



## **FINAL REPORT**

# **FINAL EVALUATION REPORT FOR THE PROJECT “*STRENGTHENING THE IDENTIFICATION AND PROTECTION OF VICTIMS OF TRAFFICKING AMONG REFUGEES IN RWANDA*”**

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**June 2020**

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## ACRONYMS AND ABBREVIATIONS

ARC:	American Refugee Committee
CSO:	Civil Society Organization
DAC:	Development Assistance Committee
EAC	East African Community
EDPRS:	Economic Development and Poverty Reduction Strategy
GBV:	Gender-based violence
DGIE:	Directorate General of Immigration and Emigration
GoR:	Government of Rwanda
HT:	Human Trafficking
IEC:	Information, Education and Communication
IOM:	International Organization for Migration
JTIP:	U.S. Department of State's Office to Monitor and Combat Trafficking in Persons
LAF:	Legal Aid Forum
MIGEPROF:	Ministry of Gender and Family Promotion
MINECOFIN:	Ministry of Finance and Economic Planning
MINIJUST:	Ministry of Justice
MINEMA:	Ministry in Charge of Emergency Management
NAP:	National Action Plan
NAR:	Never Again Rwanda
NCC:	National Commission for Children
NAP:	National Action Plan
NPPA:	National Public Prosecution Authority
NSC:	National Steering Committee
TC:	Technical Committee.
OECD:	Organization for Economic Cooperation and Development
RIB:	Rwanda Investigation Bureau
RNP:	Rwanda National Police
SOP:	Standard Operation Procedures
TIP:	Trafficking in persons
UN:	United Nations
UNDAP:	United Nations Development Assistance Plan
UNEG:	United Nations Evaluation Group
UNHCR:	United Nations High Commissioner for Refugees
UN Women:	United Nations Entity for Gender Equality and the Empowerment of Women
USA:	United States of America
USAID:	United States Agency for International Development
VoT:	Victim of trafficking

## 00. MANAGEMENT RESPONSE

No	Recommendation
1	Build upon the project achievements and results
2	Ensure counter-trafficking activities and funding are strategically coordinated
3	Include the Ministry in Charge of Emergency Management MINEMA and the Office of the United Nations High Commissioner for Refugees (UNHCR) in the coordination structures of counter-trafficking
4	Finalize the distribution of Information, Education and Communication (IEC) materials
5	Build counter trafficking activities in the refugees camps on the Research <i>“Understanding Human Trafficking in Rwanda: Causes, Effects and Impact”</i> conducted under the Project <i>“Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”</i>

## 0. EXECUTIVE SUMMARY

### Background

Rwanda's commitment to combating trafficking in persons has been reflected in the incorporation of internationally accepted standards for addressing the crime of human trafficking in the domestic law. Since 2012, the Government of Rwanda (GoR) has expressed the political will to punish acts relating to human trafficking. Currently, Rwanda has a specific Law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others<sup>1</sup>, the law on prevention and punishment of gender- based violence and the Law relating to the rights and the protection of the child.

In partnership with International Organization for Migration (IOM) and The United Nations High Commissioner for Refugees (UNHCR), the GoR, through the Ministry of Justice (MINIJUST) and in collaboration with Ministry in Charge of Emergency Management (MINEMA), implemented the Project entitled "*Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda*". The project started on February 1st, 2018 and ended on June 30<sup>th</sup>, 2020. Its objective was to raise awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. The project proposed to meet this objective through the following expected outcomes and outputs:

***Outcome 1: Assessment findings mainstreamed into the awareness raising strategy and messaging.***

*Output 1.1.: TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities.*

***Outcome 2: Increased awareness on how to recognize and report TIP cases through the prescribed referral mechanism.***

*Output 2.1.: Awareness raising strategy is developed and materials on how to recognize and report TIP cases are tested, produced and distributed to the target populations.*

***Outcome 3: Refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk.***

*Output 3.1.: TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.*

*Output 3.2.: Conduct 12 two-day training sessions on TIP referrals for a) camp leadership b) refugee community members and c) host community members.*

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<sup>1</sup> Law N° 51/2018 of 13/08/2018 relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others.

## Purpose and scope of the evaluation

The evaluation conducted in June 2020 covers the whole project implementation period from February 1st, 2018 to June 30<sup>th</sup>, 2020, and includes all project components and activities implemented by IOM and its partners.

This evaluation uses evaluation criteria developed by Organization for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC): relevance, effectiveness, efficiency, impact, and sustainability. Additionally, and in order to be complete, the evaluation will use design, coherence as well as integration of human rights and gender as crosscutting issue.

## Methodology of the evaluation

The evaluation process used both quantitative and qualitative methods. To bear a systemic and integrated approach, the evaluation used a mixed methods design, combining the strengths of quantitative and qualitative approaches and methods. The evaluation also used gender-responsive evaluation methodology involving both men and women in the evaluation process. The evaluation conducted desk review and interviews to triangulate findings from different sources for analysis.

## Summary matrix of main findings and recommendations

No	Core Finding	Recommendation
1	<b>Design and relevance</b> <b>Core Finding one:</b> The interventions described in the Project Document are well defined to achieve the objective of the project and was pertinent and relevant to Rwandan policies, priorities and needs as well as regional and international frameworks.	
2	<b>Effectiveness</b> <b>Core Finding 2.1:</b> The results achieved by the project have partially contributed, through improved knowledge, to the project objective of raising awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. <b>Core Finding 2.3:</b> There was an integration of gender equality during the design and the implementation in the project.	<b>General recommendation:</b> The GoR and its UN agencies partners should build counter trafficking activities in the refugees camps on the Research “ <i>Understanding Human Trafficking in Rwanda: Causes, Effects and Impact</i> ” validated under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”.
3	<b>Efficiency</b>	

	<p><b>Core Finding 3.1:</b> The evaluation found that the project was implemented as per work plan and the inputs provided contributed efficiently to implement activities of the project.</p> <p><b>Core Finding 3.2:</b> Even if there was an under-spending, the financial and human resources were optimally used.</p> <p><b>Core Finding 3.3:</b> The decision-making structure has been effective to ensure efficient and timely project implementation through the National Steering Committee (NSC) and the Technical Committee (TC) as well as the management provided by IOM and UNHCR.</p>	
<b>4</b>	<p><b>Coherence</b></p> <p><b>Core finding four:</b> The project was also both consistent to the international legal frameworks and policies of the two UN agencies, namely IOM and UNHCR as well as to national priorities and needs.</p>	<p><b>General recommendation:</b> IOM should continue to work with these UN agencies and government institutions in counter trafficking.</p>
<b>5</b>	<p><b>Impact</b></p> <p><b>Core finding five:</b> The project generated one change that has potential long-term implication: Improved knowledge of TiP.</p>	<p><b>General recommendation:</b> IOM should build on this positive change to support the counter-trafficking intervention.</p>
<b>6</b>	<p><b>Sustainability</b></p> <p><b>Core finding six:</b> There are factors that predict the sustainability of the intervention of the project upon its completion.</p> <p><b>Core finding 6.1:</b> There is an existing Rwandan legal, policy and regulatory frameworks on counter-trafficking.</p> <p><b>Core finding 6.2:</b> There is a Technical Committee on counter-trafficking.</p>	<p><b>General recommendation:</b> The support to the national legal, policy and regulatory frameworks, the capacity development interventions and the coordination structures should be maintained and supported by the Government partners.</p>

## Main conclusions

Based on the findings, the project results have partially contributed on the progress towards achieving the project objective of raising awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. Only the first outcome on the assessment findings mainstreamed into the awareness raising strategy and messaging was not achieved. Two outcomes out of three were achieved and contributed to above project objective. One is relating to the increased awareness on how to recognize and report TIP cases through the prescribed referral mechanism and other relates to refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk. This may generate a potential long-term implication. However, considering that training is a continuous



process, providing refresher courses and extending it to a large audience of refugees is necessary.

The following two (2) factors predict the sustainability of the results of this project: existing Rwandan legal, policy and regulatory frameworks and the establishment of the Technical Committee as a coordination mechanism on counter-trafficking.

## **Recommendations**

Based on the above evaluation findings, the following key recommendations emerged:

### **Recommendation 1: Build upon the project achievements and results**

The Government of Rwanda, IOM and UNHCR should take advantage of and continue building upon the achievements and results of the project, especially the trainings and awareness initiatives in the refugee camps and surrounding communities and the existing coordination between government institutions, UN agencies and other refugee protection partners. The unrealized activities under this project should be based on the study on “Understanding Human Trafficking in Rwanda: Causes, Effects and Impact” which was validated under another IOM project and which covers the whole country.

### **Recommendation 2: Ensure counter-trafficking activities and funding are strategically coordinated**

The Government of Rwanda and IOM should coordinate human trafficking initiatives and funding approach to ensure synergies among key stakeholders and that all resources are being equitably and effectively distributed.

### **Recommendation 3: Include the MINEMA and UNHCR in the coordination structures of counter-trafficking**

The MINEMA and UNHCR, as entities responsible for the protection of refugees, should be members of the coordination structures on counter-trafficking, in particular the National Steering Committee and Technical Committee.

### **Recommendation 4: Finalize the distribution of Information, Education and Communication (IEC) materials**

The MINEMA, IOM and UNHCR should finalize the distribution of the materials of communication, information and education in the refugee camps and surrounding communities.

### **Recommendation 5: Build counter trafficking activities in the refugees camps on the Research “Understanding Human Trafficking in Rwanda: Causes, Effects and Impact” validated under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”**

Given that the conducted TIP assessment of the vulnerabilities of Congolese and Burundian refugees living in six refugee camps, as well as refugees living in the surrounding six communities will not be published as explained previously under outcome one assessment, MINEMA, IOM and UNHCR should base future counter-trafficking interventions on the findings and recommendations of the Research “*Understanding Human Trafficking in Rwanda: Causes, Effects and Impact*” under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking” which was validated and covers the whole country.

### **Lessons learned**

Major lessons learnt can be gleaned from the literature and interviews, as follows:

- *Strengthening the knowledge and skills is a continuous work.*
- *Awareness-raising at community level is efficient in preventing and combating trafficking in human trafficking.*
- *Stakeholders and partners involvement is critical to ensure a common understanding and buy-in of the final products of the project.*

## I. INTRODUCTION

### 1. Background and context

#### 1.1. Rwanda's commitment to ending trafficking in persons

Since 2012, the Government of Rwanda (GoR) has expressed the political will to punish acts relating to human trafficking. For instance, the Organic Law instituting the penal code<sup>2</sup> has an entire chapter devoted to offences related to human trafficking, illegal removal, sale and use of human body organs. In 2018, the provisions of this chapter were repealed by a specific Law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others<sup>3</sup>.

Previously, the law on prevention and punishment of gender- based violence enumerates the crime of gender based human trafficking<sup>4</sup> among the criminal acts. Regarding children, the Law relating to the rights and the protection of the child also cites child trafficking among the criminal acts relating to its economic exploitation.

