

Ex-post Evaluation of the project ‘Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia’

01 June 2018 – 31 December 2019

**EX POST EVALUATION
REPORT**

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MAP OF NORTH MACEDONIA



ACRONYMS

EU	European Union
CSO	Civil Society Organization
CSW	Center for Social Work
IOM	International Organization for Migration
IM	Irregular Migration
IMCSW	Inter Municipal Center for Social Work
MoI	Ministry of Interior
MoJ	Ministry of Justice
MoLSP	Ministry of Labour and Social Policy
NRM	National Referral Mechanism
NGO	Non-Governmental Organization
OECD/DAC	Organization for Economic Co-operation and Development/Development Assistance Committee
PoVoT	Potential Victims of Trafficking
RFP	Request For Proposal
SM	Smuggling of Migrants
SOP	Standard Operating Procedure
THB	Trafficking of Human Beings
ToR	Terms of Reference
UNEG	United Nations Evaluation Group
VoT	Victims of Trafficking

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EXECUTIVE SUMMARY

Background

The object of the external ex-post evaluation was the project 'Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia'. The objective of the project was to contribute to the national efforts to effectively counter human trafficking and strengthen its efforts in protecting trafficked persons, vulnerable migrants and groups vulnerable to migration related risks.

Considering the geostrategic position of the country, at the main sub-route at the Western Balkans route, it could be expected that it will remain an attractive route for smuggling of migrants. This is particularly because this is the fastest sub-route towards EU Member States (members and non-members of the Schengen zone) with a well-developed road infrastructure and fewer border crossings to pass. With the arrival of nearly one million people who needed assistance from crisis areas in 2015 and 2016, North Macedonia, and other countries in the region, faced a massive influx of refugees and migrants that surpassed existing capacities for reception, accommodation and management of the new situation.

The IOM Development Fund project was designed as complementary to a separate EU-funded project "Strengthening the national capacities in the area of asylum, migration and trafficking in human beings", which had similar objective in terms of contributing to protection for of migrants in vulnerable situations. The EU funded project had four components – one was related to development of policy framework, the second component focused on capacity-building of direct beneficiaries, the third component focused on creating mobile teams for identification, referral and assistance to victims and potential victims of trafficking and the fourth component focused on raising the awareness about trafficking in human beings.

Evaluation rationale and methodology

Evaluation Rationale: This summative ex-post evaluation was commissioned after six months of completing the project activities. In this context the evaluation offers an opportunity to assess the performance and results to date and generate knowledge to inform design and implementation of similar projects.

Evaluation Objectives: The main objectives of the external ex-post evaluation are to: i) Assess the performance and identify challenges and constraints that have been encountered during the

implementation process; ii) Identify and document successes and lessons learnt; and iii) Provide recommendations to guide the implementation of future projects.

Evaluation Target Audience: The key purpose of the external ex-post evaluation report is to serve as a basis for advocacy and planning between relevant stakeholders. As stated in the ToR, this external ex-post evaluation will also assist the Fund in its decision-making on the use of the Fund as seed funding, on project management, and to fine-tune interpretation and categorization of funding criteria and overall regional disbursement strategies. Main audience of the external ex-post evaluation is the relevant IOM Missions, IOM senior management and the donor. IOM will share the evaluation report with the participating institutions.

Evaluation Scope: The external ex-post evaluation covers the period from 01 June 2018 to 31 December 2019. The geographical coverage included both national and local levels. The focus of the external ex-post evaluation were the capacity-building activities as it comprised more than ninety per cent of the project budget.

Evaluation Methodology: To achieve the external ex-post evaluation objectives, an evaluation framework was developed which identifies indicators for each question. It also identifies the sources of information, evaluation methods, the reviewed documents, and the key informants interviewed for each question. The methodology comprised a mix of face-to-face semi structured interviews and desk-based research through review of existing reports, documents, and available secondary data. An extensive desk review summarized available documents and data collected through the field work, aimed at provision of a concise but thorough synthesis of activities completed over the project implementation. In-depth interviews with key informants qualitatively informed implementation successes, challenges with project management and co-ordination, and options for change in the future. The purpose of interviews with beneficiaries (social workers, law enforcement officers, judges and prosecutors) was to gauge the extent to which the project has contributed to improvement in quality of services in protecting trafficked persons, vulnerable migrants and groups vulnerable to migration related risks.

Evaluation limitations: The external ex-post evaluation faced certain limitations. One of the limitations was the high turn-over of the beneficiaries. Some of them who were in place at the beginning of the evaluation period were not available to inform the evaluation. The likely long-term impact of the project in countering trafficking in human beings and protecting victims is only based on qualitative data.

Key Findings

Relevance: The project activities were aligned and supportive of strategic documents, primarily the National Strategy for Combatting Trafficking in Human Beings and Illegal Migration 2017-2020 and corresponding National Action Plan, including other national regulations. It contributes to IOM Migration Governance Framework Objective 3 that migration should take place in a safe, orderly, and dignified manner. The training plan and topics were developed and agreed among the project stakeholders considering their training needs.

Coherence: The stakeholders harmonized and coordinated their interventions with other partners such as Council of Europe, OSCE, GIZ, UNHCR and others. The coordination between the projects was done with joint or bilateral coordinative meetings, thus promoting synergies, and maximizing the impact of the projects.

Effectiveness: The project planned results were achieved. As specified in the Results Matrix of the project, the main goal of the project was to contribute to the national efforts to effectively counter human trafficking and strengthen its efforts in protecting trafficked persons, vulnerable migrants and groups vulnerable to migration related risks. The indicator targets for the outcomes of the project were achieved and exceeded. The acquired knowledge increased participant's understanding of the specific protection required by persons in vulnerable situations such as victims of human trafficking and unaccompanied minors. There is a general satisfaction by the stakeholders from the achieved results and the way they were reached. There is very high satisfaction with the quality of policy documents, studies, technical tools and capacity-building trainings delivered by the Fund's supported activities.

Efficiency: The programme has achieved the results with optimal efficiency, with resources invested in capacity-building being used in efficient manner. The activities were coordinated and conducted in close cooperation with all stakeholders ensuring efficient implementation. The financial reports indicate no report on extra charges compared to budget, meaning that resources were adequate to meet project objectives indicating a high level of efficiency and capacity to use resources in accordance with the planned ones.

Impact: The project was successful in improving practices and quality of services provided by beneficiaries in countering human trafficking and protecting victims of human trafficking. The professionals who

attended the capacity-building workshops trainings are now capable to properly identify, refer and assist victims and potential victims of trafficking.

Sustainability: The project contributed to increasing institutional capacities in countering human trafficking and protecting victims on rights-based, gender-sensitive approach according to international standards for THB and illegal migration cases. However, it was noted that the national project partners have limited capacities to maintain the benefits of the project in the long run.

Cross cutting themes: The project strived to put an accent on gender by including more women in activities. In relation to capacity-building workshops, this has been challenging due to a low number of women in law enforcement. All data regarding the training participants were gender disaggregated.

Conclusions

Conclusion #1: The project was developed in complete accordance with the national strategies, as stated in the key documents related to combatting trafficking in human beings and illegal migration. The project reflects commitments of the national partners i.e. relevant ministries and institutions, international donors and civil sector in the country on improving the rights of (potential) victims of trafficking, vulnerable migrants and groups vulnerable to migration related risks and better protection by the relevant government institutions. It contributes to IOM Migration Governance Framework Objective 3 that migration should take place in a safe, orderly, and dignified manner.

Conclusion #2: The capacity-building workshops were closely coordinated with implementing partners. The training plan and topics were developed and agreed among the project stakeholders considering their training needs. The participatory approach with multidisciplinary groups consisted of relevant ministries and institutions in the design and implementation of the project, hence promoting and improving the government's ownership and accountability.

Conclusion #3: There is an improved cooperation between government institutions and civil society in protection services for victims and potential victims of trafficking. Mixed audiences in the trainings such as multiple government institutions and civil society organizations increased their coordination, cooperation and exchange of information, thus influencing their efficiency and effectiveness in the field.

Conclusion #4: With the curricula and training materials developed and implemented in practice, the groundwork for establishing continuous capacity development mechanisms has been achieved and the new curricula is now available and incorporated into the national institutions' annual programmes.

Recommendations

Recommendation #1: Organize training and networking activities jointly with different stakeholders is a good model for bringing the professional groups closer, for better mutual understanding and increased collaboration. Such a practice should continue, and the inclusion of other profiles involved in combatting trafficking in human beings and irregular migration will be an even better model to strengthen the overall capacities of the involved parties.

Recommendation #2: Develop a framework for continuous in-service training activities in a systematic way, especially for law enforcement officers. At the MoI training center training only targets newcomers, and there is no training available for already employed law enforcement officers. For judges and prosecutors, it would be beneficial if the training is held regionally.

Recommendation #3: Implement the case management methodology¹ that can further contribute to enhanced access to protection services of the most of citizens in vulnerable situations, including victims of trafficking and potential victims of trafficking.

Recommendation #4: Increase awareness about the achieved results. Positive results and achievement of the project need to be communicated even more with public, local level institutions, international organizations and with potential donors.

Recommendation #5: Ensure greater involvement of local authorities. Local authorities have an obligation to implement local social protection programmes. Greater use of the municipality budgets could be expected, specifically to finance local actions, such as functioning of the mobile teams², or implementing the local action plans to combat trafficking in human beings and irregular migration.

¹ Case management methodology was introduced by the Ministry of Labour and Social Policy in May 2019 with the new Law on Social Protection:

<https://www.pravdiko.mk/wp-content/uploads/2013/11/Zakon-za-sotsijalnata-zashtita-23-05-2019.pdf>

² Assuring budgets for coverage of the costs for members of the teams from the civil society organizations

Lessons learned

Lesson #1:

The turnover rate among the final beneficiaries (i.e. displacement to other position, retirement, leaving the job, etc.), was mentioned as one of the major obstacles to keep the gained institutional memory and assure better sustainability.

Lesson #2: Case management was mentioned as a successful approach in working with vulnerable groups including victims of trafficking. The case management approach is the tool that beneficiaries should continue to use to assist the vulnerable groups.

Best practices

Practice #1: Organizing training and networking activity jointly with a variety of different stakeholders, in this case, with law enforcement officers, social workers, judges and prosecutors. This has proven to be a good model for bringing different groups together, and allowed for better mutual understanding and collaboration.

Practice #2: A participatory approach for the development of documents was promoted from the start, through all steps of the process, bringing in good practice and allowing for increased participation and ownership by the national partners.

Introduction

The objective of the external ex-post evaluation of the project ‘Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia’ is to provide evidence of the work and results achieved by the project activities, assess the performance and identify the challenges and constraints that have been encountered during the implementation process, identify important lessons learnt and provide recommendations to help develop future activities.

The external ex-post evaluation is commissioned by the IOM Development Fund and the findings of the report will be also used to assist in its decision-making on use of the Fund as seed funding, project management and fine-tune interpretation and categorization of funding criteria and overall regional disbursement strategies.

The external ex-post evaluation will cover the entire implementation period from 01 June 2018 until 31 December 2019 and the geographical scope will be at national level.

