: 1,00 (0 = No, 1 = Yes) 8 N/A (not applicable or no answer).
6. Number of people expected to use the skills in the future: this question is not relevant, as all valid answers have indicated already using the skills in their job, therefore the answers to question 12 are invalid and irrelevant.
7. Thirty-three partners indicated that their activities were conducive to facilitating systematic and sustainable cross-border working arrangements for the return and reintegration of trafficked migrant women and children (87 per cent of 38 valid answers). Three answers were negative (0 = No, 1 = Yes) and there were 2 N/A.

8. Numbers and averages of partners working in the following activities:

Activity	Total Positive (= 1)	Total Negative (= 0)	Average	N/A	Total
a) Orderly Return	30	8	0.75	0	38
b) Reintegration	33	5	0.83	0	38
c) Prevention	30	8	0.75	0	38
d) Protection	32	6	0.80	0	38
e) Legal Assistance	24	14	0.60	0	38
f) Others*	14	-	-	-	-

* Life skills, rescue, prosecution, advocacy, interpretation, shelter, information dissemination, follow-up visits, vocational training.

9. Number of partners having conducted research on return and reintegration of trafficked victims over the past five years:

Total Positive (= 1)	Total Negative (= 0)	Average	N/A
10	26	0.26	2

10. Number of partners having conducted research on another topic:

Total Positive (= 1)	Total Negative (= 0)	Average	N/A
19	17	0.48	2

11. Use of management tools - which tools (all categories) do partners use for:

Activity	Total Positive (= 1)	Total Negative (= 0)	Average	N/A	Total
a) Project Planning	10	1	0.26	27	38
b) Monitoring & Evaluation	10	1	0.26	27	38

12. Number of partners systematically using the logical framework:

Total Positive (= 1)	Total Negative (= 0)	Average	N/A	Total
24	4	0.63	10	38

13. Number of partners systematically using the project cycle management:

Total Positive (= 1)	Total Negative (= 0)	Average	N/A	Total
20	5	0.52	13	38

14. Number of partners having formally evaluated their project activities:

Total Positive (= 1)	Total Negative (= 0)	Average	N/A	Total
18*	8	0.47	12	38

* Within these 18 cases: 3 internal evaluations, 1 audit, 2 external evaluations

15. Appraisal of current coordination and networking level amongst the various participants involved in trafficking (UN, governments, INGs and NGOs):

a) National level (scale from 0 = non-existent to 4 = excellent)

Valid Answers	Quantified Responses	Average (n = 30)	N/A
38	30	2.33	8

Name of Coordinating Body for Thailand (out of 25)

Body	Responses	N/A
DSDW	3	
Maryknoll	2	
Bureau of Anti-Trafficking	2	
National Commission on Anti-trafficking	1	
UN-IAP	1	
Others	5	
Total	14	
Percentage	56%	44%

Name of the Coordinating Body for Myanmar (out of 3)

Body	Responses	N/A
UN-IAP	2	
Trafficking Network	1	

Name of Coordinating Body for Vietnam (out of 9)

Body	Responses	N/A
Women Union	4	
IOM	1	
Police	2	
	7	2

Name of Coordinating Body for Cambodia (out of 2)

Body	Responses	N/A
-	-	2

b) International level (scale from 0 = non-existent to 4 = excellent)

Valid Answers	Quantified Responses	Average (n = 30)	N/A
38	25	2.50	13

Name of Coordinating Body (of 25 quantified responses), more than 1 response possible

Body	Responses	N/A	
IOM	5		
SCF	1		
UN-IAP	2		
DSDW	2		
WV	1		
WVFT	1		
Bureau of Anti-trafficking	1		
Vietnamese Government	1		
UNICEF	1		
Total	15		13
Percentage	60%		40%

16. How would you qualify the current legal framework on trafficking in the region (Thailand, Myanmar, Lao, Cambodia, Vietnam, China) (scale from 0 = very poor to 4 = very good)

Valid Answers	Quantified Responses	Average	N/A
38	32	1.72	6

17. Are you aware of any guidelines or standards regarding protection and security for victims of trafficking and staff security (0 = No, 1 = Yes)

Valid Answers	Quantified Responses	Average	N/A	Positive Responses	Negative Responses
38	31	1.74	7	23	8

Out of the 23 positive responses, number of specific references (multiple responses possible):

Body	Responses	N/A
MOU	8	
UN Protocols	1	
Human Rights	1	
Internal Security Policy	2	
Confidentiality	4	
Others	5	
Total	21	
Percentage	91%	9%

18. Number of organizations applying gender Issues:

Valid Answers	Quantified Responses	Average	N/A	Positive Responses	Negative Responses
38	33	0.79	5	26	7

19. How important is prevention in trafficking (scale from 0 = not at all to 4 = extremely)

Valid Answers	Quantified Responses	Average	N/A
38	38	3.5	0

20. How effective is prevention in trafficking (scale from 0=not at all to 4=extremely)

Valid Answers	Quantified Responses	Average	N/A
38	35	1.89	3

21. Can a success rate be identified for prevention of re-trafficking (0 = No, 1 = Yes)

Valid Answers	Quantified Responses	Average	N/A	Positive Responses	Negative Responses
38	34	0.5	5	17	17

Out of the 17 positive answers, what is an acceptable rate of failure (actual percentage of cases re-trafficked): range of answers from 10 per cent to 50 per cent. Average of the 17 answers gives a benchmark rate of 30 per cent in re-trafficking, thus a success rate of 70 per cent for those who are not trafficked again.

Two additional questions were asked regarding the cross-border meeting attended by 28 people of the 38 who filled the forms:

- a) how useful was the meeting (scale from 0 = not at all to 4 = extremely);
- b) how interesting was the meeting (same scale)

28 answers were given to each of these questions, which averaged both the same figure of 2.75 out of a maximum of 4.

IOM MEKONG RETURN AND REINTEGRATION PROJECT EVALUATION
IOM REGIONAL PARTNERS SURVEY FORM

KINDLY FILL THE FORM AS THOROUGHLY AS POSSIBLE. THANK YOU

B. GENERAL INFORMATION

1. DATE:

2. NAME:

3. ORGANISATION:

4. POSITION IN THE ORGANISATION:

5. DUTY STATION:

6. COUNTRY:

7. IS YOUR ORGANISATION INVOLVED IN RETURN AND REINTEGRATION ISSUES FOR TRAFFICKED WOMEN AND CHILDREN: Yes / No (tick appropriate answer)

8. WHAT IS THE OBJECTIVE OF YOUR ORGANISATION IN REGARDS TO TRAFFICKING?

B. SKILLS TRAINING

9. HAVE YOU RECEIVED SKILLS TRAINING OVER THE PAST THREE YEARS:

Yes / No (tick appropriate answer). IF YES, HOW MANY TIMES:

BY WHOM:

10. WAS THE TRAINING RECEIVED USEFUL FOR YOUR WORK:

not at all / somewhat / average / very much / entirely (please tick appropriate answer)

11. ARE YOU USING OR APPLYING THESE SKILLS CURRENTLY IN YOUR JOB

Yes / No (tick appropriate answer)

IF NO, WHY:

12. DO YOU EXPECT TO BE ABLE TO USE THE TRAINING SKILLS ACQUIRED IN THE FUTURE : Yes / No (please tick appropriate answer)

IF YES, HOW SOON

0 - 1 year / 2 - 3 years / 4 years or more (please tick appropriate answer)