Rwanda's commitment to combating trafficking in persons has been further reflected in the incorporation of internationally accepted standards for addressing the crime of human trafficking. Pursuant to the Convention for the Suppression of the Trafficking in Persons and of the Exploitation of the Prostitution of Others, adopted in Lake Success, New York on 21 March 1950<sup>5</sup>, the Convention on the Rights of the Child, adopted in New York on 20 November 1989<sup>6</sup>, the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography adopted in New York on 25 May 2000<sup>7</sup>, the United Nations Convention against Transnational Organized Crime adopted in New York on 15 November 2000<sup>8</sup> and its supplementary Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children signed in Palermo, Italy, on 15 December 2000<sup>9</sup>, Rwanda adopted the law relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others<sup>10</sup>.

In this context, in a statement made in August 2014, the President Paul Kagame said: *"Can we afford to keep quiet in the face of human trafficking? How is it possible that our children – particularly girls – have become a commodity, even though we are aware of the problem? People are not commercial goods. Ending trafficking of girls goes beyond law enforcement authorities; it is the responsibility of every citizen"*<sup>11</sup>. In October 2014, First Lady Jeanette Kagame chaired the first annual *Inter-Ministerial National Consultative Forum on Human Trafficking, Drug Abuse, and Gender Based Violence* in Parliament. This forum adopted a

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<sup>2</sup> Law n° 01/2012/OL of 02/05/2012 instituting the penal code, Official Gazette n° Special of 14 June 2012.

<sup>3</sup> Law N° 51/2018 of 13/08/2018 relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others.

<sup>4</sup> Law n° 59/2008 OF 10/09/2008 on prevention and punishment of gender- based violence.

<sup>5</sup> Ratified by the Presidential Order no 162/01 of 31st December 2002.

<sup>6</sup> Ratified by the Presidential Order no 773/16 of 19 September 1990.

<sup>7</sup> Ratified by the Presidential Order no 31/01 of 26/2/2006.

<sup>8</sup> Ratified by the Presidential Order n° 158/01 of 31/12/2002.

<sup>9</sup> Ratified by Presidential Order n° 163/01 of 31 December 2002.

<sup>10</sup> Law n° 51/2018 of 13/08/2018 relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others, Official Gazette n° 39 of 24/09/2018.

<sup>11</sup> President Paul Kagame Speech at the Swearing in Ceremony of Ministers, MPs and the Deputy Inspector General of Police, 18 August 2014.

National Action Plan (NAP) to combat trafficking that was launched that same month and was effective until the end of 2016<sup>12</sup>.

In order to take concrete measures to combat human trafficking, Rwanda has adopted the list of ten recommendations developed by an Inter-Ministerial National Consultative Forum on Human Trafficking, Drug Abuse and Gender Based Violence in Parliament in 2014 which have served as the National Action Plan.

Rwanda's commitment is a good foundation on which other actions to address human trafficking can be based on.

### **1.2. IOM counter-trafficking focus**

Among other strategic focus, International Organization for Migration (IOM) support focuses on technical cooperation and operational assistance to States, intergovernmental and non-governmental organizations and other stakeholders, in order to build national capacities and facilitate international, regional and bilateral cooperation on human trafficking issue.

To achieve this goal, IOM can *“assist States in the development and delivery of programmes, studies and technical expertise on combating migrant smuggling and trafficking in persons, in particular women and children, in a manner consistent with international law<sup>13”</sup>*.

It is in this context that IOM Rwanda in collaboration with UNHCR initiated this project in order to support the GoR in counter-trafficking responses by raising awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution.

### **1.3. UNHCR counter-trafficking focus**

Refugees are particularly vulnerable to abuse and exploitation. As they may encounter discrimination, restrictions on freedom of movement, inadequate or nonexistent livelihood or educational opportunities, and experience limited access to humanitarian assistance or other support systems<sup>14</sup>, they can be tempted to solicit better opportunities and fall into the hands of traffickers who may prey on refugees. In this case, UNHCR has a particular role to play in preventing refugees from becoming victims of trafficking by ensuring that the refugees are aware that they are potential victims of trafficking. The United Nations High Commissioner for Refugees (UNHCR) is an organization with a mandate to protect and provide support to the refugees. In Rwanda, UNHCR has been recording cases of sexual abuse, exploitation and in some cases trafficking in refugee camps over several years.

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<sup>12</sup> US Dept. of State: “Trafficking in Persons Report”, 2015, p.291.

<sup>13</sup> IOM STRATEGY, 9 November 2007, p.4.

<sup>14</sup> The Inter-Agency Coordination Group against Trafficking in Persons (ICAT), Trafficking in persons and refugee status.

UNHCR must work in close partnership with other UN agencies and States to address trafficking in persons as it has a responsibility to ensure that refugees do not fall victim to trafficking and that individuals who have been trafficked are protected accordingly.

#### **1.4. Background Context of the Project**

The Project entitled “*Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda*” was funded by the U.S. Department of State’s Office to Monitor and Combat Trafficking in Persons (JTIP).

The efforts to address trafficking in persons demand a multi-agency approach, involving close coordination between relevant government agencies, international and national organizations across a wide spectrum of activities spanning criminal justice, judicial engagement, human rights and development. Therefore, the project was implemented under One UN framework by IOM, the Office of the United Nations High Commissioner for Refugees (UNHCR) and UN WOMEN in partnership with the Government of Rwanda, under the leadership of the Ministry of Justice (MINIJUST) and in collaboration with the Ministry in Charge of Emergency Management (MINEMA). The following other key national partners were involved in the implementation as the members of the technical Committee of the project, namely, the Rwanda National Police (RNP), Rwanda Investigative Bureau (RIB), Directorate General of Immigration and Emigration (DGIE), National Public Prosecution Authority (NPPA), and the National Commission for Children (NCC).

The project under evaluation started on February 1st, 2018 and ended on June 30<sup>th</sup>, 2020. Its objective was to raise awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. The project proposed to meet this objective through the following expected outcomes and outputs:

***Outcome 1: Assessment findings mainstreamed into the awareness raising strategy and messaging.***

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*Output 2.1: Awareness raising strategy is developed and materials on how to recognize and report TIP cases are tested, produced and distributed to the target populations.*

***Outcome 3: Refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk.***

*Output 3.1 TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.*

*Output 3.1 Conduct 12 two-day training sessions on TIP referrals for a) camp leadership b) refugee community members and c) host community members.*

## 2. Purpose and scope of the evaluation

The evaluation covers the whole project implementation period from February 1st, 2018 to June 30<sup>th</sup>, 2020, and will include all project components and activities implemented by IOM and its partners.

The purpose of the evaluation is to review and highlight the extent to which the project achieved its intended objective, the achievements and the impact of the Project “*Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda*”, and capture lessons learnt and propose actionable recommendations for the future programming.

This evaluation uses evaluation criteria developed by Organization for Economic Co-operation and Development (OECD)/Development Assistance Committee (DAC): relevance, effectiveness, efficiency, impact, and sustainability. Additionally, and in order to be complete, the evaluation will use design, coherence as well as integration of human rights and gender as crosscutting issue. In line with the terms of reference (ToR), the evaluation will use the following key evaluation questions:

### **List of Key evaluation questions (KEQs)**

Evaluation criteria	Evaluation Question	Question added
<b>Relevance</b>	<ul style="list-style-type: none"> <li>To what extent did the project respond to the needs and priorities of the country and target beneficiaries?</li> <li>Have gender considerations been properly integrated into the project implementation strategy and planned activities?</li> <li>Is the project aligned to relevant regional and global frameworks?</li> <li>As designed, were interventions adequate to achieve the project objectives?</li> <li>How appropriate was the project design to address the three project outputs?</li> <li>Was the project relevant to the GoR priorities?</li> </ul>	
<b>Coherence</b>	<ul style="list-style-type: none"> <li>To what extent is this intervention coherent and coordinated with other interventions which have similar objectives?</li> <li>To what extent different actions worked together?</li> <li>Are the Project actions in the compliance with national policies and international obligations?</li> <li>What is the impact of the project on collaboration and partnership among the relevant stakeholders?</li> </ul>	
<b>Effectiveness</b>	<ul style="list-style-type: none"> <li>To what extent has the project achieved desired/planned results? Has it addressed the needs of target beneficiaries (MINEMA, MINIJUST, MIGEPROF, DGIE, RNP, RIB, Isange One Stop Center etc.);</li> <li>What are the major factors influencing the achievement/non achievement of the project’s expected outcomes?</li> <li>To what extent has the project adapted or was able to adapt to changing external conditions in order to ensure project outcomes?</li> <li>What are the strengths, weaknesses and lessons learned from implementation of the project? <ul style="list-style-type: none"> <li>To what extent did the project results contribute to the achievement of EDPRS 2 and UNDAF results?</li> </ul> </li> </ul>	
<b>Efficiency</b>	<ul style="list-style-type: none"> <li>Has the project been implemented in a timely manner or as per work plan; to what degree</li> </ul>	

	<p>were inputs provided or available in time to implement activities from all parties involved?</p> <ul style="list-style-type: none"> <li>• Have the available financial and human resources been optimally used?</li> <li>• Was the project implemented in a cost-effective manner as compared to alternative means of implementation?</li> <li>• Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?</li> <li>• Have the management and decision-making structures been effective to ensure efficient and timely project implementation?</li> <li>• Are there more efficient ways and means of delivering more and better results (outputs and outcomes) with the available inputs?</li> </ul>
<b>Impact</b>	<ul style="list-style-type: none"> <li>• What are the cumulative effects of the project on <i>Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda</i> on the refugees, host community, camp leadership?</li> <li>• What is the indirect contribution of the awareness raising of TIP issues to the refugee and host communities as well as government institutes and Ministries?</li> <li>• What is the impact of the project on collaboration and partnership among the relevant Ministries and government institutions; and other stakeholders such as CBOs, school committees, academic and research institutes, victims of trafficking and general populations and refugee communities in Rwanda? <ul style="list-style-type: none"> <li>• What was the impact of the project in improving the wellbeing of the VoTs in terms of their enjoyment of human rights, rule of law, access to justice and protection of rights?</li> </ul> </li> <li>• To what extent did the project create a more just society where human rights are respected?</li> <li>• What were the unanticipated positive and negative changes produced by the project directly or indirectly intended or unintended?</li> </ul>
<b>Sustainability</b>	<ul style="list-style-type: none"> <li>• To what extent will project results be sustained by the GoR in Rwanda to address TIP cases?</li> <li>• To what extent has local ownership been incorporated throughout the project cycle and their plan to ensure sustainable results after the project closure?</li> <li>• To what extent the donated equipment to RIB are suited to local context, existing infrastructure and capacities?</li> <li>• What are the key factors that will require attention in order to improve prospects of sustainability of project outcomes and the potential for replication of the approach?</li> </ul>
<b>Lessons Learned</b>	<ul style="list-style-type: none"> <li>• What key lessons were learned from the project implementation?</li> <li>• What were the best practices?</li> <li>• What are the success stories emanating from the project?</li> </ul>
<b>Recommendations</b>	<ul style="list-style-type: none"> <li>• What corrective actions are recommended to the GoR and IOM?</li> </ul>

### 3. Evaluation methodology

The evaluation provides a set of findings derived from the Review of existing reports and documents, including quantitative and qualitative information about the project, documentation from capacity development activities and other evidence as well as in-depth interviews with project stakeholders including project staff, UN agencies, implementing partners and government institutions.

Data collection used both quantitative and qualitative methods. Quantitative method includes documents review as secondary data and information from the interviews. Qualitative data collection was the information from individual interviews from different stakeholders.