This report is organized in three parts, structured as follows:

Part 1 describes the context in which the project has been implemented and in which the external ex-post evaluation has been conducted. It provides information on the current country situation, current situation in combatting trafficking in human beings and institutional capacities for combatting THB. It also provides a description of the project being evaluated as well as an introduction to the evaluation, describing the rationale, objectives, scope and target audience, the approach and methodology used in evaluation as well as the evaluation limitations.

Part 2 presents the external ex-post evaluation findings in relation to five OECD/DAC evaluation criteria, as required in the TOR.

External ex-post evaluation conclusions and recommendations are provided in Part 3.

PART 1. CONTEXT AND PURPOSE OF THE EXTERNAL EX-POST EVALUATION

1. Context

Trafficking in human beings and irregular migration are global challenges, which have become noticeable in North Macedonia as well. The country covers an area of 25,713 km², belonging to the group of relatively small countries in Europe, placed in the Western Balkans. According to population estimations from the end of 2018, the country has 2,076,255 inhabitants³. Considering the geostrategic position of the country, at the main sub-route at the Western Balkans route, it could be expected that it will remain an attractive route for smuggling of migrants. This is particularly because this is the fastest sub-route towards EU Member States (members and non-members of the Schengen zone) with a well-developed road infrastructure and fewer border crossings to pass. With the arrival of nearly one million people who needed assistance from crisis areas in 2015 and 2016, North Macedonia, and other countries in the region, faced a massive influx of refugees and migrants that surpassed existing capacities for reception, accommodation and management of the new situation. As such taking into account the above, that is the unparalleled continuous mixed migration flows which North Macedonia faces, the protection needs of migrants in a vulnerable situation will need to be addressed through effective migration management in line with international commitments and standards.

Institutional capacities for combatting THB

North Macedonia has been building its capacities to combat trafficking in human beings and irregular migration since 2001 when the specialized *National Commission for Combating Trafficking in Human Beings and Illegal Migration* was established. It was created with the following tasks: monitoring and analysis of the situation with THB and irregular migration (IM), to coordinate the activities of the institutions and to organize and conduct cooperation with relevant international organizations and civil society organizations. The Commission consists of members delegated from institutions with general jurisdiction in this area, such as the Ministry of Internal Affairs, Ministry of Foreign Affairs, Ministry of Labour and Social Policy, Ministry of Justice, Ministry of Education and Science, Ministry of Health, the Public Prosecutor's Office for organized crime and corruption, and others⁴.

³ State Statistical Office, Северна Македонија во бројки <http://www.stat.gov.mk/publikacii/2020/Makedonija%20vo%20brojki-2020-web.pdf>

⁴ 2017-2020 National Strategy for Combatting Trafficking in Human Beings and Illegal Migration in the Republic of Macedonia

Project Background and Key Information

IOM started the implementation of the project 'Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia' funded by the IOM Development Fund⁵ in June 2018. The objective of the project was to contribute to the national efforts to effectively counter human trafficking and strengthen its efforts in protecting trafficked persons, migrants in vulnerable situations and groups vulnerable to migration related risks.

The intended outcome is that the rights of (potential) victims of trafficking, migrants in vulnerable situations and groups vulnerable to migration related risks are better protected by the relevant government institutions. The project aimed to achieve this outcome through the following output - relevant national institutions and organizations have the skills and knowledge to apply law with a victim and rights-based, gender-sensitive approach according to international standards for THB and irregular migration cases. The main project component was focused on capacity-building activities which included development of training curriculum and materials, delivery of training, and follow-up on knowledge application.

Table 1: The target groups and final beneficiaries

Target groups	1) Ministry of Interior 2) Ministry of Labour and Social Policy 3) Academy for Judges and Public Prosecutors
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Beneficiaries	1) Law enforcement officers 2) Social workers 3) Members of the judiciary
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This project was designed as complementary to a separate EU-funded project "Strengthening the national capacities in the area of asylum, migration and trafficking in human beings", which had similar objective in terms of contributing to protection for migrants in vulnerable situations.

⁵ Since 2001 the IOM Development Fund/Developing Capacities in Migration Management (originally named the 1035 Facility) has provided a unique global resource aimed at supporting developing Member States in their efforts to strengthen their migration management capacity. With over 600 projects implemented in more than 115 countries worldwide, the Fund has successfully addressed the capacity building needs of eligible Member States by providing essential "seed funding" for innovative projects.

2. Evaluation Purpose

The ex-post external evaluation's objective is to assess the performance and identify the challenges and constraints that have been encountered during implementation and identify important lessons learnt and make recommendations for the implementation of future projects.

Target Audience for the Evaluation Report

Main audience of the external ex-post evaluation is the relevant IOM mission, IOM senior management and the donor. IOM will share the external ex-post evaluation report with the participating institutions, so that they can also assess the performance, relevance and accountability of the project in relation to the intended beneficiaries.

The evaluation findings and recommendations can be used as a basis for advocacy and planning between the relevant stakeholders. As stated in the ToR, the Fund will also use the findings to assist in its decision-making on use of the Fund as seed funding, on project management, and to fine-tune interpretation and categorization of funding criteria and overall regional disbursement strategies.

3. Evaluation scope

As requested by the ToR, the external ex-post evaluation focused on the IOM Development Fund supported project and looked at the period from 01 June 2018 to 31 December 2019. The geographical coverage included both national and local levels.

The project activities included changes in policy and legislation, capacity-building activities, creating mobile teams for enhancement of the identification, referral and assistance to victims and potential victims of trafficking and raising public awareness about the trafficking of human beings. Although the external ex-post evaluation covered all the above-mentioned activities, the focus of the evaluation were the capacity-building component as it comprised more than ninety per cent of the project budget.

4. Evaluation criteria

This assignment was a summative assessment directed towards collecting evidence-based learning from the implementation of the project. The external ex-post evaluation covered the criteria of relevance, effectiveness, and efficiency of the project, and to the possible extent, addresses the likely impact and sustainability of the project. The external ex-post evaluation also included a gender a rights—based approach. Finally, given that other ongoing similar projects were implemented by IOM and other

international organization during the period which was covered by this external ex-post evaluation, the criteria of coordination/coherence was also assessed. Related to these six OECD-DAC criteria, the evaluation ToR stated 12 evaluation questions. After reviewing the questions, the evaluator has developed measurable indicators for each evaluation question along with corresponding indicators, descriptors as well as the data collecting tools and data sources (Annex: Evaluation Framework).

Evaluation Framework and Methodology

1. Data sources and collection

Data sources and collection included a mix of semi structured interviews and desk-based research through review of existing documentation (project documents, reports, manuals and handbooks, photos, information presented in the media reports, documents, and other available secondary data). The desk review summarized available documents and data collected through the field work, aimed at providing a concise but thorough synthesis of activities completed over the period 01 June 2018 till 31 December 2019.

In-depth interviews with stakeholders from the target groups qualitatively informed implementation successes, challenges with project management and coordination, and alternatives for change in the future. The information collected through in-depth interviews provided feedback on how the project contributed to the national efforts to effectively counter human trafficking and strengthen efforts in protecting trafficked persons, migrants in vulnerable situations, and groups vulnerable to migration related risks.

The purpose of interviewing beneficiaries was to gauge the extent to which the project has contributed to their increased knowledge about the mechanism for the protection of victims of trafficking in human beings and the role of the social system, law enforcement and judiciary in the prevention, identification, recovery, protection, reintegration and victims support in court proceedings. Furthermore, interviews with beneficiaries attempted to identify key bottlenecks/challenges related to the capacity-building training.

2. Data analysis

To ensure impartiality and lack of biases, the methodology included a cross-section of information sources (e.g. stakeholder groups, including beneficiaries) and a mix of qualitative and participatory methodology to ensure triangulation of information, which was the main method to ensure data quality. Triangulation helps to address the issue of internal validity by using more than one method of data collection to answer proposed evaluation questions.

3. Evaluation Limitations

One of the limitations was the high staff turn-over. Some of the final beneficiaries who were in place at the beginning of the evaluation period were not available to inform the evaluation. The external ex-post evaluation took place during the summer vacation period and right after early elections held in the country and talks for new government coalition which resulted in position changes within governmental institutions, therefore some of the key informants were not available to inform the evaluation.

The likely long-term impact of the project in countering THB and protecting victims was only based on qualitative data.

4. Ethical Considerations

Ethical considerations were taken into account in the evaluation process. As stipulated in UNEG Norms and Standards, the evaluators will “be sensitive to beliefs, manners and customs and act with integrity and honesty in their relationships with all stakeholders”, will “ensure that their contacts with individuals are characterized by respect” and will “protect the anonymity and confidentiality of individual information”.

The external ex-post evaluation was conducted considering IOM Data Protection Principles and UNEG norms and standards for evaluation.

The process of identifying stakeholders from different institutional levels followed a standard procedure in order to ensure an informed consent to participate in the evaluation (letter of introduction presenting the evaluation process, protection of privacy and information confidentiality, followed by a verbal communication regarding the interview details). Participation in the evaluation is voluntary and opinions are presented in the report in an anonymous manner.

PART 2. EVALUATION FINDINGS

This part presents the external ex-post evaluation findings in relation to the evaluation criteria of relevance coherence, effectiveness, efficiency, impact and sustainability. The evaluation also included a gender a rights—based approach. . Additionally, at the end of this part, separate sections summarize the best practices and lessons learnt. The achievements in this project have contributed to MiGOF Objective 3 and SDG target 10.7. Facilitate orderly, safe, and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies.

2.1. Relevance

Q1. To what extent were stakeholders consulted and involved in designing the project?

The stakeholders were consulted and involved in designing the project.

The content and delivery of the trainings were developed in a consultative process which involved all stakeholders. National partners were consulted through questionnaires and in-depth interviews with key informants prior to developing the project activities. The training programme was developed based on a comprehensive assessment of the existing capacities and training needs of institutions and CSO's in the area of migration management and trafficking in human beings by a national expert with close cooperation of the national authorities, primarily aimed to support and build the capacity of stakeholders to efficiently implement the new legislation and relevant operational documents related to human trafficking and irregular migration⁶.

“Implementation of the projects supported by international organizations, especially IOM is based on our needs in developing the institutional capacities. That was the case with this project, as well. We were involved from the very beginning in designing the project activities. Part of the trainings were interdisciplinary, and the goal was to get acquainted with the SOPs that were adopted by the Government and how to implement them to protect the victims of trafficking”

National partner

⁶ MK10P0005_Skopje_MK10_Project Proposal_revised

The Training Needs Assessment (TNA) was based on identification of the performance gap of the employees from 10 target beneficiary institutions at central and local levels as well as organizations from the civil society sector. The assessment methods applied for this exercise were both qualitative and quantitative. The qualitative part of the assessment was performed through a desk research of key documents relevant for the subject matter as well as interviews with representatives from relevant organizations. The quantitative part of this analysis was performed by applying a survey through questionnaires distributed to all stakeholders, which allowed collecting quantitative data for motivation, adequacy of resources, adequacy of the job position, capacity to perform and need for further improvement through training for all respondents included in the survey.