C. ACTIVITIES

13. ARE THE ACTIVITIES OF YOUR ORGANISATION CONDUCTIVE TO FACILITATING SYSTEMATIC AND SUSTAINABLE CROSS BORDER WORKING ARRANGEMENTS FOR THE RETURN AND REINTEGRATION OF TRAFFICKED MIGRANT WOMEN AND CHILDREN? Yes / No (please tick appropriate answer)

Please explain _____

14. ARE THE ACTIVITIES OF YOUR ORGANISATION CONTRIBUTING TO ANY OF THE FOLLOWING ACTIVITIES (multiple answers possible. Please tick all applicable answers):

- a) Orderly return of trafficking victims _____
- b) reintegration of trafficking victims _____
- c) prevention of trafficking _____
- d) protection of trafficked victims _____
- e) legal assistance to trafficked victims _____
- f) other (please explain) - _____

D. RESEARCH

15. HAS YOUR ORGANISATION CARRIED OUT ANY RESEARCH OVER THE PAST FIVE YEARS ON RETURN AND REINTEGRATION OF TRAFFICKED MIGRANT WOMEN AND CHILDREN: Yes / No (please tick appropriate answer)

16. HAS YOUR ORGANISATION CARRIED OUT RESEARCH ON ANOTHER TOPIC: Yes / No (please tick appropriate answer)

IF YES, PLEASE INDICATE:

- a) subject of research: _____
- b) date of research: _____

E. PROJECT MANAGEMENT

17. WHAT TOOLS DOES YOUR ORGANISATION USE FOR (If your organisation does not prepare projects, please indicate N/A for Not-Applicable)

- a) Project planning: _____
- b) Monitoring and evaluation: _____

18. DOES YOUR ORGANISATION USE :SYSTEMATICALLY THE LOGICAL FRAMEWORK: Yes / No / N/A (please tick appropriate answer)

19. DOES YOUR ORGANISATION USE SYSTEMATICALLY THE PROJECT CYCLE MANAGEMENT (PCM): Yes / No / N/A (please tick appropriate answer)

20. HAVE YOU FORMALLY EVALUATED YOUR PROJECT ACTIVITIES:

Yes / No / N/A (please tick appropriate answer)

IF YES, WHEN (date): _____ BY WHOM: _____

F. CROSS CUTTING ISSUES

21. HOW WOULD YOU APPRAISE THE CURRENT LEVEL OF COORDINATION AND NETWORKING BETWEEN THE DIFFERENT PLAYS IN TRAFFICKING (government authorities, UN agencies, INGOs and NGOs, etc.)

A) AT NATIONAL LEVEL

Non-existent / weak / regular / strong / excellent (please tick appropriate answer)

WHO IS THE COORDINATING BODY? : _____

B) AT INTERNATIONAL/REGIONAL LEVEL (INCLUDING CROSS BORDER)

Non-existent / weak / regular / strong / excellent (please tick appropriate answer)

WHO IS THE COORDINATING BODY? _____

22. HOW WOULD YOU QUALIFY THE CURRENT LEGAL FRAMEWORK ON TRAFFICKING IN THE REGION? (=Thailand, Myanmar, Cambodia, Laos, Vietnam, China)
very poor / poor / adequate / good / very good (please tick appropriate answer)

23. ARE YOU AWARE OF ANY GUIDELINES OR STANDARDS TO BE APPLIED IN REGARDS TO PROTECTION AND SECURITY FOR VICTIMS OF TRAFFICKING AND STAFF SECURITY: Yes / No (please tick appropriate answer)

IF YES, PLEASE SPECIFY WHAT THESE ARE: _____

24. ARE GENDER ISSUES APPLIED BY YOUR ORGANISATION:

Yes / No (please tick appropriate answer)

G. PROSPECTIVE QUESTIONS

25. WHAT COULD OR NEEDS TO BE IMPROVED FROM YOUR PERSPECTIVE IN REGARDS TO TRAFFICKING EFFORTS

26. HOW IMPORTANT IS PREVENTION IN TRAFFICKING:

not at all / somewhat / average / much / extremely (tick appropriate answer)

27. HOW EFFECTIVE IS PREVENTION IN TRAFFICKING

not at all / somewhat / average / much / extremely (tick appropriate answer)

28. CAN A SUCCES RATE BE IDENTIFIED FOR RE-TRAFFICKING:
Yes / No (please tick appropriate answer). IF YES, WHAT WOULD BE AN ACCEPTABLE
RATE OF RETRAFFICKING (as percentage of total returns):_____

29. COMMENTS / SUGGESTIONS FOR THE EVALUATION

THANK YOU VERY MUCH FOR YOUR COLLABORATION!

IOM Geneva

Christophe Franzetti, Evaluation Officer, Office of the Inspector General (OIG)
 Irena Omelaniuk, Director, Migration Management Services Department (MMS)
 Marco-Antonio Gramegna, Head, Counter-Trafficking Service (CTS)
 Tanee Sangrat, Project Officer, CTS
 Théodora Suter, Programme Officer, CTS
 Frank Laczko, Chief, Division of Research and Publications, External Relations Department
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 June J.H. Lee, Research Officer, Division of Research and Publications
 Patricia Reber Hashemee, Donor Relations Officer, Department of Programme Support
 Akio Nakayama, Donor Relations Officer, Department of Programme Support
 Laurentiu Ciobanica, Head, Mass information
 Ida Mae Fernandez, Project Tracking Officer, Project Tracking Unit
 Monique Filsnoël, Auditor, OIG

IOM in Project Countries

Farooq Azam, IOM Regional Representative, Bangkok
 Lance Bonneau, Bali Conference focal point, Bangkok
 Ricardo Cordero, Programme Development Officer, Bangkok
 Kiki Van Kessel, Regional Project Coordinator, Bangkok
 Napapana, Regional Project Assistant, Bangkok
 Aw, regional project staff, Bangkok
 Sary Mony, Project Manager, Cambodia
 Amy Jersild, Project Manger, LAO PDR
 Mohammad Al-Nassery, Programme Officer, Cambodia
 Dr. Vincent Keane, Chief of Mission, Cambodia
 Chan Kanha, project assistant, Cambodia
 Felicity, Technical assistant, Poipet/Battambang, Cambodia
 Aneka Farrington, technical advisor, CDC, Cambodia

In addition e-mail exchanges were undertaken with Oanh Nguyen, Project Manager, Vietnam, and Regina Boucault, former Chief of Mission, IOM Bangkok at the time of the project proposal.