To bear a systemic and integrated approach, the evaluation used mixed methods combining the strengths of quantitative and qualitative methods. Mixing them ensured to summarize and describe the quantitative data, find patterns and turn quantitative data into useful information as well as to analyze documented responses from interviews in order to take

descriptive information and offer an interpretation. The evaluation used also gender-responsive evaluation methodology involving both men and women in the evaluation process.

For data analysis, the evaluation used the desk review and interviews to triangulate findings from different sources.

## **II. EVALUATION FINDINGS**

This section describes the findings from this evaluation of the project. The findings are organized using OECD/DAC criteria.

### **1. DESIGN AND RELEVANCE**

#### ***Adequacy of the interventions to achieve the project objective***

The interventions described in the Project Document including TIP vulnerabilities assessment in refugee camps, as well as the surrounding communities, developing awareness raising strategy, TIP community sensitization events and training sessions on TIP referrals are well defined to achieve the objective of the project which aims to raise awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution.

#### ***Relevance to the needs and priorities of the GoR***

The project was designed to support the Rwandan Government's to raise awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution.

The project is relevant to the First Pillar of the Rwanda Vision 2020: *"the country is committed to be a capable state, characterised by the rule of law that supports and protects all its citizens without discrimination. The state is dedicated to the rights, unity and well-being of its people and will ensure the consolidation of the nation and its security<sup>15</sup>"*. It is also relevant to the Economic Development and Poverty Reduction Strategy (EDPRS 2-2013-2018) related to the Rule of Law, unity and reconciliation, security and stability (including regional peace and stability). Finally, the Project is in line with *7 Years Government Programme: National Strategy for Transformation*. One of key strategic interventions is to prevent and fight drug abuse and trafficking among all sections of the population especially youth through sensitization campaigns in partnership with stakeholders<sup>16</sup> and to enhance and expand regional and international security partnerships to fight and prevent cross-border crimes, human and drug trafficking and cybercrimes<sup>17</sup>.

#### ***Alignment to relevant international, regional and national frameworks***

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<sup>15</sup> Republic Of Rwanda, Ministry of Finance and Economic Planning, Rwanda Vision 2020, Kigali, July 2000, p.12.

<sup>16</sup> 7 Years Government Programme: National Strategy for Transformation (NST 1), 2017 -2024, p.13.

<sup>17</sup> Idem, p.17.



Within the context of this project, IOM and UNHCR supported the Government of Rwanda to strengthening the identification and protection of victims of trafficking among refugees in Rwanda. *Prevent human trafficking among those affected by displacement*<sup>18</sup> is a UN priority. Empowering the government institutions can provide access to justice for victims of trafficking.

At international level, the Protocol against Trafficking in Persons<sup>19</sup> is the primary legal instrument concerning trafficking in persons. Prior to the adoption of the Protocol against Trafficking in Persons in 2000, other international conventions and declarations addressed some aspects of human trafficking and many are still paramount and relevant. Among these instruments, there are the Convention on the Elimination of All Forms of Discrimination against Women of 1979, which, in Article 6, calls upon States parties to " *take all appropriate measures, including legislation, to suppress all forms of trafficking in women and exploitation of prostitution of women*" and the Convention on the Rights of the Child of 1989, which states that state parties must " *take all appropriate national, bilateral and multilateral measures to prevent the abduction of, the sale of or traffic in children for any purpose or in any form*".

According to the Guidelines on international protection, "*UNHCR's involvement with the issue of trafficking is essentially twofold. Firstly, the Office has a responsibility to ensure that refugees, asylum-seekers, internally displaced persons (IDPs), stateless persons and other persons of concern do not fall victim to trafficking. Secondly, the Office has a responsibility to ensure that individuals who have been trafficked and who fear being subjected to persecution upon a return to their country of origin, or individuals who fear being trafficked, whose claim to international protection falls within the refugee definition contained in the 1951 Convention and/or its 1967 Protocol relating to the Status of Refugees ... are recognized as refugees and afforded the corresponding international protection*<sup>20</sup>".

It is in this regard that IOM and UNHCR worked in partnership with the GoR on raising awareness on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution.

At the East African Community (EAC) level, one of the focus is the elimination of human trafficking and other forms of criminal networks<sup>21</sup>. The EAC also enacted the Counter Trafficking in Persons Bill providing a legal framework for the prevention of trafficking in persons, prosecution of traffickers, protection of victims of trafficking in persons and other related matters.

As outlined previously, Rwanda is a signatory to almost all the core international treaties relating to human trafficking. Rwanda also has the laws governing human trafficking in general and, in particular, laws on child trafficking and sex based trafficking. Rwanda finally has policies combating human trafficking. As mentioned above, the project is aligned with

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<sup>18</sup> UN General Assembly, Resolution adopted on 19 September 2016, New York Declaration for Refugees and Migrants, 3 October 2016.

<sup>19</sup> Ratified by Rwanda in 2003.

<sup>20</sup> UNHCR, Guidelines on international protection: the application of Article 1A(2) of the 1951 Convention and/or 1967 Protocol relating to the Status of Refugees to victims of trafficking and persons at risk of being trafficked, 7 April 2006.

<sup>21</sup> EAST AFRICAN COMMUNITY, VISION 2050, EAC Secretariat, Arusha, Tanzania, February 2016, p. 78.

the UNDP 2013-2018, the UNDP 2018-2023 and with 7 Years Government Programme: National Strategy for Transformation.

It is in this line this project aimed at assisting the Government of Rwanda (GoR) to strengthening the identification and the protection of victims of trafficking among refugees in Rwanda.

### ***Integration of the gender considerations into the project implementation strategy***

One UN and Rwanda have a strong mandate in integrating gender equality issues into the different programs. That is why, in 2016, UNHCR, UN Women and MIDIMAR (current MINEMA) led a comprehensive inter-agency gender assessment in six refugee camps in Rwanda with the aim to provide a sound gender baseline informing gender equality programming in policy and operational decisions. A Technical Gender Working Group (TGWG) was established to steer the assessment and IOM was among one of the members. The assessment identified a series of gender-specific harmful coping mechanisms including girls and women resorting to begging, conditional pregnancy to increase family size to qualify for more assistance and engaging in high risk sexual behaviour.

In order to address these issues, the assessment identified some recommendations including conducting a research on the status of human trafficking in the camps, with the purpose of prevention and respond to existing challenges, and to increase community-level awareness of and engagement on the issues and conducting awareness raising on trafficking in the refugee camps and host communities.

The Project *“Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”* is in the direct line with addressing the issues of human trafficking with regard to women and men, girls and boys.

## **2. EFFECTIVENESS**

This section of the evaluation report illustrates to what extent the Project has achieved its objective and expected results (outcomes and outputs) and if the Project was a success in achieving its objective of raising awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. Based on a comprehensive review of project documents, annual and quarterly reports as well as triangulated with stakeholders’ interviews, the achievement of the results of the project is detailed as follows:

Project results are grouped into three outcome areas as follows:

## **2.1. PROGRESS TOWARDS ACHIEVING THE PROJECT OUTCOME ONE: ASSESSMENT FINDINGS MAINSTREAMED INTO THE AWARENESS RAISING STRATEGY AND MESSAGING**

### **2.1.1. Project thrust**

Three (3) Outcome Indicators were formulated to measure the progress towards achieving the project outcome one:

- a) Number of key recommendations adapted during the protection sector meeting organized by UNHCR and MINEMA.
- b) Number of existing GBV community group integrate TIP issues into their agenda/activities.
- c) Number of assessment findings mainstreamed into the awareness raising messages.

The extent to which this outcome has been achieved was assessed through one (1) output: *TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities.*

The Progress towards the outcome one (indicator, baseline, target and progress) will be shown later in the table below.

### **2.1.2. Achievements**

#### **Project output 1.1.: TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities.**

The assessment of the achievement progress and the contribution of this output to the outcome were measured by three (3) indicators:

- a) Number of TIP vulnerabilities assessment.
- b) Number of validation workshops conducted.
- c) Number of participants in the workshop.

This product would result from one (1) project activity: *Conduct TIP assessment of the vulnerabilities of Congolese and Burundian refugees living in six refugee camps, as well as refugees living in the surrounding six communities.*

UNHCR jointly with UN Women and MIDIMAR implemented in 2016 a comprehensive Gender Assessment in all refugee camps located in Rwanda. The Gender Assessment clearly revealed that refugee communities are exposed to a heightened risk of trafficking in persons (TIP). One of the recommendations was to “conduct research on the status of human trafficking in the camps, with the purpose of prevention and response to existing challenges, and to increase community-level awareness of and engagement on the issue<sup>22</sup>”. While the general risk has been confirmed, follow-up research was needed in order to uncover networks operating in the camps, establish efficient support structures for victims and

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<sup>22</sup> Inter-Agency Gender Assessment of Refugee Camps in Rwanda 2016, Consolidated Report.

strengthen the ability of decision makers to detect and react to TIP incidents.

In this line, a trafficking in persons (TIP) assessment of the vulnerabilities of Congolese and Burundian refugees living in six refugee camps has been conducted. The general objective of the situation analysis was to assess the current human trafficking situation in refugee camps in Rwanda. Specific Objectives were:

- To determine the status of human trafficking in refugee camps in Rwanda.
- To ascertain the root causes, driving and facilitating factors regarding human trafficking in refugee camps in Rwanda.
- To assess the existing human trafficking response in refugee camps in Rwanda.
- To determine the challenges faced by different stakeholders in refugee camps regarding human trafficking.

The key findings from the research were presented in a validation workshop which include that there is a lack of knowledge and understanding of trafficking, and the lack of awareness on trafficking with the consequence of cases being underreported. It was found that there is no specific response mechanism for victims of trafficking, they are often referred to the GBV response mechanism and hence cases which might not qualify as GBV risk going unnoticed/unsupported. *“The research noted that human trafficking is prevalent at all 6 camps. Refugees are at greater risk of human trafficking because of their circumstances. Those most vulnerable to human trafficking are young people, particularly: minors, girls, orphans, and albinos”*

According to the validation meeting Report, during the validation workshop held on November 21<sup>st</sup>, 2019 attended by 47 participants, the assessment was not validated due to some comments and concerns from the Ministry in Charge of Emergency Management. Therefore, it was agreed that the Technical Committee would convene under the guidance of the Ministry of Justice with the researchers to discuss the re-wording and minor changes needed for the report to be validated. Finally, after convening at least 6 meetings and several email exchanges with the Ministry in Charge of Emergency Management to address the concerns with the report, a second validation meeting was organized on March 5<sup>th</sup>, 2019. However, considering the Government's disagreement with certain findings contained in the report, the assessment report was not validated and the government subsequently suggested that, it decided not to publish it and banned its circulation. The Government agreed and guaranteed that some of the recommendations of the report would be incorporated into the National Action Plan. According to the Draft National Plan of Action, combating human trafficking is articulated the 3Ps approach, namely: (i) Prevention, (ii) Protection and (ii) Prosecution. The 3P paradigms (Prevention, Protection and Prosecution) would continue to serve as the fundamental frameworks used by Governments around the world to combat human trafficking. Rwanda also will follow this approach, reflected in the United Nations Protocol to Prevent, Suppress and Punish Trafficking in Persons (Palermo Protocol).