"During the development of the curricula for the trainings we were interviewed by IOM expert who worked on the needs assessment study. Based on the study a curriculum for training was developed and this curriculum is now incorporated into the annual program of the Academy"

National partner

Meetings were held with all partner institutions, and the project aligns to the national plan of action *National Strategy for Combatting Trafficking in Human Beings and Illegal Migration*. Also, during implementation, feedback was gathered from the information sessions on needs for information about rights, rules and procedures⁷. In that way, the project activities were also tailored based on beneficiary inputs during the implementation and planning. For example, beneficiaries were consulted through evaluation forms that were used at the end of each sessions not only to receive feedback on the training and to determine their level of knowledge, but also to improve the quality and relevance of the presented material and identify possible omissions⁸.

"Prior to the trainings we were not asked by our own institution. However, after each training which was organized by IOM there were evaluation questionnaires where we could state what we'd need from future trainings to improve our capacity in the field of combatting THB"

Beneficiary

⁷ PPR Summary report

⁸ Reports on the capacity building workshops

Q2. Is the project aligned with and supportive of national strategies?

The project activities were aligned and supportive of the strategic documents primarily the *National Strategy for Combatting Trafficking in Human Beings and Illegal Migration 2017-2020* and corresponding National Action Plan, including other national regulation, for example, the changes and amendments in the Criminal Code - Article 418, indicators for identification of VoT.

The capacity-building training was in line with following strategic objectives from the *National Strategy for Combatting Trafficking in Human Beings and Illegal Migration*:

- Strengthening the capacities of the NRM and IMSCW/CSW;
- Strengthening capacities of Civil Associations in the area of THB/trafficking in children prevention;
- Strengthening capacities of the public prosecutors and the courts in the leading of criminal procedures for efficient prosecution of perpetrators;
- Improving and application of proactive methods in detection and identification of potential and VoT, with special focus on children VoT

The awareness component of the project was supportive to strategic objectives:

- Increasing public awareness about THB/trafficking in children and IM, its forms and risks;

The training (content and delivery) has been developed in line with the respective institutions prescribed curricula (Mol Training Center, Academy for Judges and Prosecutors and Institute for Social Activities).

The training programme has been developed in alignment with the relevant institutions' documents regulating the professional development of professionals.

"The developed curriculum for these trainings is harmonized with the curricula of the Academy and part of the annual training program for judges and prosecutors and the trainers engaged were from the roster of trainers in the Academy"

National partner

"The training curriculum was developed with the help of the Curriculum Design Department of the Training Centre, which is responsible for developing all the training programs in the centre"

National partner

Q3. Does the project respond to the needs of the target group(s)?

The capacity-building activities were relevant and respond to the needs of the target group(s) and beneficiaries.

All interviewed stakeholders expressed positive opinion about the relevance and usefulness of the capacity-building activities implemented by the project. All training received during the period subject of the external ex-post evaluation were evaluated as highly relevant by the beneficiaries interviewed for their daily job. The evaluation forms filled in by the attendees, after the training workshops, demonstrated almost unanimous agreement - more than 90% in all target groups agreed that the choice of topics and the content of the training was right i.e. what they needed and expected from the training⁹.

"Identifying of VoT has been pretty much straightforward process and we have been capable of doing it. However, what we learned during these trainings is how to identify PoVoT, something which we had not paid attention to previously, maybe we would have classified such person as person at risk but not as PoVoT because we were not aware of the indicators. This was very valuable for us"

Beneficiary

They all agreed that the skills they have developed contribute to higher quality of their services. Regarding the trained basic court judges on a country wide level, the developed THB and SoM skills will be applicable when changes in the national legislation occur (expected by the end of 2020 or beginning of 2021) giving them authority to deal with human trafficking and smuggling of migrants cases that don't have the elements of an organized crime i.e. when these crimes are not done by organized criminal groups. When the capacity workshops were organized in 2019, according the national legislation, all human trafficking and smuggling of migrants' crimes were only judged by the Basic Court Skopje 1 overburdening this Court capacities. With the planned legislation changes the Basic Court Skopje 1 judges will remain responsible to judge only the organized forms of human trafficking and smuggling of migration cases where the criminal activities are planned and controlled by powerful groups and carried out on a large scale, while all other Basic courts will take over the unorganized forms of the criminal cases of THB and SoM, increasing the courts efficiency and prosecution. The 2019 trainings increased the Basic court judges' knowledge and

⁹ Training reports

skills about the crimes of human trafficking and smuggling of migrants, allowing them insight in the new obligations that will come with the planned changes in the criminal legislation.

2.2 Coherence

Q4. How well did the stakeholders harmonize and coordinate their interventions with other partners including but not limited only to other donors, other UN agencies and/or international organizations implementing similar projects?

During the reporting period project activities were closely coordinated and built upon the following initiatives:

'Special Measure supporting the former Yugoslav Republic of Macedonia to manage its southern border in the context of the European migration crisis' implemented since 2016 with funding from the European Union. The overall objective of this initiative is to support the country to improve its border and migration management capacities in the context of the European migration crisis. Synergies and coordination was established with this initiative regarding the design and implementation of the capacity-building training component to avoid overlapping of the training topics and to assure proper selection of trainees who were not previously included in the Special Measure capacity-building activities.

'EU support to Serbia and the former Yugoslav Republic of Macedonia in managing the migration/refugees crisis/Balkan route' is also implemented since 2016 with funding from the European Union. The overall objective of this action is to ensure and expand the direct operational capacities of national authorities in targeted counties to effectively respond to the mid-term and long-term challenges related to migration flows.

'IPA II Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey' - The overall objective of this project is to develop and operationalize a comprehensive migration management system in seven IPA beneficiary countries in line with EU standards.

The coordination between the above projects was done with joint or bilateral coordinative meetings, thus promoting synergies and maximizing the impact of the projects¹⁰.

"All the coordination is done through the National Commission. The ideas and activities are proposed by the end users, in this case, it was the Ministry of Interior, and the Commission

¹⁰ EU Final progress report

is responsible for the overall coordination of the activities funded by different donors. It might be the case 10-15 years ago that we had same or similar trainings funded by different donors, but now that is changed. The end users have their final say whether certain training is needed or redundant or it overlap with other activity"

Strategic partner

"It is very practical that all organizations that which mandate in the area of THB are members in the National Commission where the coordination takes place. Organizations like OSCE, CoE, USAID, EU Delegation have their representatives in the Commission, and on these meetings, we discuss and align the activities in the area of THB".

IOM representative

The same type of coordination and promotion of synergies was established with other donor funded projects implemented by IOM in the area of migration management and fight against human trafficking, such as the project 'Enhancing capacities and mechanisms to identify and protect vulnerable migrants in the Western Balkan – phase III' funded by the US Department of State Bureau of Population, Refugee and Migration. Coordination focused on both planning and organization of capacity-building actions as well as in the development of policy/legal documents in the area of human trafficking and smuggling of migrants¹¹.

¹¹ EU Final progress report

2.3. Effectiveness

Q5. To what extent were target groups consulted and involved in the implementation of activities, thereby improving ownership, accountability and effectiveness?

Target groups were consulted and involved in the implementation of activities thereby improving ownership and accountability.

The support provided by IOM was specifically targeted towards increasing skills and knowledge to apply law with a victim and rights-based, gender-sensitive approach according to international standards for trafficking in human beings and irregular migration cases. The participatory approach with multidisciplinary groups consisted of relevant ministries and institutions in design and implementation of the project promoted and improved the ownership and accountability.

Representatives of MoI, MoLSP and MoJ participated in the Steering Committee and Technical Working Group of the project and provided institutional expertise as required throughout the project implementation.

"I was a member of the Steering Committee that closely monitored the project and during the implementation we made changes, in order to improve the results. For example, we design additional trainings and include social workers with police officers to build that interdisciplinary approach and to help them to work together on the field"

National Partner

The training workshops aimed to contribute to improved coordination, by focusing on issues of communication, information and data sharing modalities between all actors in the NRM¹². The relevant national institutions (MoI, MoLSP, training center and academy for judges and prosecutors) were involved in the implementation of activities by actively participating in the design and implementation of capacity-building activities.

Q6a. What were the results of the trainings on professional development of the national institutions, and how has it contributed to the institutional capacity building programme of the beneficiaries?

The training contribution in building the institutional capacities was recognized and appreciated by all involved parties. Capacity development was one of the key areas of this project and effects of capacity

¹² PPR Summary Report

development activities were positively assessed by main stakeholders (relevant ministries and national institutions) and by beneficiaries (law enforcements officers, social workers, prosecutors and judges) who noted that quality of the training provided with IOM support were very valuable.

Representatives of the involved institutions for professional development (Mol training center and academy for judges and prosecutors) expressed their positive opinion on usefulness of capacity-building activities.

'All documents and materials developed for the needs of the trainings, as well as the selection of the trainers were highly satisfactory'

National partner

'The expertise and experience of selected trainers were invaluable. We could not afford such experts to be engaged in our regular training programs and IOM did an excellent job in selecting these profiles of trainers''

National Partner

Careful selection of training topics for the training, covering relevant areas and taking target groups' opinion and experience into consideration when planning, resulted in a holistic capacity development process, which provided valuable practical skills needed for effective work in combatting trafficking in human beings and irregular migration. Training events were, in opinion of the interviewed key informants from national institutions and final beneficiaries, useful opportunities for networking between representatives of different sectors (law enforcement officers, social workers, civil society organizations, judges and prosecutors) in addition to improving their skills and knowledge.

There is a general satisfaction by the stakeholders from the achieved results and the way they were reached. There is very high satisfaction with the quality of policy documents, studies, technical tools and capacity-building training delivered by the activities. As stated by one interviewed beneficiary, the training was useful in improving their daily job and worked as additional motivator for them¹³.

¹³ Interview with target beneficiary

However, there is very often high turnover rate among beneficiaries (i.e. internal rotation, retirement, etc...), which is mentioned as one of the major obstacles to keep the institutional memory and thus to achieve higher success.

'I think it is time to make an assessment on how many persons in CSWs throughout the country work on THB cases. I am saying this because there are constant changes of the positions, some of them are already retired, others quit job and some use absent leaves'

National Partner

Organizing training and networking activity jointly with other profiles, in this case, with law enforcement officers, social workers, CSO representatives and members of the national task force is a good model for bringing the professional groups closer, for better mutual understanding and collaboration in practice.

'The training was great opportunity to meet other professionals who work on the same issues. I met with a colleague from police station who was responsible for cases of trafficking. Now that I have his contact, I could immediately contact him in case needed rather than going through formal channels of communication which sometimes is time consuming'.

Beneficiary

Such a practice should continue, and the inclusion of other profiles involved in the area of combatting trafficking in human beings and irregular migration would be a stronger model to strengthen the overall capacities of the involved parties. Joint training has also contributed to improve the overall cooperation by focusing on issues of communication, information and data sharing modalities between all actors in the National Referral Mechanism.

Q6b. Have local stakeholders increased their capacities to address the challenges in combating human trafficking?