Government Representatives and Authorities

Mr. Weerasak Kowsurat, Vice-Minister, Ministry of Social Development and Human Security, Bangkok
 Mr. Wanlop Phloytabtim, Director General, DSDW, Bangkok
 Mr. Touch Samon, Deputy Director General, MOSALVY, Phnom Penh
 Mr. Thong Chamroeun, Deputy Director of Social Welfare Department and in charge of CDC, Phnom Penh
 Mr. Heng Chamroeun, Director of DSALVY, Banteay Meanchy Province, Cambodia
 Mr. Khammoune Souphanthong, Director, Ministry of Labour and Social Welfare, Social Welfare Department, Vientiane, Laos
 Mr. Oevong Keobounnavong, Head of Needy Children Assistance Section, Social Welfare Department, Vientiane, Laos
 Mr. Dinh Van Thuc, First Secretary, Vietnam Embassy, Phnom Penh

Donors

Tetsuro Isobe, Second Secretary, Embassy of Japan, Bangkok
 Michael Hasper, Counsellor, Head of Political Affairs, German Embassy, Bangkok
 Timothy M. Scherer, First Secretary, Economic Section, US Embassy, Bangkok
 Cees Kieft, First Secretary, Head of Development Cooperation, Netherlands Embassy, Bangkok
 Sean Devine, Programme Manager, Australian Agency for International Development, Bangkok
 Thongkorn Hiranraks, Development Officer, Canadian Embassy, Bangkok
 Geneve E. Menscher, Political and Economic Officer, US Embassy, Cambodia
 Sambo Sek, Development Assistance Assistant, USAID Cambodia
 Jane Davies, Programme Officer, Development Cooperation Section, AusAid, Vientiane
 Chanthachone Chanthakhot, Program Assistant, D.C. Section, AusAid, Vientiane
 Richard Taylor, Third Secretary, Australian Embassy, Vientiane
 Scott Laird Rolston, Economic Officer, US Embassy, Vientiane

In addition e-mail feedback from AusAid was received through a series of exchanges with the evaluator.

UN Agencies

J.K. Rober England, UN Resident Coordinator, Bangkok
 Tim Westbury, Programme Officer, UN-IAP, Bangkok
 Hang Vannak, Coordinator, UN-IAP, Phnom Penh
 Hans van de Glind, Deputy Project Manager, ILO/IPEC, Bangkok
 Khleang Rim, National Project Coordinator, ILO/IPEC, Phnom Penh
 Caroline Bakker, Head of Section Children in Need of Special Protection, Unicef Phnom Penh
 Alexandre Pinon, Provincial Child Protection Advisor, Unicef, Battambang, Cambodia
 Amanda Bissex, Project Officer, Child Protection, Unicef, Vientiane
 A short phone conversation was also held with the UN Resident Coordinator in Phnom Penh

Partners

Wassana Kaonoparat, CPRC, Bangkok
Chatree Vuthipakdee, IDC official, Bangkok
Detchapon Korsanan, IDC official, Bangkok
Khun Yanee Lertklai, Ban Kredtrakarn Home Director,
Preecha Tacharoen, Ms Supanee, social worker, Ban Phumivet Boys Home
Chea Manith, Director, and Poipet Transit Center Staff, Cambodia
Battambang Reception Center Staff, and individual meeting with Ms. Solida, BRC Director, Battambang
Ayako Otake, Project Coordinator, KnK, Battambang
San Pharen, Director, Komar Rik Reay, Cambodia
Siev Lay Hoy, Director, Pteah Toek Dong
Mao Lang, Director, Homeland, Cambodia
Pierre Legros, AFESIP, Phnom Penh
Sin Lypao, Shelter Supervisor, Soum Solinh, An Sokum, CWCC, Cambodia
Somchan Sovandara, WV project manager, Neavea Thmey, Cambodia
Siriporn Skrobaneek, Foundation for Women, Thailand
Tattiya Likhitvong, Foundation for Child Development, Thailand
Callum Newman, World Vision, Myanmar
Onesy Sengmeuang, Deputy Director, Lao women's Union (LWU), Vientiane
Ninpaseuth Xayaphonesy, Deputy Director International Relation Division, LWU, Vientiane
Eduardor Klein, SCF-UK, Vientiane
Chittaphone Santavasy, SCF-UK, Vientiane

In addition to these meetings and interviews, a questionnaire survey form has been used to collect additional data and information, which forms a part of the evaluation report.

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ADDITIONAL BIBLIOGRAPHY

NB. This list does not include the very extensive project document material (over 110 items) including annual reports, quarterly reports, mid-term internal evaluations and research studies, which have been shared by the project coordinator in order to prepare the evaluation mission adequately. Virtually all potentially relevant IOM project documentary evidence has been received prior to the field evaluation, either from IOM Bangkok or from IOM Geneva. This bibliography therefore relates to additional references outside the documentary evidence generated by the project all of which is considered to be available to the evaluation.

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**IOM MEKONG COUNTRIES ACTIVE PROJECT LIST
(All Categories)**

ANNEX 8a

No.	Country(ies)	Amount US\$	Type	Length
1	Thailand	1,398,000	Improvement of migrants health conditions	30.09.02 - 30.09.05
2	Thailand	69,800	Ho Chi Minh TB laboratory services	01.05.94 - open-ended
3	Thailand	20,000	Pilot project on police training on HIV/AIDS	01.11.01 - open-ended
4	Thailand	9,000	Pre-paid medical processing in Thailand	01.01.97 - open-ended
5	Thailand	5,000	TB screening and treatment at IDC - CT	01.02.00 - open-ended*
6	Thailand	100,000	US equity resettlement from southeast Asia	01.01.95 - open-ended
7	Thailand	643,737	Bali Ministerial Conference - CT	01.06.02 - 31.05.03*
8	Thailand	35,880	Improvement of childcare services at IDC	03.10.02 - 02.09.03
9	Thailand	50,000	Improving migration policy management	01.09.01 - 31.12.02
10	Thailand & Laos	82,853	Capacity building on victims protection-CT	? - 18 months*
11	Thailand & Laos	2,528,977	R&R regional project – CT Cambodia+Myanmar +Vietnam	13.09.00 - 28.02.04*
12	Vietnam&Australia	146,000	Pre-paid movements from Vietnam to Austr.	01.01.80 - open-ended
13	Vietnam	59,075	National Migration from Asia to Canada	? Open-ended
14	Vietnam	6,000	National Migration from Vietnam	01.01.05 - open-ended
15	Vietnam & US	205,900	National Migration from Vietnam to US	01.01.95 - open-ended
16	Vietnam & US	1,660,000	Refugee resettlement from Vietnam to US	01.01.87 - open-ended
17	Southeast Asia	N/A	OPE Processing in Southeast Asia	01.01.01 - open-ended
18	Vietnam & Japan	30,600	Resettlement to Japan	01.01.97 - open-ended
19	?	N/A	Comparison of quantiferon with routine TB	01.08.02 - 30.10.03
20	Vietnam	351,000	Medical screening Vietnam	01.01.97 - open-ended
21	Vietnam	196,900	Other vulnerable Viet. women&children- CT	01.01.97 - open-ended*
22	Vietnam	80,000	Little Rose - rehab of trafficked children-CT	07.05.02 - 06.02.04*
23	Cambodia	N/A	National Migration to North America	01.01.02 - 31.12.02
24	Cambodia	N/A	Addressing SARS in Cambodia	? - 3 months
25	Cambodia	80,500	Cambodia Psychiatric Nurse trainee prog.	01.07.01 - 31.12.01
26	Cambodia	N/A	Childhood mental health and anti-traff. - CT	02.10.02 - 02.09.04*
27	Cambodia	430,602	Medical processing in Cambodia	01.07.92 - open-ended
28	Cambodia	1,626,917	National Mental Health programme Camb.	01.06.02 - 31.05.05
29	Cambodia	1,284,420	Enhanced migration management program	? - 36 months
30	Cambodia & Indo	N/A	Group of 9 Cambodian fishermen stranded	? - 6 months
31	Cambodia	N/A	Information campaign to combat traffick-CT	02.10.03 - 01.10.06*
32	Cambodia	30,000	Law enforcement against sexual exploitation	01.04.00 - 31.03.02
33	Cambodia	276,795	Long term recovery&reintegration assist- CT	01.01.03 - 01.01.04*
34	Cambodia	1,032,112	Prevention of trafficking in women&child.-CT	17.07.00 - 16.07.03*
Total Regional		12,440,068		

* Indicates projects related to counter trafficking or assistance to trafficked victims

Comments

The project list was provided by IOM Geneva upon request. Despite all efforts, some information is still missing, in particular the dollar value of projects 17,19,23, 24,26, 30 and 31. Overall aggregates are therefore incomplete and the actual volume is higher than the figures mentioned herein.