### 2.1.3. Contribution to outcome

The intended outcome result was that the assessment findings to be mainstreamed into the awareness raising strategy and messaging. At outcome level, considering that the research on TIP vulnerabilities assessment has been conducted in six refugee camps as well as the surrounding communities and will not be published, the extent to which the above three (3) outcome indicators and targets has been achieved is not measureable.

However, at output level, two out of three indicators were achieved and targets reached (see below **Table 1**). These are the number of validation workshops conducted and the Number of participants in the workshop. In regard of what has just been said, we can say that the outcome has not been reached.

**Table 1: Progress towards the intended result (indicator, baseline, target and progress)**

<b>Project Outcome 1: Assessment findings mainstreamed into the awareness raising strategy and messaging.</b>						
<b>Indicators:</b>						
a) Number of key recommendations adapted during the protection sector meeting organized by UNHCR and MINEMA.						
b) Number of existing GBV community group integrate TIP issues into their agenda/activities.						
c) Number of assessment findings mainstreamed into the awareness raising messages.						
<b>Project Output</b>	<b>Output Indicator</b>	<b>Baseline</b>	<b>Target</b>	<b>Progress</b>	<b>Means of Verification</b>	<b>Achieved</b>
<b>Output 1.1.:</b> TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities	Number of TIP vulnerabilities assessment	0	1	0	Project report	N/A
	Number of validation workshops conducted	0	1	2	Project report	200%
	Number of participants in the workshop	0	47	54	Project report	114,89 %

## 2.2. PROGRESS TOWARDS ACHIEVING THE PROJECT OUTCOME TWO: INCREASED AWARENESS ON HOW TO RECOGNIZE AND REPORT TIP CASES THROUGH THE PRESCRIBED REFERRAL MECHANISM.

### 2.2.1. Project thrust

Two (2) Outcome Indicators were formulated to measure the progress towards achieving the project outcome two:

- a) Percentage increase of refugee population (female/male) demonstrate their awareness on how to recognize and report TIP cases through prescribed referral mechanisms compared to before and after sensitization events.
- b) Number of cases reported through prescribed referral mechanism.

The extent to which this outcome has been achieved was assessed through one (1) output: *Awareness raising strategy is developed and materials on how to recognize and report TIP cases are tested, produced and distributed to the target populations.*

The Progress towards the outcome one (indicator, baseline, target and progress) will be shown later in the table below.

### **2.2.2. Achievements**

**Project Output 2.1.: Awareness raising strategy is developed and materials on how to recognize and report TIP cases are tested, produced and distributed to the target populations.**

The assessment of the achievement progress and the contribution of this output to the outcome were measured by the following indicators:

- a) Number of awareness raising strategies developed (Target: 1).
- b) Estimated number of people reached (Target: 197,500).
- c) Number of posters distributed (Target: 500).
- d) Number of brochures distributed (Target: 1,000).
- e) Number of T-shirts distributed (Target: 365).
- f) Number of screen purchased for awareness raising (Target: 6).
- g) Number of audio-visual materials focusing on TIP risk and prevention message produced (Target: 1).

This product would result from one (1) project activity: *Develop awareness raising strategy: design, field test, produce, and distribute materials on how to recognize and report TIP-cases.*

#### **a) Development of Awareness Raising Strategy**

Under this output, IOM developed an Awareness Raising Strategy providing practical guidance on designing, delivering and evaluating effective communication campaigns relating to human trafficking during awareness raising sessions. The Awareness Raising Strategy covers different approaches, themes, project areas and methods to improve relevance, audience participation and results.

The project also developed and distributed and Information, Education and Communication (IEC) materials with counter-trafficking messages. Initially, IOM should wait for the validation of the trafficking in persons (TIP) assessment of the vulnerabilities of Congolese and Burundian refugees living in six refugee camps and then have the corresponding IEC materials validated by the Ministry in Charge of Emergency Management

prior to distribution. After the government gives its feedback on the assessment findings, the materials of communication have been slightly adapted in line with Government expectations and approved by the Ministry of in Charge of Emergency Management for the distribution.

The project produced and distributed the Information, Education and Communication (IEC) materials including 119 T-shirts, 45 posters, one (1) audio-visual and 135 handouts focusing on TIP risk and prevention message. For instance, the message agreed upon was “**BA MASO NTUCURUZWE MU BUCAKARA**”. The meaning in English is “**Be Alert: don’t be sold into modern day slavery**”. According to the project report, an estimated number of people reached were 4500.

At the time of the project evaluation, 75 other T-shirts and 1.000 posters were ready to be handed to UNHCR for distribution.

There is no doubt that these materials will reach a large audience number of refugees and surrounding communities on how to report and handle cases of trafficking if identified.

### **2.2.3. Contribution to outcome**

The intended result from the interventions was increased awareness on how to recognize and report TIP cases through the prescribed referral mechanism. At the outcome level, two (2) indicators are to be measured.

The first outcome indicator is related to the percentage increase of refugee population demonstrating their awareness on how to recognize and report TIP cases through prescribed referral mechanisms compared to before and after sensitization events. According to the various reports of the project, the number has increased from zero to 4,500 people sensitized on human trafficking who are potential whistle-blowers of human trafficking cases.

The second outcome indicator concerns the number of cases reported through prescribed referral mechanism. Project reports do not indicate any reported cases. According to evaluator’s analysis, the absence of reported human trafficking cases is due to the fact that since the implementation of the awareness-related activities, the elapsed time is very short to know the reported human trafficking cases by the beneficiaries of the project. However, according to the information from the interviews, there are cases of human trafficking that were reported by the population as a preventive measure. For instance, ISHIMWE Elyse, Child Protection officer at Save the Children in Mahama Refugee Camp, said that “*there are some cases linked to both child labor and human trafficking reported in Rwanda Investigation Bureau and Legal Aid Forum by the population and whose follow-up allows the children to be brought back to the refugee camps*”.

At output level, the intended result from the interventions were the development of awareness raising strategy as well as the production and the distribution of the information, education and communication to the target populations helping them to recognize and report TIP cases. Considering the fact that some information, education and communication materials were produced and distributed at the end of the project and that others were not

distributed to target populations, it is impossible to make an assessment of the impact of these materials on how to recognize and report TIP cases. However, it is foreseeable that in the near future, these materials will convey messages to fight against human trafficking within the target populations and raise their awareness regarding the existence of the cases of human trafficking helping to report TIP them. Therefore, they will have contributed to increased awareness on how to recognize and report tip cases through the prescribed referral mechanism outcome.

**Table 2: Progress towards the intended result (indicator, baseline, target and progress)**

<b>Outcome 2: Increased awareness on how to recognize and report TIP cases through the prescribed referral mechanism.</b>						
<b>Indicators:</b>						
a) Percentage increase of refugee population (female / male) demonstrate their awareness on how to recognize and report TIP cases through prescribed referral mechanisms compared to before and after sensitization events.						
b) Number of cases reported through prescribed referral mechanism.						
<b>Project Output</b>	<b>Output Indicator</b>	<b>Baseline</b>	<b>Target</b>	<b>Progress</b>	<b>Means of Verification</b>	<b>Achieved</b>
<b>Output 2.1:</b> Awareness raising strategy is developed and materials on how to recognize and report TIP cases are tested, produced and distributed to the target populations.	Number of awareness raising strategies developed.	0	1	1	Project report	100%
	Estimated number of people reached.	0	197,500	4500 <sup>23</sup>	Project report	2.27%
	Number of posters distributed.	0	500	45 <sup>24</sup>	Project report	9%
	Number of brochures distributed. <sup>25</sup>	0	1,000	0	Project report	0%
	Number of T-shirts distributed.	0	365	119 <sup>26</sup>	Project report	32.6%
	Number of screen purchased for awareness raising <sup>27</sup> .	0	6	0 <sup>28</sup>	Project report	N/A
	Number of audio-visual materials focusing on TIP risk and prevention message produced.	0	1	1	Project report	100%

<sup>23</sup> Estimated number of people.

<sup>24</sup> According to IOM, 1.000 more posters are ready to be distributed.

<sup>25</sup> Not done

<sup>26</sup> According to IOM, 75 more T-shirts are ready to be distributed.

<sup>27</sup> It was decided to rent instead of buying.

<sup>28</sup> No screen has been purchased/ IOM have opted hire screens.



**2.3. PROGRESS TOWARDS ACHIEVING THE PROJECT OUTCOME THREE: REFUGEES, SURROUNDING COMMUNITIES AND STAKEHOLDERS DEMONSTRATE IMPROVED AWARENESS ON TIP AND TAKE ACTION TO REDUCE RISK.**

**2.3.1. Project thrust**

Three (3) Outcome Indicators were formulated to measure the progress towards achieving the project outcome three:

- a) Percentage increase of refugee population (female / male) who are aware of TIP.
- b) Number of people who contact camp leadership or community leaders regarding TIP issue.
- c) Number of VoTs referred to Isange One Stop Center and other protection actors specified in the referral SOPs by trained camp leaders and or community members.

The extent to which this outcome has been achieved was assessed through two (2) outputs:

- a) Output 3.1: TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.
- a) Output 4.1: 12 two-day training sessions (16 hours per training) on TIP and referrals conducted for a) camp leadership b) refugee community members, and c) host community members.

The Progress towards the outcome one (indicator, baseline, target and progress) will be shown later in the table below.

**2.3.2. Achievements**

**Project Output 3.1.: TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.**

The assessment of the achievement progress and the contribution of this output to the outcome were measured by the following indicators:

- a) Number of TIP community sensitization events (performances) targeting refugees and surrounding communities (Target: 14).
- b) Number of refugees and community members sensitized on TIP (Target: 10,000).

This product would result from one (1) project activity: *Conduct TIP community sensitization events in the 6 refugee camps and in the 6 communities surrounding each camp.*

**a) Community sensitization events targeting refugees and surrounding communities**

IOM conducted TIP community sensitization events targeting refugees and surrounding communities in different refugee camps.

On January 25<sup>th</sup>, 2019 in Nyabiheke refugee Camp, around 680 community members attended the meeting including 200 men, 260 women, 90 boys and 130 girls. On February

5<sup>th</sup>, 2019 in Kiziba refugee camp, in collaboration with MINEMA, Plan International, ARC and LAF, 210 people including 90 men, 60 women, 40 boys and 20 girls attended the event. On the 12<sup>th</sup> February 2019, the Counter trafficking team conducted the community sensitization on human trafficking in Kigeme refugee camp. Community members who participated in the meeting were 800 people including 350 women, 300 men, 70 boys and 80 girls. On February 20<sup>th</sup>, 2019, in Mahama refugee camp, 800 people attended the event including 370 men and 430 women.

In total, 1,815 people were reached during the different community sensitization events targeting refugees and surrounding communities and their awareness on TIP risk was improved.

#### **b) *Umuganda* sessions targeting refugees**

*Umuganda* or community work is designed as a day where citizens gather together to contribute to the building of Rwanda. It is regulated by the law November 17<sup>th</sup>, 2007<sup>29</sup>. After community works, citizens and other participants hold a meeting and discuss different issues. As a forum to the local administration and the population to interact, IOM and UNHCR used the sessions of *Umuganda* in refugee camps to raise awareness among refugees about the risk and consequences of human trafficking. As a result of this project, five awareness sessions were held at the end of *Umuganda* and the awareness on TIP risk a large audience of refugees reached was improved.