The project objective: 'To contribute to the national efforts to effectively counter human trafficking and strengthen its efforts in protecting trafficked persons, vulnerable migrants and groups vulnerable to migration related risks' and its outcome 'Rights of (potential) victims of trafficking, vulnerable migrants and groups vulnerable to migration related risks are better protected by the relevant government institutions' aimed to contribute to MiGOF Objective 3 "Migration should take place in a safe, orderly and dignified manner". Specifically, the activities that were planned under the output 1.1. 'Relevant national institutions and organizations have the skills and knowledge to apply law with a victim and rights-based,

gender-sensitive approach according to international standards for THB and illegal migration cases’ were successfully achieved.

The acquired knowledge increased participants understanding of the specific protection required by categories in vulnerable situations such as victims of human trafficking and unaccompanied minors.

‘There were so many new things to learn about the signs that we should pay attention when we encounter case which include VoT or PoVoT and how to treat them, especially if children are involved. I learned a lot from the case studies presented and movies shown on these trainings’.

Beneficiary

The participants of the capacity-building activities demonstrated 90.71 per cent accuracy in the post-questionnaire, showing an increase in knowledge and skills through the training¹⁴.

The table below shows the increase in knowledge and skills in the area of THB of attendees at the training as measured through pre-test questionnaire (administered at the beginning of the training) and post-test questionnaire that were administered at the end of the training.

Table 2: pre-test and post-test results

Target group	% of correct answers		
	Pre-test	Post-test	Increase
Law enforcement officers	41%	90%	49%
Law enforcement officers and social workers	55%	91%	36%
Judges and prosecutors	81%	91%	10%

The average increase in knowledge and skills (as measured with the questionnaires) is 32% with highest increase among law enforcement officers (49%) and lowest increase among judges and prosecutors (10%).

‘Each training has effect on raising the awareness about specific topic. In the last period there were no that many trainings on THB and the interest of social workers about the topic decreased as they focus on other issues. After the trainings, the interest in the topic suddenly

¹⁴ MK10P005_CT.1168_Skopje_MK10_Narrative Final Report

increased, they started noticing signs, pay more attention to some potential cases of trafficking'.

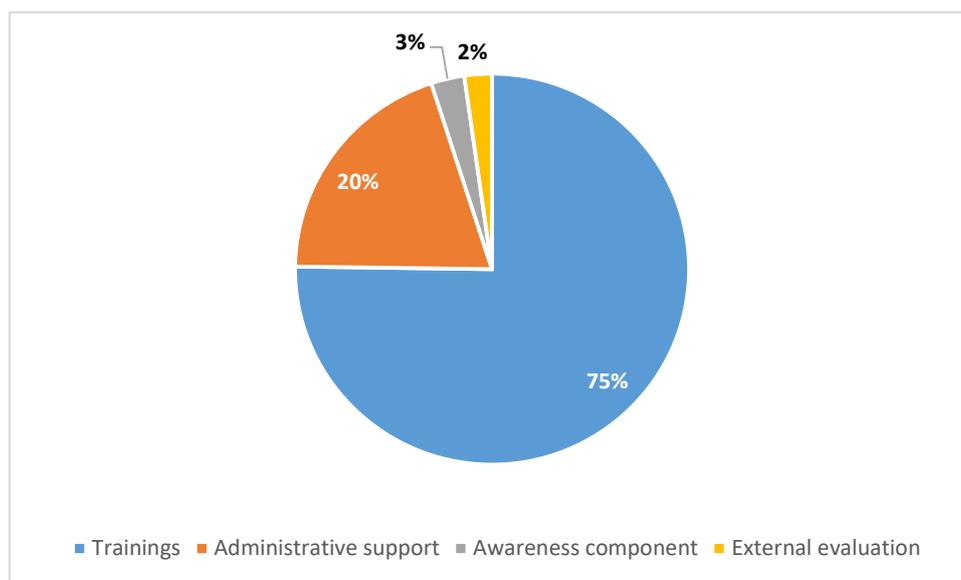
National Partner

2.4. Efficiency

Q7. Was the project implemented in a most efficient way, in line with budget and expected expenditures, considering funds, expertise and time?

IOM resources invested in capacity-building have been used efficiently. According to the revised budget, three quarters (75%) of the funds were used for capacity-building activities and one fifth (20%) for the administrative support of the programme (Figure 1).

Figure 1: Expenditures by project component



The administrative support included Capacity-Building Coordinator who was responsible for following up on the training and ensuring timely and quality implementation of the training activities. The IOM Project Manager was responsible for monitoring progress in activities, results, budget and expenditure, and risks and coordination with complementary project activities.

According to the Fund representatives the project implementation and budgetary expenses were in-line with the IOM Processes and Resources Integrated Systems Management (PRISM) systems thus enabling

IOM's internal financial auditors and project management team to constantly monitor project expenditure and verify financial statements.

The financial reports didn't make any mention on extra charges compared to the budget, meaning that resources were adequate to meet project objectives indicating a high level of efficiency and capacity to use resources in accordance with the planned ones. Resources **were efficiently used in scaling up activities with no extra resources but rather using remaining funds.**

'I think that the first we could highlight is at least that with the same amount of funding, project managed to conduct a larger number of training sessions and to include larger number of beneficiaries in the training sessions'.

IOM Development Fund representative

For example, savings from the accommodation and in-country/local travel were used for engagement of local consultants to conduct additional 5 two-day training workshops and for the implementation of an information campaign and visibility event¹⁵.

Allocation of funds for consultancy services were done by using a competitive approach which included publishing Requests for Proposals (RFPs) and Terms of References (ToRs). For example, experts engaged for trainers were selected through a competitive process¹⁶.

Coordination with other projects was efficiently ensured during project implementation.

The project complemented the EU funded project "Strengthening the national capacities in the area of asylum, migration and trafficking in human beings". Overall, a total of 42 two-day capacity-building training workshops were organized within the framework of these two projects. Out of them, 36 were conducted thanks to the Fund's financial support¹⁷. The activities under these two projects were coordinated throughout implementation and changes were done in a coordinated manner and coordinated accordingly with both donors.

'It was meant to be 12 months project duration and then at the end the Mission in Skopje requested for durational revision to align with no-cost extension of the EU project and

¹⁵ MK10P0005_CT1168_Skopje_MKD10_Budget_Monitoring_and_Revision_2

¹⁶ MK10P005_CT.1168_Skopje_MK10_Narrative_Final_Report

¹⁷ PPR Summary report

towards the end the Mission requested another revision to include information campaign activities which were not initially planned’

IOM Development Fund representative

‘We were flexible, we did not stick to the activities which were planned at the start, we had 6 months no-cost extension as we saved some money and certain trainings were additionally conducted because the end users demanded them’

Strategic partner

2.5. Impact

Q8. What is the likely long-term impact of the project in countering human trafficking and protecting victims of human trafficking?

36 two-day capacity building workshops for 842 participants were organized in the area of human trafficking, increasing the participants’ knowledge about the protection mechanism for victims of trafficking in human beings, as well as, about the role of the social system, law enforcement and judiciary in the prevention, identification, recovery, protection, reintegration and victims support in court proceedings. Out of 36 workshops, 10 capacity-building events were organized for the law enforcement officers, 8 for the members of the judiciary, and 18 for law enforcement and social workers (Table xyz).

Table 3: Number of training sessions and participants

Target group	No. of training sessions	No. of participants	Male	Female
Judges and prosecutors	8	190	55	135
Law enforcement officers	10	260	200	60
law enforcement and social workers	18	392	270	122
TOTAL	36	842	525	317

Capacity-building activities have contributed to increased knowledge on THB and IM.

Capacities of the law enforcement officers, social workers, prosecutors and judges have been strengthened by the capacity-building activities resulting in increased awareness on the phenomena of trafficking in human beings and irregular migration. All these professionals who attended the capacity-

building workshops are now capable to properly identify, refer and assist victims and potential victims of trafficking¹⁸.

The awareness component of the project supported the implementation of a web-based campaign on 10 web-based media portals about trafficking in human beings and reached 1038 persons.

In 2019, the Macedonian language version of the 60" informative video was again available on the 10 web-based media portals that were identified by an external communication expert in 2018. The launch of the campaign was announced on 18 October 2019, during the event that marked the European Anti-Trafficking Day. The event, where both State Secretaries from the Ministry of Interior and from the Ministry of Labour were present together with the IOM Head of Office, was covered by 17 media portals, 4 TV stations, 2 newspapers and as well as by IOM, MoI and MLSP web pages¹⁹.

The number of identified VoTs (all women) during 2018-2019 has almost doubled compared to 2016-2017.

There is an increase in the identification of victims and potential victims. During the project period, 14 victims of trafficking (VoTs) and 190 potential victims of trafficking (PoVoTs) were identified, referred and assisted by civil society organizations (CSOs), state agencies and other stakeholders, compared to identified 8 victims of trafficking in the period 2016-2017²⁰.

However, the impact of the action in provision of the overall anti-trafficking response cannot be measured. In this regard, it is recommended by the stakeholders to include qualitative indicators in the forthcoming Action Plan (including baseline and target) in order to assess the impact on the lessons learned (if the trained professionals use their newly gained knowledge in their daily work, for instance, if they use SOPs in practice)²¹.

Q9. If any, which unintended effects can be observed, whether positive or negative?

One of the successful results of the project is the introduction of the case management methodology (proposed in the unaccompanied minors' assessment) in the social protection system, which can further

¹⁸ Interview with IOM Project Manager

¹⁹ MK10P005_CT.1168_Skopje_MK10_Narrative Final Report

²⁰ *ibid*

²¹ Evaluation of the Strategy

contribute to enhanced access to protection services of the most of citizens in vulnerable situations, including victims of trafficking and potential victims of trafficking²².

'I think that the case management model was one of the unintended positive effect. At the time of project implementation, the Government initiated a change in the model of working social workers based on case management. One of our analysis documents contained the analysis of case management and this was further used by relevant institutions in developing the model. This model was then piloted in another IDF funded project with children on street'.

IOM Representative

Organizing training and networking activities jointly with other profiles has been praised and highlighted as an added value by beneficiaries from all target groups.

'The good practice that should be followed in the future is the opportunity to meet and network with professionals from other institutions that work in this field (THB). This helped me to get to their perspectives and to learn from each other. We often come with prejudices about the work of one or the other professional group and it is good to see the other perspective'

Beneficiary

'Initially, the trainings were designed only for judges and prosecutors. At the request from the attendees of these trainings, and in order to get more information about the newly formed mobile teams, member of these teams (social workers and representatives of CSO) were invited to the trainings to share their experiences. This strengthened the cooperation between judges, prosecutors, social workers and CSOs'

National partner

²² PPR Summary report

2.6. Sustainability

Q10. Are benefits generated by the project likely to continue once the external support ceases?

There is a high risk that the benefits generated by the project will likely continue without external support.

With the curricula and training materials developed and implemented in practice, the groundwork for establishing continuous capacity development mechanism has allowed for their availability and incorporation into the national institutions' annual programmes. The curricula developed during the project has been incorporated in the annual programme of the training center of the Ministry of Interior and Academy for Judges and Prosecutors²³. The national partners demonstrated its commitment to the sustainability of the project benefits by incorporating the curricula in their annual programmes for the development of professionals.