The starting date is missing for projects 10,13,24,29 and 30.

Eighteen of 34 projects have an end date, while the other 16 are open-ended. According to information received from IOM, this either means that they are self-financing under the modality of fee for service or that funding is still being ensured without a specified end date.

Ten of 34 (almost 30% of all active projects) are related to CT and/or include assistance to trafficked victims. However, only 2 of 10 CT related projects are open-ended, all others having a fixed end date.

The Mekong region countries missing in the project list are those for which IOM does not have an office. Therefore neither China nor Myanmar have any active projects, while Laos only has one small project (without any reported starting date) in addition to the regional R&R project.

Comparison of CT versus non-CT projects in the Region

	US\$	Comments
Total volume of CT projects in the region	\$4,846,374	US\$ value for projects 26 and 31 missing. Volume for 8 of 10 projects
Total volume for non-CT projects in the region	\$7,593,694	US\$ value for projects 17,19,23,24 and 30 missing. Volume for 19 of 24 projects
Ratio of CT versus non-CT projects	0.64	

Asia

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
<u>Bangkok</u>				
- Improvement of Health Conditions of Migrants in Three Priority Provinces of Thailand (IHCM)	TH1Z012	Selected Districts of Tak and Chiang Rai Provinces - Thailand	Azam, Farooq	Active
<u>Beneficiaries</u>	Irregular migrants	<u>Start Date:</u>	30-Sep-2002	
<u>Total</u>	USD 1,398,000	<u>Duration:</u>	36 months	
<u>Summary:</u>	This project aims to:			
	1) Increase the level of awareness on primary and secondary preventative and curative measures for basic Primary Health Care (PHC), Communicable Disease Control (CDC) and Reproductive Health (RH) conditions among a total of 40,000 irregular migrants in both provinces combined;			
	2) Assess basic sanitation conditions in communities with large concentration of migrants (including water supply, disposal of solid waste, and sewerage systems) in Tak and Chiang Rai;			
	3) Create a replicable model for the extension of cost-effective PHC/CDC services targeting priority diseases prevalent among irregular migrant communities.			
<u>Project Code(s):</u>	N06-429			
- IOM Ho Chi Minh City TB Laboratory Services (TBLS)	PH1A018	Bangkok	Jones, Warren	Active
<u>Beneficiaries</u>	US-bound migrants and refugees	<u>Start Date:</u>	01-May-1994	
<u>Total</u>	USD 69,800.0	<u>Duration:</u>	Open-ended	
<u>Summary:</u>	Under this project, the US Centre for Disease Control funds 30% of the IOM Regional Laboratory Manager who oversees and provides support to various laboratories providing TB and other laboratory testing. This project is fully funded by US Centre for Disease Control and has been in operation since 1994.			
<u>Project Code(s):</u>	A28-CDC			

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Pilot Project on Police Training on HIV/AIDS (PTHA)	PH1A107	Thailand	Jones, Warren	Active
<u>Beneficiaries</u>	Police officers	<u>Start Date:</u>	01-Nov-2001	
<u>Total</u>	USD 20,000.0	<u>Duration:</u>	Open-ended	
Summary:	The objective of this project is to provide accurate information on HIV/AIDS to police officers in order to improve the treatment of irregular migrants and trafficked women and children at the Immigration Detention Centre (IDC) in Bangkok. If successful, an extension of the project to other IDCs throughout Thailand will be sought. The project foresees the development and printing of a manual to be widely distributed in police stations.			
<u>Project Code(s):</u>	A83-800			
- Pre-paid Medical Processing in Thailand (PMPT)	PH1A017	Thailand	Azam, Farooq	Active
<u>Beneficiaries</u>	Migrants leaving to Australia and Canada	<u>Start Date:</u>	01-Jan-1997	
<u>Total</u>	USD 9,000.0	<u>Duration:</u>	Open-ended	
Summary:	This project aims to provide medical examinations/screenings for migrants, mainly Burmese from Thailand leaving for Australia and Canada.			
<u>Project Code(s):</u>	A27-810			
- TB Screening and Treatment at the Immigration Detention Centre (TBST)	PH1A110	Bangkok	Jones, Warren	Active
<u>Beneficiaries</u>	Irregular migrants and trafficked women and children at the Immigration Detention Centre (IDC)	<u>Start Date:</u>	01-Oct-2000	
<u>Total</u>	USD 5,000.0	<u>Duration:</u>	Open-ended	
Summary:	The purpose of the project is to reduce the transmission of TB, a highly communicable disease, by providing medical screenings and subsequent treatment to irregular migrants and trafficked women and children at the Immigration Detention Centre in Bangkok.			
<u>Project Code(s):</u>				

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- US Equity Resettlement from Southeast Asia and Near East (USRP 4)	PH1A022	Thailand	Azam, Farooq	Active

Beneficiaries Approximately 1000 refugees

Start Date: 01-Jan-1995

Total USD 100,000.0

Duration: Open-ended

Summary: This project was terminated in 1997 and re-opened following an official request from the US Embassy in Bangkok to provide HIV counselling to Hmongs at Ban Napho camp in Nakorn Phanom. The project also conducts post-test counselling and the annual staging of the diseases progression to meet the US waiver requirements. The cost of HIV suppression is not included. The Ban Napho camp was officially closed on 31 December 1999, with the last Hmongs being either repatriated or resettled. Since 2000 this project has been concerned with the resettlement of Burmese refugees from Maneeloy and other refugee camps in Thailand to the US.

Project Code(s): 133-921

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Bali Ministerial Conference: Project for Improving Regional Coordination and Cooperation in Combating People Smuggling, Trafficking in Persons and Related Transnational Crime (BMC)	TH1Z008	Asia and the Pacific	Bonneau, Lance	Active

Beneficiaries Participating countries Start Date: 01-Jun-2002

Total USD **643,737**

Duration: 12 months

Summary: The Bali Ministerial Conference on People Smuggling, Trafficking in Persons and Related Transnational Crime held from 26-28 February 2002, brought together Ministers and other senior officials from some 53 countries (38 participant countries and 15 observers) and 14 international agencies to discuss the need for a multilateral approach to address transnational crime. In the Co-chair's statement, the Ministers from the 38 participant countries, called for the establishment of a mechanism to identify and propose concrete initiatives to further conference aims. This "mechanism" initially takes the form of the establishment of two Ad-hoc Expert's Working Groups, one chaired by New Zealand (AHEG I) and the other chaired by the Royal Thai Government (AHEG II).

The overall objective of this project is to support and further the efforts of the two working groups to establish a mechanism for continued improvement and strengthening of governance in addressing the issues of people smuggling, trafficking in humans and related transnational crime in Asia and the Pacific, through identifying and implementing targeted follow-up initiatives aimed at yielding concrete results and recommendations for further action, which would be presented to the next Ministerial meeting to be held in one year's time.