#### **Project Output 3.2.: Conduct 12 two-day training sessions on TIP referrals for a) camp leadership b) refugee community members and c) host community members.**

The assessment of the achievement progress and the contribution of this output to the outcome were measured by the following indicators:

- a) Number of training sessions conducted (Target: 12)
- b) Number of camp leadership trained (Target: 54)
- c) Number refugee community members trained (Target: 96)
- d) Number host community members trained (Target: 150)
- e) Percentage increase in understanding of skills and knowledge to identify and refer cases of TIP (Target: 50%).

This product would result from one (1) project activity: *Conduct 12 two-day training sessions on TIP referrals for a) camp leadership b) refugee community members and c) host community members.*

IOM conducted trainings covering the basic introduction to trafficking in persons, including the definition, the difference between trafficking in persons and related terms such as smuggling and GBV, the legal framework, the local context (based on findings from the research), assistance to victims (including who does what and referral mechanism).

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<sup>29</sup> Republic of Rwanda, Law NO 53/2007 of 17/1120107 establishing community works in Rwanda.

### **a) Six (6) trainings were conducted in the camps**

According to the workshop report, from November 5<sup>th</sup> to December 11<sup>th</sup>, 2018, IOM conducted trainings in 6 Refugee Camps on Basic Concepts on Human Trafficking.

On November 5<sup>th</sup>, 2018, in Kigeme refugee camp, 19 participants attended the training including 11 men and 8 women. On November 6<sup>th</sup>, 2018, in Mugombwa refugee camp, 19 participants attended the training including 12 men and 7 women. On November 8<sup>th</sup>, 2018, in Gihembe Refugee camp, 23 people were trained including 15 men and 8 women. On November 14<sup>th</sup>, 2018, in Nyabiheke refugee camp, 20 people participated in the training including 17 men and 3 women. On November 21<sup>st</sup>, 2018 in Kiziba refugee camp, 21 participants attended the training including 20 men and 1 woman. On December 11<sup>th</sup>, 2018, in Mahama refugee Camp, 15 participants attended the training including 11 men and 4 women.

Over all the training workshops, the total participants were 117 participants, including 86 males and 31 females.

All these trainings were attended by the camp executive committee, Rwanda Investigation Bureau (RIB), Directorate General of Emigration and Immigration (DGIE), UNHCR protection staff, and other refugee camp protection partners as well as UNHCR implementing partners (LAF, Plan International, ARC, Humanity & Inclusion, Inkomoko, etc.). As stakeholders involved in the refugee protection, their awareness on TIP risk and on TIP referrals was improved. For instance, according to the training report, most of respondents showed that after the training workshop they had a lot of knowledge on the subject. The responses showed that before the workshop only 23.2% had knowledge and after the training, skills and knowledge about human trafficking raised on 95.2%. So, about 72% of participants gained the knowledge after the workshops.

### **b) Training was conducted for UNHCR implementing partners working with urban refugees**

According to the Training Report, in partnership with UNHCR, IOM conducted the training on November 26<sup>th</sup>, 2019 and targeted staff at UNHCR's implementing protection partners working with urban refugees including American Refugee Committee (ARC - current Alight), Humanity & Inclusion, Save the Children and Legal Aid Forum (LAF). The total number of the participants was 20 people including 12 males and 8 females.

The objective of the training was for the UNHCR Protection partners to acquire basic knowledge on human trafficking and to be able to create awareness of the crime to the urban refugees. This would help them to have capacity to be able to identify cases and refer them to the appropriate service providers. According to the evaluation report, 71% gave the opinion on the important step to combat trafficking in person: awareness raising by local leaders, increasing meetings in the camps for awareness on trafficking in person, training of local/refugee leaders from village levels on trafficking in person as they are in direct contact with community members, encourage women to do dialogues with their children as youth and girls are more at risk of TIP, break the culture of silence by encouraging people to report, and serious punishment of traffickers.

### **c) Training was conducted for the community leaders and community mobilizers**

According to the Training Report, in partnership with UNHCR, IOM conducted the training on December 2<sup>nd</sup>, 2019 targeted refugee community leaders and community mobilizers from the protection partners. The second training was held on December 2<sup>nd</sup>, 2019 targeted refugee community leaders and community mobilizers (volunteers) from the protection partners (Save the Children, Humanity & Inclusion, Legal Aid Forum and ARC). 28 participants attended the training including 19 males and 9 females. As community leaders and community mobilizers from the refugee protection partners, the training improved their awareness and knowledge on human trafficking risk and referrals.

### **d) One (1) training for refugee volunteers (refugee community members):**

The training targeted staff from the refugee status determination unit, staff from the resettlement unit, camp leadership and other UNHCR implementing partners. The total of the participants reached is 103 camp leadership members, 74 refugees and community members and 14 host community participants were trained. This training improved their awareness and knowledge on human trafficking risk and referrals.

### **2.3.3. Contribution to outcome**

The intended result from the interventions was: Refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk.

At outcome level, three (3) outcome Indicators were formulated to measure the progress towards achieving it.

The first outcome indicator is related to the percentage increase of refugee population who are aware of TIP. As a result of this project, the number of refugees and community members sensitized on TIP has increased from zero to 6,965 out of 10,000 targeted (equivalent to 69,65%). Although this number is small compared to the total number of all refugees, the extent to which this indicator has been achieved represents a good start for refugees, surrounding communities and stakeholders to demonstrate an improved awareness on TIP and reduce the risk of human trafficking.

The second outcome indicator concerns the number of people who contact camp leadership or community leaders regarding TIP issue. Analysis of the reports does not prove any data enabling this indicator to be measured. However, information gathered from interviews with stakeholders confirms that there are cases reported by people who suspect cases of human trafficking. According to ISHIMWE Elyse, Child Protection officer at Save the Children in Mahama Refugee Camp, *“due to the vigilance of refugees awareness of human trafficking cases, a girl who had been taken to Uganda to give her in marriage to someone and to work as a maid at home, was brought back to the refugee camp because of the partnership of different stakeholders”*.

The last outcome indicator relates to the number of VoTs referred to Isange One Stop Center and other protection actors specified in the referral SOPs by trained camp leaders and or community members. Analysis of different reports and information from interviews

does not confirm cases of human trafficking referred by trained camp leaders and or community members according to the referral mechanism. It can be considered that there is no case of human trafficking known by the beneficiaries of the project.

At output level, on one hand, the support to 1,815 people sensitized during the different community sensitization events targeting refugees and surrounding communities as well as a large audience of refugees reached during the five awareness sessions at *Umuganda* meetings and, the other hand, the support to 117 stakeholders involved in the refugee protection, 20 UNHCR’s implementing protection partners working with urban refugees, 28 refugee community leaders and community mobilizers from the protection partners, 103 camp leadership members, 74 refugees and community members and 14 host community participants were trained on human trafficking improved their knowledge and skills. This support contributed to achieve the outcome 3 related to refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk and it is potential factor of reducing the risk of human trafficking among refugees, surrounding communities and stakeholders considering that the effective application of the knowledge and skills acquired during trainings is an ongoing process.

However, beneficiaries of various human trafficking trainings claim that the knowledge gained is basic and limited to a number of refugee protection actors. This is why specialized and extensive trainings for a large number of refugees, surrounding communities and refugee protection actors are necessary.

**Table 5: Progress towards the result (indicator, baseline, target and progress)**

<b>Outcome 3: Refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk.</b>							
<b>Indicators:</b>							
a) Percentage increase of refugee population (female / male) who are aware of TIP.							
b) Number of people who contact camp leadership or community leaders regarding TIP issue.							
c) Number of VoTs referred to Isange One Stop Center and other protection actors specified in the referral SOPs by trained camp leaders and or community members.							
<b>Project Output</b>	<b>Output Indicator</b>	<b>Baseline</b>	<b>Target</b>	<b>Progress</b>	<b>Means of Verification</b>	<b>Achieved</b>	
<b>Output 3.1:</b> TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.	Number of TIP community sensitization events (performances) targeting refugees and surrounding communities.	0	14	14 <sup>30</sup>	Project report	100%	
	Number of refugees and community members sensitized on TIP.	0	10,000	6,965	Project report	69,65%	
<b>Output 3.2:</b> 12 two-day	Number of training	0	12	9	Project	75%	

<sup>30</sup> 5 Umuganda sessions and 9 sensitizations.

training sessions (16 hours per training) on TIP and referrals conducted for a) camp leadership b) refugee community members, and c) host community members.	sessions conducted.				report	
	Number of camp leadership trained.	0	54	103	Project report	190,7
	Number refugee community members trained.	0	96	74	Project report	77,08%
	Number host community members trained.	0	150	14	Project report	9.33%
	Percentage increase in understanding of skills and knowledge to identify and refer cases of TIP.	0	50%	69,65%	Project report	69,65%

### 3. EFFICIENCY

Assessing efficiency looks at the degree to which project results justify resource injection and whether resources were used as planned, the project coordination and management as well as the monitoring and evaluation.

#### ***Resource utilisation***

In carrying out the financial analysis, the evaluation noted that there was a under-spending. According to the Project Financial Report, the total budgeted for the project period was \$ 300,000 against the actual expenditures of \$ 174,582.68 equivalent to a budget consumption of 58.19% and resulting in under-expenditure of \$ \$124,344.38 representing 41,44%.

The budget delivery rate is apparently low due to two major factors. On the one hand, even if the contract for conducting the assessment on Human Trafficking in Refugee Camps in Rwanda was signed on March 6<sup>th</sup>, 2018, there have been circumstances beyond the control of IOM and UNHCR that have caused delays in conducting and producing the report. Indeed, the first validation meeting took place on November 21<sup>st</sup>, 2019, more than a year after the signing of the contract. The delay in conducting the research and, ultimately, the non validation of the report impacted on other activities which depended on its findings and recommendations. The occurrence of covid-19 led to the cancellation of certain activities which should be carried out in the first half of 2020.

#### ***Coordination***

The project was implemented within the direct framework. IOM and UNHCR were responsible for: a) planning and management of activities, including reports and accounts, internal monitoring and evaluation and b) financial management and audit on the resources utilization. IOM as the lead Agency consolidated the reports into one document and

reported to USAID. The International Organization for Migration (IOM) is the UN migration agency and has extensive experience in the field of counter trafficking in particular. The United Nations High Commissioner for Refugees (UNHCR) has the mandate to protect and provide support to refugee. IOM and UNHCR took on roles of key technical partners for the implementation of the project based on their comparative advantages and their expertise.

Within the Government of Rwanda, the Ministry of Justice has been designated as the lead ministry in the fight against trafficking in persons. Within the One UN in Rwanda, IOM has been identified as the lead for this project. Given that the project was focused on refugee camps, , the Ministry of Disaster Management and Refugee Affairs (MIDIMAR), currently the Ministry in Charge of Emergency Management (MINEMA) as the lead ministry in refugee affairs, its mission include handling Foreign Refugee affairs.

The Project “strengthening the identification and the protection of victims of trafficking among refugees in Rwanda” was built on the foundation and achievements of the Project *“Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”*. Specifically under this project, two key coordination structures were established. These structures include the National Steering Committee (NSC) and a Technical Committee. The NSC was responsible for providing the project with the overall strategy, oversight and guidance and the Technical Committee (TC) guided the day-to-day work of the project. These structures continued to support the implementation of this project.