'I just want to mention very much the commitment of the Government and the ownership from their side that really helped in implementing the activities and success and obviously the upscale of what was achieved'

IOM Development Fund representative

Additional work is needed to make the capacity development more sustainable, institutional and systematic process, such as: integration of the curriculums and materials into the institutions' training systems, development of tools for monitoring of the capacity building process and other.

Developing a framework for continuous in-service training activities in a systematic way, especially for law enforcement officers. At the MoI training center there are only trainings for newcomers, and no training is available for already employed law enforcement officers. According to representative from MoI there should be continuous training for the law enforcement officers and those training should be categorized into basic, intermediate, and advanced training modules to match the profile of trainees²⁴.

According to an interviewed beneficiary, it would be beneficial if, for judges and prosecutors, capacity-building activities were held regionally as every region in the country has its own specificities, hence it would be relevant to have tailored capacity-building workshops.

²³ Interview with representative from Academy for Judges and Prosecutors and director of MoI training centre

²⁴ Interview with MoI representative

Additional capacity development is needed because reportedly there are constant changes of modus operandi of trafficking in human beings and there is continuous need to be familiar with the constantly evolving area of THB²⁵.

Regarding the benefit generated by the project in terms of improved identification and referral of number of VoT and PoVoT, all of the stakeholders interviewed mentioned that the mobile teams, the Centre for VoT and direct assistance fund contributed to this result. Therefore, if those mechanisms can be made sustainable, they will likely continue to contribute to access to protection services. IOM should advocate and promote the sustained use of these mechanisms²⁶.

Due to the COVID-19 pandemic and budget cost cuts associated to it, there was no government budget available for CSO members of mobile teams for 2020, however, it is worth noting that the Ministry of Labour and Social Policy has budgeted the support for the mobile teams for 2021²⁷.

Q11. Do the project partners have the technical and financial capacity and are they committed to maintaining the benefits of the project in the long run?

National project partners have limited capacities to maintain the benefits of the project in the long run.

In terms of the sustainability of the project benefits in the long run, it was notified by the stakeholders that the funding of the activities depends to a large extent on international sources and donations, although the Ministry of Internal Affairs (Moi) and the Ministry of Labour and Social Policy (MLSP) allocate part of their budgets to the implementation of the foreseen activities²⁸.

The expected outcome of the project - rights of (potential) victims of trafficking, migrants in vulnerable situations and groups vulnerable to migration related risks are better protected by the relevant government institutions could be further supported by sensitizing and gaining support from local commissions. The progress in this regard was already reported and it was noted that going forward, a more strategic approach was needed with leadership from institutions using a Memorandum of Understanding to establish cooperation and then slowly build support²⁹. Local authorities have an obligation to implement

²⁵ Interviews with final beneficiaries

²⁶ PPR Summary

²⁷ Interview with MoLSP representative

²⁸ Interviews with national partners

²⁹ PPR Summary report

local social protection programmes, but most use it for one-time financial aid for emergency or humanitarian aid.

The need for greater involvement of the local actors is also noted in the evaluation document of the National Strategy³⁰. According to the document a greater use of the municipality budgets is expected, specifically in terms of funding the local actions, such as provision of funds for coverage of the costs for functioning of the mobile teams (the engagement of the members from the civil society organization), or implementing the local action plans to combat THB and IM.

'Greater involvement of local actors and of young people/youth organizations. They can be very helpful in identifying and referring the cases of trafficking in human beings. For example, there are rumors that in Bitola young Roma leave their phone number on the windshields of the cars offering 'services' and no institution has reported anything. If we engage youth organizations, we could be more efficient'.

National partner

³⁰ Evaluation of the National Strategy and NAP for Combating THB and IM (2017-2020)

2.7. Cross Cutting Themes

Q12. To what extent was a gender sensitive approach used in the design and implementation of the project, and to what extent does it contribute to an improved impact of the project including in relation to gender-specific needs and results that can be observed?

Regarding the capacity-building activities, as noted in the final report³¹, a specific training topic tackling solely gender has not been envisioned as an integrated part of the training courses, however gender-related aspects have been analyzed and taken into consideration throughout all segments of the training. For example, when developing a curricula and training materials the fact that trafficking in human beings is gender-based violence and that women are mostly victims of trafficking was taken into consideration. Also, to participants were explained that there are special gender principles that should be taken into account when dealing with victims of trafficking.

In terms of gender sensitiveness of the capacity-building activities, establishing an equal sex-disaggregated target has been challenging due to low number of women in law enforcement. Still, the project aimed to have at least 20% of women in the training³². Given the mixed structure of the trainees (law enforcement officers, social workers, judges and prosecutors), the number of men who attended the training was higher than the number of women (62%/38%), however, the percentage of women was almost doubled to the initial target.

Table 4: Number of training sessions and participants by gender

Target group	No. of training sessions	No. of participants	Male	Female
Judges and prosecutors	8	190	55	135
Law enforcement officers	10	260	200	60
law enforcement and social workers	18	392	270	122
TOTAL	36	842	525	317

The project documents refer to ‘adequate participation’ of female professionals in the mobile teams and IOM staff reported that more than 60% of the mobile team members are female³³.

³¹ MK10500P

³² Project Proposal

³³ PPR Summary report

There is no sex disaggregated result for the percentage of beneficiaries who demonstrate application of increased knowledge and skills on protection of (potential) victims of trafficking. Although there was a set indicator in the project result matrix that gender disaggregated data will be provided for this target, there was not such data available in the training reports.

2.8. Lessons Learned

Lesson #1

The turnover rate among the final beneficiaries, was mentioned as one of the major obstacles to keep the gained institutional memory and assure better sustainability. It affects project impact because it requires additional training for the new beneficiaries and interrupts continuous capacity-building processes. High turnover is caused by different factors, both subjective (internal mobility) and objective like frequent changes in job systematization.

Lesson #2

Case management was mentioned as a successful approach in working with groups in vulnerable situation including victims of trafficking. The case management was also piloted in the second project funded by the IOM Development Fund for a 100 homeless Roma and children. The case management approach is the tool beneficiaries should continue to use to assist the vulnerable groups.

2.9. Good Practices

Practice #1

Organizing the training and networking activities in a joint manner, in this case, with joint participation of law enforcement officers and social workers, and with judges and public prosecutors. This has proven to be a good model for bringing different professional groups together, and allowed for better mutual understanding and increased collaboration. In particular, the training for mobile teams, composed of members from the law enforcement, social workers and civil society organizations) offered an opportunity for team members to exchange experience and establish tasks. Some came with a lot of experience, others did not. They could share their experiences from practices and hear from others. This was perceived as a very participative way to establish the mobile teams.

Such a practice should continue, and the inclusion of other profiles involved in combatting trafficking in human beings and irregular migration will be an even better model to strengthen the overall capacities of the involved parties.

Practice #2

A participatory approach for the development of documents was promoted from the start, through all steps of the process, bringing in good practice and allowing for the participation and ownership by the national partners. The stakeholders interviewed particularly appreciated that project staff and consultants using good examples (e.g. EU directives) while also discussing and allowing the national actors to decide how to do it best in the country context.

PART 3. CONCLUSIONS AND RECOMMENDATIONS

3.1. Conclusions

Conclusion #1

The project was developed in complete accordance with the national strategies, as stated in the key documents related to combatting trafficking in human beings and irregular migration. The project reflects commitments of the national partners i.e. relevant ministries and institutions, international donors and civil sector in the country on improving the rights of (potential) victims of trafficking, vulnerable migrants and groups vulnerable to migration related risks and better protection by the relevant government institutions. It contributes to IOM Migration Governance Framework Objective 3 that migration should take place in a safe, orderly, and dignified manner.

The fact that the project is highly relevant to the context and based on a main policy document related to combatting trafficking in human beings – the *National Strategy for Combatting Trafficking in Human Beings* built the project's reputation among partners and ensured high interest of stakeholders in participating in its implementation.

Conclusion #2

The capacity-building activities were closely coordinated with the implementing partners. The training plan and topics were developed and agreed among the project stakeholders considering their training needs. The participatory approach with multidisciplinary groups involved relevant ministries and institutions in the design and implementation of the project and improved the ownership and accountability. With the curricula and training materials developed and implemented in practice, the groundwork for establishing continuous capacity development mechanism was done and it allowed the developed curricula, to be available and incorporated into the national institutions' annual programmes.

Conclusion #3

There is an improved cooperation between government institutions and civil society in protection services for victims and potential victims of trafficking. Mixed audiences participating in the training such as different government institutions and civil society organizations increased the coordination, and allowed for a more professional and efficient cooperation among these actors. This was especially evidenced through the work of mobile teams and their members' participation in the trainings and the training effects on their capacities for combatting trafficking in human beings and irregular migration. Each profile had a different perspective (whether CSO, social worker, law enforcement officer) and working in the teams

during the project increased the mutual understanding. This approach of gathering professionals from different institutions has helped in changing their perception about how to interact with victims in a rights-centered way. According to interviewed stakeholders this change of mindset has affected government institutions perceive CSOs more as partners rather than critics and allowed greater openness of the police to develop joint strategies with other sectors. Getting together has also resulted in better information sharing and cooperation.

Conclusion #4

Additional work is needed to make the capacity development a sustainable, institutional and systematic process such as: integration of the curriculums and training materials in the institutions' training systems; development of tools for managing and monitoring capacity building process and other.

3.2. Recommendations

Recommendation #1

Organize trainings and networking activities with joint participation of different profiles as a good model for bringing professional groups together, and allowing for better mutual understanding and collaboration. Such practice should continue in the future.

Responsible parties: IOM and the national stakeholders

Recommendation #2

Develop a framework for continuous in-service training activities in a systematic way, especially for law enforcement officers. At the Mol training center there are only trainings for newcomers, and no trainings are held for already employed law enforcement officers. For judges and prosecutors, it would be beneficial if the trainings were held regionally.

Responsible parties: The national stakeholders

Recommendation #3

Use the introduced case management methodology to further contribute to enhanced access to protection services of the most of citizens in vulnerable situations, including victims of trafficking and potential victims of trafficking

Responsible parties: The national stakeholders

Recommendation #4

Increase awareness about the achieved results. Positive results and achievement of the project need to be communicated even more with public, local level institutions, international organizations and with potential donors.

Responsible parties: IOM

Recommendation #5

Ensure greater involvement of local authorities. In the future there should be more focus on the work done by the local authorities. Local authorities have an obligation to implement local social protection programmes, thus greater use of the municipality budgets could be expected, specifically in terms of funding the local initiatives, such as for instance funding of the costs for the engagement of the civil society

members of the mobile teams, or implementing the local action plans to combat trafficking in human beings and illegal migration.