Participating countries: Afghanistan, Australia, Bangladesh, Bhutan, Brunei Darussalam, Cambodia, China, Democratic Republic of Korea, Fiji, France, India, Indonesia, Iran, Japan, Jordan, Kiribati, Lao PDR, Malaysia, Mongolia, Myanmar, Nauru, Nepal, New Zealand, Pakistan, Palau, Papua New Guinea, Philippines, Republic of Korea, Samoa, Singapore, Solomon Islands, Sri Lanka, Syria, Thailand, Turkey, East Timor, Vanuatu and Vietnam.

Project Code(s):

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Improvement of Childcare Services and Facilities at the Bangkok Immigration Detention Centre (ICSF)	TH1Z011	Thailand	Azam, Farooq	Active

Beneficiaries Migrant child detainees at the Bangkok Immigration Detention Centre, mother and women detainees, and officials at the Bangkok Immigration Detention Centre

Start Date: 03-Oct-2002

Total USD 35,880

Duration: 12 months

Summary: This project will improve childcare services at the Immigration Detention Centre (IDC) by making the existing day care room functional. Two social workers will be placed at the IDC daycares with the responsibility of organizing activities and caring for the children attending the daycares. The social workers will receive additional training in childcare and psychosocial support for migrant children in difficult circumstances, pop art, and organizing children's group activities. Recreational activities, such as games and arts and crafts will be organized daily to allow groups of children to play and interact in a more stimulating environment. Children will also be provided with supplemental milk and nutritional snacks. To contribute to improving the mothers' overall understanding of the importance of basic childcare, a training course will be provided to mothers on topics such as nutrition and hygiene while their children are attending daycares activities.

The "Improvement of Childcare Services and Facilities at the Bangkok Immigration Detention Centre" project for children and mothers will be a one year pilot project focusing on the Bangkok IDC which houses the largest population of detainees, especially child detainees, in Thailand. IOM/UNICEF will partner on this project in the hopes of extending the project after one year and expanding it to other IDCs throughout Thailand. Cooperation with the Royal Thai Police will be utilized as a method of promoting sustainability and encouraging the IDC to continue maintenance of the daycares through contributions of facilities and funding.

Project Code(s): V31-435

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Improving Migration Policy Management with Special Focus on Irregular Labour Migration in Thailand (IMPLM)	PH1A125	Thailand	Azam, Bangkok	Active

Beneficiaries Migrant/irregular workers in the border provinces and Thai employers

Start Date: 01-Sep-2001

Total USD 50,000.0

Duration: 15 months

Summary: This joint project between the International Labour Organization (ILO) and IOM seeks to help the Ministry of Labour and Social Welfare (MLSW) of the Royal Thai Government in filling gaps in information related to the regularization of migrant labour from neighbouring countries. Both organizations believe that reliable data obtained from professional and academic research is an important contribution to a better understanding of the irregular migrant workers situation, which enables the Thai policy makers and related agencies to take more effective action to respond to irregular labour migration challenges. The project aims to contribute to promotion of long-term growth and employment promotion in the Thai economy through judicious management of employment of foreign labour. Issues analysed include:

- a) Labour market developments in Thailand in the medium to long term,
- b) Mapping current profiles of the foreign work force and working conditions,
- c) Analysis of industries and enterprises dependent on foreign workers (Case Studies),
- d) Review of Thailand' s labour migration policies,
- e) Review of international experiences and lessons in managing irregular migration, and
- f) Policy options and recommendations.

Project Code(s): C55-805

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Capacity Building on the Protection of Victims of Trafficking: Laos and Thailand (CALT)	TH1Z003	Thailand and Laos People's Democratic Republic	Azam, Farooq	Active
<u>Beneficiaries</u>	Thai Government Departments concerned with trafficking, trafficked women and children of Thailand and Laos (PDR)		<u>Start Date:</u>	
<u>Total</u>	USD 82,853	<u>Duration:</u>	18 months	
<u>Summary:</u>	The overall project objective is to contribute to the development of a bilateral Memorandum of Understanding (MoU) on the safe and orderly return and reintegration of trafficking victims, between the Kingdom of Thailand and the Laos People's Democratic Republic (PDR). The project will build upon the success of the Thai government to implement measures to address trafficking of persons from, through and to Thailand, which include the development of National MoUs that elaborate and define coordination mechanisms among the government and NGO sectors, as well as the development of a bilateral MoU on trafficking with Cambodia.			
<u>Project Code(s):</u>	F69-CUS			
- Return & Reintegration of Trafficked & Other Vulnerable Women and Children between Selected Countries in the Mekong Region (RTWME)	PH1A089	Mekong Region: Thailand, Cambodia, Vietnam, Myanmar, Laos and the Yunnan Province of China	Azam, Bangkok	Extended
<u>Beneficiaries</u>	Government agencies and NGOs dealing with the protection of trafficking victims and trafficked human beings, in particular women and children, communities vulnerable		<u>Start Date:</u>	13-Sep-2000
<u>Total</u>	USD 2,528,977.0	<u>Duration:</u>	3 years	
<u>Summary:</u>	This project aims to establish a systematic and sustainable cross-border working arrangement for the return and reintegration of trafficked and other vulnerable migrant women and children within the six countries of the Mekong Region. The project will seek to			
	1) Assist the return and reintegration of 900 women and children victims of trafficking over a three year period			
	2) Strengthen the ability of all partners involved, both governmental and NGOs			
	3) Provide assistance to the victims			
	4) Promote the necessary cooperation in the region to successfully counter trafficking through legal, administrative, policy and advocacy measures			
<u>Project Code(s):</u>	F21-CAU			

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
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Canberra

- Pre-paid Movements from Vietnam to Australia (AURP 1)	PH1Z009	Vietnam and Australia	Nihill, Denis	Active
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Beneficiaries Migrants

Start Date: 01-Jan-1980

Total USD 146,000.0

Duration: Open-ended

Summary: IOM offers travel assistance to those who have been accepted for permanent residency in Australia from Vietnam. Travel and other related costs are pre-paid by sponsors.

Project Code(s): 470-ODP

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
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Colombo

- Ministerial Consultations for Countries of Origin in Asia (MCOA)	BD1Z025	South and Southeast Asia	Sheehan, Mary Teresa	Active
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Beneficiaries Ministries responsible for foreign employment, Governments

Start Date: 01-Oct-2002

Total USD 57,489.0

Duration: 8 months

Summary: The aim of the Ministerial Consultations is to provide a forum for Asian labour sending states to share experiences, discuss issues and identify steps for follow-up in the form of a Declaration. In the light of the issues and discussions with participants, the topics covered in the Consultations will be organised under three thematic areas:

- Protection of migrant workers and services to migrant workers.
- Optimising benefits of organised labour migration.
- Institutional capacity building and inter state cooperation.

The Consultations are planned over two and a half days in Colombo, Sri Lanka. The first day will be devoted to a preparatory meeting of senior officials. The ministerial meeting will follow on the second day, preceded by an inaugural session. Participants will be invited from the main sending countries in Asia, including, Bangladesh, China, India, Indonesia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand and Vietnam. Each of the country delegations is envisaged to comprise the Minister of Labour of the respective country and two officials. The Sri Lankan Government has kindly agreed to host and chair the Consultations, to take place in April 2003

Project Code(s): L16-805

Project Management Site

Project Title

Project Card #

Geographical Coverage

Manager

Status

Hanoi

- National Migration from Asia to Canada (NMAC)

PH1A053

Vietnam, US and Oceania

Gray, Mike

Active

Beneficiaries 1500 migrants

Start Date:

Total USD 59,075.0

Duration: Open-ended

Summary: IOM continues to offer assistance on a self-paying or sponsor pre-paid basis to migrants who are recipients of entry visas to Canada for reasons of family reunion or other humanitarian criteria. IOM services include information, documentation assistance, economical air transport and assistance with embarkation.