### ***Project Management***

The IOM Rwanda Chief of Mission oversaw the overall conduct of the activities. She provided guidance and strategic views to the Technical Committee and monitored the progress of the project against stated goals and objectives.

IOM Rwanda recruited a Project Manager who coordinated the operational, human and material resources needed for the proper execution of the project. She ensured that IOM and USAID administrative and finance standards are followed during project implementation. She also maintained close relationships with partners to ensure continued progress towards the project’s objectives and supported timely monitoring and reporting of project activities. IOM Rwanda also recruited a Project Assistant responsible for providing administrative and logistical support to the project team throughout the implementation period.

As a joint project, additional technical staff from UNHCR was essential to achieving project results.

### ***Monitoring and evaluation***

A monitoring and evaluation plan has been developed for the individual activities to guarantee for the effectiveness and the sustainability of the project<sup>31</sup>. The project activities have been monitored on a continual basis based on this plan to ensure that the activities are

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<sup>31</sup> Monitoring and Evaluation Plan.

being implemented as planned, and to ensure that the goals of the project are being achieved.

The monitoring of the project was carried out regularly through the meetings of the National Technical Committee to evaluate the progress of the activities as well as to ensure the monitoring and timely reporting by all concerned stakeholders.

The monitoring and evaluation was also carried out through Quarterly narrative reports and annual project reports, in accordance with the USAID reporting requirements and timelines, compiled and submitted by IOM and the flash reports produced to highlight the main achievements and shared with relevant partners at country and regional level. They include a presentation of activities implemented during the reporting period, results achieved, a presentation of challenges and shortcomings and monitoring reports.

At the output level, the monitoring and evaluation was implemented through the technical committee meetings to track the progress of the activities under each output and record the number and profile of stakeholders trained or consulted within the project, specifically collecting disaggregated data on representatives of law enforcement and justice agencies.

At the outcome level, the technical committee keeps track of the number of TIP cases investigated by the RIB and the DGIE trained staffs and prosecuted by trained prosecutors. The technical committee monitored to see if there is an increase in information related to the TIP and data sharing amongst members of the National Steering Committee.

#### **4. GENDER AND HUMAN RIGHTS**

The One UN in Rwanda has instituted a human rights-based approach to the planning and the implementation of all its programs. The issue of gender was critical in the project and has been considered in the implementation of this project.

One of the expected output result was the TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities. IOM would work in close collaboration with UNHCR, other partner UN agencies and the Ministry in Charge of Emergency Management (MINEMA) to undertake a follow-up study assessment of the vulnerabilities of the refugees living in camps and their surrounding communities. This would build on the Inter-agency Gender Assessment Report of Refugee Camps in Rwanda which clearly indicated evidence of the occurrence on TIP in and around the camps. Therefore, one of the identified recommendations was to conduct research on the status of human trafficking in the camps, with the purpose of prevention and respond to existing challenges, and to increase community-level awareness of and engagement on the issues.

The Project ensured that disaggregated data is gathered and analyzed and that gender-sensitive responses are proposed. For instance, the different training courses held took into account the gender criterion by bringing together both women and men and IEC materials aimed at both women and men.



Due to the gendered nature of trafficking and the trafficking in persons as a gender and rights perspective, anti-trafficking program and practice must continue to focus on women and assess the implications for women and men of the future interventions.

## 5. COHERENCE

The project “*Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda*” was both consistent to the international legal frameworks and policies of the two UN agencies, namely IOM and UNHCR and to national policies and strategies.

Under the lead of the MINIJUST, IOM and UNHCR in collaboration with the MINEMA participated in the implementation of this project. All these actors contribute in one way or another to the fight against human trafficking through related policies and strategies. Therefore, the coordination and the complementarity of all of them were a factor in the success of the implementation of the project.

## 6. IMPACT

The objective of the joint project was to raise awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. An assessing long-term effect produced by this project, whether intended or unintended, positive or negative, is describing progress made towards the above objective. The project has generated one change that has potential long-term implication: ***Improved knowledge of TiP.***

The project supported a series of training and awareness campaigns for the refugee camp executive committee, Investigators, Immigration officers, UNHCR protection staff and other refugee camp protection stakeholders. The trainings and awareness raising campaigns were conducted between the end 2018 and early 2020. It is currently impossible to assess the impact of these different trainings on the protection of the victims of human trafficking. Fortunately, the trainings and awareness raising campaigns have had the effect of providing knowledge, skills, abilities, processes and resources enabling beneficiaries to deal effectively with trafficking in persons. According to **Rosette Uwambayikirezi**, Kigeme Refuee Camp Manager, who participated in the training, “*training and awareness campaigns helped those who participated to know what human trafficking is in order to report potential cases to concerned institutions such as the RIB for further investigation...*”. Therefore, the capacity-building will, potentially, provide the greatest impact over time, as law enforcement officials and other civil society organizations are better prepared to handling human trafficking issues under their mandate. So, the project has been an eye opener to many stakeholders working with refugees and to refugees themselves.

The training and awareness raising campaigns of the refugees, surrounding communities and stakeholders working in the areas of counter-trafficking in refugee camps will generate and sustain over time the transformation in performing duties and changing mindsets and attitudes against human trafficking issues. But the continuous refresher courses and awareness initiatives are necessary.

## 7. SUSTAINABILITY

The national ownership is an important factor that contributes to sustained results. The assessment of the continuation of results from this project interventions and the probability of continued long-term benefits noted the following factors:

### ➤ *Legal, policy and regulatory frameworks in place*

One of the factors that may contribute to the sustainability of the results of this project in the protection of refugees against human trafficking is the government's commitment manifested through the adoption of a specific law relating to the prevention, suppression and punishment of trafficking in persons, the validation of the National Action Plan (NAP) and the adoption of the Ministerial Order regulating the treatment of the victims of trafficking (VoTs) whose adoption process is ongoing.

### ➤ *Coordination between TIP stakeholders*

Before the implementation of this project, there was limited coordination in the fight against human trafficking. The few institutions somewhat involved in this area did so on an individual basis. One result generated by the project is improved coordination between UN agencies and national law enforcement agencies. The National Technical Committee bringing together Law enforcement agencies (LEAs) which often are the first to come into contact with human trafficking cases is an institutional framework that predicts the continuation and sustainability of the results obtained from this project.

The coordination between counter-trafficking stakeholders of the Project "*strengthening the identification and the protection of victims of trafficking among refugees in Rwanda*" was built on the coordination mechanism of the Project "*Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking*". Under this project, two key coordination structures were established: the National Steering Committee (NSC) responsible for providing the project with the overall strategy, oversight and guidance and a Technical Committee (TC) in charge of the day-to-day work of the project. The MINEMA and the UNHCR, as entities responsible for the protection of refugees, should be members of these coordination structures fighting against human trafficking. The Government of Rwanda officially appointed members of the National Technical Committee in July 2018 from different institutions. Its members include representatives from the Ministry of Justice (MINIJUST), the Ministry of Gender and Family Promotion (MIGEPROF), the Directorate General of Immigration and Emigration (DGIE), the Gender Monitoring Office (GMO), the National Commission for Children (NCC), the National Public Prosecution Authority (NPPA), the Rwanda Investigation Bureau (RIB) and Rwanda National Police (RNP).

## III. CONCLUSIONS

Based on the findings described above, the project was **relevant** and **consistent** to the Rwandan development priorities and needs as well as to the mandates and policies of UN agencies, namely IOM and UNHCR in counter-trafficking.

In relation with the **effectiveness**, only the first outcome on the assessment findings mainstreamed into the awareness raising strategy and messaging was not achieved. Two outcomes out of three were achieved and contributed to above project objective. ,One is relating to the increased awareness on how to recognize and report TIP cases through the prescribed referral mechanism and other relates to refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk.. These project results have partially contributed on the progress towards achieving the project objective of raising awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. The results achieved by the project partially contributed, through improved knowledge, to the project objective of raising awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution. However, the training and awareness needs on human trafficking in refugee camps remain immense should be extend to a large audience of refugees. There was an integration of **gender equality** during the design and the implementation in the project.

Regarding the **Efficiency**, the evaluation found that the project was implemented as per work plan and the inputs provided contributed efficiently to implement activities of the project. Even if there was an under-spending, the financial and human resources were optimally used. The decision-making structure has been effective to ensure efficient and timely project implementation through the National Steering Committee (NSC) and the Technical Committee (TC) as well as the management provided by IOM and UNHCR.

Assessing the **coherence**, the evaluation found that the project was also both consistent to the international legal frameworks and policies of the two UN agencies, namely IOM and UNHCR as well as national priorities and needs.

The project has generated improved knowledge of trafficking in persons, one **change** that has potential long-term implication. The trainings and awareness raising initiatives generated the transformation for government officials and other stakeholders in performing duties and changing mindsets and attitudes against human trafficking issues among the refugees. However, considering that training is a continuous process, providing refresher courses and extending it to a large audience of refugees is necessary.

**The sustainability** of the interventions of this project will be built on the following two (2) factors: existing national legal, policy and regulatory frameworks and the establishment of the coordination mechanism between various stakeholders involved in counter-trafficking in refugees camps.

#### IV. RECOMMENDATIONS

Based on the above evaluation findings, the following key recommendations emerged:

##### **Recommendation 1: Build upon the project achievements and results**

The Government of Rwanda, IOM and UNHCR should take advantage of and continue building upon the achievements and results of the project, especially the trainings and awareness initiatives in the refugee camps and surrounding communities and the existing coordination between government institutions, UN agencies and other refugee protection partners. The unrealized activities under this project should be based on the study on “Understanding Human Trafficking in Rwanda: Causes, Effects and Impact” which was validated under another IOM project and which covers the whole country.

##### **Recommendation 2: Ensure counter-trafficking activities and funding are strategically coordinated**

The Government of Rwanda and IOM should coordinate human trafficking initiatives and funding approach to ensure synergies among key stakeholders and that all resources are being equitably and effectively distributed.

##### **Recommendation 3: Include the MINEMA and UNHCR in the coordination structures of counter-trafficking**

The MINEMA and UNHCR, as entities responsible for the protection of refugees, should be members of the coordination structures on counter-trafficking, in particular the National Steering Committee and Technical Committee.

##### **Recommendation 4: Finalize the distribution of Information, Education and Communication (IEC) materials**

The MINEMA, IOM and UNHCR should finalize the distribution of the materials of communication, information and education in the refugee camps and surrounding communities.

##### **Recommendation 5: Build counter trafficking activities in the refugees camps on the Research “*Understanding Human Trafficking in Rwanda: Causes, Effects and Impact*” validated under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”**

Given that the conducted TIP assessment of the vulnerabilities of Congolese and Burundian refugees living in six refugee camps, as well as refugees living in the surrounding six communities will not be published as explained previously under outcome one assessment, MINEMA, IOM and UNHCR should base future counter-trafficking interventions on the findings and recommendations of the Research “*Understanding Human Trafficking in Rwanda: Causes, Effects and Impact*” under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking” which was validated and covers the whole country.

## V. LESSONS LEARNED

The following three (3) major lessons learnt from the literature and interviews are:

- ***Strengthening the knowledge and skills is a continuous work***

While capacity-building through strengthening the knowledge and skills of refugees, surrounding communities and stakeholders was a good start in the fight against human trafficking, further work is needed. The work of project stakeholders requires knowledgeable support from to ensure effectiveness, sustainability and impact.