Responsible parties: The national stakeholders and IOM

Annexes

Annex 1: List of Documents Reviewed

1. National strategy for combating trafficking in human beings and illegal migration in the Republic of Macedonia 2017-2020
2. Северна Македонија во бројки, State Statistical Office, 2020
<http://www.stat.gov.mk/publikacii/2020/Makedonija%20vo%20brojki-2020-web.pdf>
3. Project Performance Review Report 'Strengthening the national capacities in the area of asylum, migration and trafficking in human beings', November 2018
4. Final report on to the IDF Development Fund 'Strengthening the national capacities in counter trafficking in human beings in North Macedonia', March 2020
5. Project Proposal 'Strengthening the national capacities in counter trafficking in human beings in North Macedonia'
6. Report on the delivered capacity building trainings for students of the institute for social works and social policy on the fight against trafficking in human beings, December 2018
7. Report on the advanced training programme on human trafficking for the social protection system, December 2018
8. Report on the training program 'The importance of team approach and different professional competencies in the fight against human trafficking", February 2019
9. Report on the capacity building training for professionals from the social system working with children victims of sexual abuse, February 2019
10. Report on the capacity building Workshops for judges and public prosecutors on trafficking in human beings and smuggling of migrants, April 2019
11. Report on the capacity building workshops for the law enforcement officers on the fight against trafficking in human beings and smuggling of migrants, March 2019
12. Report on the delivered capacity building trainings for law enforcement officers and social workers on the fights against trafficking in human beings and smuggling of migrants, December 2019
13. Evaluation of the National Strategy and the National Action Plan for Combating Trafficking in Human Beings (THB) and Illegal Migration (2017-2020), July 2020
14. Strengthening the national capacities in the area of asylum, migration and trafficking in human beings – Final Progress Report, June 2020

Annex 2: List of Key Informants

Ms. Ana Burageva Aleksovska, National Commission for combating trafficking in human beings and illegal migration/ MoI

Ms. Sonja Arsovska, Social worker, final beneficiary

Mr. Goce Bacanov, Assistant to Minister of Interior, MoI Training center Director

Ms. Sanija Burageva, Lecturer, trainings for law enforcement officers and social workers

Ms. Alessia Castelfranco, IDF

Ms. Svetlana Cvetkovska, National Referral Mechanism Office Coordinator, MoLSP

Ms. Maja Denkovska, Judge, final beneficiary

Mr. Kei Fukagawa, IDF

Ms. Elena Grozdanova, State Advisor, MoLSP

Mr. William Jernigan, IDF

Ms. Maja Koneska, Prosecutor, final beneficiary

Ms. Jelena Krasic, IOM Project Manager

Ms. Sanja Pandilov, Academy for Judges and Prosecutors

Mr. Goran Ristovski, Lecturer, trainings for law enforcement officers and social workers

Ms. Danica Stosevska, EU Delegation

Ms. Katerina Makreska, Law enforcement officer, final beneficiary

Ms. Zuica Naumova, Lecturer, trainings for judges and prosecutors

Annex 3: Evaluation Framework

Question number	Question	Indicators	Descriptors	Data collecting methods	Data sources
Q1	To what extent were stakeholders consulted and involved in designing the project?	1.1. The IDF project was complementary and did not overlap with partners' strategies	1.1.1. Documented elements on the alignment of IDF project with the national strategies 1.1.2 References made by relevant stakeholders that the IDF Project addressed priorities in the national strategies 1.1.3 Documented elements in IOM's documents and in key partners' strategies on the relation between IOM's approach and key partners' strategies 1.1.4 References made by IOM key partners that their strategic interventions were mutually taken into account	Desk review Interview	Project documents Partners' strategic documents IOM Project Manager Key National partners Key strategic partners
Q2	Is the project aligned with and supportive of national strategies?	2.1 Project goals were in line with national strategies and took these into account 2.2 Capacity building activities have been developed in line with the National Strategy for Combating Human Trafficking	2.1.1. Documented elements on the alignment of the project with the national strategies 2.1.2. References made by IOM staff and national stakeholders on the consistency between the changes in the related policies and strategies and the objectives of the project 2.2.1. References made by decision makers on the consistency between capacity building activities supported by the project and other capacity building activities in this area	Desk review Interview	Relevant policies and strategic documents IOM PM Key national partners

Evaluation of the project 'Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia'

01 June 2018 – 31 December 2019

					Key strategic partners
Q3	Does the project respond to the needs of the target group?	<p>3.1. Capacity building activities developed by IOM support have been developed in line with the existing curricula</p> <p>3.2. Adequacy of the capacity building activities to the professional needs of final beneficiaries</p>	<p>3.1.1. Documented elements of alignment between the capacity building activities developed by the project and training needs of the target group</p> <p>3.1.2. References made by relevant informants on consistency between the capacity building activities developed by IDF project and the training curricula</p> <p>3.2.1. Opinions expressed by final beneficiaries about their satisfaction on the appropriateness of the capacity building activities supported by IDF project to increase their knowledge and skills related to THB</p>	<p>Desk review</p> <p>Interview</p>	<p>Project documents, training curricula</p> <p>IOM Project Manager</p> <p>Lecturers</p> <p>Key national partners at Mol, MoLSP and Academy</p>
Coherence					
Q4	How well did the stakeholders harmonise and coordinate their interventions with other partners including but not limited only to other donors, other UN agencies and/or international organizations implementing similar projects?	4.1 Stakeholders coordinate interventions with other partners	<p>4.1.1. Documented elements of alignment between different interventions with other partners</p> <p>4.1.2. References made by relevant informants on coordination between the project and other interventions</p>	<p>Desk review</p> <p>interview</p>	<p>Project documents</p> <p>IOM Project Manager</p> <p>Key national partners</p> <p>Strategic partners</p>
Effectiveness					
Q5	To what extent were target groups consulted and involved in the implementation of activities, thereby improving ownership, accountability and effectiveness?	5.1. Target groups were consulted and involved in the implementation of activities	5.1.1. References made by relevant informants on their involvement in the implementation of the activities	<p>Desk review</p> <p>interview</p>	<p>IOM Project Manager</p> <p>Lecturers</p>

Evaluation of the project 'Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia'

01 June 2018 – 31 December 2019

					Key national partners at MoI, MoLSP and Academy
Q6	Have the project outputs and outcomes been achieved in accordance with the stated plans?	6.1. Changes in the policy framework	6.1.1. Documented elements on contribution of the IDF project supported activities to creating or improving the policy framework regulating the THB 6.1.2. References made on contribution of the IDF project supported activities to creating or improving the policy framework	Desk review Interview	Policy documents IOM Project Manager Key national partners Key strategic partners
Q6a	What were the results of the trainings on professional development of the national institutions, and how has it contributed to the institutional capacity building programme of the beneficiaries?	6a1.1 Changes in the institutional capacity building programme	6a1.1.1 Documented elements on contribution of the IDF project supported activities to institutional capacity building programmes 6a1.1.2 Documented elements of correspondence and coordination between different capacity building programs 6a1.1.3 References made by relevant informers on correspondence and coordination between different programs targeting final beneficiaries	Desk review Interviews	Project reports Project training curricula IOM Project Manager Key national partners at MoI, MoLSP and Academy

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Q6b	Have local stakeholders increased their capacities to address the challenges in combating human trafficking?	6b1.1. Changes in the capacities of the local stakeholders to address the challenges in THB	6b1.1.1 Documented elements of increased capacities of the local stakeholders because of the trainings 6b1.1.2 References and opinions made on contribution of the IDF project supported activities to building the capacities to address the challenges in combating human trafficking	Desk review Interviews	Project reports Final beneficiaries
Efficiency					
Q7	Was the project implemented in a most efficient way, in line with budget and expected expenditures, considering funds, expertise and time?	7.1. Strengths and weaknesses in the management of project implementation, factors that have threatened the management and opportunities which have helped the management of activities	7.1.1. Factual elements on the management of the activities 7.1.2 References of IOM Project Manager on the strengths and weaknesses in the management of activities, factors that have threatened the management and opportunities which have helped the management of activities	Desk review Interview	Project documents (progress reports, project proposal, budget) IOM Project Manager
Impact					
Q8	What is the likely long-term impact of the project in countering human trafficking and protecting victims of human trafficking?	8.1. Changes in terms of quality of services provided by beneficiaries with regard to addressing THB	8.1.1. Actual elements, references and opinions on improvement of practices and quality of services in addressing THB 8.1.2. Factual elements and references on the existence of a system of registration and monitoring of THB cases 8.1.3. Opinions on contribution of the capacity building activities for increased knowledge on THB	Desk review Interview	Relevant program documents and reports IOM Project Manager Key national partners Final beneficiaries
Q9	If any, which unintended effects can be observed, whether positive or negative?	9.1 Unexpected results	9.1. Factual elements provided by documents bringing evidence on the existence of other effects of the project in addition to the planned ones	Desk review Interview	Relevant program documents and reports

Evaluation of the project 'Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia'

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			9.1.2. Opinions of the informants regarding the existence of other effects of the project in addition to the planned ones		IOM Project Manager Key national partners
Sustainability					
Q10	Are benefits generated by the project likely to continue once the external support ceases?	10.1. Relative strength of factors enabling the national stakeholders to ensure continuity of the capacity building programs established with IDF support 10.2. Relative strength of factors that might impede on institutional capacity to sustain the capacity building programs established with the project	10.1.1 Documented elements indicating institutional capacities to ensure continuity of the capacity building programs established with the project 10.1.2 References and opinions made by relevant informants related to the institutional capacities to ensure continuity of the capacity building programs established with IDF support 10.2.1 Documented elements indicating potential risks which may impede on sustaining the capacity building programs established with IDF support	Desk review Interview	Relevant program documents and reports IOM Project Manager Key national partners Final beneficiaries
Q11	Do the project partners have the technical and financial capacity and are they committed to maintaining the benefits of the project in the long run?	11.1. Ownership assumed by the relevant partners	11.1.1. References and opinions made by relevant informants that the project was designed and implemented in such a manner that it promoted successfully ownership over different programme activities 11.1.2. References and opinions made by relevant informants that the relevant partners had/have assumed specific programme activities		Relevant program documents and reports IOM Project Manager Key national partners
Cross cutting themes					

Evaluation of the project 'Strengthening the National Capacities in Counter Trafficking in Human Beings in North Macedonia'

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Q12	To what extent was a gender sensitive approach used in the design and implementation of the project, and to what extent does it contribute to an improved impact of the project including in relation to gender-specific needs and results that can be observed?	12.1 Gender sensitive approach was used in design and implementation of the project.	12.1.1. Factual elements on the incorporation of the gender mainstreaming standards and principles into the planning		Relevant program documents and reports IOM Project Manager Key national partners
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Annex 4: Data Collection Tools

INTERVIEW GUIDE

IOM Project Manager; Key National and Strategic Partners;

Relevance

IOM

When thinking on the project objectives, how were priorities of the respective institutions (MoI, MoLSP, MoJ, Academy) considered when developing the project? What steps have been undertaken to include National strategy (and other policy documents on a national level) into the project?

In what way were different ministries/institutions involved in developing the project? How would you describe the cooperation with ministries/institutions?

Were there any gaps in the cooperation with different Governmental Ministries/Bodies? What would be the practical improvements you would suggest in this respect?

Did IOM/IDF have any contribution to these changes? Did IOM/IDF support efforts for improvements in this domain? To what extent was IOM/IDF support complementary with strategic partners (i.e. donors and international organizations?)