Project Code(s): 355-810

- National Migration from Vietnam - other than to Australia, Canada, US, and Japan (NMV)

PH1A047

Worldwide

Gray, Hanoi

Active

Beneficiaries Migrants

Start Date: 01-Jan-1995

Total USD 6,000.0

Duration: Open-ended

Summary: IOM offers assistance on a self-paying or sponsor pre-paid basis to recipients of entry visas to various countries (primarily in Europe and Oceania) for reasons of family reunion or other humanitarian criteria. IOM service, since 1995 includes information, economical air transport and assistance at embarkation and transit points. The project is fully funded by migrant service fees.

Project Code(s): 455-810

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- National Migration from Vietnam to US - Pre-paid (NMVUS)	PH1A048	Vietnam and US	Gray, Hanoi	Active
<u>Beneficiaries</u>	US-bound immigrants	<u>Start Date:</u>	01-Jan-1995	
<u>Total</u>	USD 205,900.0	<u>Duration:</u>	Open-ended	
Summary:	IOM offers assistance on a self-paying or sponsor pre-paid basis to recipients of US immigrant visas. IOM services since 1995, include information, economical air transport and assistance at embarkation, transit points and US ports of entry. The project is fully funded by migrant services fees.			
<u>Project Code(s):</u>	459-810			
- OPE Processing in South East Asia (USRP 30)	VN2Z003	South East Asia	Gray, Mike	Active
<u>Beneficiaries</u>	Eligible refugees	<u>Start Date:</u>	01-Jan-2001	
<u>Total</u>	USD N/A	<u>Duration:</u>	Open-ended	
Summary:	Under the Memorandum of Understanding with the US Department of State Bureau of Population, Migration and Refugees, IOM Hanoi assists in the preparation and processing of applications for resettlement to the US, referred by UNHCR, for review and adjudication by the US Immigration and Naturalization Services (INS) officials. Moreover OPE Hanoi organizes orientation information classes for refugees accepted for resettlement to the US to strengthen prospects for refugees to adapt successfully to American society as a viable element of America' s national migration policy.			
<u>Project Code(s):</u>	459-OPE			
- Refugee Resettlement from Vietnam to US (USRP 17)	PH1A023	Vietnam and US	Gray, Hanoi	Active
<u>Beneficiaries</u>	3500 refugees per year	<u>Start Date:</u>	01-Jan-1987	
<u>Total</u>	USD 1,660,000.0	<u>Duration:</u>	Open-ended	
Summary:	IOM provides medical screening and treatment, arranges transportation and performs out-processing casework for persons approved by US authorities as refugees. The project is fully funded by the US government and has been in operation since 1987.			
<u>Project Code(s):</u>	459-921			

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Resettlement to Japan (REJ)	PH1A050	Vietnam and Japan	Gray, Hanoi	Active
<u>Beneficiaries</u> Migrants to Japan		<u>Start Date:</u> 01-Jan-1997		
<u>Total</u> USD 30,600.0		<u>Duration:</u> Open-ended		
Summary: IOM activities under this project include medical screening and transportation to Japan from Vietnam. This project has been in operation since 1997.				
<u>Project Code(s):</u> 474-800				
- Comparison of Quantiferon with Routine TB Screening (QTS)	VN2Z002		Gray, Mike	Active
<u>Beneficiaries</u> Visa applicants in Vietnam		<u>Start Date:</u> 01-Aug-2002		
<u>Total</u> USD N/A		<u>Duration:</u> 15 months		
Summary: This project will carry out a study to compare the results of the surveillance with the Quantiferon-TB assay with routine screening for tuberculosis in Australian Visa applicants in a country of high tuberculosis endemicity.				
<u>Project Code(s):</u> A99-CAU				
- Medical Screening - Vietnam (MSV)	PH1A046	Vietnam	Gray, Hanoi	Active
<u>Beneficiaries</u> 4,600 migrants bound for Australia, Canada, New Zealand and other countries		<u>Start Date:</u> 01-Jan-1997		
<u>Total</u> USD 351,000.0		<u>Duration:</u> Open-ended		
Summary: IOM arranges and oversees medical examinations, tests and treatments for migrants who are required to cover these costs themselves. The project is fully funded by migrant service fees and has been in operation since 1997.				
<u>Project Code(s):</u> A16-810				

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- IOM Assistance to the Intergovernmental Consultations on Refugees, Displaced Persons and Migrants (APC)	VN2Z001	Asia-Pacific	Gray, Mike	Active
<u>Beneficiaries</u>		<u>Start Date:</u>	01-Apr-2002	
<u>Total</u>	USD N/A	<u>Duration:</u>	11 months	
Summary:	In 2002/2003, the Coordinator and Secretariat of the Intergovernmental Asia-Pacific Consultations On Refugees, Displaced Persons and Migrants (APC) will be based in Hanoi, Vietnam. At the request of the Government of Australia, IOM Hanoi will manage and administer the Australian contribution in support of this round of APC			
<u>Project Code(s):</u>				
- Reception and Reintegration of Trafficked and Other Vulnerable Vietnamese Women and Children (RTVV)	PH1A045	Lang Son Province in North East Vietnam	Gray, Hanoi	Active
<u>Beneficiaries</u>	2,500 Vietnamese women and children	<u>Start Date:</u>	01-Jan-1997	
<u>Total</u>	USD 196,900.0	<u>Duration:</u>	Open-ended	
Summary:	This project, implemented since 1997 in Lang Son province near the Chinese border, has two major components: 1) A reception centre providing short-term shelter and other assistance to newly returning women and children; 2) A reintegration scheme promoting income generating activities for former trafficking victims who have returned from China to their home communities in Lang Son			
<u>Project Code(s):</u>	612-800			

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
<u>Ho Chi Minh</u>				

- Little Rose: Rehabilitation of Trafficked Children from the Mekong Delta Provinces (ROSE)	PH1A120	Ho Chi Minh City and Delta Provinces	Gray, Mike	Active
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Beneficiaries Trafficked/Vulnerable Children

Start Date: 07-May-2002

Total USD 80,000.0

Duration: 20 months

Summary:

This project aims to provide a range of rehabilitation services in a residential setting to 60 children who have returned to the Mekong Delta provinces after having been trafficked to Cambodia. Children selected to participate in the project will reside at the Little Rose Shelter in Ho Chi Minh City for a period of four months where a range of services will be offered to prepare them for readjustment and reintegration into their home communities. Services provided will be dependent upon the individual needs of the children but could include counselling, skills training, basic medical care and literacy classes.

The project will upgrade and expand the existing facilities of the Little Rose Shelter in Ho Chi Minh City by constructing additional dormitory accommodations and workrooms for skills training in embroidery, hairdressing and sewing.

Recognizing the dearth of experienced social workers in the rural areas, the project will also provide for eight social workers from the provinces to perform two-week residencies at the Shelter to observe and learn from the Little Rose staff by working with them.

Following completion of construction/refurbishment of the Shelter (approximately three months) to accommodate the additional children and activities, the project will conduct four cycles of training over periods of six months. Children who complete the training will receive a USD50 grant to facilitate reinsertion into their communities.