- ***Awareness-raising at community level is efficient in preventing and combating trafficking in human trafficking..***

According to the information collected from refugee protection stakeholders, they receive complaints about potential or actual cases of human trafficking from members of the population who have benefited from awareness campaigns. There is an expressed view that community level outreach is efficient in preventing and combating trafficking in human trafficking and reaching more refugees and surrounding communities will increase reporting cases of human trafficking.

- ***Stakeholders and partners involvement is critical to ensure a common understanding and buy-in of the final products of the project.***

It is important to engage stakeholders and partners early in the process to avoid delays because they may provide data, analyses, insights, capacities, and resources to implement project activities. Having partners involved in the process allows opportunities for the project to reflect partner priorities, their own planning needs, and better help support their actions.

## VI. ANNEXES

### Annex I. Management Response Matrix

<p><b>Evaluation title/year:</b> Ex-Post Evaluation of the Project “Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”, June 2020.</p> <p><b>Person or entity responsible for completing the management follow-up response matrix:</b></p> <p>The Project Manager and the Project Team.</p> <p><b>Overall comment on evaluation process:</b> IOM Rwanda appreciates the overall evaluation and recommendations provided by the consultant.</p>				
<p><b>Evaluation recommendation 1: Build upon the project achievements and results</b></p> <p>The Government of Rwanda, IOM and UNHCR should take advantage of and continue building upon the achievements and results of the project, especially the trainings and awareness initiatives in the refugee camps and surrounding communities and the existing coordination between government institutions, UN agencies and other refugee protection partners.</p>				
<p><b>Recommendation to IOM Rwanda, Chief of Mission</b></p>			<p><b>Priority level (1 to 3): 1</b></p>	
<p><b>Management response (Accept/Partially Accept/Reject)</b></p> <p>The Management accepts the recommendation. IOM will support the trainings and awareness initiatives as well as the coordination structures.</p>				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Designing the project supporting the trainings and awareness campaigns of the refugees, surrounding communities and stakeholders	Deadline September 2020	IOM Rwanda		
Supporting the trainings and awareness campaigns of the refugees, surrounding communities and stakeholders	Deadline December 2020	IOM Rwanda		
Convening quarterly meetings of the National Technical	Quarterly	GoR		

Committee				
<b>Evaluation recommendation 2: Ensure counter-trafficking activities and funding are strategically coordinated</b>				
The Government of Rwanda and IOM should coordinate human trafficking initiatives and funding approach to ensure synergies among key stakeholders and that all resources are being equitably and effectively distributed.				
<b>Recommendation to IOM Rwanda, Chief of Mission</b>			<b>Priority level (1 to 3): 1</b>	
<b>Management response (Accept/Partially Accept/Reject)</b>				
The Management accepts the recommendation. In partnership with the GoR and UN agencies, IOM will support the coordination and the partnership of key stakeholders in counter-trafficking.				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Supporting the planning the trafficking in persons activities	Starting July 2020	IOM Rwanda/GOR		
Supporting funding mobilization	Starting July 2020	IOM Rwanda/GOR		
<b>Evaluation recommendation 3: Include the MINEMA and UNHCR in the coordination structures of counter-trafficking</b>				
The MINEMA and UNHCR, as entities responsible for the protection of refugees, should be members of the coordination structures on counter-trafficking, in particular the National Steering Committee and Technical Committee.				
<b>Recommendation to IOM Rwanda, Chief of Mission</b>			<b>Priority level (1 to 3): 1</b>	
<b>Management response (Accept/Partially Accept/Reject)</b>				
<i>The Management accepts the recommendation. IOM will support the request to MINIJUST and convening MINEMA and UNHCR</i>				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Requesting to the Ministry of Justice	<i>Deadline December 2020</i>	<i>IOM Rwanda</i>		
Convening MINEMA and UNHCR in quarterly meetings of the National Technical Committee	<i>Quarterly</i>	<i>GoR</i>		

<b>Evaluation recommendation 4: Finalize the distribution of Information, Education and Communication (IEC) materials.</b>				
The MINEMA, IOM and UNHCR should finalize the distribution of the materials of communication, information and education in the refugee camps and surrounding communities.				
<b>Recommendation to IOM Rwanda, Chief of Mission</b>			<b>Priority level (1 to 3): 1</b>	
<b>Management response (Accept/Partially Accept/Reject)</b>				
<i>The Management accepts the recommendation. IOM will handle IEC to UNHCR and support the distribution of IEC materials in the refugee camps.</i>				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Handling remaining IEC materials to UNHCR	<i>Deadline December 2020</i>	<i>IOM Rwanda</i>		
Distribution of IEC materials in the refugee camps	Starting September 2020	GOR, IOM and UNHCR		
<b>Evaluation recommendation 5: Build counter trafficking activities in the refugees camps on the Research “Understanding Human Trafficking in Rwanda: Causes, Effects and Impact” conducted under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”.</b>				
Given that the TIP assessment of the vulnerabilities of Congolese and Burundian refugees living in six refugee camps, as well as refugees living in the surrounding six communities was not validated, MINEMA, IOM and UNHCR should base future counter-trafficking interventions on the findings and recommendations of the Research “Understanding Human Trafficking in Rwanda: Causes, Effects and Impact” which was validated under the Project “Improving Knowledge, Enforcement, and Coordination in Counter-Trafficking”.				
<b>Recommendation to IOM Rwanda, Chief of Mission</b>			<b>Priority level (1 to 3): 1</b>	
<b>Management response (Accept/Partially Accept/Reject)</b>				
<i>The Management accepts the recommendation. IOM will support the dissemination of the research to stakeholders working in the refugee camps.</i>				
Key action	Time frame or deadline	Responsible individual or unit(s)	Implementation monitoring	
			Comments or action taken	Status
Supporting the dissemination of the Research to the stakeholders working in the refugee camps.	<i>Deadline December 2020</i>	<i>IOM Rwanda</i>		



## Annex II. Terms of reference of the evaluation

### CALL FOR APPLICATIONS FOR CONSULTANCY SERVICES FOR FINAL EVALUATION FOR THE PROJECT STRENGTHENING THE IDENTIFICATION AND PROTECTION OF VICTIMS OF TRAFFICKING AMONG REFUGEES IN RWANDA

Commissioned by IOM Rwanda, Counter Trafficking Division

#### 1. Evaluation context

IOM Rwanda is implementing a project entitled “Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”. It is implemented in collaboration with One UN agencies and the Government of Rwanda, under the leadership of the Ministry of Justice (MINIJUST) in collaboration with Ministry in Charge of Emergency Management (MINEMA), UNHCR and funded by the US Department of State The *Office to Monitor and Combat Trafficking in Persons (JTIP)*.

This project proposes to meet this objective through sensitization activities for increased awareness among refugee communities of the issues of trafficking and improved services offered by the authorities which will increase trust in the processes and encourage victims and witnesses to come forward. Improved awareness and continuous protection for victims of trafficking (VoTs) from the point of identification is the basis for a stronger counter-trafficking response in Rwanda. Throughout the project, the One UN partners will also seek to strengthen such mechanisms for refugee populations that are increasingly at risk of TIP.

IOM and the UN Women worked in partnership with the GoR through the following key partners: The Ministry of Justice (MINIJUST), the Ministry in Charge of Emergency Management (MINEMA) and members of the technical Committees from: Rwanda National Police (RNP), Rwanda Investigative Bureau (RIB), Directorate General of Immigration and Emigration (DGIE), National Public Prosecution Authority (NPPA), and the National Commission for Children (NPPA). The program uses the globally recognized anti-trafficking “3 P’s” approach promoting comprehensive interventions on Prevention, Prosecution, and Protection - and apply it to the national context.

**Project Goal:** Contribute to increasing the public awareness and strengthening the response of the Government of Rwanda (GoR) and civil society organizations in Rwanda to address trafficking in persons.

**Objective 1:** Raise awareness in the communities on the issue of human trafficking which enable the victims and witnesses to utilize the services provided by the government with confidence thus contributing to the pre-conditions for successful prosecution.

The expected Outcomes and Outputs of this project were:

Outcome 1: Assessment findings mainstreamed into the awareness raising strategy and messaging Output 1.1: TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities

Outcome 2. Increased awareness on how to recognize and report TIP cases through the prescribed referral mechanism

*Output 2.1: TIP community sensitization events conducted in 6 refugee camps and six surrounding communities*

**Outcome 3:** Refugees, surrounding communities and stakeholders demonstrate improved awareness on TIP and take action to reduce risk.

*Output 3.1 TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.*

## 2. Scope and Purpose of the Evaluation

This external final evaluation is being conducted for the use by all partners, especially to identify successes, gaps and opportunities for the future implementation of similar projects. The key users of this evaluation will be the Government of Rwanda (MINEAMA and MINIJUST), JTIP, IOM Rwanda Country Office, Regional Office in Nairobi, Headquarters, UNHCR, UN Women in Rwanda and potentially other relevant stakeholders.

Included in the scope of this external final evaluation are all activities and results, under the entire project implementation period

The evaluation aims to assess the following:

- The extent to which the activity ***Strengthening the Identification and Protection of Victims of Trafficking Among Refugees in Rwanda*** has achieved the results against the set performance indicators.
- The outcomes of the range of capacity building intervention in efforts to identify trafficked persons, investigate trafficking cases, and prosecute trafficking offenders.
- The impact in terms of local ownership, mainstreaming human trafficking into the existing various social protection scheme, as well as synergy effects between different activities.
- Challenges and opportunities, best practices and lessons learnt to inform future counter trafficking project development and implementation.

## 3. Evaluation Questions

The evaluation will use the OECD/DAC criteria of relevance, efficiency, effectiveness, sustainability and impact. Under each criteria, the evaluator will answer the following questions:

### 1. Relevance:

- To what extent did the project respond to the needs and priorities of the country and target beneficiaries?
- Have gender considerations been properly integrated into the project implementation strategy and planned activities?
- Is the project aligned to relevant regional and global frameworks?
- As designed, were interventions adequate to achieve the project objectives?

### 2. Effectiveness:

- To what extent has the project achieved desired/planned results? Has it addressed the needs of target beneficiaries (MINEMA, MINIJUST, MIGEPROF, DGIE, RNP, RIB, Isange One Stop Center etc.);
- What are the major factors influencing the achievement/non achievement of the project's expected outcomes?
- To what extent has the project adapted or was able to adapt to changing external conditions in order to ensure project outcomes?
- What are the strengths, weaknesses and lessons learned from implementation of the project?

### 3. Efficiency:

- Has the project been implemented in a timely manner or as per work plan; to what degree were inputs provided or available in time to implement activities from all parties involved?
- Have the available financial and human resources been optimally used?
- Was the project implemented in a cost-effective manner as compared to alternative means of implementation?
- Did the project coordinate with other similar interventions to increase synergies and/or to avoid duplications?
- Have the management and decision-making structures been effective to ensure efficient and timely project implementation?

### 4. Impact:

- What are the cumulative effects of the project on *Strengthening the Identification and Protection of Victims of Trafficking Among Refugees in Rwanda* on the refugees, host community, camp leadership?