How relevant were the capacity building activities for local stakeholders with regard to services for the migrants, PoVoT and VoT?

Key national partners

What changes in the legislation (laws, policies, by-laws, secondary legislation) were made with support of the project? How would you characterize the overall capacities of the institutions to address trafficking of human beings? Were there any changes in this area in the past couple of years? Who triggered these changes? Were all measures adopted coherent along time in order to produce durable changes in the area of THB? Were there any measures that contradicted previous changes?

How do you perceive IOM's contribution to the changes in this area (THB), previously discussed? What changes would not happen without IOM intervention? What interventions relevant for the process would have taken place without IOM/IDF intervention?

Does the training program correspond to the practical needs of final beneficiaries? In what way were the needs of the staff being identified and by whom? How did this training contribute to capacity of the final

beneficiaries by increasing their knowledge on THB, smuggling of immigrants, protecting of the vulnerable migrants and identifying and referring cases of VoT and PoVoT?

Has the training program been aligned with the existing curricula (at MoI training center, ISA and Academy)? What kind of changes was involved in the revision of the curricula and with support of IOM?

Strategic partners (EU Delegation)

What were your main interventions in the period 2018-2019 in the area of trafficking of human beings and irregular migration? Did you establish any partnership or collaboration with the IOM in the respective period? What were the main objectives of the partnership/collaboration? Who were the main national/local partners for the respective interventions? Did the respective interventions respond to their needs?

Coherence

IOM/Strategic partners

Was the common support developed in partnership with the IOM aligned with the various international development frameworks? Were these common interventions in the country driven by clearly defined outcomes, progress indicators and targets, and measured/monitored against baseline indicators? Did you participate in consultative meetings for planning, reporting on the progress or final reporting on implementation of any these interventions/projects/activities? Were the results clearly formulated? Were the options for certain approaches clear?

Efficiency

IOM

How did you allocate the resources for the interventions? Based on what criteria decisions were made to approve the budgets? Where these allocations driven by the prices on the national market, or they were driven by constrains in terms of the limited resources you had available/leveraged from other international donors? If it would be the case to do again the same project would you make the same allocations? If not, why? Were there any market studies which guided your decision in the budget allocation?

Were there any measures which did not support the project goals? What about the timing, would you prioritize changes differently?

How well the implementation of the activities been managed by the IOM in consultation with national partners? What tools were developed in order to monitor the effectiveness of program activities? What

tools for monitoring and evaluation of training activities were developed? Did the institutions responsible for trainings implemented these tools and reported regularly on the quality of trainings conducted? What were the main obstacles in implementation of the activities? What would be the improvements you would suggest in this respect?

Key National Partners

How much time, human resources, and financial resources did your institutions/organisation invest in developing and implementing projects that contributed to capacity building of your staff with regard to combating trafficking in human beings and irregular migration? Did your institution/organisation implement any common activities/any form of collaboration with other institutions/organisation with IOM support? Were there any changes in your institution's budget allocation, which were initiated by some of the activities under the project? If yes, please describe in more detail. What else can be done in order to involve the Government's resources on a larger scale?

Strategic partners

To what extent have the resources allocated to the common activities/with your support and IOM's involvement been used in an economic manner? Could they have been used better? Were there any other programs/projects addressing THB supported by your organization? If yes, were those activities coordinated with IDF project? By whom?

Effectiveness

IOM

Have the planned results been achieved (quantitative and qualitative)?

- In creating/improving national migration related legislation and at the higher-level policy documents addressing THB?
- In building capacities of local stakeholders (final beneficiaries)

How successful was the program in establishing and developing national level mechanism for continuous professional development of governmental staff that work in the area of migration, THB and asylum?

Were there any unexpected results? What were the key factors of success? What were the main constraints/challenges from inside the organization, as well as the external factors that have influenced the attainment of the results?

What strategies/core roles have been most efficient in influencing improvements in capacities of the stakeholders to efficiently implement the new legislation and relevant operational documents related to THB and irregular migration?

Key national partners

Has the project supported by IOM achieved their planned outcomes under the capacity building programs? How satisfied are you with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities delivered by the IOM/IDF supported activities? To what extent the IOM supported project contribute to building capacities of government staff (final beneficiaries at MoI, MoLSP, MoJ, Academy)? Did those interventions provided any additional (not directly planned) significant contribution in the area of THB and irregular migration? If yes, which are those? What were the most successful practices adopted and the main problems encountered?

Strategic partners

To what extent have the planned results in the area of counter trafficking in human beings been achieved? Were there any unexpected effects? Was there a strategic coordination and collaboration between your organization (or other strategic partners i.e UN agencies, EU Delegation etc. you are aware of) and IOM in order to achieve planned outcomes? What were the key factors of success? What were the main constraints/challenges that have influenced the attainment of the results?

Did the project components generated changes in other important areas influencing combatting THB, irregular migration that should be mentioned? Who are the main stakeholders contributing to changes in these areas?

Sustainability

IOM

To what extent are the results achieved sustainable? What makes them sustainable? What are the risks that the achievements would not be sustainable and what are the measures needed to improve prospects for the sustainability of results? What has been missing in the area of combatting THB and irregular migration and is needed in order to fully implement the desired changes?

Key national partners

How stable is progress achieved so far in the area of combatting THB and irregular migration? What more should be done to make it more stable? Are you willing and committed with achieving priorities in the National Strategy for combatting THB and IM? Do you have the capacities to continue with achieving Strategy priorities? Is there local ownership of Strategy outcomes? Which are your major concerns regarding the success of the reforms in combatting THB and irregular migration in the country? How can these vulnerabilities be mitigated?

Strategic partners

How stable is progress achieved so far in combatting THB and irregular migration? What more should be done to improve sustainability? What has been missing in the reforms and is needed in order to fully implement the desired changes? Does your organisation have any plans to continue the collaboration with the IOM? What these plans for future collaboration about?

Impact

IOM

How did the IOM's work build the capacity of governmental staff to counter human trafficking and protecting victims of human trafficking? How did the IOM work in the country influence coordination among the IOM and its strategic partners?

If any, which unintended effects can be observed (positive or negative)?

National partners

Did the IOM support influence the capacity of your institution/organisation? In what sense? Do you think that now you have the capacity to continue implementation of the adopted strategies and initiatives to deliver on the national efforts to effectively counter human trafficking? What else does your institution/organization need to have the capacity to deliver on these national efforts? Was there any cooperation with other donors/organizations in achieving these goals? If yes, how did IOM influence coordination with those strategic partners?

Strategic partners

How did your cooperation with the IOM work in the country contribute to building the capacity of the governmental staff in the area of combatting THB and irregular migration?

INTERVIEW GUIDE

Final beneficiaries

Relevance

Does the training program correspond to your practical needs? In what way were the needs of the final beneficiaries being identified and by whom? How did this training contribute to your capacity to counter THB and irregular migration/protect trafficked persons, vulnerable migrants and groups vulnerable to migration related risks?

Effectiveness

How satisfied are you with the quality of policy documents, studies, technical tools, technical advice, capacity building and other activities delivered by the IOM supported activities? To what extent the IOM supported program contribute to building your capacities? Did those interventions provided any additional (not directly planned) significant contribution to effectively combat the trafficking and irregular migration? If yes, which are those? What were the most successful practices adopted and the main problems encountered?

Sustainability

How stable is progress achieved so far in the area of combatting THB, irregular migration, protection of victims and potential victims of trafficking? What more should be done to make it more stable? Are you willing and committed with achieving priorities in the strategy for combatting THB? Do you have the capacities to continue with achieving these priorities? Which are your major concerns regarding the success of combatting THB and irregular migration in the country? How can these vulnerabilities be mitigated?

Impact

Did the IOM support influence your capacity as professional in the field? In what sense? Do you think that now you have the capacity to continue implementation of the adopted strategies and initiatives to deliver on priorities in combatting THB and irregular migration? What else do you need in order to have the capacity to deliver on these priorities?

Annex 5: Terms of Reference

Terms of Reference:

External Ex-post Evaluation of the project 'STRENGTHENING THE NATIONAL CAPACITIES IN COUNTER TRAFFICKING IN HUMAN BEINGS IN NORTH MACEDONIA'

Commissioned by: IOM Country Office in North Macedonia

1. Evaluation Context:

The International Organization for Migration (IOM), now the UN Migration Agency, was established in 1951 and is the leading inter-governmental organization in the field of migration working closely with governmental, intergovernmental and non-governmental partners. With 173 Member States, 8 states holding observer status and offices in over 100 countries, IOM is dedicated to promoting humane and orderly migration for the benefit of all.

IOM presence in North Macedonia dates back to 1999. IOM has been implementing a variety of projects in line with its mission to assist the Government of North Macedonia in meeting the operational challenges of migration, advance understanding of migration issues, encourage social and economic development, and uphold the human dignity and well-being of migrants.

In the field of countering trafficking in human beings, IOM in North Macedonia has been implementing projects in support of the Government related to legislative, policy and operational efforts. IOM has provided support through several projects with actions ranging from support in development of the National Strategy for Combating Trafficking in Human Beings and Illegal Migration 2017-2020 and its Action Plan; support to Centre for Victims of Trafficking; support in provision of comprehensive assistance to identified and potential victims of trafficking; raising awareness through organization of informative campaigns and community sessions, celebrations of the European Human Trafficking day; and development of specialized training curriculums to support capacity building of relevant government institutions and civil society organizations.

IOM started implementation of the project 'STRENGTHENING THE NATIONAL CAPACITIES IN COUNTER TRAFFICKING IN HUMAN BEINGS IN NORTH MACEDONIA' funded by the IOM Development Fund (IDF)³⁴ in June 2018. The objective of the project is to contribute to the national efforts to effectively counter human trafficking and strengthen its efforts in protecting trafficked persons, vulnerable migrants and groups vulnerable to migration related risks.

The intended outcome is to that: Rights of (potential) victims of trafficking, vulnerable migrants and groups vulnerable to migration related risks are better protected by the relevant government institutions. The project aimed to achieve that outcome through the following output: Relevant national institutions and organizations have the skills and knowledge to apply law with a victim and rights-based, gender-

³⁴ Since 2001 the IOM Development Fund/Developing Capacities in Migration Management (originally named the 1035 Facility) has provided a unique global resource aimed at supporting developing Member States in their efforts to strengthen their migration management capacity. With over 600 projects implemented in more than 115 countries worldwide, the Fund has successfully addressed the capacity building needs of eligible Member States by providing essential "seed funding" for innovative projects.

sensitive approach according to international standards for THB and illegal migration cases. The project activities were development of training curriculum and materials, delivery of trainings, and follow-up on knowledge application.