Project Code(s): F54-429

Project Management Site

Project Title

Project Card #

Geographical Coverage

Manager

Status

Manila

- Resettlement from South East Asia - Other than Thailand (USRP 5)

PH1Z007

South East Asia

Reed, Bruce

Active

Beneficiaries US-bound migrants

Start Date:

Total N/A

Duration: Open-ended

Summary: Under this project IOM provides movement assistance to migrants bound for the US.

Project Code(s): 134-921

- Voluntary Repatriation ODP Long-Stayers

PH1A004

Philippines

Reed, Bruce

Active

Beneficiaries 277 Vietnamese refugees (long-stayers)

Start Date: 01-Jun-1996

Total USD 260,000.0

Duration: Open-ended

Summary: 233 out of an original caseload of 277 Vietnamese migrants (ODP long-stayers) remain in the Philippines. They were approved for resettlement in the US when they were in Vietnam, but were later revoked, for various reasons, after they arrived in the Philippines for language training. IOM is working closely with the Philippine and Vietnamese Governments in finding a solution to this problem. IOM continues to promote voluntary return among the majority of long-stayers as their only viable solution.

Project Code(s): 142-CUS

Project Management Site

Project Title

Project Card #

Geographical Coverage

Manager

Status

Phnom Penh

- National Migration from Asia to North America (NMA)

KH1Z008

Cambodia

Keane, Dr. Vincent

Active

Beneficiaries Holders of immigrant visas, prospective immigrant visas/permits to North America and Canada

Start Date: 01-Jan-2002

Total USD N/A

Duration: 12 months

Summary: IOM Cambodia, through this programme offers travel arrangement assistance to Cambodian migrants who have been granted residence visas to reunite with their family in the United States and Canada. The services includes: selecting the most appropriate flight routing, purchase of air tickets at an IOM reduced rate, provision of departure assistance at Phnom Penh airport, transit assistance at transit airport(s), and reception upon arrival at port of entry of the destination country. This programme allows for sponsors to pay the costs of a relative from abroad.

Project Code(s): 604-810

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Addressing the Severe Acute Respiratory Syndrome in Cambodia (SARS)	KH1Z016	Primary Points of Entry to Cambodia : Pochentong Airport, Siem Reap Airport, Poipet Border Check Point, Bavet Border CheckPoint and Koh Kong Border Check Point, as well as other foci to be identified	Keane Vincent	Active

Beneficiaries Primary Group: Quarantine Officers at Points of Entry;
Secondary Group: International Travellers into Cambodia

Start Date:

Total USD N/A

Duration: 3 months

Summary: On March 15th 2003, the World Health Organization (WHO) announced that a highly contagious and deadly pneumonia-like illness, of unknown cause, is fast becoming a worldwide health threat.

In a rare ' ' emergency travel advisory,' ' the WHO advised that it had received more than 150 reports of what is now called ' ' Severe Acute Respiratory Syndrome (SARS)' ' at the first week of March, mostly in southeast Asia. The syndrome, which is a viral respiratory infection that has not previously affected humans, is presumed to have evolved in southern China and since has been spread by international travel to approximately twenty-nine countries.

Recent data suggest that the SARS virus may survive on common surfaces at room temperature for hours and even up to two days. Modes of transmission other than respiratory droplets do not seem to have occurred in any area outside China and Hong Kong, including airplanes, despite ample opportunity. There is still no evidence of air-borne transmission.

WHO has declared the SARS coronavirus to be etiologic (the cause of the disease), but both Health Canada and the CDC are using language that does not rule out a second agent as a primary or secondary cause.

There is still no conclusive evidence regarding either the onset or the end point of infectivity. The incubation period for SARS appears to be from two to a maximum of ten days.

Despite the continuous efforts of scientists, there has been no significant progress on finding a reliable, early diagnostic test or an effective therapeutic agent. Drug testing is still being performed, but none of the standard antiviral drugs, including ribavirin, inhibit the virus in vitro. WHO has stated that if SARS maintains its present pathogenicity and transmissibility, it is likely to become a permanently- established pathogen in a highly mobile world. It is too soon to say what patterns of transmission - endemic, periodically epidemic or seasonal - will develop.

Project Code(s): N14-805

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Cambodian Psychiatric Nurse Trainees Programme (CPNTP)	KH1Z001	Cambodia	Keane, Dr. Vincent	Active
<u>Beneficiaries</u>		<u>Start Date:</u>	01-Jul-2001	
<u>Total</u>	USD 80,500.0	<u>Duration:</u>	6 months	
Summary:	CPNTP aims to strengthen the training of ten Cambodian psychiatric nurses by providing rural community experience, sound clinical supervision, and the production of the first Khmer psychiatric nursing textbook for the training programme. The clinical and rural community activities will take place in the province of Battambang for a			
<u>Project Code(s):</u>	A82-451			
- Childhood Mental Health and Anti-Trafficking Project (CMHC)	KH1Z006	Rattanak Mondul District, Battambang Province		Active
<u>Beneficiaries</u>		<u>Start Date:</u>	02-Oct-2002	
Primary beneficiaries: Children and their families traumatized by the armed conflict and children at risk of being trafficked/sexually exploited Secondary beneficiaries: schoolteachers				
<u>Total</u>	USD N/A	<u>Duration:</u>	24 months	
Summary:	This project is aimed at Rattanak Mondul District of Battambang Province, an area with high concentrations of internally displaced persons who have been exposed to and affected by intense armed conflict over the last 30 years. This proposal to extend and expand the Post-Conflict Family Support Program (FSP) for two years has a two-fold purpose:			
	1) To contribute to the psychosocial rehabilitation of Cambodian children (individuals up to age 18 years) in Rattanak Mondul district by mainstreaming initial activities that have been conducted in pilot schools to all district schools and sustaining activities in all schools;			
	2) To increase awareness levels of these children to the hazards of trafficking and/or sexual exploitation in Battambang province by introducing an anti-trafficking/sexual exploitation component to the programme.			
<u>Project Code(s):</u>	N13-CJP			

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Medical Processing in Cambodia (MPC)	PH1A057	Cambodia	Keane, Dr. Vincent	Active
<u>Beneficiaries</u>	Cambodian national migrants under the Family Reunification Programmes of various resettlement countries		<u>Start Date:</u>	01-Jul-1992
<u>Total</u>	USD 430,602.0	<u>Duration:</u>	Open-ended	
Summary:	MPC aims to provide medical processing and documentation of significant medical conditions of pre-paying migrants bound for the US, Canada, Australia and New Zealand. Assisting the major resettlement countries, IOM performs medical examinations, evaluation, documentation and treatment of refugees and migrants in accordance with the respective countries' national health guidelines. Current migration medical processing is directed at reducing the risk of introduction of infectious diseases into the receiving countries, to identify non-infectious illnesses and diseases and to ensure fitness to travel.			
<u>Project Code(s):</u>	A30-810			
- National Mental Health Programme Cambodia (NMHP)	PH1A118	Cambodia	Dr. Keane, Vincent	Active
<u>Beneficiaries</u>	Primary: People of Cambodia suffering from mental illness and their families; Secondary: Cambodian Mental Health Workers and the Ministry of Health		<u>Start Date:</u>	01-Jun-2002
<u>Total</u>	USD 1,616,917.0	<u>Duration:</u>	3 years	
Summary:	The aim of the NMHP in Cambodia is to support the sustainable conversion of the current Cambodia Mental Health Development Programme (CMHDP) into viable mental health training and treatment services after external funding and manpower support has been terminated. The already trained Cambodian psychiatrists and psychiatric nurses will continue their work on educational programmes and clinical services, with only periodic consultations from representatives of the University of Oslo (UiO) and from lecturers for teaching blocks of specific workshops. The CHMDP-implemented activities will expand, as will the cooperation with Social Services of Cambodia (SSC), Transcultural Psychosocial Organization (TPO), and other organizations working in the mental health field. The Office for Mental Health (OMH) in the Ministry of Health (MoH) will be in charge of the programme. During the year 2002, the MoH will have decided on the country' s organizational structure for Mental Health, including a detailed plan of action. This Plan of Action will be a result of a comprehensive and participatory planning process involving all stakeholders in the mental health field.			
<u>Project Code(s):</u>	A97-CNO			