- What is the indirect contribution of the awareness raising of TIP issues to the refugee and host communities as well as government institutes and Ministries?
- What is the impact of the project on collaboration and partnership among the relevant Ministries and government institutions; and other stakeholders such as CBOs, school committees, academic and research institutes, victims of trafficking and general populations and refugee communities in Rwanda?

#### 5. Sustainability:

- To what extent will project results be sustained by the GoR in Rwanda to address TIP cases
- To what extent has local ownership been incorporated throughout the project cycle and their plan to ensure sustainable results after the project closure
- To assess to which extent the donated equipment to RIB are suited to local context, existing infrastructure and capacities

### 4. Methodology of the evaluation

The consultant should provide a detailed proposed methodology that they intend to use to address the evaluation objectives in addition to the following suggested methods. A variety of evaluation methods will be used, ranging from (1) **Desk reviews** of available documents; (2) **Direct observation** at selected site; (3) **Semi-structured interview** with beneficiaries; (4) **In-depth interview** with project staff; and (5) **Interview** with key informants. During its preparatory phase, the overall structure of the evaluation will be reviewed with a clear analytical framework on key thematic and strategic issues. In addition, key guiding questions will be prepared by the evaluation consultant in coordination with project team.

The evaluation will take a gender-sensitive and human-rights based approach and must follow the IOM Data Protection Principles, UNEG norms and standards for evaluations, and relevant ethical guidelines.

### 5. Deliverables

- A draft evaluation inception report that clearly outlines the evaluation methodology, refined/additional evaluation questions, data collection (including tools) and detailed work plan, inclusive of evaluation matrix (questions and sub questions, indicators and data sources)
- A final inception report, incorporating IOM's comments and agreed upon work plan.
- A PowerPoint presentation debrief at the end of on-site data collection.
- A draft report of no more than 30 pages and include an executive summary, background and context, methodology, findings, Lessons Learned, recommendations, conclusions.
- A final evaluation report.
- A 2-page evaluation brief.

IOM Rwanda will manage the evaluation exercise in close coordination with MINEMA and MINIJUST. IOM Rwanda will develop the Terms of Reference for the evaluation and identify the external evaluator through the competitive bidding process. The evaluator will implement the evaluation following the requirements of the evaluation set out in the TOR and following other relevant guidance provided. The evaluator will be responsible for conducting the evaluation and producing the documents (deliverables). IOM Rwanda will support the evaluation process, reviewing and commenting on the proposed evaluation report design, the draft evaluation report and the recommendations and lessons learnt if necessary.

IOM Rwanda will further assist the evaluator by assisting in selecting the beneficiaries to be interviewed, providing all relevant documents and by facilitating access to key stakeholders and specific information needed to complete the evaluation. IOM Rwanda will assist in coordinating field research, including the organization of meetings, transportation and logistics. The evaluator reports directly to the IOM office in Rwanda. The evaluators must follow IOM Data Protection Rules and Regulations and take into account the IOM Evaluation Guidelines.

## 6. Requirements

- Individual or consulting firm
- University degree in a social science, economics, development studies, monitoring and evaluation, and other relevant fields; The educational requirements apply to an individual consultant or the lead evaluator in the case of a consultancy firm.
- 10 years' experience in evaluation of project / programme in the area of migration and social protection issues and in particularly counter trafficking preferably in the region;
- Knowledge of anti-trafficking legislation, National Action Plan (NAP) and SOPs is important
- Strong background in empirical research and gathering of data;
- Proven analytical and drafting skills, capable of working under pressure;
- Familiarity with country context of Rwanda;
- The evaluator must have demonstrated excellent analytical, communication and report writing skills, as well as English-language drafting skills.

### Other requirements

The evaluator must adhere to the IOM Data Protection Principles (IN/138) and maintain confidentiality.

## 7. Time frame and Work Plan

The evaluation is expected to be undertaken preferably in June 2020.

No	Activities	Timeline					
		Week 1	Week 2	Week 3	Week 4		
<b>1</b>	Preparation						
1.1	Identification of Evaluator	X					
1.2	Selection and ToR agreement with Evaluator	X					
1.3	Initial Briefing with Evaluator	X					
1.4	Development of Evaluation Framework		X				
1.5	Submission of inception report		X				
1.6	Approval of Evaluation Framework		X				
1.7	Desk Review of project documents		X	X			
<b>2</b>	Data Collection (Rwanda)						
2.1	Site visit for Data collection- Not possible						
2.2	Interview in Rwanda			x			
2.3	Data analysis and Report Writing			x			
<b>3</b>	Results dissemination (Rwanda)						
3.1	Presentation of the Preliminary Findings				X		
3.2	Finalize the report incorporating feedback				x		
3.3	Submission of Final Report to IOM				x		

## **8. Submission of application/expression of interest**

Interested applicants should submit the following documents:

- the CV of the individual evaluator or in the case of a consultancy firm the CVs of the team leader and key evaluation team members
- the proposal outlining the proposed methodology for the evaluation, proposed sampling frame (if relevant), survey instruments (if relevant), data analysis techniques, quality control measures and timelines.
- availability.
- the detailed budget proposal
- A sample of previous work.

The application is to be delivered by e-mail to Alia Hirji (AHIRJI@iom.int) or hardcopy.

## Annex III. Evaluation Tools: Questionnaires and Interview Guides

Thank you for the opportunity to meet with you.

The IOM has commissioned an evaluation of their assistance to the Government of Rwanda through the Project *“Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”*. The evaluation will serve as a summative exercise aimed at informing the IOM and partners on the Project results.

All questions and discussions remain confidential, and we will not cite any individuals in our reports. We will require between 30-45 minutes of your time.

### I. General questions

1. **Deliverables:** Please describe the nature of your collaboration with the Project *“Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”*.
2. **Relevance:** How is the Project *“Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”* relevant to your priorities and needs?
3. **Effectiveness:** What are the most significant achievements and changes in policies, structures, systems and capacities that you feel have emerged thanks to the IOM’s support?
4. What **evidence** suggests that the IOM’s support has been instrumental in this change?
5. **Efficiency:** What are your views on the coordination of the Project *“Strengthening the Identification and Protection of Victims of Trafficking among Refugees in Rwanda”* and partners, including efforts to improve efficiency in programming, planning, monitoring and reporting?
6. **Impact:** What is the change of the project in improving the wellbeing of the VoTs in terms of their enjoyment of human rights, access to justice and protection of rights?
7. **Sustainability:** In what ways has the IOM supported the building of capacity (skills, knowledge, systems, coordination, and knowledge generation) within Rwanda to support long-term sustainability?
8. **Recommendations:** What are 2-3 key recommendations that you have to improve effectiveness and efficiency of the IOM’s support in Rwanda for the next project?

### II. Specific questions for stakeholders<sup>32</sup>

**Output 1: Output 1.1: TIP vulnerabilities assessment conducted of Congolese and Burundian refugees living in six refugee camps, as well as the surrounding communities.**

1. Was the Human Trafficking in Refugee Camps in Rwanda: A Situation Analysis Report conducted?
2. What are main Findings of the Research?
3. What are main recommendations of the Research?

### Contribution to outcome

1. To what extent did the TIP vulnerabilities assessment findings mainstream into the awareness raising strategy and messaging? Please give examples.
2. What were the lessons learnt?

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<sup>32</sup> Questions will be asked to the institution or organization according to the activity in which it participated.

3. What were the major challenges/what did not work?

**Output 2: TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.**

1. Were the TIP community sensitization events conducted in 6 refugee camps and six surrounding communities conducted?
2. What are main results of the TIP community sensitization events?
3. What are main recommendations about TIP community sensitization events?

**Contribution to outcome**

1. To what extent did the TIP community sensitization events conducted in 6 refugee camps and six surrounding communities increase awareness on how to recognize and report TIP cases through the prescribed referral mechanism? Please give examples.
2. What were the lessons learnt?
3. What were the major challenges/what did not work?

**Output 3: TIP community sensitization events conducted in 6 refugee camps and six surrounding communities.**

1. Were the TIP community sensitization events conducted in 6 refugee camps and six surrounding communities conducted?
2. What are main results of the TIP community sensitization events?
3. What are main recommendations about TIP community sensitization events?

**Contribution to outcome**

1. To what extent did the TIP community sensitization events conducted in 6 refugee camps and six surrounding communities improve awareness on TIP and take action to reduce risk? Please give examples.
2. What were the lessons learnt?
3. What were the major challenges/what did not work?

## **Annex IV. Desk review list**

### **IOM documents**

1. Annual Project Reports.
2. IOM Evaluation Guidelines, January 2006.
3. IOM EVALUATION GUIDELINES, January 2006.
4. IOM EVALUATION POLICY, September 2018.
5. IOM Project Handbook, 2011.
6. IOM Rwanda, Financial report.
7. IOM Rwanda, Quarterly Reports to USAID.
8. IOM Strategy, 9 November 2007.
9. Monitoring and Evaluation Plan.
10. Project Document.
11. Various specific Activity reports of the Project.

### **External documents**

1. 2014 National Action Plan.
2. 7 Years Government Programme: National Strategy for Transformation (NST 1), 2017 – 2024.
3. EAST AFRICAN COMMUNITY, VISION 2050, EAC Secretariat, Arusha, Tanzania, February 2016
4. The Inter-Agency Coordination Group against Trafficking in Persons (ICAT), Trafficking in persons and refugee status.
5. JRLOS strategic Plan 2013-2018.
6. Law N° 51/2018 of 13/08/2018 relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others.
7. Law n° 01/2012/OL of 02/05/2012 instituting the penal code, Official Gazette n° Special of 14 June 2012.
8. Law N° 51/2018 of 13/08/2018 relating to the prevention, suppression and punishment of trafficking in persons and exploitation of others.
9. Law n° 59/2008 OF 10/09/2008 on prevention and punishment of gender- based violence.
10. Republic Of Rwanda, Ministry of Finance and Economic Planning, Rwanda Vision 2020.
11. Republic of Rwanda, Economic Development & Poverty Reduction Strategy (2013 – 2018), IOM Rwanda.
12. Republic of Rwanda, United Nations Rwanda, Office of the United Nations Resident Coordinator in Rwanda, United Nations Development Assistance Plan July 2013-June 2018.
13. UNHCR, Guidelines on international protection: the application of Article 1A(2) of the 1951 Convention and/or 1967 Protocol relating to the Status of Refugees to victims of trafficking and persons at risk of being trafficked, 7 April 2006.
14. UN General Assembly, Resolution adopted on 19 September 2016, New York Declaration for Refugees and Migrants, 3 October 2016.
15. United Nations Rwanda, One UN 'Delivering As One' in Rwanda Concept Paper, April 2007.
16. United Nations Evaluation Group (UNEG), Evaluability Assessment of Delivering as One Pilots, Assessment Report on Rwanda.
17. United Nations Rwanda, UNDAP 2013-2018.



**Annex V. List of stakeholders contacted during the evaluation**

Type	Institution/Organization	Location	Type of engagement	Comments
Beneficiary	MINIJUST	Kigali	Reports & Interviews	
Beneficiary	MINEMA	Kigali	Reports & Interviews	
Beneficiary	Alight	Kigali	Reports & Interviews	
Beneficiary	Save the Children	Kigali	Reports & Interviews	
Partner	UN WOMEN	Kigali	Reports & Interviews	
Partner	UNHCR	Kigali	Reports & Interviews	
Partner	IOM	Kigali	Reports & Interviews	