The **target groups** and **final beneficiaries** were the following entities and individuals:

Target groups	<ol style="list-style-type: none"> 1) Ministry of Interior 2) Ministry of Labour and Social Policy 3) Academy for Judges and Public Prosecutors
Final beneficiaries	<ol style="list-style-type: none"> 1) Law enforcement officers 2) Social workers 3) Members of the judiciary

The IDF project was designed as complementary to a separate EU-funded project “*Strengthening the national capacities in the area of asylum, migration and trafficking in human beings*”, which had similar objective in terms contributing to protection for vulnerable categories of migrants. Therefore, while the evaluation is focused on the IDF project, consideration should also be given to alignment and synergy between the IDF and EU project “*Strengthening the national capacities in the area of asylum, migration and trafficking in human beings*”, in particular related to the questions under the coordination criteria. Other complementary projects that should be considered are:

“*Special Measure supporting the former Yugoslav Republic of Macedonia to manage its southern border in the context of the European migration crisis*” implemented since 2016 with funding from the European Union. The overall objective of this initiative is to support the country to improve its border and migration management capabilities in the context of the European migration crisis. Synergies and coordination was established with this initiative regarding the design and implementation of the capacity building training component to avoid overlapping of the training topics and to assure proper selection of trainees who were not previously included in the Special Measure capacity building activities.

“*EU support to Serbia and the former Yugoslav Republic of Macedonia in managing the migration/refugees crisis/Balkan route*” is also implemented since 2016 with funding from the European Union. The overall objective of the action is to ensure and expand the direct operational capacities of national authorities in targeted counties to effectively respond to the mid-term and long-term challenges related to migration flows. Additionally on sub regional level, this action is helping to strengthen operational capacities of the authorities to provide accommodation and basic living conditions to efficiently respond to the needs of migrants and asylum seekers; access to basic medical care for migrants, asylum seekers and refugees; and voluntary humane and dignified return and reintegration. Both projects have established close cooperation regarding the needed access and support to organization of the training sessions in the two Transit Reception Centers (TRC) in Gevgelija and Kumanovo (including provision of Farsi language interpreter) as well assistance to and access to TRCs for the international and local experts engaged to developed legal/policy documents (laws, by-laws, rulebooks/guidelines, strategies and analyses) in line with the EU standards.

“*IPA II Regional Support to Protection-Sensitive Migration Management in the Western Balkans and Turkey*” - The overall objective of the action is to develop and operationalize a comprehensive migration management system in seven IPA beneficiary countries in line with EU standards. Both projects have

regularly coordinated and shared information regarding the planned and implemented activities and developed policy/legal documents to assure better treatment of migrants, asylum seekers and other vulnerable categories, such as victims of trafficking and smuggling.

2. The same type of coordination and promotion of synergies was established the project "*Enhancing capacities and mechanisms to identify and protect vulnerable migrants in the Western Balkan – phase III*" funded by the US Department of State Bureau of Population, Refugee and Migration. Coordination focused on both planning and organization of capacity building actions as well as in the development of policy/legal documents in the area of human trafficking and smuggling of migrants. **Evaluation purpose and scope:**

The ex-post external evaluation is being conducted for use mainly by IOM senior management and the donor (IDF) to assess performance and identify the challenges and constraints that have been encountered during implementation process and identify important lessons learnt and make recommendations for the implementation of future projects. IDF will also use findings to assist in its decision-making on use of the Fund as seed funding, on project management, and to fine-tune interpretation and categorization of funding criteria and overall regional disbursement strategies.

IOM will share the evaluation report with the participating institutions, so that they can also assess the performance, relevance and accountability of the project in relation to the intended beneficiaries.

The evaluation will need to be gender-sensitive and shall seek to understand the extent the project has been successful in addressing the gender-specific needs. The evaluation will cover the entire implementation period from 01 June 2018 until 31 December 2019. The evaluation field visit will be carried out in Skopje.

3. Evaluation criteria

The evaluation will cover the criteria of relevance, effectiveness, and efficiency of the project, and to the possible extent, will address the likely impact and sustainability of the project. The evaluation will be gender-sensitive. Finally, given that other ongoing similar projects implemented by IOM, the criteria of coordination will also be used.

4. Evaluation questions

More specifically, the evaluation shall focus on the following questions:

Relevance

1. To what extent were stakeholders consulted and involved in designing the project?
2. Is the project aligned with and supportive of national strategies?
3. Does the project respond to the needs of the target group?

Coherence

4. How well did the stakeholders harmonise and coordinate their interventions with other partners including but not limited only to other donors, other UN agencies and/or international organizations implementing similar projects?

Effectiveness

5. To what extent were target groups consulted and involved in the implementation of activities, thereby improving ownership, accountability and effectiveness?
6. Have the project outputs and outcomes been achieved in accordance with the stated plans? In particular:
 - a. What were the results of the trainings on professional development of the national institutions, and how has it contributed to the institutional capacity building programme of the beneficiaries?
 - b. Have local stakeholders increased their capacities to address the challenges in combating human trafficking?

Efficiency and cost effectiveness

7. Was the project implemented in a most efficient way, in line with budget and expected expenditures, considering funds, expertise and time?

Impact

8. What is the likely long-term impact of the project in countering human trafficking and protecting victims of human trafficking?
9. If any, which unintended effects can be observed, whether positive or negative?

Sustainability

10. Are benefits generated by the project likely to continue once the external support ceases?
11. Do the project partners have the technical and financial capacity and are they committed to maintaining the benefits of the project in the long run?

Cross-cutting themes

12. To what extent was a gender sensitive approach used in the design and implementation of the project, and to what extent does it contribute to an improved impact of the project including in relation to gender-specific needs and results that can be observed?

The focus should be on summative assessment of the performance and results to date, in particular outcome level changes and contribution to impact, as well as sustainability. The evaluation should also document any lessons learned and good practices to be used by IOM staff and partners to inform design and implementation of similar projects, whether in the country or globally. Finally, recommendations should highlight in particular any actions that could be taken to strengthen performance and achievement of results in ongoing or future similar projects.

5. Evaluation methodology

The following combination of data collection methods is proposed be used in the evaluation, pending discussion with and the inception report of the selected evaluator:

- Review of existing documentation (project documents, reports, manuals and handbooks, photos, information presented in the media);

- Semi-structured interviews with IOM staff responsible for the project implementation, government agencies and other stakeholders (based on the status with the COVID-19 a telecommuting can be used to replace face-to-face meetings);

The evaluation must be conducted considering IOM Data Protection Principles, UNEG norms and standards for evaluation and other relevant ethical guidelines for conducting evaluation.

6. Evaluation deliverables

The selected evaluator should develop an **inception report** including an evaluation matrix and related data collection tools to describe their understanding of the TOR and how they will conduct the evaluation including any revisions to the methodology as required. This should be submitted to the project manager following the document review phase, for comments and discussion with the evaluator to finalize plans prior to the interview phase.

Following the interview phase, the evaluator should prepare a short **presentation** of the initial findings and tentative conclusions and recommendations. This will be used by the evaluator to debrief the project manager, to identify and address any misinterpretations or gaps. Final quality control is the responsibility of the project manager.

Building on the debrief and initial feedback received, the evaluator should prepare a **draft report** to be shared with IOM in North Macedonia. IOM will be responsible for compiling comments/feedback, including from IDF and from IOM's Regional Office in Vienna. The project manager and the project team will then finalize the report based on the comments/feedback received.

The **final report** shall be written in English and meet good language standards, being grammatically correct, proofread and laid out well, consisting of between 20 and 25 pages of the main text (without annexes). The report will follow the same presentation logic and include, at a minimum, the information described in the IOM Project Handbook template for evaluation reports: executive summary, list of acronyms, introduction, evaluation context and purpose, evaluation framework and methodology, findings, conclusions and recommendations. Annexes should include the TOR, inception report or evaluation matrix, list of documents reviewed, list of persons interviewed or consulted, data collection instruments, as well as any other relevant information.

A **two-page evaluation brief** will also be developed by the evaluator to summarize key findings, conclusions and recommendations. IOM will provide a template as guidance, which can be adapted by the evaluator, but which should be no longer than two pages. Page one should include: Identification of audience; Project information (project title, countries covered, project type and code, project duration, project period, donor(s), and budget); Evaluation background (purpose, team, timeframe, type of evaluation, and methodology); Brief description of the project. Page two should summarize the most important evaluation results: Key findings and/or conclusions, best practices and lessons learned (optional), and key recommendations.

Finally, once the evaluation report and brief are finalized and accepted by the Evaluation Manager, the evaluator should prepare a draft **Management Response Matrix** using the IOM template that will be provided to the evaluator, by inserting the recommendations as well as an indicative timeframe or deadline for implementation. The Evaluation Manager will be responsible for finalizing the matrix.

7. Roles, responsibilities, and work plan:

The evaluation will be conducted by one external evaluator. The respective roles and responsibilities are outlined below:

External evaluator:

- Preparation, carrying out data collection and analysis, and drafting all of the products outlined above.
- Provide periodic feedback as needed to the Project Manager on progress and any challenges.
- Provide debrief at the end of the data collection phase to present initial findings and tentative conclusions. This will allow for any obvious oversights, misinterpretations, or information gaps to be identified and addressed before the external evaluator begins drafting the full report.

Project (evaluation) manager:

- Arrange interview logistics including meetings (or e-mail addresses of the stakeholders needed for the telecommuting).
- Manage evaluation process including feedback and quality control to the inception phase, debrief, and provide comments to the draft evaluation report.
- Assist in addressing issues or challenges flagged by the evaluator.

Realistic delivery dates and details as to how the work must be delivered

Implementation period: 21 July – 21 August 2020. The precise dates will be confirmed with the selected evaluator. The final report must be completed by 30 September 2020.

TASKS	TIMEFRAME (Working days)
Conduct desk research : gather and analyze reliable, relevant, and up-to-date information from all available sources (including project reports and information from non-governmental agencies and international organizations). The evaluator shall prepare an inception report to summarize the findings of the desk review and provide further details on methodologies to be used and/or any revisions to the methodology as required. This must be submitted to and approved by the project manager prior to the start of data collection.	3 days
Conduct interviews with IOM staff and relevant stakeholders	4 days
Draft the report, brief and Management Response Matrix and submit to IOM for feedback and further inputs	4 days
Finalize the report and the brief and submit to IOM	2 days

8. Call for applications for external evaluator

Qualifications and experience

The external evaluator should meet the following requirements:

- Advanced degree in a relevant field such as economics, social sciences, statistics or similar is required.
- Minimum of three years of experience conducting evaluations is required.

- Experience in the country or region and experience working on human trafficking issues is preferred.
- Skills in evaluation design, qualitative data collection and analysis, drafting and editing in English, communication, time management and cultural sensitivity are required.
- Experience conducting semi structured interviews at various levels required (face to face and remotely).

Performance indicators for evaluation of results:

- The quality of and the timely completion of the evaluation materials,
- Balance of theory and practical information in developing materials;
- Quality, user friendly and topic oriented, comprehensive presentations;
- Compliance with IOM House Style Guidelines
- Compliance with IOM Data Protection Principles

Interested evaluators are invited to submit the below as part of the application:

- **CV of the evaluator**
- **Proposal outlining the proposed methodology for the evaluation, data analysis techniques, quality control measures, timelines, and budget**
- **Two samples of previous work**

Applications are to be submitted to following e-mail address: recruitmentskopje@iom.int indicating the position title in your email subject line and quoting the reference code – **CFA-IOM-SKP-2020-08**:

The deadline for applications is 17 July 2020.