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Enhanced Migration Management (EMM) Programme for Cambodia	PH1A094	Cambodia	Motus, Cambodia	Active

Beneficiaries Department of Immigration, all migrants arriving/leaving/transiting Cambodia and neighbouring

Start Date:

Total USD 1,284,420.0

Duration: 36 months

Summary: The proposed programme will provide a comprehensive upgrading and enhancement of the Cambodian migration management system. Its strategy is to build on the results of the IOM and DOF brainstorming session where key concerns and issues of Cambodia' s migration management system were identified. The four strategic components of the project are: 1) law and policy review; 2) development and enforcement of upgraded operational procedures regarding migration management, including training of DOF staff; 3) upgrading of Cambodia' s migration management set-up to allow for better response to migration management challenges of the 21st century and in terms of general management of law and policy enforcement; and 4) international and regional cooperation. Results of this 24-month project will include an enhanced migration policy set-up and operational procedures designed and enforced, as well as, a pool of comprehensively trained DOF staff on migration management skills and technological

Project Code(s): T67-800

- Voluntary Return and Reintegration of Irregular Cambodian Migrants Stranded in Indonesia	KH1Z015	Indonesia,Cambodia		Active
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Beneficiaries Group of 9 Cambodian Fishermen Stranded in Indonesia

Start Date:

Total USD N/A

Duration: 6 months

Summary: The project involves repatriation and reintegration assistance. The project also provides an excellent opportunity for IOM, the international organizations and the donor community to know more about this form of human trafficking/smuggling. Up till this moment, no sufficient data has been collected on the trafficking of Cambodian adult men. Upon the return of the detained fishermen, IOM plans to administer a Counter-Trafficking questionnaire to determine their status - i.e. whether or not they are victims of trafficking, in order to keep abreast of migration trends and develop future programs accordingly. Specific to this group, a tailored reintegration package will also be implemented to monitor the conditions at the home villages in order to prevent a recurrence of their current situation, and to assess what other push factors may exist so that future IOM projects can be developed with better knowledge of these factors.

Project Code(s): V93-800

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Information Campaign to Combat Trafficking in Women and Children in Cambodia	KH1Z004	Eighteen provinces in Cambodia	Keane, Dr. Vincent	Active
<u>Beneficiaries</u>	Cambodian women and children vulnerable to trafficking and MWVA staff at national and provincial levels		<u>Start Date:</u>	02-Oct-2003
<u>Total</u>	USD N/A	<u>Duration:</u>	36 months	
Summary:	<p>This project aims to reduce all forms of trafficking in women and children in Cambodia through a threefold strategy. In addition the project will strengthen the human resources and programme capacity of the Ministry of Women' s and Veterans' Affairs (MWVA) - the joint implementing agency of this project - to prevent trafficking.</p> <p>Concrete preventive activities will involve the implementation of a provincial level multi-media information campaign designed to raise awareness on trafficking and give people first steps means of protection, and the development and implementation of village based activities designed to foster community networks to combat trafficking and provide information. In addition a counter-trafficking database will be developed in order to gather and analyse data on trafficking towards the development of an effective counter-trafficking policy.</p>			
<u>Project Code(s):</u>	P38-429			
- Law Enforcement Against Sexual Exploitation of Children in Cambodia Project (LEASEC Project)	PH1A122	Cambodia	Motus, Cambodia	Active
<u>Beneficiaries</u>	Royal Cambodia Police Force in Phnom Penh and 12 provinces and one team of Prosecutors and Investigating		<u>Start Date:</u>	01-Apr-2000
<u>Total</u>	USD 30,000.0	<u>Duration:</u>	24 months	
Summary:	<p>The overall objective of this project is to improve the capabilities of police, investigating judges and prosecutors to investigate cases of sexual exploitation of children, including rescue of victims, development of referral systems, arrest of offenders, and initiation of court proceedings. The project has 3 main strategies: 1) To develop Police Operating Procedures specific to sexual exploitation of children; 2) To sensitise police in provinces and Phnom Penh to the problem of sexual exploitation and trafficking of children through the provision of relevant legislation, Police Operating Procedures, and training in basic investigation skills; and 3) To provide in-depth training to a limited number of police officers as well as prosecutors and investigating judges from Phnom Penh in investigating techniques on sexual exploitation and abuse.</p> <p>The project has an initial duration of 2 years of which the first year has already been accomplished successfully. The project is carried out in cooperation with four other agencies, namely: UNHCHR, UNICEF, World Vision International, and Save the Children-Norway. The five agencies have formed a Steering Committee that provides supervision to the Project Coordinator.</p>			
<u>Project Code(s):</u>				

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Long Term Recovery and Reintegration Assistance to Trafficked Women and Children (LTRRA)	PH1A124	Cambodia	Keane, Dr. Vincent	Active

Beneficiaries Trafficked women and children in need of long term recovery and reintegration support Start Date: 01-Jan-2003

Total USD 276,795.0 Duration: 12 months

Summary: The overall objective of this project is to provide optimal assistance to trafficked women and children in need by supporting organizations providing long-term recovery and reintegration services, and indirectly contributing to the prevention of their re-trafficking after their return. The project has four approaches, namely:

- 1) To assist organizations in providing long-term recovery services for returned women, children and young adult victims of trafficking,
- 2) To identify and support durable solutions for children, women and young adults who can not go back to their own families,
- 3) To enable young adults/sole women with children to create a sustainable independent livelihood,
- 4) To provide support to the families of children and women who have gone back to their communities of origin in order to prevent re-trafficking and ensure that the families are the most appropriate places for the returnees.

Project Code(s): F70-CUS

Project Management Site

Project Title	Project Card #	Geographical Coverage	Manager	Status
- Prevention of Trafficking in Women and Children in Cambodia (PTWCC)	PH1A075	Cambodia	Keane, Dr. Vincent	Active

Beneficiaries Ministry of Women and Veterans' Affairs staff at national and provincial levels and Cambodian populations vulnerable to trafficking Start Date: 17-Jul-2000

Total USD 1,031,112.0 Duration: 3 years

Summary: PTWCC was designed in response to a request for support from the Ministry of Women' s and Veteran' s Affairs (MWVA). It is oriented towards both immediate action and long term capacity building within the framework of the MWVA' s strategic five-year plan, NEARY RATTANAK (Women are Precious Gems). PTWCC aims to strengthen the human resources and programme capacity of MWVA to prevent trafficking. Concrete preventive measures will involve legal literacy, information dissemination, advocacy and policy. At the end of the project the MWVA Counter-Trafficking Office will be fully equipped and able to plan and implement new activities, will have contributed to the formation of the National Authority on Trafficking in Women and Children and will be involved in reviewing laws and drafting new laws to enforce the full protection

Project Code(s): 667-800